

A STUDY OF THE INTERACTION IN BOOK SELECTION BETWEEN
PROVINCIAL LIBRARY SYSTEMS AND THEIR AFFILIATED
PUBLIC LIBRARIES IN SOUTH AFRICA

by

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ABSTRACT

Current methods of book selection in provincial library services in South Africa are examined with a view to establish whether they are the most effective possible from the point of view of the affiliated public libraries throughout the country. This involved tracing the history and development of the four provincial library services and examining their current selection practices.

A well-organised network of affiliated public libraries making provision for white, and to a lesser extent coloured, South Africans has been established since World War II, with the strongly centralised provincial services providing the book stock. It appeared from the study that relatively little change had occurred in either the organisational structures or the book selection methods of these services since their inception, and that the involvement of local librarians in book selection was negligible. Instead of their role increasing as more public libraries were staffed by qualified librarians, financial pressures had resulted in even less initiative being permitted and an increase in centralised control.

To establish the ideal model against which the performance of the provincial library services could be evaluated, contemporary professional opinion on public library objectives, management and book selection, as also the developments in rural systems in selected countries was surveyed.

Compared to the static local picture of service which emerged from the empirical investigation, overseas advances in goals and management as reported in the literature had seen exciting professional advances, with librarians accepting, and going out to meet, the challenge of the changes in society. Strong communication links between users and selectors were emphasised. Rural networks in the foreign countries surveyed had grown to improve in efficiency and in economic terms, but in all cases the local librarian selected his own bookstock, which seems more satisfactory than the current South African practice. To further test this hypothesis an empirical investigation

by means of a questionnaire was circulated to all affiliated public libraries circulating more than 60 000 books annually. The findings confirmed the surmised lack of interaction in book selection between provincial and public librarians, and there was dissatisfaction, particularly among the very biggest libraries with experienced qualified staff, at the present system. The thesis concludes with recommendations made towards remedying this situation.

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CHAPTER 1

Statement of purpose and research method

1.1 Statement of purpose


The primary aim of this study is to examine the present methods of book selection in provincial library services and to establish whether they are the most effective possible from the point of view of the affiliated libraries. Rising costs are creating increasing pressure within provincial and local authorities to ensure maximum efficiency for the money we have. As fewer books can be bought it becomes more imperative to ensure that the best possible use is made of book funds; for this to happen a full and free exchange of ideas and needs between book selectors and public librarians is essential.

The community to be served has changed dramatically over the past three decades, but no reassessment of the objectives of provincial library services in terms of these community changes appears to have been made since their inception; borrowers remain predominantly white and middle class, while a vast society of barely literate people remain without service. The battle to achieve adequate public library coverage for whites, and to a lesser extent for coloured communities, has been won, many fine standard buildings, and increasingly, qualified staff are available to virtually every citizen. However provincial library services have not changed sufficiently in accordance with new community demands. It has therefore become a matter of urgency to examine their direction and to assess the quality of the service the taxpayers are getting for their money. Compared to the continual professional soul-searching which goes on in many countries overseas as reflected in the literature, relatively little research into public librarianship has been done locally. The national economy is not expected to maintain its previous buoyancy, and we must prepare ourselves for far more severe accountability in the future. Before the four

provincial library services were established in the period from 1945 to 1950 a great deal of attention had been given by the library profession to the provision of public library services in rural areas. Apart from the Cape subscription libraries, there were relatively few libraries at the time and, particularly in the Transvaal, where E.A. Borland drew up the master plan, there was no resistance to the centralisation of book selection. Considering the circumstances Borland's scheme proved a resounding success; it achieved extensive public library coverage in record time, but right from the start Borland saw the void between user and selector as a problem. In the Cape Province there was a measure of opposition to all books being provided by the Cape Provincial Administration, but as elsewhere, the local communities were given assurances of their autonomy and their right to get any books they asked for. It is therefore of value to examine whether these commitments have been met, and whether the services, which may be efficient, are equally effective.

1.2 Method of approach

1.2.1 Literature survey

A historical approach to the development of provincial library services will be necessary to establish the intentions of the pioneers and in particular their views on book selection for the services, and then the development of the four independent services will be traced in the relevant literature to date. There appear to be individual differences but basically there is  uniformity in structure and operation. Details of the current book selection procedures viewed from the point of view of the services themselves will be needed to be able to evaluate them. An improved system, reflecting more accurately a current concensus in so far as it will elicit general professional support, will have to be

established in order to evaluate local performance. This will entail surveying ideas on objectives, management and book selection, and obtaining details of actual practice in other rural schemes.

1.2.2 Empirical survey

In the light of the resultant hypothetical model, the performance of the provincial library services will then be tested by means of a questionnaire to the largest affiliated public libraries throughout South Africa to gauge the opinions of their librarians-in-charge on the efficacy of the present system and their views on alternative systems.

Arising out of the conclusions of the study it is proposed to make recommendations for the changes that are found desirable.

1.3 Research methodology

The search for and tracing of sources will be done by locating and following up all bibliographies and library subject catalogues that are accessible. Primary sources will be pursued whenever possible and obtained on inter-library loan when available. Secondary sources will in the main be confined to those available from libraries in the Cape Town area, but selected items will be sought on inter-library loan.

Details of the methodology as it applied to each chapter of the study are given in the introduction to the relevant chapter.

CHAPTER 2

History and development of provincial library services in South Africa

2.1 Introduction

It is necessary to trace the development of public library services to country areas with particular attention as to how books were selected and the role of librarians in this activity.

A brief historical background of the reading public and book availability will be provided, and then the pioneer schemes proposed before the provincial library services were established will be investigated in order to survey the views and intentions of those who planned the schemes.

Then the history of public libraries in each province is traced from their earliest establishment to date. Within a chronological division of the various periods of development under different directors information is arranged by the following themes: establishment, legislation and finance; objectives, organisation and staffing; book-stock and selection; and an analysis of statistics once the provincial library services are established. Graphs showing the growth in each province are provided to supplement the fuller statistical tables provided in the Appendixes. The history of public library provision for blacks is then briefly surveyed.

Finally the views of the founders of the provincial library services and their professional colleagues are investigated to ascertain their ideas on book selection and the role of local libraries in this activity.

There is astonishingly little material in the records about the selection of books. The initial concerns were naturally the hard realities of legislation and finance, and then with setting up the organisations to execute the schemes. The practical procedures were, as a rule, not

described by the planners and practitioners concerned. The relevant documents were perused to establish what views the early leaders had expressed on the subject of book selection.

Sources for the history and development of provincial library services were the entire run of South African libraries which was examined in detail to catch the professional flavour of the time since, particularly in the early years, the agitation for rural services was recorded here. S.A.L.A. Conference papers and Newsletters were also perused; with the natural preoccupation with the provision of money and accommodation the details of what books would occupy the shelves tended to be glossed over or mentioned only in passing. The C.P.A. Archives made available all files relevant to the history of the rural service in the Cape to 1955. Once the services started, their Annual reports, house journals and any other published material that could be traced were examined. The services were deliberately not approached for further information as the picture required was of the situation as it is, not as it could be projected. However, when so little was found in print, informal interviews were conducted with three of the early staff members involved with book selection. They were F. du Plessis on the Cape Book Distribution Service, D.L. Ehlers on the Cape Service in 1948, and G.R. Morris on the Transvaal Service from 1948 to 1963.

2.2 Books and the reading public

2.2.1 Period of the early settlement

The prevailing conditions during the early days after white settlement at the Cape in 1652, and the frequent absence of reading in such new colonies are reconstructed in an article by D.H. Varley: "When the free spirit went abroad with the emigrants, freedom of expression in their newly adopted country immediately tended to disappear,

and we see in a flash the fear of the free press by the still insecure governing authorities' (Varley 1949 : 17). The isolation and lack of learning among country people in South Africa in the latter half of the eighteenth century was remarked on by visitors (Varley, 1949 : 25). Owing to the backwardness of the Dutch East India Company rule, and despite the attempts by de Mist to bring in an official printing press, a small hand press was brought to the Cape only in 1874 (Varley, 1949 : 26), and there was in fact no public press in existence until 1824, when the South African commercial advertiser was launched (Varley, 1949 : 32). Public book availability was very limited, and no serious books were available since 'intellectual refinement was at the lowest ebb, both among the Dutch and English' (Varley, 1949 : 33). The distance between the small group of readers and the mass of the ordinary people was described by the editor and publisher of the Cape Town mirror when this project folded in 1849:

'The frame of the society in this colony is not suited for cheap publications. The lower class do not read. The middle and higher classes who do read are exigent in their requirements; they desire only the best order of reading and are able and willing to pay for it as a fair price' (Varley, 1949 : 44).

2.2.2 Development of the Afrikaans language

Books are dependant on a written language and it is therefore necessary to briefly trace the development of Afrikaans from the Dutch dialect spoken by Jan van Riebeeck and his companions in 1652. Dutch was the official language of the Cape settlement until 1822 when by proclamation Lord Charles Somerset changed it to English, but long before the end of the eighteenth century Afrikaans was firmly established as the house language and everyday colloquial language used by the

settlers and their servants (Scholtz, 1980 : 3).

However, Dutch remained the language of culture and Afrikaans was considered unsuitable in high circles:

'Afrikaans is lank beskou as by uitstek die taal van onontwikkeldes net geskik vir mondelinge gebruik in die private lewe en in verkeer met nie-blankes. In alle ander omstandighede het van huiet uit Afrikaans-sprekendes Nederlands gepraat of probeer praat; en altyd het hulle Nederlands geskrywe of probeer skrywe, selfs in briefwisseling tussen familieleden en intieme vriende' (Scholtz, 1980 : 4).

There was little room for reading in the hard life of the Voortrekkers (Pellissier, 1978 : 6), and the books they took with them were primarily of a religious character (Varley, 1949 : 41). An interesting anecdote about a Dutch public library encountered on court circuit late in the nineteenth century is told by that prominent early library supporter, Sir Perceval Laurence (1970 : 240-1).

It was only after 1828 when press freedom finally came to the Cape Colony that an indigenous journalism was born, although written Afrikaans was for many years only used to achieve an amusing effect. The first newspaper to regularly use Afrikaans was published by L.H. Meurant in Cradock in 1860, and others followed. Dutch had remained the official language of the republics beyond the Cape Colony, but, with English the only language used in government schools in the Cape, there had been a process of anglicization which had weakened the Afrikaans language (Scholtz, 1980 : 3).

2.2.3 Growth of Afrikaans literature

The consolidation of the language can be dated from the establishment in 1875 of the Genootskap van Regte Afrikaanders. A start was made on the translation of the Bible and the first grammar books followed (Scholtz, 1980 : 8). Years of inspiring struggle ensued with political aspirations closely tied to the recognition of the virile young language. Although the principle of

mother tongue instruction had been accepted in the Transvaal in 1907 and the Orange Free State in 1908, and Dutch was reinstated as an official language in the constitution of the Union in 1910, it was not until 1918 that Afrikaans replaced Nederlands in schools (Scholtz, 1980 : 23). The final success came with statute no. 8 of 1925 when Afrikaans was accepted as an official language (Scholtz, 1980 : 24).

The phenomenal subsequent growth of Afrikaans literature after the years of struggle for recognition is recounted in details by Kannemeyer (1978), and it is important to recall that the complete Bible was finally only available in Afrikaans in 1933. Newspapers and journals like Die Huisgenoot which has been published since 1916, and Die Burger, since 1915 (Kannemeyer, 1978 : 100), were important vehicles for the early writers. While the literature during the period 1875 to 1900 was didactic and concerned with the language struggle, religion and family life of ordinary people (Kannemeyer, 1978 : 58), the important products of the period from 1900 to 1930 were the work of younger writers who struck a new individualistic and cosmopolitan note (Kannemeyer, 1978 : 95).

There was, however, still very little in total published, and by 1910 only 92 books had appeared in Afrikaans (Ehlers, 1952 : 112). The move of more and more Afrikaans people to the towns, the school instruction in their own language, the increase in leisure and the growing availability of books in Afrikaans: 22 in 1918 had increased to 129 annually by 1947 (Ehlers, 1952 : 113), created a new reading public as the twentieth century progressed. The stature of writers such as N.P. van Wyk Louw since the thirties has resulted in an impressive body of literature and a firm place for that literature in the life of the new reading public (Afrikaans... 1975 : 80).

2.2.4 The reading public

However there was still a long way to go, and reviewing the position in 1950 in a hard-hitting presidential address to the South African Library Association (S.A.L.A.), Borland pointed out that although the white school attendance and consequently the overall level of literacy, had improved considerably since 1911, the quality of the Afrikaans books available to the readers and the regrettable ignorance of the public as a whole were still major stumbling blocks to the development of a reading public (Borland, 1950). In his report to the Carnegie Corporation in 1928 Milton J. Ferguson had this to say:

'South Africa, you are told, is a land of sunshine, an outdoor country, a place where games and sport hold the attention and where reading is a recreation and nothing more. As a result of this condition, your informant goes on, fiction alone is in demand, and of fiction only the latest, the best sellers, the thrillers will do' (Ferguson, 1929 : 9).

The decrease in good novels and the increase in inferior Afrikaans fiction between 1934 and 1954 was reported by the Cronjé Commission (Cronjé, 1958 : 118). By 1966 a universal disillusionment had reached South Africa as well: 'let us face the fact that the "common man" of the twentieth century does not aspire to become educated,' declared P.C. Coetzee (1966 : 30).

This disillusionment with the common reader among promoters of good literature had hit British society much earlier. The spread of popular commercial literature and the rise of the bestseller had been with them since the late nineteenth century (Gedin, 1977 : 51-5).

The early development of a reading public had after all been primarily a British phenomenon, and the growth, particularly of the entertaining novel, as people had more leisure and education to read was firmly established in Britain during the nineteenth century (Gedin, 1977 : 13-29).

In her now classic study of the reading of fiction in Britain Q.D. Leavis traced the growth of a discriminating reading public to the end of the eighteenth century. The circulating library, and cheap editions which fed a drug addiction to fiction in the nineteenth century in turn led to its disintegration (Leavis, 1932).

The 1820 settlers obviously brought the reading habit along with their other traditions (Van der Riet, 1952; Varley, 1952), and it was only logical that the early network of subscription libraries would be established by the English-speaking people, and that the predominantly Afrikaans-speaking rural population would take little part in them.

The availability of popular reading material in English was an essential prerequisite to the existence of a reading public.

2.2.5 Books in the English language

The growth of the English language publishing industry to where, in Great Britain alone, by 1979 the annual production of fiction and non-fiction titles has risen to 29 530 (Bookseller, 1980 : 22) is obviously relevant to a consideration of book availability.

The British book production was still small at the beginning of the nineteenth century; 372 titles in 1802 had risen to 580 in 1827 (Plant, 1965 : 445). The newly arisen merchants were not readers, and it took the Elementary Education Act of 1870 and the resultant decline in illiteracy and the rise in family income to increase the book production to 6 044 by 1901. By 1913 this figure had shot up to 12 379 (Plant, 1965 : 447), and in 1947 when the provincial library services were getting underway the total British production was 13 046 titles (Bookseller, 1980 : 22).

2.2.6 Book availability in South Africa

Turning to the local publishing and bookselling scene, one notes that books were becoming available in the Cape by 1830 (Immelman, 1972), but it was not until 1853 that

Juta & Co. opened the first bookshop in Cape Town (Smith, A.H., 1978). Their first branch was opened in Port Elizabeth in 1862. A further branch was opened to become the first bookshop in Pretoria in 1874 (Ploeger, 1979), and another in Johannesburg in 1887, when Ferreirastown was one year old. The tin shack and the supply of books were sent by rail to Kimberley and then transported on to be erected on the corner of Pritchard and Loveday Streets where Juta's still stands today (Smith, A.H., 1978). Later branches followed in Stellenbosch, East London, Durban and Uitenhage in the expansive days before a devastating fire set the firm back in 1901. According to the Cape Annexures, after 1861 Juta's supplied books and periodicals to libraries as distant as Kingwilliamstown and Graaff-Reinet (Smith, A.H., 1978).

More bookshops followed, but they are to this day confined to bigger towns, and book ownership has never been a notable national trait vis-a-vis the situation in Britain and Western Europe.

The reluctance of particularly Afrikaans readers to buy books was still being remarked on in Die Burger in 1959 (Human, 1960 : 23).

Thus the public library has been the primary source of books for most of our country people right back to the subscription libraries which played such a commendable role in their communities for over a century (Immelman, 1970). The growth of the South African publishing industry and the increase in imported book availability since the date of establishment of the provincial services in dealt with in chapter 3.12.

2.3 Intentions of the pioneer schemes

Although the final model adopted for all four services was that put forward by Borland in 1944 (Robinson, 1977 : 89), it is relevant to trace the views of the early

proponents of rural schemes particularly on the degree of centralization and the method of book selection they envisaged.

2.3.1 Early ideas, 1902-1906

In 1902 Dyer compared the British and American schemes and advised:

'South African libraries can with advantage adopt the best points of both systems. We should attract the public and not attempt to discipline it, but yet we should endeavour to lead the younger generation toward the right use of the best books'.

He favoured the idea of distribution stations linking a district to the nearest town (Dyer, B.L., 1902 : 27).

Laurence, addressing the first conference of South African librarians in 1904, was no doubt speaking from his experience in selecting books for the Kimberley Public Library when he spoke of building up a basic stock of standard authors and said:

'It has been asserted that a good general library can be maintained and every thing of real importance in current literature secured at a cost of from £300 to £400 a year. According to my experience a large proportion of the books required by a public library can be best obtained by direct orders to some leading bookseller at Home who makes a speciality of such work; on the other hand it is scarcely satisfactory, except to a very limited extent, to leave the selection of books to the agent by whom they are supplied' (Laurence, 1904 : 530-1).

Dyer, again, suggested in 1906 the welding together of library committees from larger towns with those of the country villages and that the towns should help the less populated places (Dyer, B.L., 1906 : 524). He also suggested 'that the government should exercise some sort of control over the money which it provides' by the 'building up in a district

of one good library from which all the smaller centres can draw' (Dyer, B.L., 1906 : 526). His final suggestion was that 'a super-added voluntary system' should 'provide for the lighter and more recreative reading that is after all more of a luxury than a necessity' (Dyer, B.L., 1906 : 527).

2.3.2 The Bloemfontein conference, 1928

The concrete proposals arising out of the reports of Pitt and Ferguson were put forward and accepted by the 1928 Bloemfontein conference. Pitt proposed:

'several secondary libraries in large provincial centres. These would cooperate with the smaller libraries of the area assigned to them. By convenient grouping each secondary library would become a useful service centre for a great deal of co-operative work between the libraries in its own area. Book-selection, joint purchase of books and periodicals, staff-training and avoidance of overlapping...'
(Pitt, 1929 : 20).

The proposed organisation that was approved by the conference followed the concept of one principal centre for the whole country, with secondary centres to supplement the service provided by subordinate centres, and a number of service points in the smallest villages (South African library conference, 1929 : 132). Nothing was said about book selection, but in his closing remarks to the Conference Ferguson remarked:

'Above all, I think I would emphasise in connection with library service the factor of freedom in the choice of books; the possibility of anyone, however remote he or she may be in this country, of being able to borrow through his own small local library or service point as you have called it, not only the books he or she may ordinarily require but those exceptional books which could only otherwise be had by individual purchase and at very great cost' (South African library conference, 1929 : 138).

The emphasis placed by Ferguson on the urgent need for professional training should also be noted (Ferguson, 1929 : 19). Pitt recommended as the first step towards getting a service going, the appointment of a national library board (Pitt, 1929 : 19), a proposal supported by the Conference (South African library conference, 1929 : 136). The Conference also stressed the need for professional training and made concrete proposals to get this under way (South African library conference, 1929 : 134-5). Looking back on these proposals after the provincial library services had all been started Friis claims that the highly decentralised scheme proposed could never have worked under the administrative control of the central government, in view of the complicated administrative, legal and financial relations of the provinces with the central government. Friis also pointed out that central processing of library material was not envisaged nor the building up of a large central bookstock housed in non-public regional libraries (Friis, 1962 : 82-3).

2.3.3 South African Library Association, 1930s

S.A.L.A. was founded in 1930 and over the next decade the leaders of the profession pressed the case for government support of a free public library rural service in the pages of South African libraries, the first issue of which appeared in 1933. M.M. Stirling was prominent among them, and in a paper read at a branch meeting of the Association he outlined his own views on such a possible scheme for municipal and rural library services (Stirling, 1935). Control of the service would be by the Minister of the Interior, the library authority to control the local libraries would be a committee appointed annually by the local authority who would provide an annual contribution for library purposes. This library authority would control the purchase of books (Stirling, 1935 : 52-3). The rural service would be provided by municipal libraries on a

contract basis to the Minister of the Interior, and funds for this service would be provided by the Union government (Stirling, 1935 : 55).

Guidance on book selection was provided in South African libraries, primarily by lists of aids (Aids to book selection, 1934; Hartmann, 1937), and select lists of books which appeared intermittently until the mid-sixties. Only one article of practical advice appeared in the first four volumes (Rowland, 1935). Apart from two articles on childrens' literature there was only one further article on book selection, which pleaded for higher standards and the provision of more serious material, leaving the commercial libraries to provide light escapist fiction (Holdsworth, 1941). But the primary concerns up to the launching of the provincial library schemes were naturally with legislation and finance to get the services going.

2.3.4 The Interdepartmental Committee, 1937

The Report of the 1937 Interdepartmental Committee took matters a few steps further. A government-appointed body was now finally declaring its responsibility for libraries, and the recommendation that immediate steps be taken to set up a free rural library service in each province was widely welcomed (S.A. Interdepartmental Committee, 1937 : 23). However, the temporary nature of the assistance by existing large town libraries, organised as regional libraries, to the small libraries, as recommended by the Committee, came in for criticism, as more permanent units of service were felt to be necessary (Murray, 1939 : 74). The selection of the books to be distributed was to be left to the larger centres, but these were to be expected to study the requirements and wishes of the people served (S.A. Interdepartmental Committee, 1937 : 12). The insistence on provincial responsibility for the initiation, control and maintenance of the service constituted a change from earlier proposals (S.A. Inter-

departmental... 1937 : 13). The Committee also drew attention to the lowly status of librarians and the need for training (S.A. Interdepartmental... 1937 : 21-2).

2.3.5 Murray and Immelman, 1939

Yet another proposal was put forward by Murray recently returned from overseas, in a discussion of the principles involved in regional development (Murray, 1939).

Pleading the case for large administrative units, he mentions

'the fear of bureaucracy, excessive uniformity and the danger that too great a degree of centralization of control will damp local initiative.' But, he continues, 'Theoretically the obvious advantages of integration far outweigh any disadvantages, and even with a completely centralized administration it is still possible to decentralize the service itself in the sense that the book-stock and the staff can be dispersed throughout the region so, that they can be actively in touch with the public (Murray, 1939 : 69).

These principles were given practical form in Volksboekerye, -a booklet prepared by R.F.M. Immelman and Murray in 1939. At that time libraries fell under the then Department of Internal Affairs and the authors put the case for control by the then Department of Education. Besides proposing a national library board in overall control, they also envisaged library advisory boards in each province that would be responsible for policy, and to whom each provincial library organiser would be responsible. The network of regional libraries, under the auspices of provincial library boards and each controlling approximately forty libraries, would include all school and public libraries (Immelman, 1939 : 33). No specific reference was made to book selection, but all administrative and technical work 'soos die aankoop van boeke, katalogiseering, klassifikasie en voorbereiding vir uitleen, word gesentraliseer en deur 'n opgeleide personeel verrig'. This

would be done in each region which was also to establish a strong central library and to encourage local initiative (Immelman, 1939 : 33). Their final recommendations included once more a plea for trained librarians: 'Die professionele personeel in alle biblioteke behoort opgeleide bibliotekaresse te wees' (Immelman, 1939 : 34).

2.3.6 Cape Provincial Advisory library Committee, 1944

Yet a further refinement of this scheme was put forward by the Provincial Advisory Library Committee of the Cape, when their report was finally published in 1944. They favoured a provincial library board rather than a national library board at that stage, proposing that the former would have full executive and policy control including the authority to appoint local public librarians (C.P. Advisory Library Committee, 1944 : 21-2). There were to be at least four library areas in the Cape Province and each regional library system, under the control of a qualified and experienced librarian, would 'select and organise the central bookstock in each area and make it available to local communities'. The books were 'to be bought and circulated in batches several (say three) times a year by the regional headquarters library to local distributing libraries and agencies, in consultation with these local libraries' (C.P. Advisory Library Committee, 1944 : 17).

There would also be five library trustees to assist each regional librarian. Excluded from the scheme were to be the four independent city libraries in Cape Town, Kimberley, Port Elizabeth and East London (C.P. Advisory Library Committee, 1944 : 9). Local librarians were to be matriculants and would be expected to attend at least two vacation schools within four years of their appointment (C.P. Advisory Library Committee, 1944 : 21). Thus, the importance of professional training was again stressed.

2.3.7 Transvaal ideas and Borland scheme, 1944

The views of S.J. Kritzinger are also of interest, since he had been Secretary of the 1937 Committee, was currently serving farmers from the library of the Department of Agriculture), and was to be appointed later, in 1945, as the first Library Organiser of the Cape scheme (Kritzinger, 1943). The framework he proposed was the expected regional one, with funding shared by the Union Government and the provincial administrations. On the relations between the service and local libraries he expressed himself as follows:

'Aan die een kant is dit noodsaaklik dat daar amptelike sentralisasie van beheer sal wees, en die ander kant dat mense met kennis van plaaslike toestande plaaslike leiding sal kan neem en plaaslike seggenskap sal hê. Aanvanklik sal daar waarskynlik 'n baie hoë mate van sentralisasie wees, maar met die ontwikkeling van die stelsel sal daar 'n min of meer hierargiese organisasie opgebou word' (Kritzinger, 1943 : 28).

Finally, we come to the scheme proposed in 1944 by E.A. Borland for the Transvaal which was accepted and implemented and which became the eventual model for all the other provinces (Ehlers, 1978), since Borland was invited to advise both the Orange Free State and Natal on their schemes (Robinson, 1977 : 89), and the Cape also fell into line after 1955 when their service had come to a standstill through unrealistic financing and the legislative deficiencies in the 1949 Library ordinance.

The report is prefaced by a brief two page development programme that outlines the scheme adopted. A fuller explanation appeared later in South African libraries (Transvaal provincial library, 1948).

The library board was to be purely advisory. There would be complete centralisation of book purchasing and distribution from a central organisation. No mention is made of selection. A number of regional libraries would serve;

- a) to act in co-operation with the public library for the urban area in which it is situated,
- b) to act as a book-distributing centre, and co-ordinating point for all the libraries situated within the region (T. Library Advisory Committee, 1944 : 1).

Each regional library would house the reference library of the region and would build up a stock of permanently useful books. Books would be sent from the region to the branch libraries and depots by travelling libraries. The town village councils would be expected to provide suitable premises and to contribute financially, a minimum of two shillings per capita of the white population for towns, and one shilling in villages. Depots would be run by voluntary assistance in areas without councils (T. Library Advisory Committee, 1944 : 2).

Although the development programme declares: 'in order that local taste in literature is not overlooked, existing library committees will continue to function in a advisory capacity, particularly in towns and villages which are not selected as Regional Centres', there is no doubt that this was a more centralised system than any ever countenanced by the earlier pioneers.

There was however, one very important provision, and this was that in the case of a municipality of 'town' rank about twenty per cent of the money available should be spent on books. These local authorities were advised to purchase books 'of a lasting quality', an elastic term to cover standard works in English and Afrikaans as well as reference books and the classics (Transvaal

provincial library, 1948 : 104). It must be remembered that the Borland scheme was to be specifically limited to towns and villages with white populations under 10,000.

2.4 Financing of the schemes

Since all the early schemes were obviously concerned with the money which would be needed and who would provide it, it is of some interest to summarise the various proposals on this point.

The 1928 Conference set the initial cost of stocking the central and secondary libraries at approximately £5 000, and the Carnegie Corporation of New York would be asked to contribute this amount. Annual costs would be £3 500 per secondary library and the Union Government and the Carnegie Corporation would share this cost initially. Expenditure of £120 000 for the proposed national scheme by subordinate distributing and service libraries would be borne jointly by the responsible government authority and the local authority, again with initial assistance from the Carnegie Corporation (South African library conference 1929 : 135-6).

The 1937 Committee made the provincial administrations primarily responsible but, called for a pound for pound subsidy from the Union Government, while local authorities be requested by the Provincial Administrations, as a condition of the inclusion of their districts in the proposed service, to render such assistance in connection with the local administration of the service as may be deemed fit' (S.A. Interdepartmental Committee, 1937 : 13). The cost of the service 'should not exceed one shilling per member of the population served' (S.A. Interdepartmental Committee, 1937 : 14), although Borland warned that it would be considerably higher initially (S.A. Interdepartmental Committee, 1937 : 47).

In 1941 Borland again emphasised the need for adequate funding before getting under way, as otherwise the service would not be able to meet expectations and would lose

goodwill. His experience with the Transvaal Rural Free Service therefore made his 2/6 for the initial year and 1/6 per head thereafter the most realistically based estimate yet submitted (Borland, 1941 : 2-3).

Kritzinger also considered the estimate of the 1937 Committee too low and suggests two shillings per head of the population served as a minimum while the total initial expenditure for a provincial scheme in the Transvaal was recommended at £5 000, the annual expenditure thereafter being £9 500 (Kritzinger, 1943 : 29). Immelman and Murray also proposed 1/6 per head of the white population and again had the Union Government and the provinces sharing the costs, while 'Plaaslike owerhede of dorpsrade sal nog soveel kan toeken as hulle goedvind aan hul eie biblioteke, maar hulle behoort verplig te wees om 'n minimum-bedrag by te dra' (Immelman, 1939 : 31). The Cape Advisory Library Committee did a great many sums in their report which was eventually published in 1944. Funding was to be 'jointly by the Union Government, the Provincial Administration, the Divisional councils and the municipalities, the Union Government participating on a £ for £ basis'. Their proportional allocation would be 40%, 34,5%, 5,5% and 20% respectively, of the total cost of £32,500 (C. Advisory Library Committee, 1944 : 12). The Corbett Commission, which sorted out the financial relations between the provinces and central government also investigated library provision, and their estimate of the cost of additional services necessary to improve matters was : Cape Province - £96 400; Natal - £18 740; Transvaal - £19 020; and O.F.S. - £9 930; this amounting to a total of £144 090 (Borland, 1945 : 51). There is no mention at all of overall funding in the Development Programme of the Transvaal Library Advisory Committee report, also published in 1944. Borland, who had compiled the report, was already appointed as Library Organiser, and obviously found it more effective to do

his financial lobbying off the record! The contribution from the local municipal councils was, however, very clearly set out. In addition to providing suitable premises for its own local library each town and village council would be expected:

'to contribute to the Provincial Library scheme by placing its own local library on a sound financial basis. In a town the Municipal council will be expected to contribute at least 2s. per head of its own European population, per annum. In a village the figure required would be at least 1s. per head of population per annum' (T. Library Advisory Committee, 1944 : 2).

Voluntary assistance would be enlisted in running the library depots envisaged for areas not governed by town or village councils. This pragmatic approach obviously paid off and, whereas in 1942 the Transvaal Provincial Administration spent £4 800 on libraries, by 1948 this had risen to £48 000 (Transvaal provincial library, 1948 : 106).

2.5 Legislation

The launching of the schemes was handicapped by the absence of appropriate legal amendments found to be necessary to the Financial Relations Act of 1913 to enable provincial administrations to establish, as opposed to their earlier authority to merely administer and control, free libraries. This was corrected in Act no.8 of 1949 (Borland, 1949).

The Transvaal service were serving two regions by 1946 and by 1949 the network covered the whole province (Transvaal provincial library, 1948 : 104).

The Cape service looked like getting under way with the appointment of the first Library Organiser in September 1945, but many problems still lay ahead (Varley, 1957), and the first experimental service in the Vanrhynsdorp

Region finally started to distribute books only as late as 1950.

Meanwhile, E.A. Borland conducted a survey of the Orange Free State, and the first temporary Organiser was appointed in 1948 and the service started in Bloemfontein region in 1950 (Friis, 1962 : 99). Borland was called in to advise the Natal Administration as well, and after his report had been accepted a temporary Library Development Officer was appointed in 1950. The service to all three Natal regions was launched simultaneously in 1952 (Friis, 1962 : 101).

Thus the Transvaal had not waited for the legal problems surrounding the Financial Relations Act to be resolved before starting their service, as did the Cape.

The provincial legislation which governs the administration of the various services is, in the Cape, Ordinance no.4 of 1955 which replaced Ordinance no.10 of 1949; Ordinance no.15 of 1959 in the Transvaal and Ordinance no.5 of 1952 in Natal. The Orange Free State have never adopted an ordinance (Taylor, 1967 : 43).

The historical development of libraries and the growth of the services serving rural communities in each of the Provinces will now be sketched.

2.6 Cape Province

2.6.1 1818-1909

2.6.1.1 Establishment, legislation and finance

This aspect has already been the subject of a detailed study (van der Walt, M.S., 1972) so only the main points are recounted. After the heady launching of the free South African Public library in 1818 funded by the wine tax, the platteland made a sober start in the establishment of libraries. The first to be founded was the Graaff-Reinet Public Library which opened in 1822; unfortunately

it did not last (van der Walt, M.S., 1972 : 100).

Solid progress was made after the 1855 Select Committee Report on Local Libraries with financial assistance being given to subscription libraries where 'the inhabitants have themselves according to their means and in a liberal spirit established such libraries (van der Walt, M.S., 1972 : 97). The only condition set was that all the public should have free access to consult the books in each of these libraries. The grants were usually £100, and from 1855 to 1874 32 of the established libraries received such aid. In 1874 the misnamed Molteno Regulations, Brabant being in fact the instigator (van der Walt, 1972 : 40), resulted in more generous grants on a £ for £ par with the subscriptions received, and the government also gave aid for the erection of library buildings in smaller towns; 37 libraries received such grants from 1888 to 1909. Bigger libraries also received a special subsidy to purchase reference books (van der Walt, M.S., 1972 : 74).

A typical example of the rules governing the libraries are those of the Barkly West Public Library and Reading Room as published in 1890 (Rules... 1979). The library, which was 'open free to the public', as prescribed by the Molteno Regulations, was clearly distinguished from the Subscribers' News and Recreation Room, entry to which was confined to subscribers who could be First-class on payment of £2.2.0 annually, or Second-class for £1.1.0. A first-class subscriber was 'entitled to all the privileges afforded by the Library and Reading Room, and to take out three books, together with one magazine, and the lady members of such Subscribers' family are entitled to the use of the Subscribers News and Recreation Room.' Special provision was made for visitors and for members of the Cape Police stationed at Barkly West. The management of the library was firmly in the hands of two trustees under direction of the Committee.

The problems experienced in getting these early libraries soundly underway have been recounted in the case of Grahamstown (Wiles, 1948). A short-lived circulating library founded in 1827 was followed by a Reading Society in 1828, but this had ceased by December 1833. There followed a series of brief private ventures the fifth of which had failed again by 1839 (Wiles, 1948 : 2-3). Finally in 1841 143 shares at £5 each were sold to finance a public library and the upkeep was to be met by subscriptions of thirty shillings annually from the shareholders (Wiley, 1948 : 10). Grahamstown was the first rural library to receive financial aid from the Colonial Government, namely £200 in 1847 (van der Walt, M.S., 1972 : 104). Accommodation was a perennial problem and between 1842 and 1922 the Albany Library in Grahamstown was housed in five different buildings (Wiles, 1948 : 12). The Library was frequently in serious financial trouble and in 1863 came close to closing (Wilde, 1948 : 17-9).

Not all of the libraries laboured under such problems however; Kimberley was one of the most enterprising and from 1884 lent books to Beaconsfield and the mining companies, and was later able to send boxes of older books to small country libraries (McIntyre, 1965).

Friis has tabled the growth of public libraries by decade and although van der Walt disproved some of these dates we can accept that there were 139 such public libraries, owned by their subscribers, spread throughout the Cape Province by 1909 (Friis, 1962 : 69). At this date the Transvaal had a mere 11, Natal 12, and the Orange Free State 10. Thus the framework for service was there, and some routine financing in the form of grants, with £7 603 being distributed among these libraries in 1908/9 (van der Walt, M.S., 1972 : 129).

2.6.1.2 Objectives, organisation and staffing

On opening the debate in the Cape Parliament on 13 July 1854 to move the appointment of a select committee on libraries in district towns, John Paterson, member for

Port Elizabeth, Scottish-born teacher, journalist, businessman and patron of the Port Elizabeth Library, put the case for public support of libraries:

'I think it will be conceded by all that there is no duty more imperative on the government than to aid in diffusing intelligence through the great body of the people; and that no means can be more effective for this purpose than the establishment of local libraries' (van der Walt, M.S., 1972 : 17).

These sentiments and the objective of 'diffusing intelligence' appear to have had general support as evidenced by Sir Harry Smith's argument in 1849 for a library grant to Port Elizabeth for the purchase of books, which had also stressed that the library must be open to all (van der Walt, M.S., 1972 : 9).

The role of the librarian in the organisation and management of these libraries was certainly very lowly. Albany Library management in 1841 was by a committee of 13 members and a treasurer, all elected annually by the shareholders (Wiles, 1948 : 10-1). The librarians were

'regarded as clerks doing easy routine work under the direction of the committee, which meted out to them praise or censure as required... they sent in a monthly report to the committee, but did not attend its meetings, and exerted little influence on its policy' (Wiles, 1948 : 30).

The same attitude is evident in the Kimberley Public Library in 1883 when a staff of two controlled the library which was open every week-day from 10 a.m. to 10 p.m. and on Sunday from 2 p.m. to 5 p.m., and where

'the librarian is expected to give his full attention to his duties, during the hours the library is open except that he shall be at liberty to absent himself from the library for three hours per day, at times to be determined by the committee viz. from 1 to 2 and from 6 to 8 o'clock' (McIntyre, 1965 : 65).

Similarly at Barkly West in 1901 for the salary of £1.0.0 per week the librarian had to keep the library open from 9 a.m. to 10 p.m. every day, except Sunday and on public holidays, when the hours were 9 a.m. to sundown (van der Merwe, 1979).

2.6.1.3 Book-stock and selection

An interesting description of the stock of one of these early country subscription libraries was given by F.G. van der Riet when Rhodes University took over the 297 volumes still extant from the original Glen Lynden Library, founded by Thomas Pringle, which functioned from 1830 in this small settlement near Bedford (van der Riet, 1952).

However, since the accession numbers went to over 750 it can be assumed that, as always, the most popular books will have been removed earlier, leaving the 'serious and didactic' volumes behind. Nonetheless,

'it was a library designed for people to whom education was something just as vital and as difficult of achievement as the crops for which they toiled, and to whom books were a precious link with the cultural heritage which they had left behind them' (Van der Riet, 1952 : 102).

The Albany Library opened in 1841 with 500 books presented by supporters and 2 700 books ordered by one of the Wesleyan Ministers, the Rev. W.B. Boyce who was the main force behind the Library. Volumes were bought covering every subject except divinity, and newspapers and periodicals were ordered for the News Room. Boyle compiled a catalogue single-handed (Wiles, 1948 : 11). A £100 donation by William Porter in 1880 procured the newly released Dictionary of national biography, the Oxford English dictionary and the 7th ed. of The Encyclopaedia Britannica (Wiles, 1948 : 27). Reference books and classics were regularly selected and 'the committee did not hesitate to spend £12 on a single volume sumptuously illustrated

if it filled an important gap in a particular field of inquiry' (Wiles, 1948 : 28).

The librarian took little part in the selection of books for the subscription libraries. Selection, along with the control of the libraries, was very firmly in the hands of the library committees. Sometimes the community was fortunate to have a dedicated man of stature who involved himself in the selection, but the wishes of the subscribers were generally regarded by committee members as being of paramount importance and the only factor meriting any consideration. The librarian on the whole had no authority at all and often did not even attend the committee meetings (Immelman, 1970).

Before 1841 the Uitenhage public library book selection committee was meeting at six-monthly intervals and as many as 61 books were ordered at a time. The orders were sent direct to J.M. Richardson Esq., Cornhill, London for shipment out on the first boat to Cape Town and then on by sea to Port Elizabeth (Shaw, 1953). The bookstock of this Library by 1903 was composed as follows : biography 438, history 453, science and art 202, religion 131, poetry and drama 163, travel and geography 395, miscellaneous 361, reference 671, and fiction 3 556; a total of 6 370 volumes (Shaw, 1953 : 64).

There were of course no local booksellers in the early days until Juta and Co. was founded in Cape Town in 1853 (Smith, A.H., 1978).

Some libraries continued to prefer buying direct from overseas, and for example in 1883 the Chairman of the Kimberley Public Library was authorised to buy books during his holiday in England (McIntyre, 1965).

There were then, as now, always dissatisfied borrowers, and a sketch in the May 1854 Graaff Reinet Herald was very critical of the stock:

'the new building housed very few ancient books. All works of questionable merit were excluded by the Directors, especially new books, which it was found only tended to promote change and discontent. Periodicals were thought not suitable, and it was arranged to delay them till they were at least two months old, but in spite of this precaution they caused much disturbance and were wisely given up' (Lawrie, 1953).

The reaction of a twelve year old Afrikaans-speaker to a typical collection is given by M.E. Rothmann recalling her early days in Swellendam: 'Daar was net Engelse boeke' (Rothmann, 1947). There were of course very few books available in Afrikaans, and book reading had little place in the demanding life of the rural pioneers (Ehlers, 1952). In the early days the readers of the Cape were mainly towns-people and chiefly English-speaking, but with the improvement of educational facilities in the second half of the 19th century and the recognition of libraries the number of common readers increased although the resistance of the general population to the attempts of the Workers Educational Association to spread adult education was firm (Varley, 1952). Overall the quality of the stock in the subscription libraries varied in accordance with the quality and interests of the committee. When these old collections were examined by the writer for weeding on affiliation to the provincial service in 1955 to 1960, within the same library it was found that the selection would vary enormously from decade to decade, and the good committees left a valuable legacy in many cases. The importance of these subscription libraries in the lives of their communities and their influence on many people received a long overdue tribute from R.F.M. Immelman writing in South African libraries in 1970 (Immelman, 1970).

2.6.2 1910-1938

2.6.2.1 Establishment, legislation and finance

After Union the pattern of grants, and consequently the pattern of growth, continued for two decades, and by 1929 34 more libraries had been established in the Cape, but only 3 more were added between 1930 and 1939 (Friis, 1962 : 69). Although the Municipal Ordinance no.10 of 1912 empowered municipalities to make grants to libraries very little support was forthcoming and the libraries continued to battle on with their subscriptions and the £ for £ grants which became a provincial responsibility after the passing of the Financial Relations Act no.10 of 1913 (Stirling, 1935). The grants were reduced by 10% from 1922 and in an attempt to exercise more control over the grants the Provincial Secretary in 1931 laid down that 'not less than three quarters of the Provincial grant must be spent upon books, and that of this three quarters of the grant one fourth must be spent on works other than fiction otherwise a proportionate reduction of the grant will be made' (C.P.A. Circular... 1931). Commenting on the system M.M. Stirling pointed out that the 'fundamental weaknesses are that grants are based on subscriptions and donations, thus giving no encouragement to municipal support, and that grants are given to libraries irrespective of their usefulness' (Stirling, 1941).

After the 1928 visit of Pitt & Ferguson and the founding of the S.A.L.A. in 1930 (although the Cape Branch was only established in 1938) the Cape was caught up with the rest of the country in the agitation for legislation and finance for free public libraries, and the Report of the Interdepartmental Committee on Libraries in 1937 lent support to their pressure.

2.6.2.2 Objectives, organisation and staffing

The change in status of the librarians from being a clerk doing easy routine work to an administrator attending

library committee meetings depended on the personality and ability of the individual concerned. In Grahamstown, for example, it needed W. Hammond-Tooke (librarian 1910-1921) to make the breakthrough, and his previous experience as an accounting officer and assistant under-secretary before retiring from the civil service no doubt gave him the needed status (Wiles, 1948 : 30).

There were towards the end of this period professionally trained librarians only in the very large institutions in South Africa, and the lack of professionalism in any of the subscription libraries was readily apparent (Varley, 1943).

2.6.2.3 Bookstock & Selection

Reporting to his colleagues at the Fourth Triennial conference of S.A.L.A. in January 1943 Douglas Varley was obviously drawing on his experience gained while participating in the Survey of Cape Libraries, and which reflected the conditions of the subscription libraries in the late thirties. The sorry state of affairs is tellingly recounted:

'These libraries have a book-stock of just over a million books, of which 70 per cent are works of fiction and 1 per cent in Afrikaans. The total circulation does not much exceed two million per annum, of which 88 per cent is fiction... Every year 44 000 new books are added to these libraries, read by the subscribing members and thereafter either placed on the already crowded shelves as dead stock, or weeded out and sold for the benefit of library funds' (Varley, 1943).

A rare mention of book selection from the view of a local library worker in the small country library at Sidbury in the Eastern Cape in the thirties is also of interest:

Book selection followed an indiscriminate course in that complete sets of one particular author were bought so that the generation who took over in 1938 found Ballantyne, Kipling, Hardy, Mrs Henry Wood, George Eliot, Stevenson, Dickens, Kingsley,

etc. all perfectly represented as well as the popular magazines of the day!' (Sidbury, 1964).

The big development between 1910 and 1938 was in the growth of Afrikaans literature, and the increasing availability of books in Afrikaans for the new readers (Ehlers, 1952). The predominantly Afrikaans-speaking rural areas were very poorly served with books, and the plea by P.O. Sauer in Die Burger in 1938 for books to be sent to such a community, reflects the feeling of the people at that time (Murray, 1939 : 73).

2.6.3 1939-1944

2.6.3.1 Establishment, legislation & finance

This was the period of the newly founded S.A.L.A.'s pioneering efforts to win support and establish contact with the libraries. The Cape Branch had been founded at a public meeting on 21 October 1938, and at this meeting the Administrator, J.H. Conradie, referred to the 1937 Interdepartmental Committee report, pointing out that 'the Committee recommended that rural libraries should be free' and that 'he wanted the children on the Platteland to have reading libraries' (Promoting..., 1938).

Members - D.H. Varley prominent among them - wrote to newspapers and magazines, and I. Murray and R.F.M. Immelman combined to write Volksboekerye for release at the 1939 Women's Agricultural Association conference (Immelman, 1939). Immelman describes these early activities to enlist lay support in his history of the Cape Branch (Immelman, 1963).

The Society for Book Distribution was formally launched to provide books for people in rural areas in September, 1939. Donations were received and a £200 Cape Provincial grant was made from 1940. A box of fifty books was loaned for a six-month period at the subscription of twenty shillings per annum. Thirty two centres were served in the first year (Immelman, 1963 : 27), and 75% of the books

bought were in Afrikaans (Varley, 1944). By 1943 68 centres were being served, and with the appointment of F. du Plessis as organiser, the first-ever professional appointment in a rural library service was made (Immelman, 1963 : 30; Society... , 1943).

As a result of the Cape Branch prodding the Central Government into acknowledging its responsibility for libraries the appointment of the Provincial Advisory library Committee (P.A.L.C.) followed in August 1942. Messrs. Varley, A.H. Murray and Immelman promptly set about making a survey of existing library conditions covering public and school libraries; although the report on public libraries was ready in November, 1941, it was only published by the Provincial Administration in 1944 after continual pressure and a public meeting of considerable importance held in April, 1944 (Immelman, 1963: 35-8). Here at last there was sufficient public support to force officialdom to take action. Varley has recounted these struggles vividly when the official climate was in no way conducive to expansion of library expenditure, and the small band of dedicated men battled on (Varley, 1957).

The Report surveyed the position in 1940. Apart from Hopetown and Moorreesburg which were free the rest of the 173 public libraries receiving aid from the Cape Provincial Administration were all subscription libraries. Their total income was £44 500 of which £13 500 came from provincial grants and the rest from subscriptions and donations. The recommendation of the P.A.L.C. that the province be divided into at least four areas with each area doing its own selection and processing was never put into effect and it is interesting to follow up the independent views of some of those involved. This is especially so when it is borne in mind that only in the Cape was there a substantial network of local libraries which would be vitally affected by any scheme that might be introduced.

Addressing the S.A.L.A. Conference in 1943 D.H. Varley made an important comment on uniformity in the control of libraries, viz:

'The only uniformity that is needed is uniformity of library standards, conditions of work, and general purpose. To that extent a measure of central supervision is essential, but it must be supervision and not control.'

He then went on to stress the importance of training and made a plea for 'frequent and mobile vacation schools' (Varley, 1943).

E.A. Borland, reviewing the report with his practical Transvaal experience, was critical of the large areas to be covered by one library area, of the absence of provision for coloureds and Asiatics, and of the small staff of two persons handling selection, processing and the exchange of 30 000 books annually (Borland, 1945^B).

In a criticism of the Draft Ordinance as it then stood before the P.A.L.C. meeting Immelman gave some indication in 1945 of his own attitude to the scheme: 'The ordinance as it now stands is likely to stifle local initiative besides killing interest and pride in the local library.' He wanted each committee to remain in full charge and possession, and the municipality to pay grants to the local library (Immelman, 1945). In 1942 Immelman addressed the Congress of the Association of Divisional Councils on the rural scheme, and copies of this paper were later circulated to all secretaries of divisional councils (Immelman, 1943).

In December 1942 the Executive Committee of the Province resolved that the report of the P.A.L.C. recommending a free rural service for the Cape Province excluding Cape Town, Port Elizabeth, East London and Kimberley be adopted in principle.

But nothing concrete happened and the core of dedicated librarians continued to put pressure on the authorities whenever possible; letters to the press and private lobbying continued (Varley, 1957).

The Provincial authorities finally decided that it was essential to draft a legal framework before any library scheme could be introduced, and a Draft Ordinance was prepared for submission to the Cape Municipal Congress (C.P.A. Archival file, 1942).

There was also at last some movement on the appointment of a library organiser, and things finally seemed to be getting underway.

2.6.3.2 Objectives, organisation & staffing

Interesting observations on the manner in which the libraries were being run at this time were contained in a report to the Provincial Secretary on the effect on public libraries of commercial libraries by a provincial official, E.A. Bouchier. Attempting to account for the decline in subscribers he suggests that public libraries allow their books to become dilapidated or do not obtain a sufficient supply of the books which interest their subscribers, or allow new subscribers to feel that they do not obtain the same privileges as older subscribers, or have an inefficient staff (Bouchier, 1939). In an appendix to Bouchier's report Donald Garlick of Garlick's store gives an account of his firm's commercial library. The condition of the books was controlled very carefully and damaged books were immediately removed and offered for sale. Profit was obtained entirely from books which are 'commonly regarded as "trash"!'. The report continues: 'one of the advantages possessed by his library over a public library was that he was not hampered in the selection of his books. As long as a book was not banned it was placed on the shelves and practically every new book of any merit issued in the line

of fiction was ordered for the library, whereas in a public library a committee first judged the books and "trash" which was readily read by the public was not put on the shelves. Also in his library the moment a book was published and delivered in Cape Town it was immediately placed on the shelves and the first subscriber who saw it was entitled to take it out. In a public library there was usually a circle of friends of the librarian or committee who had first choice of new books' (Bouchier, 1939 : App. C).

The automatic system in commercial libraries of ordering further copies as soon as a certain number of reservations has been received was also cited as an instance of contrast to the public library practices.

However, on the whole Bouchier was not too concerned about competition between the two types of libraries, as subscribers to public libraries comprised a section of the public which definitely preferred public libraries, whereas commercial libraries were supported to a large extent by persons who, if there were no commercial libraries, would not join the public libraries.

In the early days, shortly after the founding of the Cape Branch of the S.A.L.A. D.H. Varley wrote a sub-leader in the Cape Times which gives a good idea of what the pioneers had in mind when talking of public library service:

'Two points should however be made clear. The first is that reading is, by itself, no particular virtue; and the second, that the library movement in South Africa will never gather force until those responsible for its organisation decide precisely what the function of a library in this country is to be. Much breath and temper are wasted arguing whether a library should supply "what the public

wants" or "what it ought to have" and the real worth of libraries is often obscured by well-meaning talk about "uplift" which merely angers the people it is supposed to benefit. The truth of the matter is that few people do know "what they want", while many appreciate tactful advice from those whose task it is to study their tastes. Literary tastes are formed by fashion, by the press, by formal education, and it is the business of the librarian, as it is of the journalist, to keep one step ahead of the public and to anticipate, discover and supply its real needs. A library is neither a governess nor a toy. Its primary function is to supply information to those who need it and may not know how to find it' (Varley : 1938).

The staff in local libraries left much to be desired according to the 1940 survey, viz.:

'Excluding the S.A. Public library and the university libraries, there are 200 individuals acting as librarians throughout the Province. Of these only one is fully qualified by examination' (C.P. Advisory ... 1944 : 4-5).

The poor organisation of many of the libraries was also mentioned in this report.

The librarians who served on the P.A.L.C. repeatedly pressed for the training of librarians and attendance of at least two vacation schools was stressed as a requirement by D.H. Varley in December, 1942; the final recommendations of the report incorporated these views (C.P. Advisory... 1944 : 20-1).

By November 1946 S.J. Kritzinger had completed five extensive tours of the Province and his report of his latest tour reflects something of the frustration he must have been experiencing and gives a picture of the libraries

in the early forties:

'The library position in these areas generally corresponds with that in other towns in the Province: - subscriptions, limited membership, shelves full of old and valueless novels, very few Afrikaans books, no catalogues, or, if any, of little use, poor service or no service at all for juveniles. The majority of librarians appear to have been "appointed for motives of charity and cheapness" (although it must be admitted that part-time librarians in the small villages are difficult to find) (Kritzinger, 1946f : 1).

Among its powers the library Board envisaged by the recommendations of the Report of the P.A.L.C. was to control the approval or rejection of librarians both at local libraries and in regions (C.P. Advisory... 1944 : 22). Interestingly R.F.M. Immelman was still pressing for the librarian to be appointed by the local committee when the P.A.L.C. met in August 1945. But this was apparently not the majority view of the Committee as the idea was not officially promoted.

2.6.3.3 Book-stock & selection

Commenting on the role of the Society for Book Distribution, D.H. Varley in a paper to the 1943 S.A.L.A. conference considered that: 'the most valuable result of the Society's work has been to put the Provincial authorities, the Cape Branch and the cultural bodies in touch with one another and to make the rural areas relatively articulate! (Varley, 1943).

The two-monthly journal Cape Libraries/Kaaplandse boekerye launched in June 1942 as a book selection aid for recent publications also played a valuable role as a propaganda medium for library reform. An interesting idea on buying books in war-time was put forward in the journal in 1943. No doubt it was D.H. Varley as editor who wrote: 'Why

not establish a Provincial Library Stores, or book-buying corporation? Let the librarians with their tremendous united buying power strike a bargain with the booksellers, and then order and requisition from lists authoritatively compiled' (Cape Libraries, 1943 : 3).

A book selection committee was set up from the start of the Society for Book Distribution and this committee was presumably responsible for the regular select lists of books which appeared from 1942 to 1945, although the appointment of F. du Plessis in 1943 as full-time professional organiser must have relieved the volunteers of some of the pressure (Immelman, 1963 : 27).

Approached in 1980 for details of how the books were selected in these early days du Plessis commented that since it had been war-time they had fallen upon whatever books the booksellers managed to get in, so there was not much selecting to be done (du Plessis, F., 1980).

Book selection in the public libraries had been found to be very unsatisfactory by the 1940 survey:

'methods of selection are for the most part unscientific and haphazard, and bear little relation to the wider needs of the population as distinct from the immediate needs of the subscribers.

Thus books of a practical nature (handicrafts, dramatics, the learning of languages and technical and scientific subjects of a popular character) are rarely found in rural libraries. Some Committees are entirely dependant for their choice on the books that the bookseller in the large centres cares to send them' (C.P. Advisory, 1944 : 5).

The Cape Provincial Administration (C.P.A.) had specified that at least three-quarters of the grant must be spent on books and one quarter of that on books of an educative and non-ephemeral nature, but of the 1 191 104 books accounted for in the 1940 survey 70% were fiction and

only 1% Afrikaans. So although 29% of the total R44 523 expended went on books for the 3% of the population who were subscribers, the bookstock as a whole left much to be desired (C.P. Advisory, 1944 : 4-5).

Commenting on the books found in these subscription libraries when they were taken over by the local authorities and affiliated to the C.P.L.S. in the 1950s, and when he had had experience of weeding the stock, C.J. Fourie spoke of 'the mors dood voorraad wat weggedra moet word' (Fourie, C.J., 1981).

2.6.4 1945-1954

2.6.4.1 Establishment, legislation and finance

S.J. Kritzinger assumed duty in September 1945 as the first Library Organiser. Expectations ran high but the Administration's insistence on getting an ordinance passed before anything concrete could be tackled proved a serious stumbling block.

The Advisory Committee had spent many meetings discussing the proposed Cape ordinance, and a draft was published in the Government Gazette of 26 October 1945. It was also circulated to all librarians and town clerks (C.P.A., 1945). This draft planned to make municipalities liable for up to two per cent of their revenue as their contribution towards the cost of the service, and divisional councils to a lesser amount. The proposed centralised control of the libraries from Cape Town also met with strong resistance. R.F.M. Immelman, who was a member of the Advisory Committee, had prepared a document for the meeting of 7 August 1945 in which he raised doubts about the ordinance and suggested alternatives to the proposed centralised provincial control of all libraries. He pleaded for local ownership and control, since 'constant community contact is essential if a public library is to function successfully.' He also foresaw the financial burden the administration would be saddled with, and

proposed that a specified grant be required from each municipality concerned. His greatest objection to the proposed ordinance was that it was likely to stifle local initiative, besides killing interest and pride in the local library (Immelman, 1945).

In a note sent to Kritzinger M.M. Stirling also voiced his misgiving about the proposals: 'I think I prefer the Transvaal system which allows the introduction of the scheme without any formalities, and allows those municipalities which are willing to do their share, to participate without bothering about those which are not yet willing' (Stirling, 1945).

Opposition to the published proposals came from a number of municipalities, with Mossel Bay in the lead. Meanwhile, Kritzinger undertook a series of tours to introduce and discuss the proposed service at public meetings. He encountered a fiery meeting at Mossel Bay when R.M. Scholtz, Mayor of the town and President of both the Cape Provincial Municipal Association and the United Municipal Executive of S.A., voiced strong resistance to this further financial burden to be imposed on local authorities: 'we have had enough of this, and if they want to provide what they call free libraries then let them levy a library tax' (Free library service, 1946). The meeting closed after taking the following unanimous resolution: 'This meeting approves the principle of a free library service for municipal and rural areas, but is against the present financial aspects of the draft ordinance and consider that the service should be provincially financed' (Kritzinger, 1946 : 1).

There were also legal problems, as the Financial Relations Act had to be amended to allow local levies. Although the proposed levy was reduced to one per cent, the opposition continued and the Executive Committee finally decided to withhold the ordinance until the matter had been investigated further.

Kritzinger submitted his ideas on a possible revision to the Provincial Secretary, mentioning among his objections, that 'Algemene sentrale beheer is ongesond : Die bevolking van ons land is sat vir beheer van watter aard ookal en op hierdie ongelukkige tydstip kom die verdere voorstel tot beheer van biblioteke' (Kritzinger, 1946c: 2).

In the meantime Kritzinger was visiting as many libraries as he could to promote the scheme. In an article in Kaaplandse boekerye he enthusiastically reported on his first welcome reception in the Namaqualand area (Kritzinger, 1945b: 1). The local response was confirmed by an editorial in the local newspaper, Die Noord Westen (Vrye plattelandse... , 1945).

In all he undertook six such trips, and after each reported on conditions to the Provincial Secretary. A forthright account of the antagonism he encountered could be given with the distance of time when he reviewed his years in the public service at the end of his career in 1969 (Kritzinger, 1969 : 20-22). After his third trip, which took him to the Eastern Cape, he reported that the main objections to the Draft ordinance related to the issues of finance and control. The municipalities saw it as 'another attempt to impose financial burdens on struggling municipalites', while the library committees resented 'bureaucratic control by the Administrator from Cape Town' (Kritzinger, 1946b : 1). This theme continued in his next report, in which he reported that he had had to give assurances that 'geen boek op enige gemeenskap teen sy wil en sin afgedwing sal word nie en dat die keuse van boeke by die plaaslike biblioteek of keurkomitee of bibliotekaris sal berus' (Kritzinger, 1946d : 2).

These same suspicions were encountered even more strongly during his fifth trip to the Transkei. He quotes the following comment made at a meeting in his report on this tour:

'Will the executive be centralised now or in future? If centralised, might it not at some future time get into the hands of a group, who will use it for propaganda? Is it not likely to interfere with our present idea of democratic free speech and free writing? Might not a well-written book on a subject unpopular with a future control board be banned or just not purchased? How will the ratio of books be allocated to our several sections of the population, and how is this going to fit in with our majorities and minorities of which we in South Africa unfortunately have both? Will not the levy be eventually increased? What if there is bureaucratic control, political or group influence or an undesirable Administrator? It looks very good in theory, but as with so many other things undertaken by the Provincial Administration, when it comes into operation we get it in the neck!' (Kritzinger, 1946f : 7).

Kritzinger had always been an advocate of the Transvaal system, which he had seen started before coming down to the Cape, and he once again pointed out that he felt the service should be for the purely rural areas and that it should exclude not only cities but also semi-urban areas such as Queenstown, Kingwilliamstown and Grahamstown (Kritzinger, 1946c : 8).

The Society for Book Distribution had handed over the stock and running of the service to the C.P.A. in October 1945 and the service, now free, continued. In 1947, when Kritzinger left, the service points had increased to 130 and they were getting a change of books every six months (Kritzinger, 1947 : 9).

An outline of the financial arrangements and the responsibilities of the parties involved in the proposed Namaqualand Region was submitted in June 1946 by D.H. Varley, R.F.M. Immelman and S.J. Kritzinger (Varley, 1946), but

the Administration was still stalling while the great ordinance debate continued, the financial implications of the proposed scheme in particular causing the Province concern. In 1948 the P.A.L.C. prepared an outline for the Carnegie Corporation of New York of a scheme for Namaqualand in the hope of getting a grant of £20 000 for three years to launch the scheme (C.P. Advisory... 1948). Nothing further could be traced about this, so it must be assumed it came to naught.

Kritzinger had been appointed Chief Government Librarian in 1947, and before leaving he submitted a memorandum on the library position in the Cape. The same problems, he suggested, still remained, and he urged the adoption of a voluntary service with the local authorities contributing 2 shillings per head as was the case in the Transvaal (Kritzinger, 1947). An editorial in Die Burger urged the Administration to get on with the scheme (Vrye biblioteekdiens..., 1947), and an article in Die Huisgenoot voiced similar dismay at the delay (Gratis biblioteekdiens..., 1947).

Finally in 1948 the Province made funds available on the estimates and the ordinance was passed by the Provincial Council but with the removal of all local responsibility and contributions, much to the horror of the professional members of the P.A.L.C. (Varley, 1957 : 147). The Ordinance was then further delayed, but eventually became Ordinance 10 of 1949. Writing in South African libraries R.F.M. Immelman voiced his doubtful hopes that the Administration would be able to finance the scheme for the whole province (Immelman, 1948 : 10).

Kritzinger had eventually been replaced in June 1948 by M.S. Leibbrandt, a provincial official whose only library experience had been as secretary to the old P.A.L.C. The profession was up in arms (Varley, 1955 : 1).

D.L. Ehlers had joined the service in August 1948 and he went on tour of the North Western area with Leibbrandt in May 1949, and eventually the first free books were supplied to the public libraries of Vanrhynsdorp and Vredendal in September 1950 (C.P.L.S. Annual, 1956 : 4). The Administration had also taken over the rural section of the Cape Libraries Extension Association in January 1946, and this service to population groups other than white was continued (C.P.L.S. Annual, 1946 : 4). Right from the start the Cape ran a parallel service for coloured communities, and 26 depots were opened when the first Vanrhynsdorp Region started being served at the end of 1950 (C.P.L.S. Annual, 1951 : 2).

Among his amusing recollections of the early days A.P. Roux mentioned that H.V. Bonny, who will be remembered for his text on selection, and who was then first Regional Librarian naturally could not speak Afrikaans (Roux, 1957 : 12).

Libraries in the second region covering the Calvinia area started receiving books in October 1951 and by the end of 1953 a third region for the Malmesbury district was started. The full financial implications of the scheme now became apparent, and in 1953 the Executive Committee stopped further development until the operation of the scheme could be reviewed (C.P.L.S. Annual, 1956 : 4). The Cape Branch of the S.A.L.A. again became involved and a deputation called on the Provincial Secretary (Immelman, 1963 : 48).

The new Provincial Secretary, W.J.B. Slater, had had experience of the Orange Free State scheme and was therefore keen to get the Cape service operating as smoothly as that in the O.F.S. In March 1954 a circular went out to all municipalities announcing the proposed changes which would basically bring the Cape into line with the other provinces, with local authorities providing accommodation and local communities retaining full say over the running of their libraries. A committee was appointed to discuss and frame the proposed legislation (C.P.A., 1954). Opinions were invited from all possible people, including S.J. Kritzinger and H.M. Robinson. The Cape

Branch of the S.A.L.A. also submitted a memorandum. H.M. Robinson, then organiser of the Transvaal Provincial Library Service, prepared a comprehensive memorandum on the organisation of a provincial library service and this was debated at the meeting of the committee on 21 May, 1954 (Robinson, 1954b).

A revised ordinance was then prepared for approval in 1955, and meanwhile public expectations were again raised by the Administrator's announcement of the new plans at the Congress of Divisional Councils in September 1954 (Administrasie..., 1954).

2.6.4.2 Objectives, organisation and staffing

Kritzinger submitted his staff requirements shortly after he had assumed duty as Library Organiser, but it was to be a long time before anything was done. At the end of 1946 he was still without any staff beyond the three assistants employed on the Book Distribution Service (C.P.L.S. Annual, 1946 : 2).

By 1950 the establishment had been enlarged to 1 librarian, 3 assistant librarians, 9 library assistants and a typist (C.P.L.S. Annual, 1948-50 : 1), but by 1952 there was still no progress in finding regional librarians at the salaries offered (C.P.L.S. Annual, 1952 : 1).

The organisation comprised four sections viz: (a) The Head office, or Central organisation in Cape Town, where the books were bought and processed; (b) The Regional Library at Vanrhynsdorp; (c) the Regional Library at Calvinia; and (d) the Provincial Book Distribution Service, which by 1954 was operating from Cornelia Avenue in Cape Town. The Head Office staff in January 1954 comprised the Library Organiser, 1 Librarian, 2 Assistant Librarians, 7 Library Assistants, and 1 typist (C.P.L.S. Annual, 1954).

In 1954 the objectives of the service were described officially as follows:

'Die doel van die diens is om die sowat 200 plattelandse biblioteke waaraan die Administrasie sowat £29 000 jaarliks aan hulptoelae betaal, om te skep in vry biblioteke waar almal wat wil lees, boeke kan leen. Biblioteeksentrum word ook gestig by plattelandse skole en ander byeenkomplekke waar daar vrywilligers gevind kan word wat die boeke sal oppas en uitleen. Die ondervinding het geleer dat sodra boeke gratis gestel word, daar gretig van gebruik gemaak word en dit kan nie anders as om 'n heilsame invloed op die kulturele lewe van die volk uit te oefen nie' (C.P.L.S. Annual, 1954 : 1).

2.6.4.3 Bookstock and selection

Although the actual service was not to start during his term as Library Organiser, Kritzinger had laid the foundation, and it is of interest to see what he had had in mind regarding book selection and the role of the local library in planning the service. Describing the service in an article in South African Libraries, he wrote:

'Wat van belang is dat geen boeke op enige gemeenskap afdwing sal word nie. Die keuse van die boeke sal by die biblioteekkomitee of by 'n plaaslike keurkomitee of slegs by die bibliotekaris berus, en hulle sal kan ken wat hulle van nut vind vir plaaslike gebruikers. Die Administrasie sal egter onderneem om enige goeie boek beskikbaar te stel. Indien dit nie in die streekbiblioteek voorkom nie, sal dit aangekoop of by ander biblioteke geleen word' (Kritzinger, 1948 : 16).

In his summing up of the Draft ordinance under discussion he was adamant that 'die konsep-ordinansie nie burokraties beheer vanuit Kaapstad instel nie (vanuit Kaapstad sal daar gedentraliseer word na streke, van streke na die dorpsbiblioteke en van die dorpsbiblioteke, na dépôts op kleiner plekkies en by plaasskole)' (Kritzinger, 1948 : 18). Many local library committees, reacting to circular 85 of 1945 which invited their comment on the Draft ordinance voiced their concern about the allocation of responsibility

for the selection of the books. Typical of these expressions of concern was a letter from the Indwe librarian in January 1946, stating that:

'we fear that if we fall in with the new scheme we will no longer get the good books which we have managed to get in the past. Now we choose our books and have a really good selection of non-fiction, fiction and childrens' books'.

In his reply Kritzinger wrote back 'Rest assured that under the proposed scheme you will still get the good books... of course you will be able to choose for your readers what your librarian thinks will be of interest to them' (C.P.A. Archival file, 1945).

Kritzinger naturally turned to his colleague Borland in the Transvaal for advice on many matters and late in 1945 wrote: 'It looks as if its not going to be easy to purchase books under the scheme. My Committee seems to want a purchasing (or approving) Committee - in my own interest!' (Kritzinger, 1945c). Borland's reply on this point was refreshingly direct: 'Don't let those silly buggers make you have a buying committee. The Prov. Admin. and auditors will give you all the trouble you want!' (Borland, 1945b : 10). Borland's advice to him on how the Cape problems could be tackled makes interesting reading (cf. 2.7.3).

The Advisory committee, however, won the day and resolved in January 1946 that five of their members would provisionally assist the organiser in selecting books, but that the matter would be considered again at a later date (C.P. Advisory... 1946 : 2). A note from D.H. Varley who was returning lists to Kritzinger in July, 1946 refers to titles he had eliminated, which confirms the supposition that the Committee took an active part in the selection (Varley, 1946), but after 1950 the Committee took a less active role in the selection of books (C.P. Library Board, 1950).

Overseas books had been ordered unseen through the Union Legations, but after an approval service and competitive discount were offered by a local bookseller (Modern Books, managed by Paul Korsten) Kritzinger approached the Controller of Stores to change over to local ordering (Kritzinger, 1946e). Books for examination were presumably available from this time on, but it could not be established when the standing order system referred to later by D.L. Ehlers was first introduced. South African publications were bought direct from the publishers (C.P.A. Archival file, 1946).

The Book Distribution Service had a stock of 8 201 books by 1946, but this stock was quite separate from the collection which Kritzinger had started to accumulate for the future regional service and for which 3 878 books were bought by 1946 (C.P.L.S. Annual, 1946). By 1950 the accessions had risen to 100 730 volumes and to 154 335 by the end of 1952 (C.P.L.S. Annual, 1952 : 2). Therefore despite the difficulties a stock was slowly being built up.

A procedures guide from this period describes book selection being done from the regular lists like B.N.B., Books to come, etc., but there is no detail as to who was involved in the selection. Approached in 1980, Prof. D.L. Ehlers who at that time occupied the librarian's post, mentioned that there had been standing orders for many of the English fiction authors and that everything possible in Afrikaans had been taken. Books were ordered by tender from late in 1946. Kritzinger had attempted to get exemption from the Tender Board Regulations when he put forward proposals for buying procedures, but this was not approved (Kritzinger, 1945a), and the Controller of Stores continued to place all orders on behalf of the Service.

An explanation as to how the books were being selected was given in the Provincial Council in 1950 in reply to a member's question:

'The books are selected by three members of the professional staff of the Library Organiser, who have been professionally trained in the selection and choice of books. Finally the lists of books are checked and approved by the Organiser. The books are selected and chosen from booklists received from all South African and those overseas publishers and distributors who supply lists. When the free service is in operation the committees of libraries falling within the service will also be able to make recommendations in regard to the purchase of books. At the first meeting of the Library Board the question was considered of appointing a Sub-Committee of the Board to assist the organiser and his staff in this matter. This point is still under consideration' (CPA Council, 1950 : 23).

It was decided shortly after this by the Board that there would not be such a Book Selection Committee, but that a Technical Committee would assist the staff whenever necessary, and that lists of books bought would be submitted to this Committee every three months (C.P. Library Board, 1950).

Discussing the authors who were found to be in demand in the newly-served libraries, D.L. Ehlers gave a picture of the safe, old-fashioned popular names. He ended on a hopeful note that the reading taste would improve (Ehlers, 1952).

2.6.4.4 Statistical analysis for the period 1950 to 1954

This analysis is based on Appendix 4, the information for which was collected from Annual Reports.

Service points increased from five in 1950 when books were first distributed to 149 in 1954, of which 42 were public libraries while the balance were library depots. There was a membership of 23 945 by 1954 and with a circulation of 394115 that year this meant an average of 16 books were issued per registered member. The total book stock was 203 358 by 1954. There were slightly more depots for

coloured than white communities, but the public libraries were all for whites; 22% of the members were coloured and they circulated 20% of the books issued.

The 1954 estimates of the Cape Provincial Administration allowed for an expenditure of £1.18.0 per library member and 32% of the total £45 900 voted was to be spent on books. Graph 2/2 shows the growth of the service from inception to 1979.

The white platteland population of the Cape Province was 684 925 in 1951 (Ehlers, 1953 : 89) so with a white membership of 14 357 in 1953 only 2% of the potential white readers were being reached. Even allowing for the service to be operating in all regions, as it was by 1959, the white membership of 59 669 only gave an 8,7% coverage. Thus the service had a long way to go.

2.6.5 1955-1963

2.6.5.1 Establishment, legislation & finance

In March 1955 T. Friis came from the Natal service to assume duty as Library Organiser and he was just in time to make minor alterations to the new ordinance which was published as no.4 on 20 May, 1955 (Varley, 1957).

Under this Ordinance the public library now became the joint responsibility of the Provincial Administration and the local authority; the latter would establish a new department called the municipal library department under the direct control of the Town Clerk. The local authority would be required to provide suitable accomodation within five years, and pay the salary of the local library staff according to a prescribed scale, to pay other expenses for running the library and to provide a minimum number of hours of service per week as laid down by the Director. The Provincial Library Service would in turn reorganise the local library, provide professional advice, train local librarians through regular courses and provide all library material (Friis, 1957).

During 1963 eight newly built libraries were opened, and a further ten were completed in 1964 (C.P.L.S. Annual,

1963-1964 : 9).

The Administration gave its full support to this new start by increasing the financial support to £287 000 in 1955 (£187 000 for books) from the £70 000 (£15 000 for books) voted the previous year (Friis, 1957 : 110).

A development programme was laid out which would open three new regions every six months (C.P.L.S. Annual, 1955). As all 18 regions were operating by the end of 1957 the Book Distribution Service was finally closed from 1 January, 1958 (C.P.L.S. Annual, 1958 - 1959 : 21) after giving valuable service right through from 1939. The stock was then transferred to the C.P.L.S.

Library provision for the coloured communities was made in a parallel service, with a separate bookstock in each region. Many depots were started, particularly at schools, in the early days of the new service, and by July 1957 there were 90 such service points. No provision was made for blacks, as the central government at that time made this the responsibility of the then Department of Native Affairs (Friis, 1958), and the entire matter of library services to blacks was to be investigated by a Committee of Enquiry, the De Vaal Committee, which published its report in 1965.

2.6.5.2 Objectives, organisation & staffing

The goal which Friis set his new service was laid down in an introductory paper at an orientation course for staff held in January 1956:

'Die Provinsiale Biblioteekdiens stel dit as 'n ideaal om aan elke inwoner van die provinsie die geleentheid te bied om 'n deeglike biblioteekdiens te kan benut. Aan plaaslike besture word die geleentheid gegee om 'n lid te word en dan van alle materiaal wat meer in 'n biblioteek nodig mag wees voorsien te word' (Friis, 1956 : 10).

In October 1955 a circular letter sent to all local authorities and library committees outlined the conditions for joining the service and the development programme whereby opening three during every six-months period from July 1955 all fifteen of the as yet unopened regions would be operating by December 1957 (C.P.L.S. Annual, 1955).

Initially the response from local authorities was slow, and as an anonymous review of the 1956 Annual Report pointed out 22 of the 36 libraries served under the new ordinance in 1956 had been served under the old scheme in 1954. He pointed out that the service to the public had not increased at the same rate as the staff! (Gulliver, 1957 : 70). Replying to this criticism S.J. Kritzinger, however, commented: 'As iemand wat in die begin stadium met die skema te doen had, kan ek met die grootste vrymoedigheid verklaar dat ek eenvoudig verstom staan oor die vordering wat gemaak is!' (Kritzinger, 1958 : 133).

The expansion was indeed phenomenal after so many years of stagnation. By the end of 1959 a total of 785 service points were afflicted to the C.P.L.S., comprising 152 public libraries, 242 white depots, 126 coloured depots, 231 white schools and 34 coloured schools (C.P.L.S. Annual, 1958 - 1959 : 1).

The Service continued to grow, and by the end of 1963 there was 207 public libraries 224 white depots and 161 coloured depots (C.P.L.S. Annual, 1963 - 1964 : 20). The library service to schools was transferred to the Education Department as from 1 April 1964 (C.P.L.S. Annual, 1963 - 1964 : 15).

Right from the start Friis insisted that the standards for buildings, hours, personnel and salaries should be complied with and the required standards were published (C.P.L.S. Annual, 1956). These standards were revised in 1959 (C.P.L.S., 1959).

Some misgivings about the too vigorous and inflexible application of the conditions of admission which were apparently proving a deterrent to local authorities were expressed in an anonymous critical review of the 1956 Annual Report of the Service (Gulliver, 1957 : 70). However, reviewing the subsequent developments 25 years later Fourie declared:

'As gevolg van Friis se leiding in Kaapland kan dit gestel word dat die openbare biblioteek sedert 1955 eers werklik op dreef gekom het. Daar is toe besef dat die kwaliteit van die diens afhang van die funksionele akkomodasie, goeie boekevoorrade en realistiese diensure aan die publiek. Kaapland het begin om standarde neer te lê en die ander provinsies het gevolg' (Fourie, C.J., 1981).

Courses for local librarians each lasting fourteen days were held three times a year, each course being attended by thirty to forty librarians (Friis, 1962 : 185).

Describing the relations between the local library and the service Friis emphasised that the local library was to retain a large measure of autonomy: 'The local community retains full responsibility for the selection of library material and for the administration and control of its library' (Friis, 1962 : 179).

The organisation of the Service was divided into three major sections, viz: (a) the Production, (b) The Administrative and (c) the Service Sections. The selection of library materials fell under the Production Section (C.P.L.S. Annual, 1956 : 5).

The Administration approved an increase of posts from 21 in April 1955, to 167, of which 45 were for qualified librarians, in November 1956 (Friis, 1957 : 108). However, the old problems of the shortage of experienced qualified librarians and the lack of training among local public librarians created real difficulties, and made it 'almost impossible at this stage to maintain the high qualitative standard of service which is the aim of the Provincial Library

service' (Friis, 1957 : 111). This staff shortage continued to trouble the Service for many years, and was still being reported in 1963 (C.P.L.S. Annual, 1963 - 1964 : 5).

To encourage coloured librarians, the Administration from 1958 created bursaries for study at the University College of the Western Cape, and initially applicants came forward readily (C.P.L.S. Annual, 1960 : 8).

2.6.5.3 Bookstock & Selection

A Selection Committee was appointed for selecting new book titles, and deciding on the number of multiple copies to be purchased (C.P.L.S. Annual, 1956 : 8). A unit system was worked out for the purchasing of all material (C.P.L.S. Annual, 1956 : 10). An article describing procedures followed during this period explained the reasons for having a selection committee: 'Reactions to books are very personal and the book selector must constantly adapt his subjective opinion to the objective requirements of the community. For this reason the C.P.L.S. has a committee for book selection, thereby assuring a cross section of opinion' (Gertz, 1964 : 22). The unit system of controlling funds was outlined in the same article. The provincial tender, under which books had been bought was dispensed with in August 1955 and from that date all local booksellers were invited to submit approval copies of books for selection. Reviews were written by the staff serving on the Book Selection Committee for discussion and decision on purchases (C.P.L.S. Annual, 1956 : 23). Books were ordered and processed as fast as possible to build up stocks for the new regions and by the end of 1959 there were 1,834,278 volumes in stock (C.P.L.S. Annual, 1958-1959 : 10).

In November 1957 a monthly house journal, The Cape librarian/ Die Kaapse bibliotekaris was launched, to bring the librarians together and keep them informed of news, developments and acquisitions (Friis, 1957b : 2).

In the first issue appeared an article on reading in the affiliated libraries by a Dutch librarian who had spent some time in the Service. This was part of a series of articles she wrote for the Rotterdamsche courant. Despite her praise for the service she observed that 'skiet skop and donderlektuur neemt helaas in vele Kaapse bibliotheken een groot plaate op de planken in' (Wijnstroom, 1957 : 3).

Articles on book selection have regularly appeared in the house journal. In an early issue some views of the staff doing the selection were expressed:

'There are some golden rules underlying book selection, and I think the first one is that there should be books available on all sides of every controversial question. Then too, there must be continued awareness of the type of community for whom one is buying the books. There is also a delicate balance to be maintained between giving the public what they want, although it is of poor quality, and giving them what they ought to want' (Albert, 1958 : 17).

Attempts were also made to improve the feedback from the borrowers:

'The Book Selection Committee receives a great deal of conflicting information about the reading tastes of the Cape... Every single borrower has an equal right to put forward his opinion of our selection of books. Local librarians, please encourage your readers to do so, preferably in writing. Please provoke all the constructive criticism you can, and sent it to us' (Albert, 1959a: 13).

The thorny question of balancing quantities of bestseller titles in heavy demand with the need to supply a wide range of titles, which is a perennial problem, was discussed in another article by Albert (1959b : 19).

Through the years repeated efforts were made to encourage local librarians to attend the Book Selection Committee meetings. An invitation was extended in the Cape Librarian

in 1961 (An invitation, 1961 : 22), but apart from one regular attendant, few came. Addressing the Conference of Library Committee members in 1962 the librarian in charge of adult selection emphasised how isolated she was from the readers (Albert, 1962). Numerous articles appeared about the special request service, always emphasizing the importance of this service and librarians were also urged to participate in selection through the use of the recommendation card specially designed for this purpose (Special requests, 1961).

An experiment with paperbacks was made in 1960 (Albert, 1960), but the large-scale supply of these editions of popular titles did not follow for some years. The imbalance of titles available in English and Afrikaans in relation to the demand was reflected in the 1962 acquisitions when 122 adult Afrikaans fiction titles were bought compared to 1235 in English (Gertz, 1964 : 23).

Delay in the supply of new books while quantity orders had to be sent from overseas has always been a problem in provincial systems and in order to enable, particularly the larger libraries in predominantly English areas, to pacify their borrowers, and also buy books not supplied, a system of annual grants of £240 was introduced in 1959 giving the local library funds to buy books locally. This was very well received by these communities, as is evidenced by the following article in Grocott's Daily mail of 1 October 1959. The full article is given, as it expresses well the old wariness in local communities of centralised control:

WHAT WE MAY READ

The Provincial Library Service was not accepted without mental reservations when under its aegis the Grahamstown Public Library passed from the hands of paying members and a committee representing them into the control of the City Council and became a "Free" Library. It is true that as a result many more people, young and old, are being served. As the Mayor pointed out on Tuesday to the Administrator, Dr. du Plessis, the membership at date of

takeover, 1st January, 1957, was 660 and as at 31st July this year it was no less than 4,525. Such figures speak for themselves. Meanwhile the book stock has increased in number and variety to an extent which is not perhaps fully appreciated by present users, because of the thousands of volumes which, with such a membership are constantly "out" in the hands of users. However, at the back of many minds there has been a suspicion that, whatever its evident advantages, the centralised scheme is nothing more nor less than a means of controlling the books which the public may read. Experience has, nevertheless, begun to show that any book which can lawfully be imported into the Union or which has been published in this country can be asked for and if it is not available locally but there is a reasonable expectation that it will be of interest to not one but several readers, it will in time be made available. The time will, of course, depend on whether the work is in the central stock or on order, or has to be specially indented for. Naturally centralised buying, although economical, does not give quick results - the processing of the purchases takes time, nor is it easy or, in the early stages even remotely possible for the headquarters distributing staff to tell how a particular book will take on in the various centres served. It is in this connection, however, that a concession recently made, amounting to a grant of local autonomy, seems to put paid to any lingering suspicion about control over what we may read. The concession is that local librarians may now not only supplement the numbers of certain books supplied by the Central Service where they consider that these are likely to suit the taste of their readers, but may buy works not included in indicated supplies coming forward from and through

Central Service. Thus if only one copy of a certain novel or other work likely to suit Grahamstown readers is forwarded, the librarian may buy another half-dozen locally if in his opinion local needs will justify this. If any work happens to have been overlooked by headquarters and is in local demand it can be bought in, if available, from local book-sellers. The extent and importance of this local autonomy are indicated by the fact that our librarian is now permitted, at his discretion, to spend approximately as much on supplementary book supplies as was available, before 1st January 1957 - that is under the old regime for total purchases of new books.

We may thus, we think, finally dismiss any suspicions that may have persisted about interference with and control of our reading matter at least as far as the Provincial Library Service is concerned, realising that the only interference comes from the general censorship exercised by the Government through its officially appointed censorship board or committee. To sum up, any book which one can buy or order from his bookseller can also be had through our "Free" Library, so that we can only conclude that the decision taken by the City Council and the Committee of the old-established Public Library of Grahamstown, was a wise and serviceable one. It might further be mentioned that the direction of the present library has been put in the hands of an advisory committee of seven, two of the members being Councillors, one the Librarian and the remaining four citizens recommended and invited to serve in the interests of the general public. Although all developments involving expenditure are naturally dealt with by the Council and the relevant committees thereof, these originate with a committee containing a majority of "outsiders", which, we think, makes the set-up notably democratic' (What we may read, 1959).

These annual grants of £240 were withdrawn by the new Director when he assumed duty in January 1964.

In 1963 a Commission of Enquiry into irregularities in the Service was held, and certain recommendations were made by the Commissioner, Justice Jan H. Steyn, in his report. Among these were the introduction of a Control Committee and an extension and strengthening of the selection committee system (Kommissie... 1963 : 105).

A period which had started on such a high note, and where so much had been achieved in getting the organisation of the service off the ground came to a bleak end under a cloud of adverse publicity.

2.6.5.4 Statistical analysis for the period 1955 to 1963

This analysis is based on information tabulated in Appendix 4. Service points rose from 169 to 592 during this period, with white public libraries increasing from 43 to 205, and there were two public libraries serving coloured communities by 1963. Library depots established were up to 385 in 1963. Graph 2.2 shows the growth of the service since inception. The membership had risen to 265 506 by 1963 of which 15% were coloured people. The circulation of 7194 141 books gave an average of 27 books issued per registered member in 1963. The total bookstock of 2605 068 volumes theoretically provided 9,8 books per registered borrower by 1963. Cape Provincial Administration estimates increased by a dramatic 500% in 1955 when they rose to £278 504 having been £45 900 in 1954. This allowed a theoretical £10 per registered member, but this was when the service was being built up to serve the whole province, and by 1963 the estimated expenditure per borrower was down to R4,76.

During this period the white membership increased by 930% from 21 779 to 224 720 while the coloured borrowers rose from 6 888 to 40 786, an increase of 492%. Circulation in white libraries went up from 430 159 to 6431 476, or 1390% while the coloured circulation increase was 630%. By 1963 the

increase in financial support from the Administration during this period had now increased by a further 350% to R1265 139, and 24,7% of this amount was intended for book purchases.

2.6.6 1964-1979

2.6.6.1 Establishment, legislation and finance

The Director, at the time of writing, G.R. Morris, assumed duty in January 1964, having been employed in the Transvaal Provincial Library Service since December 1947, latterly as Principal Librarian in charge of the Central Organisation. In his first Annual Report as Director he stated that there would be a period of consolidation after the rapid growth of the previous years, and that economies would be effected wherever possible (C.P.L.S. Annual, 1963-1964 : 5).

Changes were made in the organisation and in the acquisition and preparation of materials, but the only legislative change was the amendment to the ordinance, which had been in the pipeline since 1961, and which from January 1966 enforced divisional councils to contribute to local libraries on a prescribed formula (C.P.L.S. Annual, 1965).

In the early months Morris had the assistance of a Library Service Control Committee that had been created, on the recommendation of the Commission of Enquiry in 1963, to exercise general supervision over the Service. However, this Committee never met again after July 1964.

The new accommodation specially built for the Central Organisation, Administrative Section and four Western Cape Regional Libraries in Hospital Street, Cape Town was occupied early in 1964. The housing of outside regional libraries in their own buildings progressed at a very much slower rate than originally planned, and only a few such buildings have been erected to date.

The local authorities, however, went ahead in meeting their obligation to provide suitable premises, although the original five-year stipulation was no longer enforced, and the eight new libraries opened in 1963 were followed by ten

more in 1964 (C.P.L.S. Annual, 1963-1964 : 9). Every year since has seen a steady trickle of new standard library buildings, so that by 1980 there are 155 standard public libraries, while 116 public library buildings are still not up to standard (van der Merwe, 1980). The currently applicable standards appear in the Handboek vir streek-biblioteke (1977 : 20) and cover staff provision, salaries, hours of opening, and buildings.

The coloured service remained poor, however, and it became evident that financial assistance to local authorities would be needed as they were unable to provide for this section of their communities (C.P.L.S. Annual, 1963-1964 : 17). This aid was eventually provided for the first time in the 1972 Provincial Estimates, and with the assistance of the resultant 25% subsidy there was an impressive response from the local authorities; the demand was far greater than could be met (C.P.L.S. Annual, 1972 : 13).

Impressive progress in coloured libraries could be reported by 1976 (Biblioteekvoortgang... 1976). Increasing amounts were voted, and by 1978 R1,525,000 had been allocated to local authorities for such subsidies (C.P.L.S. Annual, 1978 : 3). In his review of provincial services in 1974 Nordier reported that of all the provincial library services the Cape was giving the best service to a non-white group (Nordier, 1974 : 195). A recent review of the services offered to coloured communities in the Western Cape shows how much progress has been made; the establishment of library depots in the large prisons in this area should also be noted (Paterson, 1981). The economies introduced by eliminating costly machine rentals were effective and in 1967/8 provincial expenditure per borrower was down to R2,82 compared with R4,00 in 1960/61 (C.P.L.S. Annual, 1967 : 6).

In 1978 the last two outstanding municipalities in the Province affiliated to the Service so there was now finally total coverage of service for whites (C.P.L.S. Annual, 1978 : 3). The responsibility for provision for blacks had also

now been resolved by the central government, and a library at Langa, previously run by the Cape Town City Libraries was transferred to the jurisdiction of the Administration Board for the Cape Peninsula and became affiliated to the Service in 1978 (C.P.L.S. Annual, 1978 : 3). Two libraries in Grahamstown, two in the area of the Port Elizabeth region and the inclusion of blacks among the patients served by the Tygerberg Hospital Library comprise the total service to blacks by the C.P.L.S. at the time of writing. Lack of funds have been a problem but the Urban Foundation has now stepped in to assist in erecting a new library at Guguletu on the Cape Flats which it will control and staff for two years before handing it over to the Administration Board to administer. Other such libraries are also planned (van der Merwe, 1980).

The school service was discontinued in April 1964 when it resorted to the Cape Education Department, but the C.P.L.S. continued to be closely associated with the provision of books for coloured schools throughout South Africa. From 1964 the Central Organisation of the Service has been responsible for the purchase, processing and distribution direct to schools throughout the country of books selected by the librarians on the staff of the Department of Coloured Relations, formerly the Administration of Coloured Affairs. Costs are recovered annually from the Department of Coloured Relations.

Close on one and a half million books have been distributed by 1980, with no disruption to the processing of C.P.L.S. stock. This use of the C.P.L.S. facilities as a library supply agency at cost price to the contractor has proved highly successful, and a similar service could very easily be introduced for any affiliated libraries desirous of getting books this way. The processing costs are calculated per book according to the current price of materials and salaries and the unit price, which was 10 cents in 1965 and which had risen to 30 cents in 1978 (which includes 15 cents for a P.V.C. dust jacket) must compare very favourably with processing costs in other libraries.

A variation of this agency service has developed for the supply of books to various independent departmental libraries within the C.P.A., although here there is no reclaim for costs which are simply debited to the appropriate vote. In the case of the Walvis Bay Public Library the books are ordered as part of the C.P.L.S. stock, but they are separately accessioned and catalogued and costs are recovered bi-annually from the Department of Internal Affairs. All of these variations are easily accommodated in the system and could readily be extended to affiliated libraries.

In 1968 attention was drawn to the interesting shift in emphasis in the Service from a rural service to urban and peri-urban activity, since 40% of the total issues were to libraries within 160 kilometres (100 miles) of Cape Town, and when the Eastern Cape was included 66% of the issues were within only 8 of the total 18 regions (C.P.L.S. Annual, 1968 : 7).

This was certainly a departure from the emphasis on a purely rural service which Kritzinger had recommended (cf 2.6.4.1), and it would justify investigation to establish whether perhaps either the rural or urban services suffer as a result.

2.6.6.2 Objectives, organisation and staffing

The basic objectives of the service were re-assessed and stated in the first Annual Report for this period. They were:

- (a) assistance to local authorities in the maintenance of autonomous public library services either by direct provision of library materials or in the case of the non-affiliated urban library authorities, by financial grants; (b) the rendering of professional help and assistance to local authorities on library planning and the formulation of minimum standards in this regard; and (c) the promotion of the public library as an institution for information, study and sound recreation among the public at large' (C.P.L.S. Annual, 1963-1964 : 5).

Following on a Work Study investigation early in 1964 which resulted in the scrapping of a punched-card system introduced in 1957 and the improvement of processing routines, the whole acquisitions process from selection to the processing and despatch of material to regions was put under the control of the Chief Librarian, Central Organisation. The Central Reference Library, now called the Central Collection, was also transferred from the Service Section to the Central Organisation (C.P.L.S. Annual, 1963-1964 : 13), but special requests not in regional stock continued to be handled initially by the Central Reference staff. On moving to the new Hospital Street building the stocks of the four Cape Town-based regions were amalgamated into one Western Cape Region (C.P.L.S. Annual, 1963-1964 : 13).

A general inspection of the Service in 1967 (K.P.A. Verslag, 1967) resulted in some organisational changes and an increase in staff. A new sub-section was created in the Selection Section to deal with the special requests sent on by regions. This brought the feedback on demand reflected in requests closer to the selection process. The Publications and display sub-section was also restructured and the regular display and promotion programme of bibliographies was stepped up.

Professional staff problems continued, especially in filling the country-based Regional Librarian posts (C.P.L.S. Annual, 1963-1964 : 4) and the salary structure of the Public Service which compared unfavourably with other sources of employment was held largely responsible (C.P.L.S. Annual, 1965 : 7). But following on the introduction of revised Public Service Commission salary scales in 1966 (Standaarde... 1966) the position had improved beyond all recognition by 1968, and attention was now drawn to the very poor position among local library workers, very few of whom had any training (C.P.L.S. Annual, 1968 : 7).

In his first published statement as Director Morris had expressed his concern with the need for trained and experienced librarians (Morris, 1964 : 5). In-service training courses were held regularly, nearly every year, and among those libraries with a more stable staff position progress could be made in successive courses to more advanced instruction beyond the basic administrative routines. Generally a course is held in each of the three control areas resorting under a Chief Librarian, viz. the Western Cape, the Eastern Cape and the Northern Cape, each year.

Gradually the position in local libraries improved, and the bigger libraries all got fully qualified librarians in charge, and even some of the smaller local authorities obtained professional staff (cf 5.8.1.3).

2.6.6.3 Bookstock and selection

On assuming control of the service Morris introduced a major change in the way books were selected. The Book Selection Committee was now only required to advise the Director on the suitability of books for purchase; the titles and quantities to be ordered became the responsibility of the Director alone. This remains the practice to date.

Writing in the Cape Librarian Morris indicated that English recreational reading would in future be supplied with more circumspection while Afrikaans books in the original for both adults and children would be favoured over translations even if this entailed a certain elasticity in the application of book selection standards (Morris, 1964 : 6).

In the Annual Report for 1965 Morris expressed concern about the preponderance of fiction borrowing. He commented further: 'in the final analysis it cannot be argued away that South Africans in general are chary of books of information and to that extent are putting available public library facilities to less than optimum use and benefit' (C.P.L.S. Annual, 1965 : 7). Standards for the selection of fiction were however to be made increasingly stringent each year (C.P.L.S. Annual, 1966 : 7).

In 1968 little change could be reported as only 13% of the books issued were non-fiction. Morris expressed his views on the standards of reading as follows:

'The province's libraries are used for recreation rather than for information and it is doubtful if so fixed a reading pattern can be changed. The librarian can derive some good from the position by using his undeniable right of selection to veto books of an inferior literary standard. Rubbishy storybooks have no right of entry to public library library shelves; while this may be self evident for the children's library, it is of no less validity for the adult library. Book selection on these lines is actively pursued in the Cape Provincial Library Service and successive annual reports show that libraries have not suffered any decline in popularity because of stiffer standards' (C.P.L.S. Annual, 1968 : 7).

The continually rising book prices caused a drop in the total number of volumes bought in 1970 (C.P.L.S. Annual, 1970 : 3) and in 1971 a large selection of paperbacks with special display stands were distributed to certain libraries (C.P.L.S. Annual, 1971 : 13). Regular purchases of fifty titles a month started in 1976 (C.P.L.S. Annual, 1976 : 9). This practice continued and by 1978 paperbacks comprised 6% of the total acquisitions, and were expected to continue to increase (C.P.L.S. Annual, 1978 : 3). As prices rose, more books which were previously bought in quantity were only bought in single copies, and these were allocated to the Central Collection (C.P.L.S. Annual, 1972 : 11). These titles were thus only available to libraries on special requests.

The pressing need for well-illustrated non-fiction in Afrikaans and the effect on the book issue was raised in the Annual report of 1972: (C.P.L.S. Annual, 1972 : 3), but a review of the period 1964 to 1973 showed that Afrikaans circulation had increased by 100% during this period, and Morris indicated

that a larger proportion of the book fund would in future have to be spent on Afrikaans books (C.P.L.S. Annual, 1973 : 3). The Afrikaans fiction purchased in 1975, 310 titles comprising 62 807 copies, compared to 1 460 English titles comprising 57 214 copies, reflects this trend (C.P.L.S. Annual, 1975 : 7).

The distinction between the recommendation card completed by librarians and the special request card used by individual borrowers had lapsed, and most librarians now used the special request cards when asking for stock. In 1965 17 860 special requests were sent to the Central Organisation when they could not be traced in stock (C.P.L.S. Annual, 1965 : 13), and by 1975 22 183 were received (C.P.L.S. 1975 : 7). In January 1976 a new policy was introduced whereby requests for fiction not in stock were returned to the affiliated public library by the Regional Librarian and reported as not available. This resulted in the requests passed on to the Central Organisation dropping to 13 315 in 1976 (C.P.L.S. Annual, 1976 : 9). Thus the borrowers' and librarians' previous participation in the selection of fiction was stopped. The reaction of some of the librarians to this change in policy will be found in the comments received in reply to the questionnaire (cf. 5.8.5).

The volume of books submitted on approval varies, and the increase in costs is shown in the decrease in submissions from 20 171 in 1975 (C.P.L.S. Annual, 1975 : 7) to 17 513 in 1978 (C.P.L.S. Annual, 1978 : 7). Afrikaans fiction purchases continued to rise and in 1978 321 titles comprising 80 546 copies were ordered compared with 958 English titles comprising 37 738 copies (C.P.L.S. Annual, 1978 : 7).

Numerous articles on book selection appeared in the Cape Librarian during this period: local librarians were once more invited to attend Book Selection Committee meetings (Gertz, 1972); the need for an objectives and selection policy statement was raised (Gertz, 1977; Some thoughts... 1978 : 16) and the need for consistent feedback from local librarians about their bookstock (Gertz, 1972 : 13; Gertz, 1975 : 9), were dealt with in such articles.

In 1977 an interesting examination of the users of a large peri-urban affiliated library serving an elite community where more than 55% of the borrowers interviewed had post-matriculation qualifications, confirmed that the greatest majority of the borrowing by far was for recreation (Cilliers, 1978). Thus, despite, the growth of services, the information function of such a public library is still not being realised.

Over this period the local librarians experienced a curtailment of their participation in the selection of their stock, firstly, by those who had received it, in the cancellation of the special grant to purchase their own supplementary stock, and secondly, as books became more expensive, the withdrawal of the special request service for certain categories of books.

But in terms of circulation and coverage the promised consolidation has been achieved, while the growth of the service to coloured communities deserves particular notice.

2.6.6.4 Statistical analysis for the period 1964 to 1979

This analysis is based on information tabulated in Appendix 4. The total service points dropped from 608 to 466, a result of the decrease in library depots from 393 to 195. White public libraries increased by only 4, while coloured public libraries rose from 3 to 55.

Membership increases were from 241 523 to 415 970 for whites, a rise of 70%, and from 47 157 to 152 059 for coloured libraries, an increase of 222%. Circulation among white borrowers went from 6603 638 to 11 270 509, an increase of 70%, while coloured circulation rose from 907 986 to 3 012 044, an increase of 231%. The average book issues per member were fairly constantly 27 for whites and 19,5 for coloured borrowers.

Bookstock went from 3 548 486 to 5 493 494 volumes, a rate of change of .5 or 50%. Special requests dealt with by the Central Organisation rose from 17 860 to 22 183 but fell back to 17 202 by 1979. The money voted for books during this period rose from R300 000 to R1 325 000, an increase of 340%, while the total expenditure by the C.P.A. rose from

R1 164 888 to R3 091 100, i.e. by 165%; The estimated cost to the C.P.A. per registered borrower being R4 in 1964 and R5,44 in 1979.

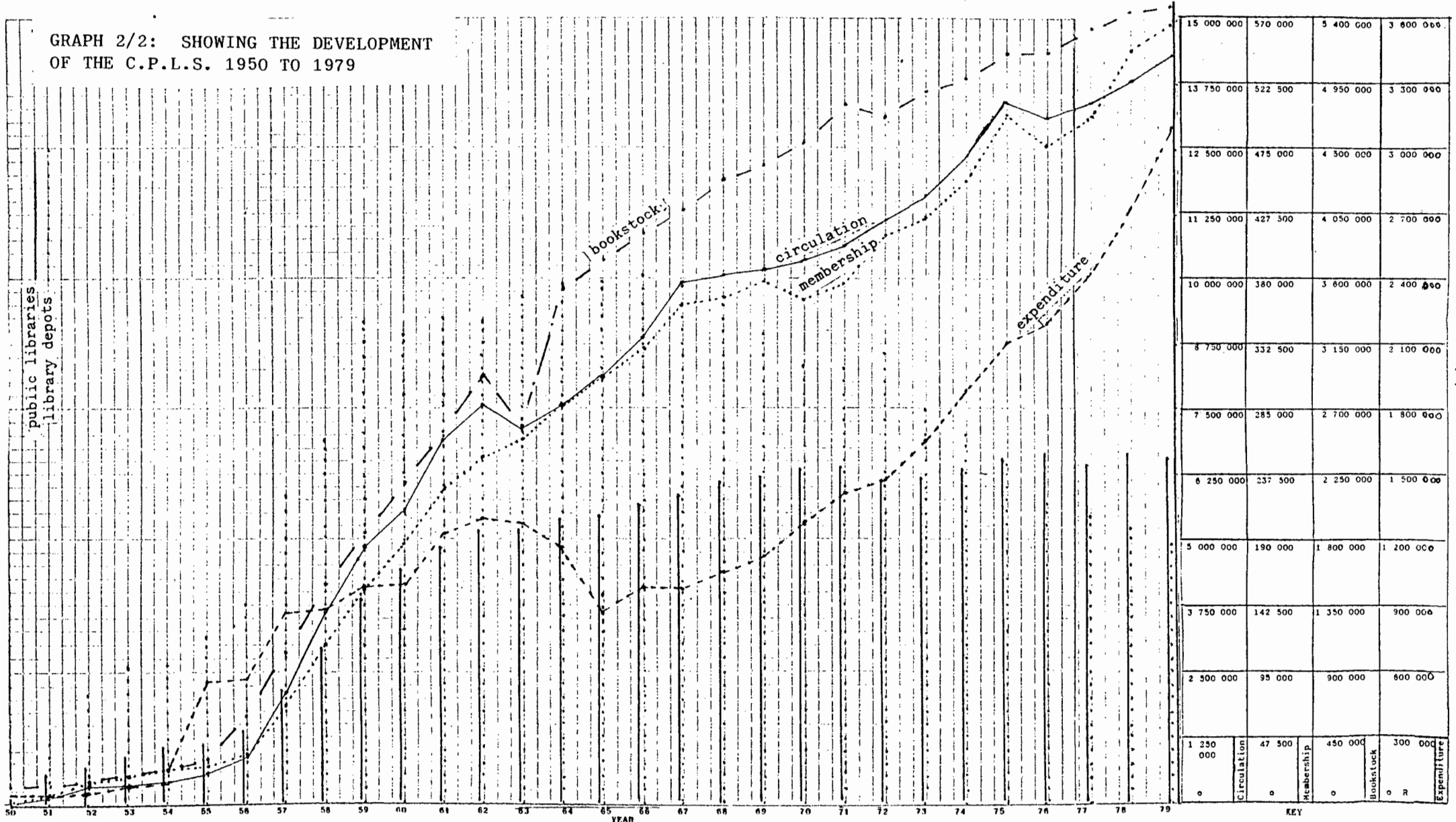
Based on the 1970 census figures the population figures for the Cape Province excluding the declared urban library areas of Cape Town, Port Elizabeth and East London, for use as a key to the potential membership of the Service, were determined (South Africa, 1980/81 : 32, 36).

Table 2/1: Potential membership of affiliated public libraries in the Cape Province, 1970

Asians	2 849
blacks	1018 968
coloureds	1647 652
whites	519 682
Total:	2585 331

Relating these to the membership figures for 1970 showed that 58% of the white population were now library members, but for the combined total of all other race groups the figure was only 2%. However since only the coloured group were being served the 62 258 members from this group in fact represented 3.7% of the potential population to be considered. Since the non-white service even in 1979 is almost solely to coloured communities when this membership figure is related to the 1970 population the proportion of library members rises to 9%. Taken overall the library membership of the population to be served in 1970 was 14%.

GRAPH 2/2: SHOWING THE DEVELOPMENT OF THE C.P.L.S. 1950 TO 1979



2.7 Transvaal

2.7.1 1876-1919

There was comparatively little to report from the early days of the frontier republic; the two Pretoria libraries which started late in the 1870s were both closed before the Staatsbibliothek opened in 1897 (Thomas, 1978 : 58). This library, and the Johannesburg Public Library, opened in 1889, were the only two libraries established before 1900 in the Transvaal (Friis, 1962 : 69). A further nine were established in the first decade of the twentieth century, among them Potchefstroom, which became the first free municipal library in the Transvaal in 1909 (Thomas, 1978 : 68); and by 1923 there were eleven free municipal libraries (Thomas, 1978 : 69). The total number of libraries opened by 1919 was only 17 compared with 159 in the Cape (Friis, 1962 : 69).

2.7.2 1920-1944

During the twenties another five libraries were established and eight more by 1939 giving a total of 30, still a far cry from the 176 in the Cape at the same date (Friis, 1962 : 69).

However, in regard to rural services, the pioneer projects undertaken by the Germiston (Carnegie) Public Library under M.M. Stirling from 1913 were ahead of anything else in the country. The full story of his activities has been recounted by Thomas in The Germiston (Carnegie) public library : its history and influence on library development in South Africa. The country department was started by early 1920 (Thomas, 1978 : 300), and served individual subscribers, groups or small country libraries wanting to augment their bookstocks (Thomas, 1978 : 301).

The active involvement of the Transvaal Womens' Agricultural Union in agitating for rural services, and the pressure on the Transvaal Provincial Administration (T.P.A.) to assist financially gradually bore fruit, and with the 1928 Bloemfontein conference resolutions to give further support, the pressure continued, resulting in 1930 in the Transvaal

Farmer's Free Library Service, operating from the Germiston (Carnegie) Library. Books were bought at Germiston and sent out in boxes, and by June 1931 there were 1 690 registered readers and 14 191 volumes had been circulated (Thomas, 1978 : 302-317).

The Provincial grant was stopped during the Depression and no new books could be bought until the grant was reinstated in 1935, so Germiston virtually carried the service during this bleak period (Thomas, 1978 : 317). The Service continued to expand after this and by June 1937, with Borland already Librarian of Germiston, there were 6 025 readers, although these were only a small number of those requesting the service which could not be further extended due to the limited funds (Thomas, 1978 : 320). Borland gave an account of the organisation and development of the service to the S.A.L.A. conference in 1940, and by then he could refer to the forthcoming appointment of the Library Advisory Committee by the Transvaal Provincial Administration (Borland, 1941).

Borland's visit overseas in 1935 where he payed particular attention to rural services in the U.S.A., Canada and Great Britain obviously gave him an excellent background for organising the rural service on his return (Thomas, 1978 : 321).

In a paper read to the Transvaal Branch of S.A.L.A. on his return Borland mentioned the strongest impressions of his visit to North America. He felt that undue importance could be given to library buildings but he was clearly won over by what he had seen:

'In the matter of libraries, South Africa should follow America, not implicitly, because many mistakes have been made, but carefully, keeping the ideal of free liberal education, as well as recreation, before our eyes...' (Borland, 1936 : 79).

The Transvaal Rural Free Library Scheme continued to give as extensive a service as the very limited funding permitted, but the pressure continued both from the women's organisations (Thomas, 1978 : 322-6) and the library profession as

evidenced by the numerous articles in South African libraries during this period, until finally the T.P.A. accepted full responsibility for rural public library services after having appointed a Library Advisory Committee in 1941 (T. Advisory... 1944 : 1).

Borland was seconded to conduct a survey from February 1942 for six months, and the resultant report, published in 1944, became the blue print for the Transvaal Provincial Library Service (T.P.L.S.), which Borland organised after his appointment as the first permanent Library Organiser in January 1944 (T. Advisory... 1944). The service points of the Transvaal Free Rural Library Service were gradually taken over by the expanding T.P.L.S. network from 1945 to 1949.

No information could be traced on how the books were selected for the Transvaal Free Rural Library Service, apart from an amusing anecdote by M.M. Stirling about compiling a box of books in the early days for Dr. John Gubbins (Stirling, 1946). The value of this pioneer service is evidenced by the circulation of 205 750 books to 21 699 readers by 1943 (Thomas, 1978 : 326).

The main demand (i.e. 90 per cent) was for books in Afrikaans, and even the average detective novel or love story in English proved 'too difficult or racy' for the country readers. Many librarians sent in lists of books requested by readers, and librarians who were not too far away were invited to visit Germiston to see what books were available and to make a selection for their readers (T. Advisory... 1944 : 19).

However the dismal overall picture of public libraries in the Transvaal was clearly set out by Borland in his survey, (T. Advisory... 1944 : 19) with a mere 7.9 per cent of the white population being library members (T. Advisory... 1944 : 16).

Borland concerned himself in his survey with the towns and villages with fewer than 10 000 white inhabitants, as it was not envisaged to serve the larger urban communities under the proposed scheme. There were 23 smaller town libraries

receiving municipal grants (T. advisory... 1944 : 10), and four towns without libraries; 13 village libraries received municipal and provincial grants, seven village centres were served by the Rural Free Library Service from Germiston and 10 villages had no libraries. Among the health committees only one received a municipal and provincial grant, while 14 depots were served by the Rural Free Library Service, leaving 21 such communities with no libraries (T. Advisory... 1944 : 11).

Of the thirty one library staff serving in these libraries only one had a minimum professional qualification comparable to the S.A.L.A. Intermediate Certificate and of most librarians Borland said 'although keen on their work and apparently willing to be taught, (they) are seriously lacking in knowledge' (T. Advisory... 1944 : 12).

The uninviting appearance of most libraries, with unweeded bookstocks (T. Advisory... 1944 : 15-6), makes the low membership of these libraries understandable, and despite there being four free libraries there was clearly much room for improvement.

The book selection methods in the libraries Borland reported as:

'a haphazard affair, and very few have adopted methodical means by assuring that the public is being served well. Eighteen libraries have appointed sub-committees to select books for purchase, but the librarian is not included as a member in six of these cases; in five towns or villages the librarian does the book selection alone. Librarians do not make much use of literary journals when selecting books. Fifteen libraries do not subscribe to a simple periodical giving book reviews in English, while only two thirds of the libraries purchase Afrikaans periodicals which can be used for book selection purposes'. (T. Advisory... 1944 : 17).

2.7.3 1945-1964

The published development programme which Borland presented to the T.P.A. was brief and to the point and wisely left out the details of regional size and financing, apart from firmly laying down the local authority contribution of 2 shillings per head of the white population (T. Advisory... 1944 : 1-2). The survey did however divide the Transvaal into eight regions 'for the sake of convenience in studying the position' (T. Advisory... 1944 : 12) and the Transvaal Rural Free Library centres were arranged regionally in an appendix.

Borland's organization structure proved so sound that it is still followed today (Mr. E.A. Borland... 1976). A programme drawn up shortly after the appointment of the Library Advisory Committee distinguished between immediate action which would continue existing grants and provide in the financial year 1942/3 £1 370 for the establishment of a Library Organiser's office, and future developments. The total expenditure by the Administration was to be £6 150, and included extension to the Transvaal Free Rural Service. The programme of future development outlined the long-term organization of the provincial library scheme on the lines of Borland's final report.

Since Borland's ideas affected all the provincial services (Friis, 1962 : 98), his views on the selection of books for the service have been dealt with under the comprehensive section of this survey (cf 2.11.1).

A spontaneous hand-written letter found in the C.P.A. Archival files in which Borland answered questions and outlined his own plans to Kritzinger, then newly appointed in the Cape, so captures the spirit of the time that it is quoted in its entirety:

19/12/45

'Dear Kritzinger,
 What a lot of questions to answer! I have been meaning to answer your two previous letters for weeks now, but work has simply been piling in on top of me.

If it is not my official work then the S.A. Library Association. Some people do not realize the amount of work the Sec. of the Library Association has to get through. On the average I think I work almost two hours a day of my own spare time (as well as little bits of my official time) on Library Association work.

We have a new constitution now (I am sending you an uncorrected copy under separate cover) and I hope that things will go a bit more smoothly from now on. It seems though that the Cape Branch Committee is still very sensitive and is always on the lookout for a slight. The other day I wrote to Robinson (at S.A.P.L.) telling him that the Council of the S.A.L.A. had decided to hold the next Conference at the Cape in March. He replied saying that the Cape Branch Committee did not like the idea that the Council had 'resolved' to hold the Conference at the Cape and that the Conference could not be held in Cape Town. Here was I trying to get the co-operation of the people of the Cape and they turn us down most impolitely. I do hope that you will get elected to the Cape Branch Committee and be able to persuade some of the members that we detest this North-South rivalry and want to put a stop to it. The Conference will now be held in Bloemfontein on 28th and 29th March, next.

I have now prepared my 1946/7 estimates which go up for approval of the Provincial Ex. Co. next week or soon after. If the Ex. Co. passes the estimates without query then I believe they will pass the Provincial Council without a hitch. We are asking for £31,000! I am sending you a copy under separate cover.

As soon as the thing can be typed (this morning I hope) we shall have an advertisement put in the govt. gazette for our next Regional library staff, (i.e. for Klerksdorp and Ermelo Regions). In addition one of my Regional Librarians (Miss Miles) who cannot stand the country travelling life any longer is leaving us for

Kennedy's staff. And so the advertisement will be for

For Regions:

- 3 Regional librarians;
- 2 Library assts. (£200-300)
- 2 Travelling lib. assts. (£200-300 and trav. allowance)
- 2 Native messengers.

For Central Organisation (i.e. Book preparation etc.)

- 1 Senior Lib. Asst. (£300-400)
- 1 Lib. Asst. (£200-300)
- 1 Clerical Asst. (£190-200)
- 1 Junior Lib. Asst. (£140-200)

I do hope we get good applicants. What about speaking to some of Immelman's students about the jobs?

Perhaps they would take junior positions and after a year or so of training they may go back to the Cape as Regional librarians or to other senior positions as soon as you are ready.

I expected that you would find things more difficult in the Cape than they are in Tv1. The conservative spirit is good when something worth while has been accomplished and must be retained, but it proves a stumbling block wehn radical changes are necessary. By the way I had a visit a few weeks ago from a member of the Cradock Lib. Committee. I cannot remember her name. I told her about you and your work and she seemed very interested, but she said "I do not suppose he will come anywhere the Eastern Province - the Eastern province is always neglected." I do not know what you can do about it, but it seems that a visit to the Eastern Cape small towns would be worth your while just to get to know the people and obtain their confidence.

I am sorry that you are having difficulty with your Regional development. I am sure that you will not be able to work the Cape unless it is divided into at least ten or twelve regions - perhaps the number of Regions

could be reduced - but if so I think it should be done this way:

(1) It is absolutely necessary for every service point in the Region to be visited at least once a month (it gets good results) by a Regional Librarian (or some-one else who understands the whole working of the Regional library, who understands people and their likes and dislikes, who knows books, who can talk confidently and with authority on all Regional library matters to library committees, Town councils, the public and schoolmasters, etc... and is keen on the work). The latter person may be a "Senior Assistant" or "Deputy Regional Librarian" - earning say £700, less than the Regional Librarian. So that instead of having your Region cover only 100 points (which is about the most anyone person could do in one working month) your Regional library could cover 200 service points. This would reduce the number of your Regional libraries, and would not have the effect of increasing the number of travelling libraries and staff, but would have the effect of decreasing the amount of residue bookstock required for each Regional library by say one third. It would save the Province say about £7 000 per annum (i.e. saving £200 on ten Regional librarians salaries).

Another way would be to start with a few regions and then to subdivide - as suggested by the Cape Adv. Libr. Committee - but this method may lead to immediate trouble with your readers. Take the Eastern Cape. As soon as the people there knows that there is a Regional library for them at East London, they will expect to get service from there immediately. It will be impossible to serve the lot immediately even if you have £58 000 to spend in the whole province - and so most will be dissatisfied. On the other hand, if you say that the East London Region covers - say - places within 100 mile radius only and the other part will be taken care of by a Regional Library to be established

the following year - or the one after that - then these people might be better satisfied, realizing that everything cannot be done in one day, and that a "three year" - or "five year" plan is working in their further benefit.

Judging from the attitude of the Cape Municipalities I think you would be well advised to do what I did - visit each Town Clerk and Town Council (including villages and Health committees) and talk them into accepting your scheme. Passing an enforcing ordinance from Cape Town may only cause resentment in your conservatively minded municipalities: (By the way why should not Mossel Bay contribute £500 to library service?).

I have found that the figures of 2/- per head is generally between $1\frac{1}{2}\%$ and $2\frac{1}{2}\%$ of a town's "gross revenue" - and I have argued with places that have declared themselves too poor that surely they could spend 2% on the enlightenment of their own people: - sticking in bits about "kultuur", etc.

So find out what the "gross revenues" of your places are and work them from that angle if nothing else works.

~~There is no limit to the~~ maximum population figure that should be served by a regional library. It depends chiefly upon accessibility of points whether a region is too large to work or not. There is an minimum population figure of 20,000 suggested by the Canadians, the U.S. and the English (esp. Kent and Derby Country Libraries). This figure I find to be sound, but on account of inaccessibility from other parts one of my Regions will contain only about 13,000 Europeans (i.e. Barberton - Sabie - Komatiepoort) - a sparsely populated but mountainous area.

With regard to places like Gordonia, Namaqualand I think the principle of a visit once a month should be adhered to if possible. We have the same problem to face in N.W. & Northern Tvl. Until I can get sufficient librarians and vehicles I shall send boxes of books to isolated places (to be exchanged in small parcels of

twelve or fifteen once a month, not the whole lot at a time). The large travelling libraries travel too slowly to reach these out of the way places - it is also uneconomical to send them out 100 miles into the dessert to exchange about 200 books - and so I have come to the conclusion that these points must be reached by faster vehicle, small vans of the panel-van type fitted up with bookshelves, etc. These vans can travel as fast as cars and should be capable of doing the job economically.

Our officials are still temporary, but I have been instructed to try to get them made permanent as soon as possible. How this is to be done I do not know at present. Perhaps a uniform system for both our provinces would be advantageous. What do you suggest? We have one accessions register for all our books; our catalogue is to be as complete as possible; following joint-code rules. No shelf list, but a record of all books lent to regions and centres. I intend to have a complete catalogue at each Regional library as soon as this can be arranged. This means making "unit cards" for each book. Would you cooperate in this matter by buying "unit cards" from us (esp. Afrikaans books) at cost price and if permitted by Treasury? We could save ourselves a lot of time and trouble in this manner. Perhaps we could get the Govt. Printer to print unit cards for Afrikaans books - (these could then be sold to ordinary public libraries also).

<u>Symbols</u> :	Witbank, Lydenburg Towns	100 +
	Witbank, Lydenburg Depots	200 +
	Pretoria, Nylstroom Towns	300 +
	Pretoria, Nylstroom Depots	400 +
	Klerksdorp Towns	500 + etc.

So that a depot in W/L Region may be 259 (i.e. Rhenosterpoort) and a Nylstroom Town (in P/N area) would be 303.

Perhaps it would be better to use A... etc., but with numbers we can use an ordinary numbering machine to stamp the symbol in the cards.

Please send Rail warrant for box. (I shall let you know about signs, etc. later). (Don't let those silly buggers make you have a buying committee. The Prov. Admin. & auditors will give you all the trouble you want.)

Yours sincerely,

(Signed) E.A. Borland

P.S. I have to be off to Nigel now. I shall answer your other parts some other time.' (Borland, 1945c).

The first two regions were opened in December 1944, (Friis, 1962 : 98), bookvans started operating in August 1945 (Thomas, 1978 : 100) and by 1949 the last of the eight regions was opened.

In 1951 Borland left the Service and he was succeeded by H.M. Robinson who had been Organiser in the Orange Free State. Also in that year Ordinance No.16 of 1951 gave the service a sound legal basis. The constitution of the library board occupies most space, and there is no reference to the relations between the local authorities and the provincial administration or as to how books would be selected (T. Province, 1951).

The organization chart for the Service (T.P.L.S., 1953 : 6) with one librarian in the Central Organization aided by assistants responsible for administration, the Central Reference Library, book preparation, cataloguing, bibliographical services, and binding and discharging, gives some idea of the modest scale of the operations.

Book selection was dealt with by submitting either an approval copy or a review to the library organiser (T.P.L.S., 1953 : 18). Some English titles were considered only after inspection of copies of the books. Regional librarians were also allowed to suggest books for purchase by submitting order cards (T.P.L.S., 1953 : 21). Standing orders for certain English fiction and non-fiction authors were placed with the London agent James Smith (T.P.L.S., 1953 : 27).

G.R. Morris, who occupied the post of librarian for many years, commenting in a tape recorded interview in 1978 on the procedures, described it as 'a very small set-up, a small domestic library run by one or two people' (Morris, 1978). There was no selection committee or selection policy, and besides all his other duties Morris was also called upon to go out periodically on regional tours, so it was understandable that there was no time to examine books. Most of the English fiction was coming on standing order and all non-fiction titles of any significance were bought unseen for the Central Reference Library from the weekly British national bibliography listing. None of the affiliated libraries had qualified staff and they were not involved in the selection of books which the librarian did single-handed. The standing orders were later stopped on the request of the local booksellers. The buying by the local libraries was very limited; to encourage them a scheme was devised whereby they received provincial reference materials to the equivalent value of their own expenditure on reference books (Morris, 1978).

Provision was made for special requests and a handbook from this period advises that: 'any reader at any library centre who wishes to read a book which is not available in his local library is encouraged to ask for the book' (T.P.L.S., 1953 : 45). The requests not in stock were either purchased or loaned on Inter-library loan (T.P.L.S. 1953 : 49).

From 1956 libraries serving towns with a white population of more than 10 000 but fewer than 25 000 also started to affiliate (T.P.L.S. Annual, 1955; T.P.L.S. Annual, 1956), and over the next few years more of these bigger towns joined the Service. In-service training courses for rural library workers were held (T.P.L.S. Annual, 1957 : 15), but the chronic shortage of qualified staff for the service is mentioned again and again in Annual reports.

In 1957 the Director, H.M. Robinson spent six months touring the U.S.A. and Canada and he returned with many new ideas and proposals for improving his service (Robinson, 1958a).

Significant was the statement on 'The objects of the public library', which formed an appendix to his report. (Robinson, 1958a : App. 1). This statement was officially accepted by the Service in 1958 (T.P.L.S. Annual, 1958 : 5), although no further reference to its implementation could be found.

Robinson had also had a serious look at book selection practices and his views merit quotation:

'Book selection is definitely one of the most difficult professional tasks in the modern public library. In a greatly decentralized service such as the Transvaal Provincial Library this work is further encumbered by the serious shortage of staff and the lack of constant direct contact with the rural readers. It is difficult to recommend and to get the numerous untrained rural public library workers to adopt high standards of book selection' (Robinson, 1958a : 25).

He then goes on to propose a book selection policy for the Service and also recommends that all local authorities in the Transvaal also adapt the policy statement. This policy was also accepted by the Advisory Board in 1958 (T.P.L.S. Annual, 1958 : 9), but again, no further reference to its application could be traced.

Putting the case for the enlargement of staff considered essential to conduct the service Robinson made the point that in the process of book selection there is no contact with the needs of the service as a whole. Such contact is specially important in a large and decentralised bookstock. Regional librarians cannot even cope with the supply of special requests and new books and never have an opportunity to evaluate and consolidate the services. The Provincial Library attempts to give an adult service to the adults and hence proper scientific book selection is absolutely essential' (Robinson, 1958 : App. D).

He envisaged the use of field workers to keep the book selectors on the staff of the central library in touch with the needs of all the dependent communities (Robinson, 1958a : 17; T.P.L.S. Annual, 1958 : 15). By strengthening the senior

staff of the provincial service he hoped 'to make possible the in-service training of rural library workers and the promotion of professional standards within the service itself' (Robinson, 1958a : 32).

The larger communities with a white population of between 25 000 and 50 000 could also now affiliate to the Service, (T.P.L.S. Annual, 1958 : 13) but local authorities contributions were increased (T.P.L.S. Annual, 1960).

So, all in all, the Director's visit to overseas libraries resulted in a number of new ideas being put forward.

Annual reports over the next six years show that the perennial problem of getting and keeping qualified staff continued, and in 1961 the report mentions 'Very little progress was made in improving the quality of the staff in affiliated public libraries. Even though several local authorities created posts for qualified library workers, only one qualified librarian could be appointed at the end of 1961' (T.P.L.S. Annual, 1961 : 9); by 1962 there were two (T.P.L.S. Annual, 1962 : 9).

A service for coloured communities had been approved in principle in 1958 (T.P.L.S. Annual, 1958 : 25), and in 1962 it was decided to extend the Service to blacks (T.P.L.S. Annual, 1962 : 9-11), and this got underway on an experimental basis in 1964 (T.P.L.S. Annual, 1964 : 11).

Selection was also coming under the pressure of the flow of new British publications. In 1962 some 100 titles per week were now actually being seen on approval before purchase, and selection was 'further complicated by the fact that scarcely a book of any consequence was published for which a request was not received from one or other borrower' (T.P.L.S. Annual, 1962 : 23).

Despite the affiliation of a number of large towns there does not appear to have been any change in the selection procedures to involve the librarians. In 1964 the service produced a Handleiding vir plattelandse biblioteke. The local authorities were given guidance on the building up of their own bookstock: 'As algemene beleid geld dat die Transvaalse

Provinsiale Biblioteekdiens biblioteke voorsien van populêre verhale, vakliteratuur, en gespesialiseerde materiaal en dat biblioteke hulle boekefondse bestee vir die aankoop van materiaal van blywende waarde' (T.P.B., 1963b : 8). Advice is given on the selection of the books by the local librarian but regarding books from the provincial service they are only told about the visits of the bookvan and how borrowers should complete the special request cards (T.P.B., 1963a).

The staff situation was again deteriorating, and by the time H.M. Robinson left the Service there were many new vacant posts which could not be suitably filled (T.P.L.S. Annual, 1964 : 23). In a look back over the Service during the years 1945 to 1960 Robinson made the point that the same problems confronted the Service as had done fifteen years earlier, and these were primarily the lack of suitably qualified staff (Robinson, 1960).

2.7.3.1 Statistical analysis for the period 1945-1966

This analysis is based on the information collected from Annual reports and tabulated in Appendix 5, graph 2/4 shows the development of the service from inception to 1979.

The service points grew from the initial ten public libraries and 50 depots for whites to 58 public libraries and 410 depots by the time Borland left the service in 1951, and by the end of Robinson's tenure in 1964 there were 90 public libraries and 607 depots for whites, while the depots for coloured and Asiatic communities which were started from 1959 were up to 17; during 1964 eleven depots were established for the use of blacks.

The membership was 81 766 whites in 1951 and by 1964 it had risen to 232 124, an increase of 180%, but only 3 432 of these, i.e. 1.4%, were not whites. The circulation which had been 2 308 347 in 1951 was 6 157 056 by 1964, a rise of 166%, of which a mere 29 126 or .4% was in non-white libraries. Books issued per member averaged 23 in 1945, 28 in 1951 and in 1964 were 26, although the coloured and Asiatic libraries loans were only 11 per borrower.

The bookstock of 1 900 914 volumes by 1964 allowed 8 books per registered member which was a increase from the 1951 picture when there were 4.85 books per borrower from the stock of 392 193 volumes.

Financial support by the Administration, £27 400 in 1945, of which 37% was allocated for book purchases, had increased to to £80 945 (£20 000 for books) in 1951 when Borland left. This had increased by a further 236% to R545 000 in 1964 and 45.8% of this amount was allocated for books. Thus between 1945 and 1964 the T.P.A. expenditure increased by 894%. Expenditure per member had been the equivalent of R1,96 in 1951 and was R2,34 in 1964. Details of local authority contributions to the cost of running their libraries have appeared regularly in Annual reports of the Service; in 1955 these amounted to £31 662 (T.P.L.S. Annual : 1955) and by 1964 they were spending R244 437 (T.P.L.S. Annual, 1964 : 5). Thus the total cost to the taxpayer per registered member in 1964 was R3,40 of which local authorities contributed R1,05. When relating the 1951 white platteland population of 467 956 (Ehlers, 1953 : 89) to the 1953 membership it emerges that 20% of the potential members by then had joined an affiliated library. The service had of course been running since 1945 and so had a head start on the other provinces.

2.7.4 1965-1979

S.C.J. van Niekerk assumed duty as Director in 1965 and is still in control of the Service at the time of writing. During this period there do not appear to have been any major changes in the policy of the Service. Following on the Director's study tour overseas in 1970 to Europe and North America with A. Cornelissen, then Director of the Orange Free State Service, he recommended that 'n wetenskaplik-biblioteekkundige ondersoek ingestel word na wat die funksie van die openbare biblioteek behoort te wees met aanbevelings vir die uitvoering daarvan' (T.P.A., 1970 : 27). Expanding on the importance of such an investigation he explained, 'As gevolg van die provinsiale biblioteekstelsel is dit so dat die Provinsiale Administrasie deur middel van sy biblioteekdiens

die openbare biblioteek indirek beheer maar direk hulle dienste bepaal' (T.P.A., 1970 : 51). This evidences the shift in emphasis that had taken place through the years, and when commenting on the different systems found overseas the effectiveness of central control rather than local autonomy is clearly preferred (T.P.A., 1970 : 15). There was no reference to book selection in his report.

There has been preoccupation with laying down the purpose of the public library since 1972 when the Library Board formed a Committee from its own members to investigate the matter (T.P.L.S. Annual, 1972).

In 1975 the investigation was temporarily postponed since 'there is no criterion according to which self-enrichment and the educational standard of a nation can be gauged' (T.P.L.S. Annual, 1975), but in 1976 another start was made and the Book Committee also endeavoured 'to assist in formulating a policy concerning the purchase of library material and (it) will also try to determine what principles should be observed in the purchasing of controversial material' (T.P.L.S. Annual, 1976). By 1977 the revised norms were being considered by the Committee and by 1979 the final draft of the book selection policy was ready to lay before the board at its next meeting (T.P.L.S. Annual, 1979). There has obviously been a lot of agonising over this policy and its release is awaited with keen interest.

There have been some organisational changes during this period, significantly, the subdivision of the original eight into fourteen regions between 1967 and 1969 based on an optimum of 53 public libraries and depots per region (T.P.L.S. Annual, 1969). The Provincial grant to communities of fewer than 2 000 whites was increased from 20c to 40 cents per head. The new Museum service became a branch of the Transvaal Provincial Library Service following on an Executive Committee resolution in 1961, but it functions quite separately although the museums are housed in the library buildings (Die Transvaalse... 1976).

The Service has now followed the lead of the other provinces and provides substantial aid to local authorities for the erection of library buildings; 50% for new white libraries and 75% for all libraries to serve other racial groups (Fourie, C.J., 1981). The significance of this assistance is reflected in the report of new buildings being planned in 1980 (Provinsiale Biblioteekdiens..., 1980) and described in Book parade, 5 (3) D. 1980 : 2.

The staff position continued to give cause for concern due to the shortage of qualified staff with experience (T.P.L.S. Annual, 1969; T.P.L.S. Annual, 1976). The position in affiliated libraries improved considerably however, as several local authorities created posts with attractive salary scales for qualified librarians (T.P.L.S. Annual, 1969).

The service to blacks has not grown in the way it was hoped. Looking back on the early days of the service H.M. Robinson recalled the keen start which was made after the 1963 investigations (Robinson, 1970), but as early as 1965 a note of disappointment was voiced, with staff and bookstock problems to the fore (T.P.L.S. Annual, 1965). The need to call in help to get the service moving was raised in 1974, but little progress appears to have been made, as is evidenced by the poor issue statistics. The coloured and Asiatic service has been equally disappointing, and in repeated Annual reports the lack of interest is mentioned.

A survey of non-white library services in the Transvaal claimed that the book selection for the Service was not done in a satisfactory manner (Manaka, 1972).

In a realistic review of the services some interesting comments by the black librarians were included, among them:

'The library is still regarded as an aloof institution among Blacks. We cannot get away from the fact that Blacks are still not very active library users. This fact can be ascribed to various reasons, an important one being the large percentage of illiteracy. When a person does not read, he does not visit a library.

It is also noticeable that the public library in any black area is still mostly frequented by students. The reason for this is poor facilities elsewhere, including at home where concentrated study is very difficult as a result of bad lighting, etc. We find that the public library is thus gradually transformed into a study library and this is an image we must avoid. People must be aware that a public library can be a social gathering place and that it can offer a lot in the way of relaxation, amusement and self-development' (Library services..., 1977).

There is no doubt but that a lot of serious ground work is still required in this vital field.

Very little reference to book selection for the Service as a whole could be traced. In the first issue of the house journal Book parade an overview of the service (Die Transvaalse... 1976 : 2) states quite clearly that all selection was done in the Central Organisation of the Service, and Annual reports on book selection confine their comment to the number of titles examined for purchase. In a description of the allocation and movement of materials among libraries in the Service (Prinsloo, 1978) no mention is made of participation by the local librarian in the choice of material other than from the already selected and acquired stock available on the bookvan.

It would therefore appear that despite the inclusion of bigger towns with qualified librarians into the service the firm, centralised control of selection continues. The Book Committee of the Library Advisory Board continues to meet periodically to approve the book purchases made by the service, but the membership of the committee is primarily confined to academics, and it is concerned with literary qualities rather than local library needs.

2.7.4.1 Statistical analysis for the period 1965-1979

This analysis is based on the statistics tabulated in Appendix 5. The graph which follows shows the full development of the Service since its inception.

Service points decreased overall from 731 to 535, the result of white depots dropping from 587 to 286 while those serving

the coloured and Asiatic group decreased from 17 to 1. But public libraries increased impressively from 89 to 138 for whites and after the first 11 public libraries for coloured communities were opened in 1974 there were 22 by 1979. The service to blacks grew from 20 public libraries and 17 depots in 1965 to 51 libraries and 37 depots in 1979.

The membership increased overall by 114% and this was unevenly distributed among the different racial groups as follows : whites 236 655 to 461 367 (94%), coloured and Asiatics 2 141 to 16 030 (648%), and blacks 22 408 to 82 295 (267%).

The circulation among the different groups showed a broadly similar growth pattern, for although the total circulation increase was only 95% as confirmed in the major group of white issues which rose from 6017 731 to 11246 649 (86%), the coloured and Asiatic issues rose from 25 159 to 226 457 (800%) and black issues from 148 941 to 620 524 (316%).

The relatively poor use of the service by race groups other than whites is shown in the average issues per registered member, the broad pattern of which has remained fairly content over the entire period although there is an encouraging slight rise towards the end of the period. White issues dropped from 25 per member in 1965 to 24 in 1979, coloured and Asiatic issues were 11,7 in 1965 and were up to 14 by 1979, while black members averaged only 6,6 in 1965 and this had risen fractionally to 7,5 by 1979.

The total bookstock rose from 2126 711 in 1965 to 4317 026 in 1979, an increase of 102%. The bookstock held per member remained fairly constant being 8 in 1965 and 7,7 in 1979.

Estimates of expenditure by the Transvaal Provincial Administration, rose from R607 600 in 1965 to R3600 000 in 1979, an increase of 492%, and of this the book vote increased by 383% from R300 000 to R1450 000. The Annual reports regularly provided details of the local authority expenditure on their libraries, but did not do so in 1965. However the 1966 figure was R314 263 (T.P.L.S. Annual, 1967) which was 49% of the R633 000 T.P.A. estimate for the same year. This

sum had risen dramatically by 1979 when the costs were R3 666 225 for white libraries, R104 887 for coloured and Asiatic libraries and R295 332 for black libraries (T.P.L.S. Annual, 1979). This total of R4 066 444 was now 12% higher than the total T.P.A. expenditure of R3 600 000 for the same year.

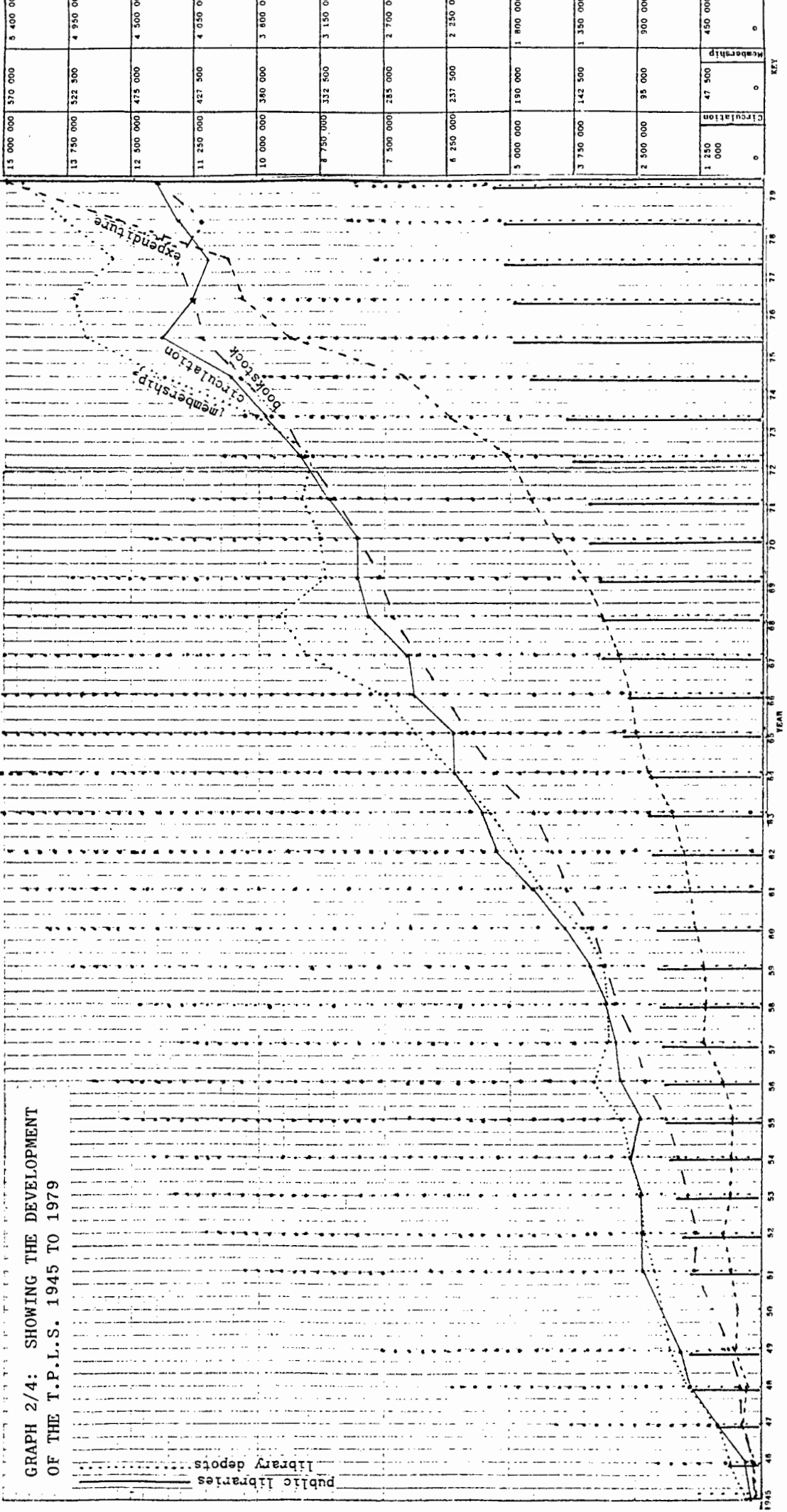
Thus the total cost per registered member rose from R3,28 in 1966 to R13,70 in 1979, of which the T.P.A. costs went from R2,32 to R6,43 while the local authority expenditure which averaged a mere R0,91 in 1966 had risen to R7,26 in 1979. These figures are particularly interesting as this information is not made available by the other provincial services, although it may be assumed that the same broad pattern pertains.

It was attempted to establish the potential membership to be served in affiliated libraries by deducting the population of the large metropolitan areas which are not served from the total population of the Transvaal Province for the various race groups according to the 1970 census (Official... 1978; South Africa, 1980/81 : 32,36)

Asians	52 141
blacks	3072 661
coloureds	3 427
Whites	462 543
Total	4156 219

Relating these figures to the library membership of these groups in 1970 it emerged that of the Asiatic and coloured group and of the black group only 1,4% were members, while of the whites 30% were library members. Overall of the 4156 219 people in the province who could potentially be reached by the Service 8% in fact were members. Looking at the increased black membership by 1979 in relation to the same 1970 population figure slight improvement to 2,6% was found.

GRAPH 2/4: SHOWING THE DEVELOPMENT
OF THE T.P.L.S. 1945 TO 1979



2.8 Orange Free State

2.8.1 1875-1940

The first public library in the Orange Free State opened in Bloemfontein in 1875 (van der Walt, 1975), and there were ten libraries in all by 1909, a further eight by 1939 and five more by 1949 (Friis, 1962 : 69). Harrismith has the historical distinction of being the first library in South Africa to go free in 1908 (Thomas, 1978 : 69), if one were to disregard the somewhat idiosyncratic position of the South African Public Library between 1822 and 1828.

That libraries and reading had little place in the lives of the pioneers is explained by S.H. Pellissier when he described:

'Die Voortrekkers met hulle kakebeenwaens waarop daar min plek vir boeke was, met die gevolg dat ons volk, wat in isolasie moes ontwikkel sonder boeke behalwe die Bybel en 'n paar geestelike boeke vir 'n paar geslagte moes klaar kom. Verder moes ons worstel vir 'n honderd jaar met twee tale wat nie ons eie was nie - Nederlands en Engels' (Pellissier, 1978).

2.8.2 1941-1949

The limited rural service run by Bloemfontein Public Library during the 1930's was superseded by the free Oranje-Vrystaatse Boekediens in 1941, after the Orange Free State Women's Agricultural Union had called a meeting of interested parties (Venter, E.D.M., 1967) and a box service, operated from Bloemfontein Public Library, got under way (Thomas, 1978 : 92; 'n Terugblik... 1978). The fifty books in a box comprised 75% in Afrikaans and they were to be changed twice a year. The O.F.S. Provincial Administration also contributed £225 to the funding of the scheme (Vrye biblioteekdiens vir... 1941; Vrystaatse... 1942).

By 1945 forty two centers were being served (O.V.S. boekediens, 1944); and the Administration was contributing £3000 by 1947 (Robinson, 1947). A.E. Borland was seconded from the Transvaal to do a survey and make recommendation for a rural service in 1947. The dismal picture he had to report

was that of the 33 libraries only four were free, only 4.5% of the white population used libraries, and the total local authority annual expenditure on libraries including Bloemfontein was £6 673 (Robinson, 1947 : 114-5). In his report Borland recommended three regions, with the headquarters library located in the city of Bloemfontein being responsible for the centralised organisation for 'purchasing, cataloguing and otherwise preparing books for use' (Borland, 194- : 1). In the face of the pressing considerations of accommodation, legislation and finance the selection of the books was as usual glossed over. The report was accepted, and in 1948 Dr. S.H. Pellissier, former Director of Education in the O.F.S., was appointed as temporary Library Organiser to launch the Orange Free State Provincial Library Service (O.F.S. P.L.S.). He has written a lively account of how he persuaded reluctant local authorities to join the scheme (Pellissier, 1978); they were required to provide financial support of at least two shillings per head of the white population (Robinson, 1947 : 114-5).

2.8.3 1950-1972

In February 1950 H.M. Robinson was appointed as Library Organiser and with the delivery of three travelling libraries the first region was opened in May of that year. Within six months a positive account could be given of 69 225 book loans among 6 904 borrowers (Robinson, 1947 : 118). All three regions were opened by June 1952 and the Service continued to expand despite having changes in management. H.M. Robinson left in 1951 to take up the Transvaal post vacated by E.A. Borland, and F.J. Potgieter, who had also been a regional librarian in the Transvaal Service, was appointed in 1952. He in turn left in 1956 when S.C.J. van Niekerk who had experience in the C.P.L.S. filled the vacancy (Friis, 1962 : 100).

He was with the Service till 1964 when A. Cornelissen succeeded him. The perennial problem of the shortage of qualified staff appears repeatedly in Annual reports from 1955. That the staff in libraries should be qualified was strongly voiced by a participant in a symposium for local authorities in 1967 (van Zyl, 1968)

In 1958 a house journal, Vrystaat biblioteke/Free State libraries, was started and this still appears. Quite a few articles on book selection have been published through the years. Early explanations of the basic procedures (Boekkeuring, 1958) and principles (Botha, M.F.B., 1959) made no mention of the local librarians role in book selection, but in a 1969 talk at a S.A.L.A. meeting concern was expressed about 'what appears to us to be one of our greatest problems in a lack of communication between us and the reading public' (Botha, M.A., 1969 : A7). In 1969 the O.F.S.P.L.S. took over the service to school libraries (O.F.S.P.L.S. Annual, 1968 : 10).

A standing committee for the selection of books had been planned in this new joint system (O.V.S., 1966). Yet surprisingly, in outlining the new organisation structure and the purpose of the service in 1969 the Director made no reference to library participation in selection (Cornelissen, 1969), although the creation of the Material Standards section would mean that 'for the first time selection and standardisation of library material can now be performed scientifically in this organisation (O.F.S.P.L.S. Annual, 1969 : 3). Bloemfontein Public Library, after being an independent institution for nearly a hundred years affiliated in April 1972 and started to receive books through the Service (van der Walt, 1975).

Unfortunately the Service has produced no annual reports since 1970, but statistics needed to complete the picture of the progress to date were obtained from the Director.

2.8.3.1 Statistical analysis for the period 1950-1972

This analysis is based on the statistics tabulated in Appendix 6; graph 2/6 shows the development of the service from its inception to 1979.

The service to school libraries which commenced in 1969 gives a different emphasis to the statistics when compared with other services which are concerned only with public library services. Since this study is concerned only with the public library activities the comprehensive statistics which include school services are only included in the analysis when to exclude them would give a false picture, as for example in estimating the expenditure per member as no

separate estimates were traced for public library and school library expenditure.

The service points served in 1950 when the first region opened could not be traced but by 1951 there were 67 public libraries and 71 depots serving white communities. By the time van Niekerk left in 1964 there were 72 public libraries and 97 depots, a total of 169 service points. This picture changed to 77 public libraries and a decrease in library depots to 37 by 1972, but by then the 162 school libraries were being served, i.e. a total of 114 service points to the public and 276 in all.

The membership of white libraries and depots rose from 7 278 in 1950 and 27 048 in 1951 to 63 516 when van Niekerk left in 1964, an increase of 134% since 1951, and then to 67 661 in 1972, only a 6% increase, when Cornelissen was coming to the end of his tenure as Director. However the total picture looked more impressive with the addition of school library memberships of 65 085.

Circulation statistics could only be traced from 1952 when 709 312 books were issued to the all-white public library membership. By 1964 this was up to 1 942 967 an increase of 173%, but in 1972 with 2 274 220 such issues the further rise was only 17%. School circulation in 1972 was only 906 313 so that the total overall circulation per member was 23,9 books, although public library services had a healthy issue of 33,6 books per member.

The total stock was up to 582 830 by 1964 and 1 309 662 by 1972. Thus in 1964 the average stock per member was 9 books and by 1972 despite the addition of school membership the average was still 9,8 volumes.

The estimates of the O.F.S. Provincial Administration rose from £21 250 in 1950, 47% of it for books, to £83 700 in 1964 but since salaries were not included in this vote at the time the £75 000 for book purchases seems disproportionately high, although, in 1972 when the total estimates were R595 300 60% of this figure was allocated to book purchases.

The provincial expenditure per member was the equivalent of R1,79 in 1951, R1,31 in 1964, and had risen to R4,48 in 1972. There had been a considerable increase in the financial provision after the school service was started in 1969 and although salaries were again quoted under the library vote from 1971 there was a rise in the book vote from R95 000 in 1967 to R210 700 in 1969. The white platteland population of the Orange Free State was 192 418 in 1951 (Ehlers, 1953 : 89). Allowing for the initial settling down after the opening of the service by using the 1953 membership figure it emerges that 18,7% of the potential white membership had been enrolled at affiliated libraries. No provision was made for other race groups during this period.

2.8.4 1973-1979

G.L. Nordier took over as Director from A. Cornelissen. He too had had previous experience in the C.P.L.S. The most significant development in the establishment of libraries has been the decision of the Administration to take over ownership and the full cost of erecting new library buildings. However, unlike the Natal building subsidy scheme which is financed from current expenditure, the O.F.S. assistance comes from capital expenditure, and funds are not so readily forthcoming (Fourie, C.J., 1981).

An interesting study to discover some facts about library borrowers was published in 1973. The preamble merits quotation, viz :

'Die Vrystaatse Provinsiale Biblioteekdiens het die afgelope aantal jare al hoe meer bewus begin raak daarvan dat openbare biblioteekwerk grotendeels bestaan uit 'n eenrigtingvloei van inligting; dit wil sê van die biblioteek na die gebruiker en nie omgekeerd nie. Die biblioteek het weinig of geen kennis gedra van sy gebruikers' (Fourie, D.P., 1973a).

The survey revealed the existence of active and passive users, and a further study found that just more than half of the residents of Welkom were library users and almost as many men as women; a third of the users were English-speaking and more than fifty percent of the users had post-matriculation qualifications (Fourie, D.P., 1973b).

In 1976 the first service to a black community at Mmulakgoro near Bloemfontein was started (Biblioteekdiens aan nie-blankes... 1976). An earlier service had stopped in 1958 (Prophet, 1976). More recently in 1978 the Service has started to withdraw travelling libraries and a new system of book allocation and distribution by panel van has been introduced (Nordier, 1978). In view of the expense of running the large buses this development will probably be followed by the other services. Libraries now make a return on a form 'Lyste van tekorte in boekevoorraad' and the biggest libraries and 3 regions all receive proposed orders of books for comment before these are placed. Outlining the importance of the feedback procedures, A. Lubbe had this to say

'Die boekkeurder is ver van die dienspunt af en kom gewoonlik nie met die openbare bibliotekaris in aanraking nie... Die bibliotekaris is die belangrikste skakel in die hele proses van terug-voering na sentrale organisasie' (Lubbe, 1978).

These admissions and their readiness to tackle the problem make the developments in the Orange Free State of great interest.

2.8.4.1 Statistical analysis for the period 1973-1979

This analysis is based on the statistics tabulated in Appendix 6. The graph which follows traces the development of the service from its inception in 1950 to 1979.

There were 79 white public libraries, 37 white depots and 164 school libraries being served in 1973; a total of 116 public library service points and 280 when the school libraries are included. By 1979 there were 83 white public libraries and 31 depots while the school libraries had increased to 175. An important departure was the opening of 3 public libraries for blacks in 1977, which had increased to 5 by 1979, giving a total of 119 public library service points at this date and an overall total of 294 service points.

White public library and depot membership rose from 97 832 in 1973 to 119 948 in 1979, an increase of 22%. The black membership showed an impressive increase from 2 820 in 1977 to 5 781 in 1979, a rise of 105% in only three years, but

still a very small total. Overall there was a rise of 21% in the total membership. Circulation among white libraries was up by 24% from 2 770 648 in 1975 to 3 451 826 in 1979. The new black libraries did not parallel their membership increases as their circulation was up from 26 819 in 1977 to 35 512 in 1979, a rise of 32%. The overall circulation rose by 23% from 3 619 787 in 1973 to 4 469 781 in 1979.

The average issues per white member remained constant being 28 in 1973 and 1979. Black issues were 9,5 in 1977 but had dropped to 6 in 1979.

The total book stock was given as 1 467 225 in 1973 and 1 613 044 in 1979, but the low 9% increase reflected may be incorrect as the total stock in 1978 was 2 175 691, and with 118 283 additions and only 17 559 withdrawals in 1979 the figure should have read 2 276 415. This would represent an increase of 55% over the period.

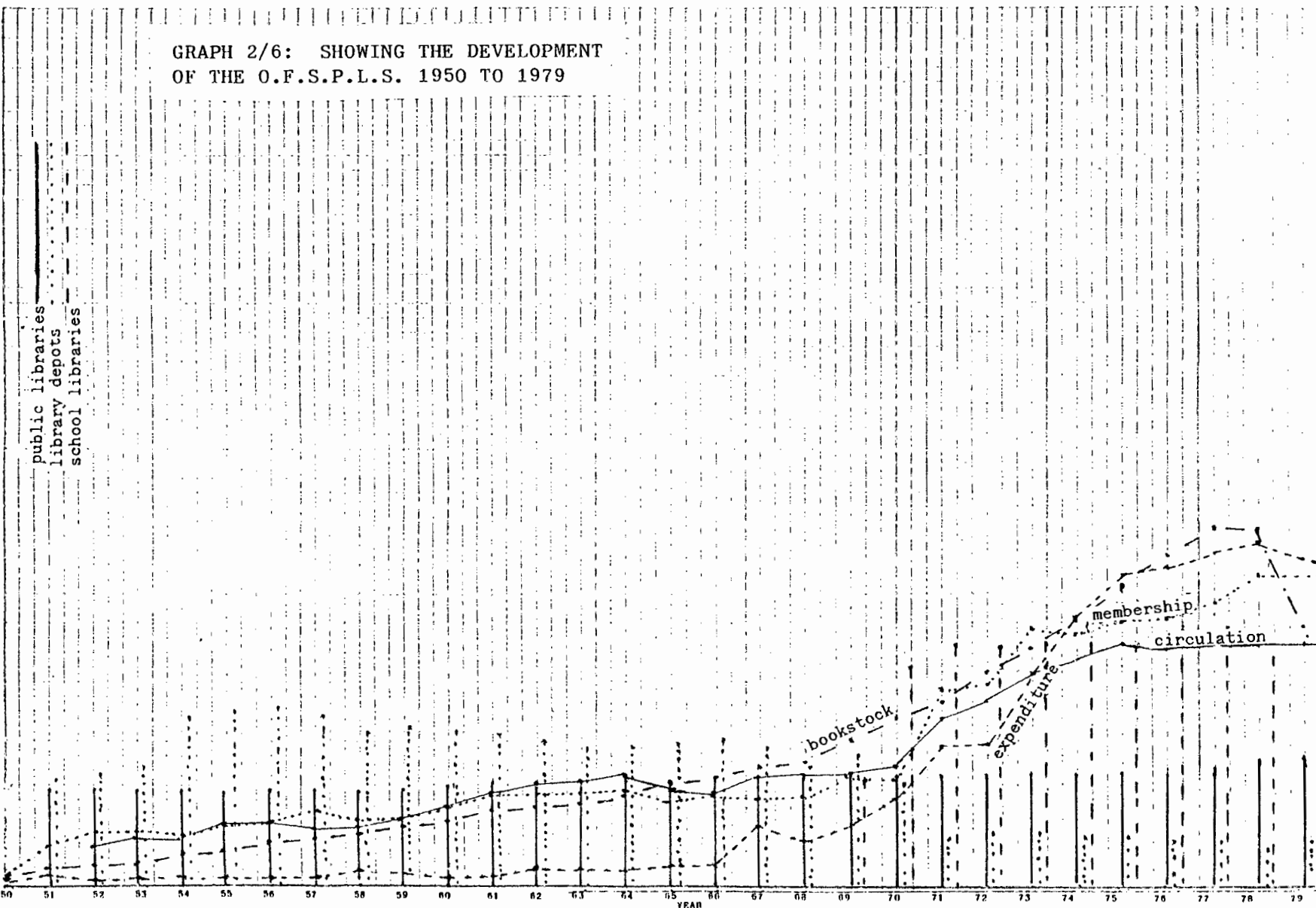
Based on the 1970 census figures when Bloemfontein had not yet affiliated to the Service the numbers in the different population groups who should potentially be reached by the Service (South Africa, 1980/1981 : 32, 36) were established.

Table 2/5: Potential membership of affiliated libraries in the Orange Free State, 1970.

Asians	-
blacks	2 611 211
coloureds	22 309
Whites	227 400
Total	1 510 920

Relating these figures to the 1970 membership of 46 363 means that only 3% of the total potential membership had been reached. Since a Service was only provided to whites at this stage it emerges that 20% of this group were being reached.

GRAPH 2/6: SHOWING THE DEVELOPMENT OF THE O.F.S.P.L.S. 1950 TO 1979



	15 000 000	570 000	5 400 000	3 800 000
	13 750 000	522 500	4 950 000	3 300 000
	12 500 000	475 000	4 500 000	3 000 000
	11 250 000	427 500	4 050 000	2 700 000
	10 000 000	380 000	3 600 000	2 400 000
	8 750 000	332 500	3 150 000	2 100 000
	7 500 000	285 000	2 700 000	1 800 000
	6 250 000	237 500	2 250 000	1 500 000
	5 000 000	190 000	1 800 000	1 200 000
	3 750 000	142 500	1 350 000	900 000
	2 500 000	95 000	900 000	600 000
	1 250 000	47 500	450 000	300 000
0	Circulation	Membership	Bookstock	Expenditure

KEY

2.9 Natal2.9.1 1846-1909

The first public library in Natal opened in Pietermaritzburg in 1846, followed by Durban in 1853. (Gadsden, 1974 : 16, 19). Country libraries were slower, there were two by 1889 but only ten in all by 1909 (Friis, 1962 : 69) although a list compiled in 1899 had given eighteen for Natal. (Rooke, 1946 : 19). All were subscription libraries in the traditional mould but they received no grant from the Colonial Government or local authorities (Gadsden, 1974 : 16, 19). The position of the librarian in these early days was as ever very lowly : the minutes of Greytown Public Library record that in addition to his other duties the Librarian was to sweep out the library daily, fill the lamps and turn the wicks, and wash the floor weekly. All this for £12 per annum! (Tatham, 1973 : 14).

2.9.2 1910-1949

A further eight libraries were founded in this period bringing the total of libraries excluding Durban and Pietermaritzburg to eighteen (Friis, 1962 : 69). The lack of financial support was a stumbling block and country memberships to the Durban and Pietermaritzburg libraries were introduced (Thomas, 1978 : 94).

A brave venture to distribute books by box from Vryheid in 1929 failed (Thomas, 1978 : 94), and it was left to the Durban Public Library to aid the small libraries with bulk loans of 100 books (Rooke, 1946 : 19). Durban Public Library became a free library in 1937 (Rooke, 1946 : 19). The sad picture of the rural library position is reflected in the details obtained in a 1942 survey (Rooke 1946 : 21-2).

country libraries	24
borrowers	1 742
bookstock	78 343
issues	95 682
revenue	£2 363 (municipal grants £811)
expenditure on books	£1 044

No information could be traced on how the books were selected.

There had been some desultory official activity, with first a Natal Departmental Committee appointed in 1942, followed by a Provincial Library Advisory Committee in 1946, but when their report indicated immediate and potential expenditure, the committee was dissolved, to be followed by yet another Departmental Committee in 1949 (N.P.L.S. Annual, 1951-4 : 1-2). Finally the Administration faced up to its responsibilities and arranged for the secondment of E.A. Borland to conduct a survey and make recommendations, and they agreed to the provision of some substantial finance (N.P.L.S. Annual, 1951-4 : 3).

2.9.3 1950-1970

Borland reported to the Executive Committee in August 1950 and put the blame for the gloomy picture firmly on the subscription library system which 'caters almost exclusively for the reader who desires to be entertained and not necessarily informed' (Friis, 1952 : 4). R.A. Banks, formerly Director of Education in Natal, was appointed as Library Development Officer to hold meetings and introduce the scheme, which was now finally approved for implementation, and with the appointment in September 1951 of the first Library Organiser, T. Friis, the scheme got under way (N.P.L.S. Annual, 1951-4 : 3-4). The moulding influence of E.A. Borland and his Transvaal model were once again felt as Friis had been a Regional Librarian in that scheme. There were to be three regions, later subdivided into a fourth, and as soon as accommodation was found book buying started as 30 000 books would be needed to launch the scheme to fifty libraries by July 1951 (N.P.L.S. Annual, 1951-4 : 7).

Depots for population groups other than whites were started in 1953 (Vermeulen, C.H., 1957 : 91). As was usual the importance of getting the new scheme launched took precedence over deliberations on stock selection, and although a theoretical Book Selection Committee was appointed (N.P.L.S. Annual, 1951-4 : 24) personal recollections of rushed weekly visits to Durban booksellers in 1952-3 to load up the panel van were a far cry from normal selection committee procedures.

The special request system which enabled borrowers to obtain books not carried on the travelling library and a recommendation system to serve as a guide to book selection were both introduced, but there is no mention of involving the local librarians, none of whom was qualified, in the selection process (Vermeulen, C.H., 1957 : 89). The chronic shortage of qualified staff was to be a continual problem and in Annual reports the current vacancies and frequent staff changes are reported from 1955 to 1973, when the first students from the new Department of Library Science of the University of Natal in Pietermaritzburg completed their courses, and six were appointed to the staff (N.P.L.S. Annual, 1955-1973).

There were also changes in Library Organiser to contend with: C.H. Vermeulen succeeded T. Friis in April 1955, but he was only with the Service till 1958, after which the post remained vacant until the appointment of W.C. van der Merwe in 1960. He controlled the Service till his death in 1970, when again the post was vacant until C.J. Fourie assumed office in April 1971.

Through the years there are some reference in Annual reports to minor changes in the selection procedures. By 1957 arrangements were made for proof and advance copies to be reviewed by the staff in their own time with the intention of seeing a wider range of books than those made available by booksellers. A Book Selection Committee consisting of the Library Organiser, the officer in charge of the central reference library, the chief classifier and cataloguer and a regional librarian was appointed to deal with all new purchases at the end of 1957 (Ellis, 1980), and the Book Selection sub-section was officially established in September 1970 with one senior librarian, four librarians and one senior clerical assistant (Ellis, 1980 : 12). The special request service was now confined to non-fiction and better fiction, although members were allowed to recommend the purchase of any book they like (N.P.L.S. Annual, 1955-7 : 5). By 1960 a system was favoured of ordering books from publishers' catalogues and reviews (N.P.L.S. Annual, 1958-60 : 4).

A new venture was the introduction by 1963 of a system of advising libraries and depots of new books put into circulation. They were then invited to mark items they wanted and these pre-selection lists were then returned to the regional librarian as a guide (N.P.L.S. Annual 1961-3 : 2).

An increase in the selection staff to 1 senior librarian, 4 librarians and 1 senior clerical assistant in 1970 meant that outside help with selection could largely fall away (N.P.L.S. Annual, 1970-1 : 1).

2.9.3.1 Statistical analysis for the period 1950-1970

This analysis is based on the statistics tabulated in Appendix 7, the information for which was collated from Annual reports of the Service. Graph 2/9 shows the development of the Service from its inception to 1979.

At the end of 1952 when the service had started providing books to white communities there were 22 public libraries and 55 depots and the first 3 depots for other race groups followed the next year. A service to schools which operated from 1956 to 1969 provided books to 67 schools in that first year. By 1958 when Vermeulen left there were 32 white public libraries, 32 white and 17 depots for other race groups, and 100 school libraries being served; a total of 261 service points. The slow but steady growth of service to the public continued and by the end of the period under review there were 39 white public libraries, 130 white and 25 other race group depots. The school service, and thereby 159 depots, was transferred to the Education Department of the Natal Provincial Administration in 1970 and only private and government-aided schools continued to be affiliated (N.P.L.S. Annual, 1970). As the school service on this scale was discontinued and is not relevant to this thesis the statistics are only analysed when to ignore them would give a false picture.

Membership in public libraries and depots rose from 10 767 in the first year to 37 479 by 1958 and then by a further 155% to 95 697 by 1970, 91% of which were whites. The circulation was 1 072 418 in the white service and 22 301 to other race groups in 1958, and in 1970 the white issues

were up by 117% to 2 330 271 while the other race groups rose by 373% to 105 599, but this still comprised only 4% of the total issue. The issues per member showed the usual pattern of poorer use by non-white members, the 1958 picture being 31 to whites and 6 to other groups, but by 1970 the figures were 26 to whites while the non-white issues now averaged 12 per member.

The bookstock had increased to 431 493 by 1958 and was up to 788 905 in 1970 in which year 136 800 books had been transferred to the Education Department (N.P.L.S. Annual, 1970). Thus at the end of 1970 there were 8 books in the service per registered public library member.

The financial provision by the Natal Provincial Administration rose from £48 750 in 1952 by 200% to £146 670 in 1958. By 1969 this was up to R307 000, but the following year it dropped to R209 100 when the school service was transferred; thus the total estimates were actually 4% lower in 1970 than they had been in 1958. Book purchase estimates are only provided from 1964 and although Annual reports give figures of expenditure from the start of the service there is such a discrepancy in the two sets of figures that it was decided to use only the official Estimates.

Expenditure by local authorities is provided in some Annual reports; in 1955 this was £5 535, and by 1964 they were spending R21 863, which by 1970 had increased to R93 640. Thus in 1970 local authority contributions per member were R0,97 and with the R2,18 allowed by the N.P.A. the total cost to the taxpayer was R3,15 per member.

The 1951 white platteland population of Natal was 110 213 (Ehlers, 1953 : 89) and allowing for the Service to get established if the 1953 membership figure is related to this potential membership it emerges that 19% of the population were in fact members.

2.9.4 1971-1979

The appointment of C.J. Fourie as Director from April 1971 naturally resulted in some changes. He had had earlier provincial library experience under Friis in the Cape.

Regular weekly meetings of a selection committee and the examination of all books before purchase became the rule in 1972. The committee also started visiting libraries to examine their bookstock (Ellis, 1980 : 13). The launching of a regular monthly journal, Libri Natales, from July 1971 provided a vehicle for the publication of book reviews (N.P.L.S. Annual, 1971-2 : 4). The use of outside readers was still found to be necessary and fifteen such volunteers were of assistance during 1975 (N.P.L.S. Annual, 1975-6 : 3).

An important step was the introduction of financial assistance to local authorities for the erection of standard library buildings. Describing the present system at the symposium The public library in the eighties, Fourie explained that 75% of the building costs are paid out of current expenditure for buildings up to a size of 1 300 square metres, which would serve communities of up to 200 000 people; beyond this size assistance is to 65% of the building costs (Fourie, C.J., 1981). A total amount of R666 310 was paid to 27 local authorities for standard library buildings and a further R71 300 to 7 local authorities to subsidise buildings for libraries in non-white areas in the period 1977 to 1979 (N.P.L.S. Annual, 1977-9). Attention was also given to the serious investigation of services to the non-white communities (N.P.L.S. Annual, 1972-3 : 7). After handing over school depots to the Natal Education Department in 1970 the N.P.L.S. now took on a new leg with the initiation of the Museum Services in 1974 (N.P.L.S. Annual, 1974-5 : 7). Among the notable changes introduced since 1971 have been the acceptance and circulation of revised standards for the accommodation and staffing of libraries in Natal, short courses for staff at affiliated libraries, and more frequent meetings of regional librarians and senior staff (Martin, M.C., 1972 : 15). A seminar for town clerks was held in 1979 (Can... 1980 : 17). Further innovations, like telex and computerisation of the catalogue (Wells, 1980), have followed and the service seems set on an expansive, optimistic course (van Niekerk, P., 1977 : 14-22; Ellis, 1980).

However, a perusal of Annual reports and Libri Natales through the years provided very few references to the books

being selected or the involvement of the local librarians in this process. In the early days of the Service Friis had laid down a general guide line, viz :

'In selecting books for our library the following two philosophies must be taken into account:-

- (a) Buy according to public demand;
- (b) Buy according to the professional librarians conviction, the books the public ought to read.

It is not advisable to follow either of these philosophies exclusively' (N.P.L.S., 1951-4 : 25).

During the middle sixties there was some 'vigorous resistance from readers, especially of the older generation' against 'the advent of the avant-garde type novel (N.P.L.S. Annual, 1965 : 2), and the 'concern in English novels with sex and psychological abnormality' resulted in the preferred purchase of reprints of older novels. Pressures for more lighter novels, particularly westerns and romances were felt (N.P.L.S. Annual, 1967 : 2). These problems are again mentioned in the 1968 Report.

An open invitation to 'any librarian who would like to see the Book Selection Committee at work' is extended in a footnote to an article defending the rejection of two very popular books in 1971, namely Erich Segal's Love story ('too corney and too full of four-letter words') and David Niven's The moon's a balloon ('such an unpleasant book'). The article concludes, 'We always welcome local advice and very much enjoy meeting those who are directly in contact with our public' (Bee, 1971 : 8).

Most important has been the decision in 1979 to stop all fiction or stock requests in view of the expense involved (Fourie, C.J., 1979). Thus the borrowers and librarians no longer have this way of making their needs known to the selectors.

2.9.4.1 Statistical analysis for the period 1971-1979

This analysis is based on the statistics tabulated in Appendix 7. At the end of 1971, the year Fourie took control of the Service, there were 42 white public libraries, 126 white and 21 non-white depots, and 39 school depots. In

1975 30 departmental libraries were established within the Natal Provincial Administration. The total of 228 service points in 1971 had increased to 385 by 1979, comprising : 79 white public libraries, a decrease in white depots to 87, non-white depots and libraries had increased by 200% to 63, and school depots were again up to 122, while there was 24 departmental libraries.

Membership rose overall by 111% from 106 855 to 225 974; there was a 73% increase among white members from 97 482 to 168 997, while the non-white figure rose from 9 373 to 52 932, i.e. by 464%, and now comprised 23% of the total membership. The total circulation increased from 2 682 755 to 5 315 488, i.e. by 98%. Of this total the white issues reflected a 72% rise from 2 561 262 to 4 411 663, but the non-white circulation grew impressively by 625% from 121 493 to 881 846, and now was 16% of the total where it had only been 4,5% at the start of this period. The overall average issues per public library white member remained a constant of 26 throughout this period, but there was an improvement in the non-white average issues which had risen from 12 in 1971 to 16 by 1979.

The bookstock increased from 834 436 to 1 707 779 which when related to membership meant a slight decrease in provision per registered member from 7,8 to 7,5 books.

Financial provision by the N.P.A. increased by 350% from R226 189 to R1 018 000, of which the book vote went up from R200 000 to R822 000. The provincial expenditure per member which was R2,11 in 1971 had risen to R4,50 by 1979.

Expenditure by local authorities in 1971 was R125 648 and in 1974 it was R170 152; unfortunately no later information could be traced. An interesting disclosure from a recent investigation into the relative cost of the library materials to the administrative costs in running a public library in Natal showed that in a library serving a community of up to 12 000 whites the materials were relatively more expensive; but in bigger communities the administrative, i.e. the local authority costs, became the higher expenditure (Fourie, C.J., 1981). The average expenditure by local authorities per

member was R1,17 in 1971, which, with the provincial allowance, gave a total cost to the tax payer of R3,28. In 1974 this figure had risen to R6,20.

Using the 1970 census figures of the population of Natal and excluding the two metropolitan areas the figures of potential membership were established (South Africa, 1980/81 : 32, 36).

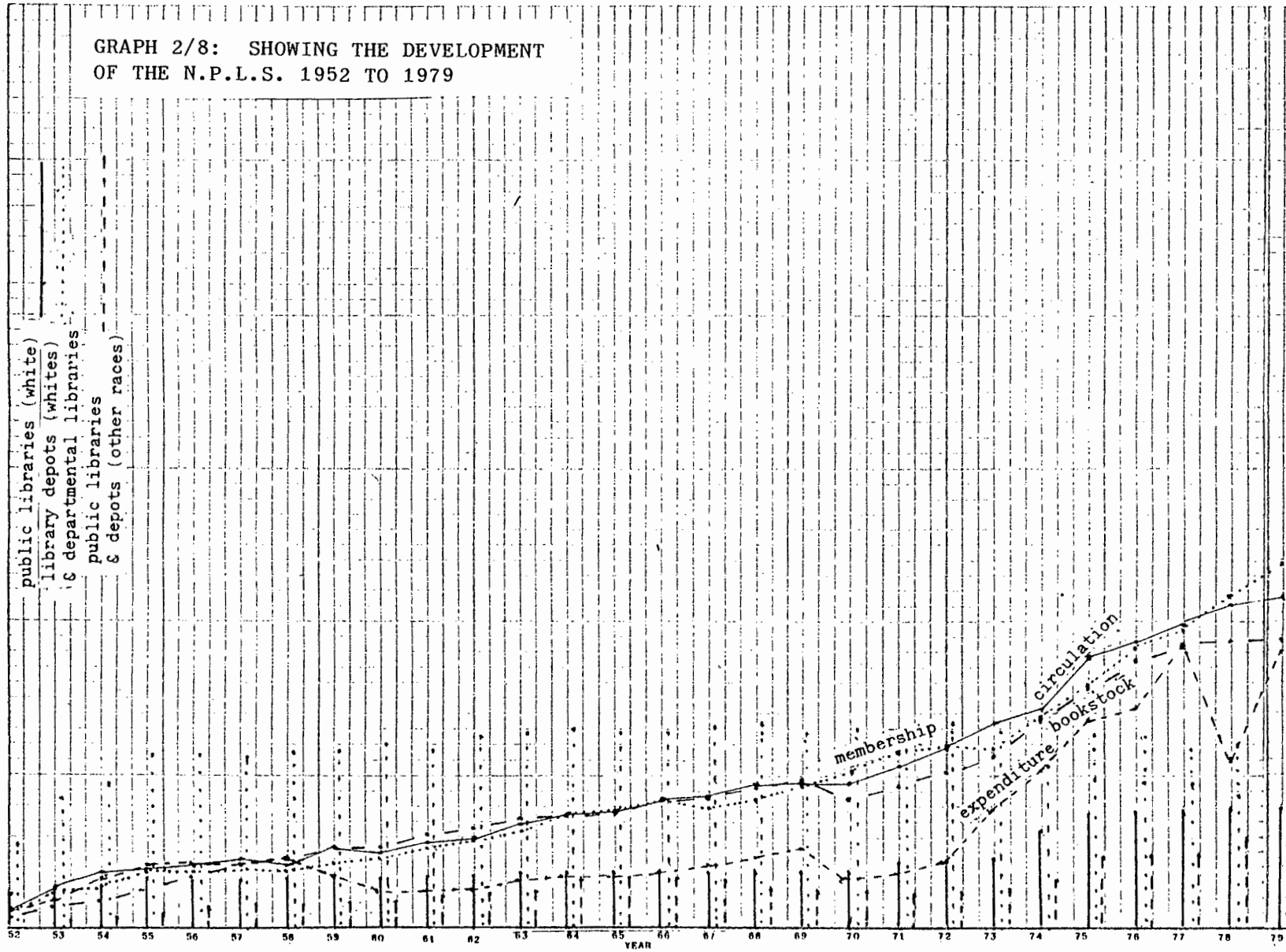
Table 2/8: Potential membership of affiliated public libraries in Natal, 1970.

Asians	165 431
blacks	835 943
coloureds	14 008
whites	137 297
Total	1 152 679

Since all non-white statistics in Annual reports are grouped together it is necessary to regard the three groups as one, giving a total of 1 015 382 people to be served. Relating this to the 1970 non-white membership figure it emerges that only .8% of the potential members were being reached. The percentage of white members to their population was however a healthy 63%, but the overall total for the combined population was down to 8%.

In view of the improvement in non-white membership by 1979 it is of interest to relate this figure to the same 1970 population; now an improvement is reflected in the rise to a 5% membership.

GRAPH 2/8: SHOWING THE DEVELOPMENT OF THE N.P.L.S. 1952 TO 1979



public libraries (white)
 library depots (whites)
 & departmental libraries
 public libraries
 & depots (other races)

15 000 000	570 000	5 400 000	3 600 000
13 750 000	522 500	4 950 000	3 300 000
12 500 000	475 000	4 500 000	3 000 000
11 250 000	427 500	4 050 000	2 700 000
10 000 000	380 000	3 600 000	2 400 000
8 750 000	332 500	3 150 000	2 100 000
7 500 000	285 000	2 700 000	1 800 000
6 250 000	237 500	2 250 000	1 500 000
5 000 000	190 000	1 800 000	1 200 000
3 750 000	142 500	1 350 000	900 000
2 500 000	95 000	900 000	600 000
1 250 000	47 500	450 000	300 000
0	0	0	0

KEY

Circulation
 Membership
 Bookstock
 Expenditure

2.10 Public library provision for blacks

The provision of library service to race groups other than white in the different provinces has been traced. As has been shown the service to black communities in particular has trailed behind other developments, and it is necessary to outline the particular problems which are impeding the satisfactory growth of such services in order to complete the picture of public library services in the country areas as a whole.

The early provision from the establishment in 1916 of the Howard Pim Library at Fort Hare and the developments, particularly in the thirties, are sketched in a paper prepared for the Transvaal Branch of the S.A.L.A. in 1941 (Johnson, 1941). The most ambitious early venture was the Carnegie Non-European Library which was started in 1931 by the visionary M.M. Stirling operated from Germiston Public Library. The stinging comment by Ferguson in his 1928 report may well have provided the impetus for this service:

'The South African is willing perhaps has no other way out - for the native to cook his food, care for his children, keep his household in order, serve him in a personal way, carry his books to and from the library, but he would feel that an end of his regime were at hand if this same servant were permitted to open these books to read therein' (Ferguson, 1928 : 10).

Borland who succeeded Stirling gave a realistic report back on the problems encountered, including the difficulties of selecting books for the service (Borland, 1942). The expansion of the service to students by the Study Division and Reference Division of the State Library has been described by Peters in tracing the contribution of the service started under Carnegie assistance (Peters, 1975). Mention must also be made of the energy with which the problems of homeland library provision have recently been tackled by the Division of Library Services in the Department of National Education. Their Communica newsletter issued first in January 1978 is the first South African library magazine directed especially at black librarians. An outline of the proposed services appeared in a recent issue of South African libraries (Vink, 1978).

When the Provincial Library Services started there was uncertainty about who would be responsible for the provision of libraries for blacks (Robinson, 1970 : 64), and it was not until 1962 that the first service started in the Transvaal (Robinson, 1964). The report of the Interdepartmental Committee of Inquiry into Library Services for non-whites was published in 1965; there was now at last clarity on which authorities would be responsible (Malan, 1978 : 62-4), but funds would first have to be made available, and apart from the Transvaal there was little progress in the other provinces. Surveying the position in 1968 Peters mentioned that the Cape served no black communities but that the Transvaal and Natal were both doing so (Peters, 1968 : 128-9). Until the MmulaKgoro library opened in 1976 there was no serious provision in the O.F.S. (Prophet, 1976). Overall the provision of library facilities is still far below the standards achieved for the white population (Fouché, 1977 : 4).

The Transvaal Provincial service has not expanded in the way it had been hoped and poor use is made of the service (Library Services, 1977).

The poor provision and very poor use of the libraries when these are provided is borne out in the statistical analysis of the four provincial library services, despite the slight improvement in recent years (cf 2.6.6.4., 2.7.4.1., 2.8.4.1. & 2.9.4.1.).

A call for the opening of established libraries for all population groups and the extension of library services to 'every person in South Africa, regardless of race', was made in an editorial in South African libraries (Overduin, 1978).

These problems are more and more occupying the library profession as exemplified by a recent issue of Mousaion (Kotze, 1980), and this concern was also reflected in many of the papers delivered at the important symposium on The public library in the eighties held in Durban in 1981. However, since the whole area of provision of books for black public libraries is influenced by another set of circumstances to those pertaining to white libraries the matter will not be pursued in the context of this thesis. The involvement of

South African public libraries in literacy promotion is dealt with in chapter 4.2.8.2.

2.11 Post-establishment views

It would now be of relevance to see how the men who established the services shaped them in the light of their practical experience in managing the fledgling provincial library services, particularly with respect to their views on and practices in book selection and the role of the local librarians in this task. It will also be of value to survey the opinions of professional colleagues outside the services.

2.11.1 E.A. Borland

In a paper to the 1948 S.A.L.A. Conference Borland, in so many ways the father of provincial library services, spoke of the problems encountered in selecting books for the T.P.L.S. The organisation he had set up appeared to be working very well, but he commented that 'the problem of book-selection is inextricably bound up with many problems of administration' (Borland, 1948 : 68). He considered one of the chief defects of a large library system to be 'the lack of opportunity for the discussion of books between members of the public and experienced librarians' (Borland, 1948 : 71). The avoidance of the inadvertent duplication of books selected by the libraries from their own funds had also been a problem (Borland, 1948 : 69).

He pointed out that in the pressure of getting a badly needed service off the ground there is never time or money for initial community surveys and that one may at first be guided by general observations. However, 'it is a wise thing to pay special attention to readers requests for books,' and the book selector must study the requirements of his public and endeavour to purchase what is best for his readers,' covering both the expressed and the unexpressed demand (Borland, 1948 : 70-1). Borland saw the chief objective of the public library as being 'to assist in the spread of knowledge,' and to this end he considered that 'all books that are likely to improve the knowledge and broaden the outlook of the public should be purchased as far as funds permit' (Borland, 1948 : 70).

Since it was not possible to see and examine all books wanted before purchase, like many other large local libraries at the time, a standing order was used for many of the English fiction and popular non-fiction authors whose popularity could be gauged fairly well. The initial standing order list was made in consultation with regional librarians and heads of other public libraries. In order to keep the list alive it was criticised by regional librarians, libraries of small public libraries and their library committees whenever necessary. It was revised annually (Borland, 1948 : 76).

The problem of satisfying Afrikaans readers was obviously very real to him:

'Almost all of our readers are Afrikaans-speaking and want to read Afrikaans... There are only about a dozen novels published in Afrikaans in any month, and even fewer non-fiction books of general interest. The book-selector may be appalled at the lowness of the literary standard to be found in some of these books, but the lack of something better to buy forces him to obtain copies of everything produced' (Borland, 1948 : 77).

He then defended the supply of 'Tarzan' in Afrikaans (E. Rice Burroughs translations were widely available in those years), and 'wild west' books in English. His final statement gives a clear picture of his credo in confronting the problems of the young Transvaal service, and being the fruit of his Germiston experience since 1933 justifies full quotation:

'Lack of opportunity to use real libraries has produced a lack of extensive reading and an inability to distinguish between the good and the bad. The discriminating reader must experience in his lifetime a wide variety of literature. To do this he must be able to read fluently and frequently. If there is to be any cultural hope for future generations in South Africa, public and school libraries must provide an opportunity to their readers to become immersed and saturated with reading. Otherwise our standards of knowledge will continue to be low. It is at present to be regarded

as a social duty of the public library to provide material which the public can and will read. The more books people read the greater become their powers of discrimination. As readers develop and the reading habit becomes deeper ingrained in them, it is invariably found that they become more amenable to recommendations made to them by the librarian. The development of a reading and discriminating public is of primary importance to South Africa. It is useless to expect that people who are unaccustomed to reading will be able to appreciate fine literature. Let the present day librarian purchase "wild west", "detective stories" and "romances" so that the public may become saturated in reading. The public library must circulate books that will encourage the reading habit, as well as to provide books for the cultured reader' (Borland, 1948 : 78-9).

Since almost all subsequent library organisers were protégés of Borland, and they in turn spawned the next controllers, the influence of this philosophy was to be felt nation-wide for many years in provincial library services. In his presidential address to S.A.L.A. in 1949 Borland came out strongly for:

'the employment in every town and village of at least one trained information librarian! I think that an information service is as necessary to any community as is the ordinary primary school. Remember that there is one school teacher employed to approximately every forty pupils. Surely there should be at least one trained, and decently paid, librarian to every 1 000 Europeans in this country. Up till now we have merely been touching the fringe of the subject' (Borland, 1950 : 116).

'To have a well-organised information service, should be one of the fundamental aims of any Provincial Library Service... Even the smallest municipality should pay a trained librarian who should be regarded as equal to the Town Clerk or the school master in essentiality (Borland, 1950 : 117). 'In my opinion the public is generally ignorant, but with the use of books, lectures, organised reading, and audio-visual

material, fruitful and inspiring knowledge can be brought to the notice of readers by librarians. Our library services should not only be widespread enough to enable all persons to make use of books, but intensive enough to improve the general standard of knowledge in every community.

Any village that can boast of a school or church should also possess a well-stocked information library, under the charge of a properly paid librarian, whose main duty it would be to see that the public made good use of the information that lies at their disposal, and to act as the co-ordinator and encouraging agent of all cultural endeavour within the locality. The small town librarian especially trained for the job, can play a very important part in the intellectual development of our people, and the local library should be recognised by the authorities as the centre of culture in any town or village. The small town and village libraries have great potentialities, slumbering or latent at present, they should be aroused and put to work' (Borland, 1950 : 120).

2.11.2 H.M. Robinson

H.M. Robinson, then a regional librarian in the Transvaal service, but later first professional organiser of the Free State and subsequently Borland's successor in the Transvaal, delivered a paper to the 1948 S.A.L.A. conference which reflected the realism then setting in after experience:

'Toe sommige van ons ouer kollegas hulle byna dertig jaar gelede begin beywer het vir die instelling van 'n landswye gratis biblioteekdiens wat leesgeriewe tot die beskikking van elke lid van die bevolking sou plaas, het hulle voortdurend gewys op die groot opvoedkundige waarde van die biblioteek - tot so 'n mate dat 'n mens na die fenomenale groei van die biblioteekwese oor die afgelope paar jaar vandag sou kon verwag om ook 'n groot intellektuele ontwaking te sien, maar op die koms van daardie intellektuele renaissance sal ons

tevergeefs wag solank so 'n groot persentasie van ons lesers hulle uitsluitlik bedien van liefdesverhale, wild west en moord en doodslag-stories' (Robinson, 1949 : 26).

He mentions the scepticism of the rural people towards new things, their disinterest in culture and their aversion to further education after the enforced education of their youth. He welcomes the appointment of the National Council for Adult Education and hopes that they will see to the publication of popular scientific literature:

'Eers wanneer die onderwys 'n werklike basis lê vir studie in die latere lewe, en wanneer die uitgewery in diens van die volksopvoeding staan, kan die biblioteek 'n bydrae lewer tot volksopvoeding, mits die biblioteek self sorg dat hy staan in diens van die volk' (Robinson, 1949 : 31).

In 1954 Robinson, who was then in charge of the T.P.L.S., prepared a memorandum on the organization of a provincial library service for the Provincial Secretary of the Cape; apart from the need to raise the minimum annual contribution of town councils to 3 shillings and that of all other local authorities to 2 shillings, he reported that the Transvaal and O.F.S. systems were proving entirely satisfactory (Robinson, 1954b).

He commented however that

'The worst fly in the ointment at present is the very acute shortage of trained, experienced men to carry out the service. In the Transvaal at present one regional librarian out of eight is fully qualified; in the Orange Free State not one of the three is fully qualified and in Natal the position is believed to be about the same. No library can offer really first-class services without properly qualified staff' (Robinson, 1954b : 10).

One change Robinson did consider necessary and which he reported in a letter to the Provincial Secretary (Robinson, 1954a), was to raise the limit of the size of the qualifying towns' white population to well beyond 10 000, as with changed conditions it was found that towns bigger than this were still unable to finance their own libraries entirely

from their own resources. The Free State had set the limit at a white population of 25 000. In 1957 H.M. Robinson, then still Director of the T.P.L.S. visited Canada and the U.S.A. In his report he compared the local situation with his findings overseas (Robinson, 1958). Organizationally the South African model could not be bettered by anything he had seen there, but he had some interesting comments to make on book selection practices (cf 2.7.3).

In an article on his impressions Robinson made mention of the book selection process in New York Public Library as an interesting example of the decentralisation of staff control. (Robinson, 1958b : 16). But beyond expressing amazement at the quantity and quality of staff available to do this work he at no point envisages trying anything on these lines in his own service.

2.11.3 T. Friis

T. Friis who had been the first professional organiser of the Natal Service in 1951, and who was in the process of getting the Cape Service off to its second start under the new 1955 Ordinance made a considerable contribution to the literature on provincial library services in this period, and his views on the position of local librarians and procedures for book selection in the schemes are relevant. In his 1954 study on the organization of a service the selection function is allocated to the librarian of the central organization who would, among other duties, 'keur boeke vir aankoop by handelaars saam met biblioteekorganiseerder, die assistent-bibliotekaris van die naslaanafdeling, en een streekbibliotekaris' (Friis, 1956b : 101).

At the 1955 S.A.L.A. conference Friis read a paper which gave information on his findings on staffing in the public library survey which he was completing for a doctoral thesis, the final results of which were published in 1962. The staff position at local libraries had revealed that merely 5 of the 240 respondents had made training a prerequisite for the appointment of library staff (Friis, 1956/7 : 27), that only 27 per cent of the 62 professional posts in public libraries

were unfilled at the time (Friis, 1956/7 : 30). The survey on bookstock in the libraries also revealed a dismal picture in independent libraries, for which he held the lack of a selection policy, poor financing and the shortage of qualified staff responsible (Friis, 1956/7 : 40). The questionnaire used for this survey was published in the final study, and considering the exhaustive coverage, it is revealing that once again, apart from a question on book selection policy and an evaluation of the stock (Friis, 1962 : 213, 222), no details of selection procedures were sought. Turning to the new Cape Service Friis outlined the planned autonomous position of local libraries, viz. that

'The local community retain full responsibility for the selection of library material and for the administration and control of its library' (Friis, 1962 : 179). The books would all be purchased and processed in Cape Town, but

'Although most of the books are selected by qualified librarians in the Head Office, any library can report its particular requirements to its regional library which will, if it is at all possible, make sure that the books required are supplied' (Friis, 1962 : 186).

2.11.4 The Standards Committee

The need for public library standards had long been felt, and after the appointment in 1955 of a sub-committee of S.A.L.A. chaired by Friis to prepare draft tentative standards, the annual conferences during the years 1956 to 1958 saw lengthy debate on three successive drafts which were finally approved by the professional body in 1959 (S.A.L.A., 1959). Standards for bookstock laid down the size of the bookstock, but apart from selection being done by a qualified librarian (S.A.L.A. 1959 : 24), there was no guidance on local participation, and the personnel standards (S.A.L.A., 1959 : 30) were also very general, as full qualifications were not laid down.

In 1964 a new sub-committee chaired by C.H. Vermeulen was appointed to revise the standards which were ultimately published in 1968 (S.A.L.A., 1968). Since all four of the

then provincial library service directors served on the committee it can be assumed that their views were incorporated in these standards. The rapid growth in public libraries since the first edition of the standards were published enabled more specific standards to be proposed. 'Each public library should have a written statement of its objectives' (standard 18) and the attainment of these objectives would be achieved, among other things, by

'employing qualified staff who have undertaken professional training in a library school or other accredited institution. Only by making available to the public the services of professionally trained personnel can library resources be properly exploited' (S.A.L.A., 1968 : 16).

The standards on bookstock opened with a statement on the primary importance of selection which would be governed by:

'the objectives which the particular library has set itself, considerations of quality of the materials selected, and needs and interests of the community served' (Standard 37). More specifically, 'The selection and provision of a balanced stock should be the responsibility of experienced qualified librarians who have regular contact with library users, and who have had ample opportunity to measure and evaluate public reading tastes and needs' (standard 40).

No indication was given as to how the local librarians would participate in this activity. The staff standards statement on qualifications (S.A.L.A. 1968 : 30) is, interestingly, virtually unchanged from R. Wertheimer's contribution to the first draft standards of 1956 (S.A.L.A., 1956 : 51).

2.11.5 Professional views from outside the services

The library profession, including the directors of provincial library services, was preoccupied in the early sixties with the preparations for the National Conference of Library Authorities which took place in November 1962 to finalise a Programme for Future Library Development, with the emphasis on promoting closer co-operation among all libraries. The stock of public libraries did not come under special consideration in these plans.

In a 1962 survey of public libraries presented to the S.A.L.A. conference R.F. Kennedy emphasised the serious lack of sufficient qualified, experienced staff in public libraries:

'Library service consists of three elements: book-stock, staff and readers and a good book-stock is not of much use if there are no qualified librarians to give guidance to readers. In this the Provincial libraries are deplorably deficient, small towns provide their own staff and small towns cannot afford to pay highly qualified librarians. The Provinces, of course, could not afford to pay qualified librarians for all small towns. It is inevitable that the link between book and reader in a rural service will remain at best a partly trained unqualified librarian. Apart from this defect the Provincial libraries have great difficulty in finding qualified staff for their head-quarters and regional work' (Kennedy, 1962 : 4).

He also mentioned the poor provision for non-whites.

After 1964 the provincial library services and their affiliated libraries dropped out of the general professional attention, and until the symposium on The public library in the eighties organised by the N.P.L.S. in collaboration with S.A.I.L.I.S. in March 1981 they received little comment.

2.11.6 G.L. Nordier

The only major article in South African libraries since 1964 was the survey presented to the 1973 S.A.L.A. conference by Nordier, Director of the O.F.S.P.L.S. The various services and their recent developments were all covered and their differences mentioned (Nordier, 1974).

Significantly not a word is said about book selection in any of the services. Nordier makes some admissions however:

'Dit is waarskynlik so dat die klem in die verlede (en miskien nou nog in baie gevalle) te veel gelê is op die ontspannings funksie van die openbare biblioteek en dat opvoeding in die informele sin van die woord verontagsaam is. Was dit egter omdat ons openbare bibliotekarisse nie bewus was daarvan nie dat die openbare biblioteek noodsaaklike opvoedkundige dienste vir die bevordering van die kulturele peil van die

bevolking moet lewer' (Nordier, 1974 : 195). He warned that unless the libraries took up their informal education function the considerable annual public expenditure on the provincial services could not be justified (Nordier, 1974 : 195).

Other points made were the poor provision for non-whites, the poor staff position and the need for a training programme for local librarians. He closed with a plea for closer cooperation among the different provincial services (Nordier, 1974 : 197).

2.11.7 C.J. Fourie

The director of the N.P.L.S. gave a talk on the future of the public library in 1979 at the Southern Transvaal S.A.L.A. seminar on public libraries. He mentioned the important progress in subsidising local authorities to provide standard accommodation, but apart from the need for training public librarians he finds no fault with the stock provided and there is no mention of the role of local librarians in the selection process (Fourie, 1979).

2.12 Analysis of affiliated libraries by circulation and location

It was considered of value to establish the percentage of the total annual circulation in the four services which occurred at the larger affiliated libraries issuing in excess of 60 000 books annually, as it was desirable to be able to relate this information to the grouping of the libraries by size in the empirical study described in chapter 5.

In particular the libraries circulating more than 200 000 books annually should be identified and located as a group as these comprised the group I and II libraries in the survey (cf. 5.8.1.2).

Unfortunately only the C.P.L.S. and N.P.L.S. currently publish information on the book circulation at individual libraries. Analysing the statistics in their most recent Annual reports the following picture emerged:

Table 2/10: Analysis of largest libraries in the C.P.L.S. by circulation and location, 1979

total circulation in 1979 : 14 282 553

circulation in 61 libraries which exceed 60 000 annually:
8 664 439 i.e. 60% of total

circulation in 15 libraries which exceed 200 000 annually:
4 092 879 i.e. 28,6% of total

Location of 15 libraries which exceed 200 000 annually:
11 are peri-urban libraries close to Cape Town and four are distant, namely: Kimberley, Grahamstown, Uitenhage and George

(C.P.L.S. Annual, 1979).

Table 2/11: Analysis of largest libraries in the N.P.L.S. by circulation and location, 1979

total circulation in 1979: 5 315 488

circulation in 24 libraries which exceed 60 000 annually:
3 109 946 i.e. 58% of total

circulation in 3 libraries which exceed 200 000 annually:
918 071 i.e. 17% of total

Location of 3 libraries which exceed 200 000 annually:
Amanzimtoti, Westville and Pinetown, all of which can be considered peri-urban to Durban rather than Pietermaritzburg where the headquarters of the N.P.L.S. is located.

(N.P.L.S. Annual 1977-9).

The information published by the T.P.L.S. and O.F.S.P.L.S. was considered too out of date to justify analysis so no overall pattern could be confirmed. However that most issues will be in the largest towns is self-evident, and these towns are known to be in the main clustered around the largest metropolitan city areas where the provincial library services have located their headquarters in each province.

2.13 Conclusion

By the end of 1979 the four provincial library services had grown to encompass 1680 affiliated service points with 1 554 337 individual members, to whom 36 161 454 books were issued annually from a stock comprising 13 131 343 volumes. Financial support from the provincial administrations alone was R9 034 100 of which R4 308 220 was intended for purchasing books. This is a far cry from the modest scale of the early years of the services, but the basic organisation structure and function of the services do not appear to have changed. There is thus a pressing need to determine to what extent the plans and expectations of the founders of the provincial services have been realised in the current practices of the services, particularly in regard to the selection of the book stock.

CHAPTER 3

Book selection procedures in Provincial library services

3.1 Introduction

The intention in this chapter is to outline the procedures followed in the four separate services and to establish who is responsible for the book selection decisions and how far local librarians are involved. Then follows a review of factors in the local situation affecting the selection process.

The information in section 3.2 to 3.8 is based primarily on replies received from the four services in response to a questionnaire sent to all public library authorities in preparation for a Workshop on acquisitions held by the Western Cape Branch of the S.A.L.A. in 1975 (Gertz, 1975a).

It is supplemented by information obtained from the services in 1976 concerning the organisation and procedures of the central organisation (Interchange... 1976), and is updated and amplified by any recent articles in the house magazines or reports of the services. The only directly solicited information was details of the new selection procedures obtained from the City Librarian, Bloemfontein after receiving his reply to the questionnaire discussed in chapter 5 (van der Walt, P.J., 1980). The sources are indicated when they refer.

3.2 Finance

In view of the absence of information relating to the expenditure on libraries by local authorities in the Republic of South Africa in the annual estimates of the provincial library services it would be of value to establish what these expenses were in relation to the provincial expenditure. Based on 1975 figures (Gertz, 1975a) the Cape local authority costs were practically the same as the total provincial estimates, and in the Transvaal they were very slightly less, but by 1979 the local authority expenditure had exceeded the provincial estimates, being R3 666 225 to the T.P.A. R3 600 000 (T.P.L.S. Annual, 1979; T.P.A.).

Estimates, 1979/80). Reliable figures for the O.F.S. and Natal could not be traced. Thus to get a broad picture of total costs in the Cape and Transvaal the provincial estimates should be doubled.

3.3 Organisation and staffing

3.3.1 Responsibility for selection

The staff involved in 1975 in the Cape were: the Director, 1 chief librarian, 2 senior librarians, 6 librarians; in the Transvaal: 1 senior librarian, and 5 librarians; in the Orange Free State: 1 senior librarian and 6 librarians, and in Natal: 1 senior librarian, librarians and and 2 clerical staff. Thus professional staff are used in every case. From the responses to the question as to whether the decision on the quantities of copies (i.e. the number of multiple copies per title) required of each title, was taken concurrently with the recommendation of the individual titles for purchase, it emerged that in the Cape the Book Selection Committee recommend a quantity on an existing allocation chart, but that the final decision on quantities to be bought was always made by the Director. He was also responsible for the allocation charts, a series of formulae to distribute the copies among the different regions. In the other three services the decision on titles and quantities was made at the same time by the Book Selection Committee. Allocation lists based on circulation were used in determining the quantities of individual titles to be ordered.

In reply to the question: 'Was this decision on titles and quantities automatically passed for ordering or could it be rescinded?' the services reported that in the Transvaal and Natal the committee decision was final, in the Orange Free State the Director discussed his suggestions with senior and chief librarians before changes were made, while in the Cape ordering decisions were made solely by the Director (Gertz, 1975a).

3.2.2 Staff of selection section

The staffing of the Selection sections in the four services and the position of the sections in the organisation have each taken their own shape, depending on the growth of the

services and the local conditions. All professional posts are controlled by the Public Service Commission, after 1980 renamed the Commission for Administration, and periodic inspection by the Commission has kept the professional staffing patterns broadly in line.

In Natal the section comprises 1 senior librarian, 4 librarians and 1 clerical assistant. The Free State have 5 librarians, 1 library assistant and 1 senior technician. In the Transvaal there are posts for 1 senior librarian and 5 librarians, while in the Cape the staffing is 1 senior librarian, 4 librarians and 3 part-time librarians held against 2 full posts (Interchange..., 1977).

In Natal the selection section falls under the Preparation and Control Service which includes all the central activities but excludes the Central Reference Collection, and is controlled by a chief librarian. In the Free State selection forms part of the Material Standards Division which is controlled by a senior librarian, and this, along with other centralised activities, forms part of the Central Organisation which falls under a chief librarian. In both the Transvaal and the Cape the selection section forms part of the Central Organisation which is controlled by a chief librarian.

In all the services but the Cape where the Administrative Section falls directly under the Director and Preparation falls under the Central Organisation, the Administrative Section is within the Central Organisation, and the processing of materials is under control of the Administrative section.

In all the services the official contact with affiliated libraries, their librarians and borrowers is through the Service Section which controls the regional librarians and which is quite separate from the Central Organisation.

The problems reported elsewhere in recruiting experienced qualified staff for the services apply also to the Selection Sections, although less so than in the regional posts. The ideal candidates would be drawn from public libraries where the experience in close contact with borrowers' needs would prove invaluable, but there are few such people available. Regional experience can also prove useful, but whatever their background the need for up to date contact with borrower views is a problem. Inexperienced librarians on the selection staff can be trained to review and recommend suitable titles, especially with the background assistance of a review index (Intercharge..., 1977), but the recommendations on quantities needed to meet the demand requires close contact with practicing public librarians (Lubbe, 1978 : 20).

3.3.3 Selection committee

All four provinces have book selection committees each of which is chaired by a chief librarian. The members are the professional selection staff. In the Cape and Transvaal however, librarians from affiliated libraries are also permitted and invited to attend, but in practice they do so very irregularly and infrequently (Gertz, 1975a). In the Orange Free State a staff member of the largest affiliated library is a full member (van der Walt, P.J., 1980), and sometimes staff members from the other city library also attend. The participation by the local librarian is described in chapter 5.8.3.11. In the Cape two selection committee meetings take place weekly, on a Monday the new approval books are discussed and on a Thursday a sub-committee makes suggestions regarding special requests, replacements and recommendations. These are then all referred to the Director for his decision (Gertz, 1975b).

In the Transvaal the Library Advisory Board appoint a Book Committee from among their members who meet quarterly to approve the purchases made by the Service by examining the weekly accession lists forwarded to their addresses periodically, in advance of every meeting. This committee also on occasion express their opinion and give advice about the purchase of controversial books (T.P.L.S. Annual,

1976 : 4). In 1978 the committee also investigated library objectives and submitted a proposed definition to the Board (T.P.L.S. Annual, 1978), so their participation in the implementation of book selection policy is relatively active. None of the other services has a committee of this nature or any other mechanism for that matter to enable members of their advisory boards to exercise influence on book selection policy.

In the proposals regarding the selection of material in the Orange Free State for the combined service to school and public libraries it was advocated that the joint subject committees and selection staff would meet under the chairmanship of the chief librarian of the Central organisation (O.V.S., 1966 : 30).

3.3.4 Local library autonomy

Asked if librarians at affiliated libraries have any autonomy in selection the four respondents' replies were generally in the negative, with the exception of those Transvaal libraries which have their own book votes provided by their local authorities, and of some Natal grants. In the Cape libraries had no effective autonomy in selection but the Free State reported that special requests and recommendations in regard to quantities and titles were sympathetically received by the committees (Gertz, 1975a). The Orange Free State however latterly allow the city libraries a marked degree of freedom in the selection of provincial stock for their libraries (van der Walt, P.J., 1980).

3.4. Contact between selectors and local librarians

3.4.1 Organisational barriers

By the very nature of the organisation structures outlined above in section 3.3 it is inevitable that there will be no direct contact between the selectors and the local librarians and their borrowers. This problem has been recognised as a weakness in the structure of Provincial library services right from the start, when Borland first drew up the Transvaal organisation on which all others have been patterned (Borland, 1948 : 71).

That it remains a very real problem is evidenced by the numerous references and attempts to bridge this communication gap through the years, in the pages of the house journals of the services. Most recently such an article appeared in Vrystaat Biblioteke (Lubbe, 1978), when librarians were urged to make shortages in their bookstock known to the selectors, and in the Cape Librarian (Some thoughts, 1978 : 15). Enlarging on this point Lubbe comments:

'Van direkte kommunikasie kan daar dus geen sprake wees nie. As gevolg hiervan is die boekkeurder op sy eie algemene kennis of die terugvoering van die regte inligting aangewys. Uit die aard van die saak is die probeer-en-tref metode erg omwetenskaplik en word dit sover moontlik vermy. Veral met steeds krimpende boekfondse het die belangrikheid van terugvoering van inligting na die boek keurder toegeneem' (Lubbe, 1978 : 20).

3.4.2 Attendance at book selection committee meetings

While it is obviously impossible for distantly located librarians to attend meetings, regular active participation by closely placed librarians (who would by their location include services to some bigger peri-urban communities with libraries administered by qualified librarians with years of experience), could go a long way to solving the problem of the distance between the isolated selector and the borrower. All the services have encouraged such attendance, as evidenced by articles in the house journals. The only service that reports consistent success in drawing the librarians in regularly is that of the Orange Free State, where staff from the biggest affiliated library attend weekly and take a major role in selecting the stock for their library. The library came into the scheme at a late stage and with a long independent history of almost one hundred years service to the community (van der Walt, P.J., 1975). The advantages to both parties were outlined in a report on the system made by the City Librarian (van der Walt, P.J., 1980). The Orange Free State have also since 1977 had a system of circulating weekly lists of books to be ordered to the three regions and bigger public libraries for comment (Lubbe, 1978 : 21).

The failure of the other services to establish a comparable close working relationship between their selection committees and local libraries is noteworthy and this matter was investigated in the research questionnaire (cf chapter 5).

3.4.3 Monthly reports by regional librarians

There will always be problems of geographical distance with most of the affiliated libraries. As a result the feedback from the librarians of these remote libraries normally comes to book selection via the regional librarians' monthly reports. All the services made mention of regional comments. These reports can at best be a crude and cumbersome substitute for live discussion of the subtleties of current public moods and fancies, but an experienced regional librarian with a sound knowledge of bookstock can make a vital contribution in interpreting the comments of local librarians.

Unfortunately the staffing of country regions with experienced regional librarians has always been a problem in the services (Kennedy, 1962; T.P.L.S. Annual, 1976). Consequently regional librarians often do not have the background to make worthwhile comments, as the experience they receive in regional work is more concerned with administration than with bookstock and collection development.

3.4.4 Visits to libraries

Another way to bridge the gap is for the selection staff to make regular visits to as many of the affiliated libraries as distances and time permit. The Orange Free State and Cape both mention doing this (Lubbe, 1978; Some thoughts, 1978 : 15). The Cape also experimented with a procedure of sending staff to work in affiliated libraries for a brief period, but this is not done currently. Thus the services are aware of the problem, but the communication gap between selector and public librarian remains.

3.5 Procedures

3.5.1 Books on approval

All four services reported that books were regularly received on approval from booksellers. In the Cape approvals were specially requested of recently published titles which

had not been sent on approval and for which a demand was anticipated; in the Orange Free State this was done when books appeared to be readily available and there was some doubt of their appeal or possible wider use, while Natal asked for approvals of books which had been specially requested by borrowers (Gertz, 1975a).

3.5.2 Reviewing

Asked whether new books under consideration are reviewed by professional staff, respondents reported that reviews were written and that there was then verbal discussion at the committee meetings. Reviewing was done mainly by the staff of the book selection section.

The most useful of the reviewing journals regularly received by the Cape were British book news, Books and bookmen, and the Times literary supplement. Local newspapers and magazines were also perused. The Times literary supplement and The observer were indexed on receipt, but other reviews were traced through the Book review index when the relevant books were received on approval and a summary of the published review was noted on the review card. In Natal most use was made of The observer, The Natal witness, Natal mercury, Daily news, Sunday times, Die huisgenoot, and Standpunte. Overseas reviews were not used for fiction. The Orange Free State service reported that they found The Times literary supplement and Books and bookmen most useful. Reviews were indexed earlier but the use made of them was found not to warrant the time involved. The Transvaal did not supply any information on this point (Gertz, 1975a).

In the only article about book selection in the Transvaal service traced in Book parade, a book selector lightheartedly described the procedures followed (Lombard, 1977). Equally an outline of the Orange Free State procedure (Botha, M.A., 1969; Kellermann, 1976) and descriptions of the systems of the Cape (Gertz, 1975b) and Natal (Bee, 1975), show that broadly the same procedures were being followed. Some of the practical considerations in reviewing were described by the Cape staff (Some thoughts, 1978).

The treatment of local press and radio reviews by all four services was to index or cut out the reviews and check them for stock holdings.

Subject specialists in some form were used by the services to review or select books in specific fields. In the Cape this occurred only in so far as staff had specialised interests and qualifications, while in the Orange Free State school inspectors were used for their particular field of speciality. In the Transvaal and Natal specialists were asked to help when they were available (Gertz, 1975a).

3.5.3 Review index

The Cape had an index of reviews going back to 1955 and Natal have kept all their reviews since 1970, the Orange Free State also have a review index, but the Transvaal only keep reviews for five years.

Review indexes were used to track down titles which were requested and were found very useful. The wider use of the index was explained by Natal:

'This file is not only useful for tracing requests but for educating the staff in the necessary book knowledge to enable them to select books intelligently. A study of this file can give one an overall impression of an author's work, his tendencies and tastes, whether he has been banned in the past, or rejected for any other reason, etc. We also record in it why we have rejected the book, which might well be for format rather than content, making it feasible to buy it in a better edition should we find one, without further need for a review' (Intercharge...1977)

3.5.4 Selection of books not examined

The types of new books selected without examining copies varies. In the Cape these included specialised items not submitted on approval, books on subject gaps picked up from perusing reviews and special requests for books not seen on approval. In the Transvaal only textbooks needed for special requests from rural libraries for blacks were selected unseen.

In the Orange Free State this group included Africana specialist publications and books in demand and material for first-year students. The Natal groups were reprints, requests, Unisa study titles and some single copies for the reference collection (Gertz, 1975a).

The proportion this formed of the total number of titles selected again varied. In the Cape they comprised about 50% of the titles although remaining a very small proportion of the total number of copies, as they were mainly bought in single copies. In the Transvaal the figure was 10%, while in both the Orange Free State and Natal these unexamined titles were only 5% of the total number of titles selected.

The minimum information required to select such titles by the Cape and Transvaal services consisted of bibliographical details, including identification of the publisher and price. The Orange Free State wanted also to know the purpose for which the book was required, while Natal asked the requesters to give their views on the worth of the author and the reputation of the publisher.

In the Cape the purchase of these titles was recommended by a sub-committee of selection librarians and then passed on to the Director who took the decision on whether or not to order and the quantity.

In the Transvaal the decision was taken by the Chief Librarian and Senior Librarian of the Reference Library, and in the Orange Free State similarly by senior selection staff (Gertz, 1975a).

3.5.5 Standing orders

In the Cape there were routine standing orders for yearbooks and annuals and for incomplete reference sets until the work was complete. Large-print Ulverscroft books were on standing order in 1975, but have since been cancelled. The standing orders were reviewed annually in relation to their current price and every three years for use.

Yearbooks were the only standing orders in the Transvaal, and these were reviewed annually, while the Orange Free State also ordered large-print books this way; such orders

were reviewed every three years. Natal had some standing orders, but did not specify what they were, and the orders were reviewed continuously as they came up (Gertz, 1975a).

3.5.6 Division of funds

The services were asked if funds were divided internally for purchases in different categories of books. This was not done in the Cape although the selection committee keep an informal unit record; after being done for about ten years in the Transvaal it had been stopped and instead a register was kept of expenditure under various categories, and purchases were then adapted according to needs.

In the Orange Free State funds were apportioned according to circulation statistics and the number of centres to be served. In 1975 the ratios were as follows: adult 70%, juvenile 30%, fiction 70%, non-fiction 30%, and English fiction 38%, Afrikaans fiction 62%. Natal also had a system of allocating funds according to borrower statistics, and here the money was divided for weekly expenditure. In 1975 this was R4 500 for adult fiction, R5 500 for non-fiction and R4 000 for childrens' books, or, 32%, 39% and 29% respectively.

3.5.7 Determination of quantities

The quantity of individual titles which will be needed to meet the needs of separate service points is as important a factor as title selection. In all services these were prescribed by allocation lists which were periodically revised. In the Cape the two allocation lists, one for all books in Afrikaans and one for all books in English, were drawn up by the Director. In the Transvaal the allocation lists which determine quantities are revised annually based on circulation and the centres served. Different schedules are drawn up for books in English and Afrikaans, adult and juvenile fiction and non-fiction, giving eight schedules in all. In the Orange Free State the quantities are again determined by the circulation and service points, and separate schedules are drawn up for

adult and juvenile non-fiction, adult and juvenile English fiction, adult and juvenile Afrikaans fiction, and for paperbacks and books for schools, i.e. eight in all. Natal lists used population figures as a basis according to which units were assigned based on the number of thousands of population in each area, with library depots counting as three to one thousand (Gertz, 1975a).

3.5.8 Ordering authority

In the Cape all orders had to be individually authorised by the Director, while in the Transvaal this authority had been delegated to the Chief Librarian and Senior Librarian of Book Selection. The Orange Free State also had delegation to the Chief Librarian (Central Organisation) while in Natal such authority was not required and a Clerical Assistant signed orders.

3.5.9 Order deliveries

Books were ordered mainly through local booksellers, or in the case of Afrikaans books, direct from the publishers. The quantity orders of English books almost invariably have to come from overseas as seldom are sufficient local stocks available. The resultant delays when copies have been seen in the bookshops by waiting borrowers were reported to have long been a source of irritation to local librarians who had to handle the complaints. The house journals of the services have repeatedly explained the circumstances which create these problems (Creating an image, 1964; Fitzgerald, 1966), and more recently a detailed breakdown of the time factor leading up to the ten weeks delay was given in Free State libraries (Botha, M., 1974). In the Cape deliveries of only part of the total quantity ordered are accepted for high demand titles to expedite the processing and subsequent receipt of the books in libraries.

3.6 Special requests

3.6.1 Influence on selection

Asked how much cognisance was taken of borrower requests in the selection process respondents' replies in 1975 were generally positive (Gertz, 1975a).

However, in considering their responses it must be remembered that since then Natal and the Cape have both curtailed fiction requests, which are therefore no longer able to influence book selection (Fourie, 1979; C.P.L.S. Annual, 1976).

In 1975 the Cape titles requested by borrowers were almost invariably ordered if not in stock. No formula existed for evaluating reservations but voracious demand was met by orders of additional copies. This too has been severely curtailed in recent years as book prices have risen. The Transvaal took cognisance of borrowers requests by contact with librarians while in the Orange Free State requests were perused daily by book selection committee members, and attention was paid to any discernible tendencies and to titles heavily requested. In 1978 the Orange Free State confirmed the importance still attached to special requests as a source of information for the selectors (Lubbe, 1978 : 22). Natal too considered requests regularly but with reservations as to their quality (Gertz, 1975a).

Asked if borrower requests not in stock were more likely to be purchased even if unknown or borrowed on inter-library loan, the Cape replied that it was more likely that the book would be purchased. Limited use was made of inter-library loans, although these have increased latterly. The Transvaal reported that they were also more likely to buy the book, while the Orange Free State reported a 50/50 relationship between those purchased if they were of general use and readily obtainable, whereas specialised subjects and obscure works were referred for inter-library loans. In Natal the Reference Library staff assessed the likely future need for the book, and often got the book on loan and also ordered a copy (Gertz, 1975a).

3.6.2 Fiction requests

Asked early in 1976 whether fiction requests by borrowers were allowed all four services answered in the affirmative, adding, however, that light fiction was excluded. In the Cape a new policy was introduced in 1976 whereby requests

for fiction titles not in regional stock or on order were returned to the libraries with the report that the books were not available (Interchange... 1976).

Natal has also recently curtailed this service. Explaining this decision to the affiliated libraries in Libri Natales the Director commented:

'The Book selection staff are professional people who use reviewing and evaluating journals and tools to guarantee a balanced selection of high quality. There is no need to submit scores of request cards for books which the Book Selection staff have already evaluated' (Fourie, 1979 : 7).

The expense and the sequence of the chain of action, since all requests were now centralised, was also explained.

However, there would appear to be some uncertainty in the application of this policy as the Guide for librarians of affiliated libraries and library depots issued in 1980 still advises that the libraries 'may request books on special topics, or even the better sort of fiction' (N.P.L.S., 1980 : 5.1) and again, 'librarians may use L59 cards on behalf of their library to request books that they anticipate will be in demand' (N.P.L.S., 1980 : 5.9).

A target of responding to all postal requests within three days of receipt was set by the Central Reference section to improve the quality of the service in 1980 (Central reference... 1980).

Asked if local librarians were allowed to request fiction for their stock the Cape reported that this applied only in the case of titles already approved for purchase, while in Natal they were accepted, but the librarians had to give the source of their information; the Service would then review the book. In the Orange Free State and Transvaal librarians could recommend fiction (Interchange... 1976).

If fiction titles were not in stock the requests were passed on to the Book Selection Section in the Orange Free State, but in the Transvaal only new publications and fiction works of importance to the book stock were passed on (Interchange... 1976). In Natal the fiction requests used to be passed on

but as indicated earlier all fiction requests were stopped in 1979.

3.6.3 Non-fiction requests

Requests for non-fiction were reported to have a generally positive reception. The Cape usually bought titles unless no further demand was foreseen, or a better title on the subject was in stock, and in Natal the response was generally in the affirmative. The Orange Free State purchased such a title if it was in accordance with their general policy, and the Transvaal also bought these books to a large extent, but with increasing financial pressure they tried to substitute especially on well stocked subjects (Interchange... 1976). In 1978 requests for prescribed books previously supplied for users of rural libraries for blacks were stopped when these could no longer be obtained on inter-library loan (T.P.L.S. Annual, 1978 : 4).

3.6.4 Bestsellers

Asked in 1975 if bestsellers were catered for in quantity the services confirmed that these titles were usually bought in maximum quantities. In the Cape the quantities varied, but generally they were not bought beyond an English title maximum of 295 (this is the 1975 figure, the quantity has since decreased considerably) and Afrikaans light romances with a maximum of 700 (Gertz, 1975a). Bestsellers in demand were not supplemented with paperback editions in 1975, but latterly these books are bought in a good quantity as soon as a paperback edition becomes available (C.P.L.S. Annual, 1978 : 3). The Transvaal bought according to needs with the maximum quantity varying in the different categories, according to the allocation lists. The Orange Free State supplied in numbers adequate to initially supply at least one copy per library; in 1975 this meant 214 in Afrikaans and 80 in English, and paperback editions were bought later in quantity to supplement stocks (Gertz, 1975a).

3.6.5 Recommendations

The services were asked if they took any special cognisance of the recommendations of the biggest affiliated libraries controlled by fully qualified professional librarians. In the Cape there was no routine for doing so and although

in specially motivated cases the libraries might get special consideration, as a general rule their recommendations which were usually completed on special requests cards had the same value as individual borrower request (Interchange... 1976). However, the Handboek vir openbare biblioteke theoretically supports recommendations being encouraged by the Service, (K.P.B., 1978 : 6.1.3), so it must be assumed that some confusion exists in the libraries on this point.

The Orange Free State gave special attention to these recommendations and in addition the two biggest libraries were regularly represented at the weekly selection meetings. The Transvaal also took special note of these recommendations; they tried to encourage the librarians to attend the weekly book selection meetings, but reported little success, which was put down to lack of interest. In Natal special attention was given provided the librarians gave the source of their information along with a note concerning the quality of the book, and their reasons for needing it (Interchange... 1976); however, in 1979 all stock requests were stopped (Fourie, 1979 : 7).

3.6.6 Location of titles

The Services were asked how stock was located within the systems. Full card catalogues were only maintained at head office by the Orange Free State, Natal and the Transvaal although the latter two services were planning to have catalogues on microfiche at each region and the bigger public libraries once the computerized catalogues had been finalised. The Cape still retained full card catalogues at all regions as well as at head office (Gertz, 1975a). More recently microfiche catalogues of certain areas of the stock and forty readers have been issued to most regions and bigger public libraries, and in 1978 the card title catalogue in regions was phased out since it was now on microfiche (C.P.L.S. Annual 1978 : 9).

Since they had dispensed with card catalogues in the regions the Transvaal, Natal and the Orange Free State used telex

systems to inform the regions of holding from the head office catalogue. In the Transvaal public libraries forwarded requests for non-fiction to the Central Reference library whose staff did all the research and telexed the regional librarian to send off the books. If the books were not available an inter-library loan was arranged or the book was ordered. The request cards with comments were returned to the relevant regional library which handled the request from there on.

Inter-regional loans were done by all four services, Natal having started only in 1975 and these were generally successful (Interchange... 1976).

3.6.7 Selection of replacement stock

There is more to keeping a bookstock alive than just adding new books and the services were asked how the libraries obtained replacement copies of titles still in demand. The Cape had a system whereby the libraries used the issue card of books being discarded to serve as a replacement request. When the region could not supply the title from stock the cards were passed on to the Book Selection Section and amalgamated. Once three requests for a title had been received and provided the title was in print it was put up to the Director for purchase of a small quantity, in anticipation of other replacement requests; depending on funds, as none were set aside for this purpose, the Director might or might not order the title. In addition the Director periodically ordered batches of popular authors for which he saw a need. The other three services did not appear to have a routine for replacements, as they all replied that they awaited demand, although in the Orange Free State recommendations on replacements were submitted by affiliated libraries or regions (Interchange... 1976). More recently they have introduced a special form which is distributed to all libraries, Lyste van tekorte in boekevoorraad in the hope of encouraging routine feedback on gaps in the stock (Lubbe, 1978 : 21). Additional copies were not routinely supplied according to any formula based on issues or reservations. In all services the regional librarians assessed the demand and made recommendations.

Asked if the affiliated librarians had a basic collection which was part of their initial stock and which was regularly restocked, the Transvaal reported that they had such a stock, while in Natal and the Orange Free State only the reference collection was mentioned. The Cape replied that they had no basic stock collections, but checking with basic lists was encouraged (Gertz, 1975a).

The Services were asked if funds were specifically set aside for the revision of stock, i.e. for old titles as opposed to new books. Only the Orange Free State had such a system whereby in 1975 5% of the total book fund was reserved for replacement purchases. In the other three services there was no provision and replacements had to compete against the pressure of new books (Gertz, 1975a).

3.7 Distribution of books

3.7.1 Allocation of books to regions

In all Services the regional allocation was based on the periodically revised schedules according to which individual titles were bought in varying quantities. The basis of the allocation lists was area population in Natal, and circulation and the number of centres in the other three Services. There did not appear to be any retrospective review of the total annual allocation to regions in relation to their circulation and the regional consignments would depend on the individual titles selected in various categories and bought in different quantities. The Orange Free State had a less rigid system as the books were not property stamped for the region and they could therefore be moved between regions more readily. The two largest public libraries in the province were treated as regions and books were allocated to them directly (Interchange... 1976).

3.7.2 Allocation of books to local libraries

In Natal the allocation to local libraries was again based on population figures. The Transvaal schedules were based on circulation and centres, giving exact formulae for the various categories of books determined centrally in great detail with every libraries allocation for each category

quantity specified (Interchange... 1976). A description of procedures to be followed by local libraries in preparing for a book allocation concerned itself solely with the books in stock, new books presumably being allocated by the regional librarian (Prinsloo, 1978).

In the Orange Free State a formula based on circulation was again used. The Cape service had various methods of allocation devised in different regions, depending on the stock they received. Thus the formulae varied but broadly, on the books being received in 1975 for example, the allocation was one copy for every 6 000 Afrikaans novels circulated and 1 copy for every 15 000 English novels circulated (Gertz, 1975a). In the more recent revision of the Handboek vir streekbiblioteke a formula is given for allocating books proportionately to the circulation of the libraries (K.P.B., 1977 : 3).

The companion Handboek vir openbare biblioteke stresses that the local librarian is responsible for the selection of material from the bus, and that the final choice rests with the librarian (K.P.B., 1978 : 9.6.2.1).

3.7.3 Allocation to biggest libraries

The services were asked if they had ever considered supplying the bigger libraries controlled by fully qualified professional librarians directly. The Orange Free State replied that they provided a direct service only to the two biggest affiliated libraries, Bloemfontein and Welkom, both of which were regarded as independent regions for allocation purposes. In 1975 the Transvaal supplied the biggest libraries through the regional libraries, but they were at the time examining the feasibility of providing books directly to these libraries (Interchange... 1976). (Nothing could be traced in subsequent publications or reports to indicate that any change was subsequently made). According to the allocation lists the exact allocation of each title for these libraries was also done according to the circulation formulae.

In Natal all allocations were done by regional librarians. The Service had previously supplied the more expensive books

on special allocation to the biggest libraries, but this was now only done for certain ready reference books, as it had been found that this special allocation was depriving the rest of the Province of the use of many valuable books which never left the library to which they had been assigned. In the Cape too all allocations were done by regional librarians. Where their locality made it feasible some of the regional librarians invited the librarians of the biggest libraries to the region and allowed them free choice up to a certain quantity from a general collection of new books which had not been assigned, but the titles, and in particular novels, in greatest demand, were allocated to all libraries including the biggest, according to formulae devised by the regional librarians (Interchange... 1976).

3.7.4 Distribution by travelling libraries

Travelling libraries have been used to distribute books to affiliated libraries in all four services since Borland got the first bus on the road, although he had used panel vans for visiting isolated places (Borland, 1945b).

The idea was that the libraries and their committees would be able to have a free choice to stock their libraries. In fact it soon proved impractical to put all new books out on the shelves for free choice, and for many years regional librarians have used the bus to deliver pre-allocated new books and it was only the old stock which could be selected from the shelves of the travelling library. Libraries close enough to the region have usually dispensed with the bus visits and prefer to call at the region to choose from full regional stock. The travelling libraries have therefore become expensive white elephants and alternate ways of distributing books have been investigated (Nordier, 1978).

In 1978 the Orange Free State dispensed with the travelling libraries altogether and instead the regional librarians became responsible for the allocation of all books to the libraries and these books were then issued and delivered to the library as a clerical routine using a panel van. Besides a considerable saving in costs (the price of a van

is only 25% that of a bus) the regional librarians could now visit libraries without being tied to a bus tour and spend more time on in-service training and on giving guidance (Nordier, 1978). There have been no reports of any complaints about this system, but the two biggest city libraries are not involved, as they get their books direct from the Central Organisation (Interchange... 1976).

It is of interest to note Borland's insistence on the visits to all service points being on a regular monthly basis (cf. 2.7.3). In the C.P.L.S. by the mid sixties tours had been reduced to eight to ten tours per annum, and with rising transport costs in the late 1970s the visits were cut back to six per annum to public libraries, and three to depots (van der Merwe, 1981). No attempt has been made to evaluate the effect of this curtailment, but that the service to public libraries will have suffered is obvious.

3.7.5 Allocation to Central Reference Collection

Apart from the Orange Free State where the Bloemfontein Public Library served as a central reference collection for the Service the other three services all had such a collection in their head office buildings.

Natal allocated one copy of every non-fiction book that was bought to the collection and also bought specifically to cover subject coverage generally. In 1975 the collection comprised 100 871 volumes. The Transvaal was more selective and added only new specialised publications to provide for special requests; their collection comprised 77 004 volumes in 1975. In the Cape books were allocated by subject for likely requests and at specialised levels as the Director saw fit, and single copies of non-fiction were generally assigned to this collection (Interchange... 1976). As book prices have continued to rise the single copy purchases had increased and these were almost invariably allocated to the collection (Interchange... 1976). The Orange Free State allocate single copies of titles for which minimal demand is anticipated but which are needed to ensure good subject coverage to the Bloemfontein Public Library. No separate record is kept of the stock so added (Interchange... 1976).

Asked if they preferred to put single copies in this central collection or in accessible regional stock, Natal and the Cape both replied that they favoured the central collection. Natal considered that as the stock was completely accessible to all their service points they preferred to place one copy of all non-fiction and classic or literary fiction in this collection. The Transvaal, however, preferred to put single copies in accessible regional stock, unless the book was so specialised that it would be little used. In the Orange Free State the stock would be available to borrowers at the Bloemfontein Public Library (Interchange... 1976).

Package displays comprising a small collection of books on a subject theme and accompanied by a display poster were sent out from the central collection for use in affiliated libraries by both Natal and the Transvaal; both found them very successful. The Orange Free State could not do so, and the Cape had sent out such package displays earlier with great success from the local libraries point of view, but these were later stopped, following a change in policy (Interchange... 1976).

3.8 Selection policy

3.8.1 Written selection policy

In response to the question whether they had such a policy in 1975 the Cape and Transvaal replied that they had not, while Natal had only an informal staff directive for the selection staff. The Orange Free State had a policy pertaining to both public and school libraries but it had not been published (Gertz, 1975a).. In a recent article in their house journal, among the purposes of book selection in the Orange Free State one was stated as being 'om boeke te voorsien wat sal dien tot die verryking en ontwikkeling van die menslike gees en liggaam en sal val binne die raamwerke van menslike behoeftes, aanvraag en voorkeur' (Lubbe, 1978 : 19). More recently another article describing the framework within which selection takes place mentioned the selection norms for the Service which are periodically revised (Strauss, 1980 : 39).

The norms and standards adopted by the Orange Free State Service for childrens books have been published (Kellermann, 1979).

Latterly the Transvaal service has been very preoccupied with getting a policy officially approved by the Library Board and the final version is expected to be available shortly (T.P.L.S. Annual, 1979 : 3). This will be an important document for all the Services.

3.8.2 Policy on books for young adults

In the Cape the selection of stock suitable for young adults i.e. the teenage group just entering the adult library for whom transitional guidance is needed, was constantly considered, and such books were spined 'T'; booklists and special location promotions were encouraged in libraries. The Transvaal supplied books for this group of readers according to needs, and Natal also bought books for the age group but mixed them with the adult stock. The Orange Free State had no special teenage collection, but affiliated libraries were encouraged to give the young adult borrowers special attention; adult books recommended for school libraries were marked with a special symbol which served as a guideline for both school and public librarians (Gertz, 1975a).

3.8.3 Books for adult readers of restricted ability and limited skill

All services provided for the poorly sighted by buying large-print editions, but none of them reported that they had services to, or appeared to have given attention to the problem of bridge reading material for the partially literate communities (Gertz, 1975a).

The availability and provision of such material is vital to the success of any literacy campaigns and must be chosen with great care for as a local authority has stated: 'enige maklike leesstof is hoegenaamd nie aanvaarbaar nie, maar maklike leesstof moet in die eerste plek voldoen aan die spesifieke behoeftes en belangstelling van die teikengroep' (W.N. Fourie, 1980 : 1). This confirms the lack of involvement by existing public libraries among the vast number of people in their communities who are barely able to read.

The further problem of improving reading in the second official language was also not mentioned.

3.8.4 Books for students, including study collections

Some provision in this regard was made by all the Services, but there were variations. The Transvaal bought only in the event of a title being an addition to their non-fiction collection, they did not buy the book because it was a study book. The Service appeared to frown on local libraries spending their own funds on providing compulsory and recommended study material, which the Service had decided not to supply (T.P.L.S. Annual, 1975 : 9). In 1978 when they found they could no longer obtain prescribed books on inter-library loan the special request service for these books was stopped forthwith (T.P.L.S. Annual, 1978 : 4).

Natal supplied only Unisa requirements from the Central Reference Collection and the Orange Free State too supplied first-, and in some cases, second-year study books for Unisa students in limited quantities; there were no special study collections. The Cape supplied most students requests, and not only for Unisa students, generally they were supplied for all except advanced level courses. Study collections were built up in coloured and some white libraries on the request of the librarian (Gertz, 1975a).

3.8.5 Textbooks for scholars and students and car manuals

The Cape supplied text books for use in study collections on request. Individual borrowers requesting text books were supplied to a more limited extent, and high school texts were supplied to coloured libraries on request but were not bought for white stock.

Car manuals were not supplied in 1975 but more recently collections have been placed in a few large libraries as an experiment. The Transvaal bought both categories if they were necessary for non-fiction coverage, while Natal again supplied textbooks if they were in stock but did not specifically cater for them, and the manuals for the most popular makes were purchased from time to time but not regularly (Gertz, 1975a).

3.8.6 Paperback editions

The Orange Free State purchased English fiction paperbacks in large quantities, the books were not catalogued nor was the publishers casing strengthened in anyway and the administrative procedures in their distribution were curtailed. The Cape also supplied popular titles in fair collections of English fiction and some general non-fiction for libraries with good English circulation; the books were not catalogued fully so the processing was reduced and they were not bound, but they were covered with plastic. Some foreign language books were bought in paperback and paperback editions of serious non-fiction were accepted, but these were fully catalogued. The buying of paperbacks has generally increased in recent years as book prices have risen (C.P.L.S. Annual, 1978 : 3).

Natal, however, only bought paperback editions when no hardback was available, and these had the soft cover casings strengthened if the books were of permanent worth. The Transvaal reported that as a general rule, they did not buy paperbacks with the exception of titles in light fiction which were not available in hard cover editions.

3.8.7 Light fiction

Light fiction is a category of very undemanding recreational reading which is distinguished from standard fiction on a qualitative basis. The conventional publishing mould casts these titles as romances, westerns or crime novels.

All four Services supplied such materials. The Cape reported that they were supplying limited quantities in English, and the policy has been to become increasingly selective (C.P.L.S. Annual, 1968 : 7). Afrikaans light-fiction titles were, however, bought very heavily, five times more light than quality fiction being supplied overall. The Orange Free State also bought such material in fixed quantities, and it constituted approximately 50% of the submitted titles in 1975, the author's reputation being used as a major guideline in selection. Natal limited their purchases to approximately four romances and four westerns per week in 1975. In response to this question the Transvaal only indicated that they did buy books in this category (Gertz, 1975a).

3.8.8 Foreign language material

The main call on such material is from immigrants or foreign communities who come to the country for the duration of a work contract. The need is therefore for a general collection comprising fiction and non-fiction at the same level as the English and Afrikaans book collections. There is also a smaller demand for belles lettres, mainly for the use of students.

The Cape had a large collection in their Central Collection from which block loans were made to libraries on request for three months as the demand did not justify regional collections of any size.

There were also limited regional stocks in German, French, and Dutch where they were needed. The Transvaal also supplied foreign-language books, and Natal circulated single copies from the Reference Collection in German, French, Italian, Portuguese, Greek and some Spanish. The Orange Free State purchases were confined to small quantities for the two city libraries (Gertz, 1975a).

3.8.9 Special collections

In answer to the question whether they had any areas of their stock which were kept apart from their general stock, it emerged that Natal and the Transvaal had none and the Cape also avoided special collections beyond buying books on film as a contribution to the Western Cape stock resources. The Orange Free State supported the Bloemfontein Public Library in purchases for the extensive African collection (Gertz, 1975a).

3.8.10 Relationship to other libraries in collection development

Apart from the Orange Free State's involvement through the Bloemfontein Public Library in the systematic purchase of drama and theatrical works for the National Drama Library in Bloemfontein none of the other services had ever held joint discussions on stock selection with other libraries (Gertz, 1975a).

3.9 Standard of Afrikaans fiction selection

A lively public debate in the press and on the radio about the selection of Afrikaans fiction in the four provincial library services resulted from a report on the matter presented at the annual meeting of the Afrikaanse Skrywersgilde in Durban in June 1979 by a Cape Town journalist, Amanda Botha (Botha, A., 1979a). Since this was the first public and extra-professional airing of any aspect of provincial book selection in public it seems important to follow the developments as they occurred, and the conclusions reached. There is also relevance from the angle that the members of the Afrikaanse Skrywersgilde may be regarded as members of the public the affiliated libraries are expected to serve.

3.9.1 Report to Afrikaanse Skrywesgilde

The investigation was based on interviews with the Directors of the provincial library services, followed by random samples in different services, and the studying of Annual reports and other documents (Botha, A., 1979a : 2). As no evidence was provided of the detailed methodology followed the conclusions cannot be regarded as scientifically proven, but nonetheless they have value as a provocative contribution to the debate which ensued.

The main finding of Botha's investigation was that preference was given to readable light fiction published and known as 'club books' in the book trade, and translations of popular authors like Konsalik, to the detriment of the original Afrikaans books of acknowledged literary merit. This was evidenced for example by the multiple copies of 747 bought of a club novel by the C.P.L.S. as opposed to a maximum of 280, and sometimes only 2 copies of the high quality books.

Further, while the club books were immediately ordered in maximum quantities the orders for the better books were delayed in expectation of publicity to determine the demand and hence to base the quantity on these results. The club book publishers also offered very attractive discounts for large quantities, and reprints of 2 000 could all be taken up by the library distribution.

Botha claimed further: 'Groot versigtigheid word getoon met die aankoop van Afrikaanse boeke wat moontlike onder sensuur geplaas kan word', and 'die besorgheid om nie guns te verloor met die Administrateurs van provinsies nie, weens veral klagtes oor boeke van leners wat gewoonlik aan hul gerig word, het ook 'n beduidende invloed op die keuring en aankope van spesifiek Afrikaanse boeke' (Botha, A., 1979a : 3). For this reason Botha claimed that books which could result in complaints were not bought. It was found that some Afrikaans leading authors were absent from the collections as a result.

The selectors also came under scrutiny in the Botha report. She claimed that some librarians in responsible posts were not knowledge about Afrikaans literature, and this went for the book selection committees as well, and meant that the librarians responsible for the selection of Afrikaans books often had to defend their recommendations alone. Some Directors also came under fire for an alleged bureacratic attitude which was assumed to have frustrated the promotion of books.

The absence of a specific book selection policy was seen to be a reason for the services' failure to promote the literary Afrikaans book. The promotion of better Afrikaans books was best being served by publicity in the press, on radio and television. This stimulated the demand and had a positive effect on the booktrade. The publishers were, however, falling down in not providing the services with relevant information, guidance and publicity. A confirmation of the considerable role of readers' circles, especially in rural areas, in increasing awareness of the better Afrikaans books ended the report on a positive note.

Considerable attention to the report was drawn in newspaper reportage; for example in Die Burger on 30 June 1979, a prominently placed interview with Amanda Botha in Die Vaderland (Min... 1979), and a long account in the prestigious leader page Saturday column Perspektief op kultuur of Die Transvaler (Botha, A., 1979c). The public debate which then ensued is of interest to summarise.

3.9.2 Letters to 'Die Burger'

Following on the news report in Die Burger on 7 July 1979, Prof. D.L. Ehlers defended the selection procedures of the provincial library services: 'Dit is nie die taak van die openbare biblioteke om die een of ander saak, hoe lofwaardig ook al, te bevorder nie' (Ehlers, 1979).

Amanda Botha replied to these criticisms reaffirming the absence of any written selection policies, and contending that when interviewed none of the directors had been able to articulate the principles according to which Afrikaans books of literary merit were selected, while a clear attitude towards the club books had emerged (Botha, A., 1979b). Prof. Ehlers again replied to these allegations and defended the selection procedures and their resultant collections (Ehlers, 1979b).

3.9.3 Panel discussion on Radio South Africa

On 8 August 1979, a panel discussion on the Afrikaans programme Rekenskap, compered by Jannie Botes, brought together Amanda Botha, Prof. D.L. Ehlers, S.C.J. van Niekerk, and Prof. J. Bekker (Botes, 1979).

The participation of the Director of the Transvaal Service, S.C.J. van Niekerk, implied that one of the services had been drawn into the debate for the first time. Van Niekerk claimed that the objective of his service, which was a service organisation, was to provide for community needs and since the books of literary merit tended to stand on the shelves there was little justification for larger quantities to be bought. He stated that estimates for the financing of his service were not based on circulation, but on needs as was evidenced by the fact that after general financial limitations for some years the estimates in his service had been increased by 20,8%, despite a decline in circulation as a result of the introduction of television.

Van Niekerk also claimed that the purchase of quality fiction in good quantity by his service was evidenced by the initial purchase of 200 copies of both Die Swerfjare van Poppie Nongena and Magersfontein, O Magersfontein. He mentioned that the initial circulation of 800 issues over 11 months had risen to 200 issues in 4 weeks after the book

received wide publicity. The maximum quantity of club books bought by his service was approximately 350 copies. All light fiction was reviewed by his staff and the poorer books were rejected. A question from the compere asking about a selection policy did not get dealt with in the general discussion which followed.

It appeared that Professors Ehlers and Bekker held opposing views of a fundamental nature on the role of the public library. Bekker felt that quantitative considerations should be replaced by qualitative ones. He disagreed with van Niekerk on the issue of providing all community needs, holding that the public library merely needs to be available to all in the community. Bekker did not believe that reading poor books would eventually induce quality reading. The educative function envisaged for the South African public library had been overtaken by the recreational function which was evidenced by the predominance of light reading matter circulated by the public libraries. Public libraries he urged, should improve the quality of life and therefore the emphasis should be on the quality of service and not on its quantity. Prof. Ehlers claimed that although bought in smaller quantities the better books were to be found in the affiliated library he personally patronised. Amanda Botha contended she had found that authors like Bartho Smit were not represented in the affiliated libraries that she had investigated; since success was measured only by circulation statistics, the quality books were definitely being harmed.

In a letter to Die Burger following on the broadcast a lecturer in librarianship, W.B. Broeze pointed out the need for an official policy available to the public. She felt that the libraries were failing in their educative guidance function as laid down in the Standards for South African Public Libraries, p17 since it had been reported that books of acknowledged merit stood on the shelves until there was publicity about a particular book as in the case of Magersfontein, O Magersfontein. The question was then

asked if there was enough reader guidance in our public libraries (Broeze, 1979). In another letter to Die Burger a plea was made for better books in provincial library services (Van Niekerk, D., 1980).

3.9.4 Reaction from the provincial library services

In an address delivered at the opening of the Public Library at Ladybrand on 29 August 1979, the M.E.C. of the Orange Free State, H.D. Pienaar replied to the accusations in the only official reaction to the report to the date of writing, apart from the participation of the Director of the T.P.L.S. in the radio panel discussion. It is therefore quoted at length. Having described the selection procedures followed in the O.F.S.P.L.S. he went on to outline the policy of the Service:

'Dit is die taak van die Provinsiale Biblioteekdiens en sy geaffilieerde openbare bibliote om aan alle lede van 'n gemeenskap 'n biblioteekdiens te lewer en vir hierdie doel word van belastingbetalers se geld gebruik gemaak. Om hierdie redes kan en mag die diens nie een besondere standpunt propageer ten koste van andere nie... Die Biblioteekdiens het dus geen taak of plig om by wyse van buitensporige aankope enige besondere genre te bevorder nie, hoe lofwaardig miskien ook al. As gevolg van die doelstellings van die biblioteek ten opsigte van verhalende lektuur, naamlik om materiaal te verskaf vir gesonde ontspanning en vryetydsbesteding, kulturele verryking en die stimuleering van goeie leesgewoontes, moet beide letterkundige werke sowel as ligte ontspannings-lektuur aangekoop en beskikbaar gestel word, in 'n verhouding wat bepaal moet word sowel deur die noodsaak om sekere boeke as basiese versameling te hê aan die een kant, as die bestaande aanvraag onder die lesers aan die ander kant' (Pienaar, 1979 : 2).

Having thus firmly established that it was not the task of the libraries within O.F.S. to promote Afrikaans literature of acknowledged literary merit, he contended further that it was however the function of the O.F.S. Service and its

affiliated libraries to promote the use of all quality books in the collection. With this object in view he stated that the Service co-operated with PACOFS in presenting dramatisations of quality Afrikaans books each year. Pienaar pointed out that the adaption of Die Swerfjare van Poppie Nongena which went on to win acclaim throughout the country came from this modest beginning. So too the establishment of reading circles was encouraged and they received special service. In addition displays in libraries drew attention to Afrikaans literary works.

To the charge that club books received preference in selection he replied that the libraries task regarding the provision of fiction was two-fold : firstly to supply a basic collection regardless of demand containing literary and quality titles, secondly to cater for the existing needs of the borrowers which would vary according to the community. That fewer copies of literary books were bought was simply because the popular books would have more readers and this was justified since the taxpayers financed the public library services. He referred then to the findings of the survey recently conducted in the Province which had revealed the preference for lighter reading above literary works. There was also no delay in ordering the quality titles, once they had gone through the selection process they were ordered, and all the titles subsequently banned by the Publication Board had already been in stock and had had to be withdrawn. Apart from the T.P.L.S. Director's participation in the radio programme early in August the only other reaction from the Transvaal Service was the appearance in the next issue of their house journal, Book parade, of a facetious limerick which appeared to favour the provision of light fiction (Ferreira, 1979).

The Administrator of the Orange Free State, Dr. Nak van der Merwe, in two speeches at the opening of new libraries reaffirmed the concerns of his Administration; at Heilbron: 'Die owerhede is meer bekommerd as ooit tevore oor die onrusbarende persentasie lektuur wat teenoor die goeie boek baie meer aftrek kry, maar die sosioloë, opvoedkundiges, kerkmanne en bibliotekarisse as minderwaardig en onwenslik bestempel word'. (Potgieter, 1980a).

Later in Odendaalsrust he urged that the cultural and educational level of the community be raised by the libraries, 'As 'n openbare biblioteek reg gebruik word, kan dit 'n ware kultuur-sentrum in elke gemeenskap wees' (Potgieter, 1980b).

No reaction by any officials or librarians in the Cape or Natal could be traced.

However, inconclusive this airing of the views of some of the officials in control of the services is of interest. In the absence of published selection policies the attitudes adopted towards the matters under debate are of particular relevance in completing the picture of attitudes to book selection within the provincial library services.

3.9.5 Reaction from writers and critics of Afrikaans literature

A report and comment, unsigned, in reaction to the Rekenskap radio programme (cf 3.9.3) appeared in the November 1979 issue of Tydskrif vir letterkunde. Confirmation of the relatively low circulation of literary works in comparison with popular books, namely, eleven to twenty five annual issues, was based on an investigation by P.E. Westra which had also found that all the public and provincial libraries combined bought an average total of 700 copies of literary works (20% of the edition) compared to 1 200 copies of popular fiction in Afrikaans. A defence of these proportions followed: viz.

'Die maatstawwe wat die keuring van romans vir openbare biblioteke bepaal, kan egter nie te hoog gestel word nie, want daar moet tred gehou word met die, oor die algemeen, onontwikkelde leesmaak van die Afrikaanse publiek. Daar word in elk geval so weinig Afrikaanse romans van letterkundige gehalte gepubliseer wat leesbaar is dat die betrokke biblioteke nie anders kan as om 'n betreklike groot aantal eksemplare van populêre romans aan te koop, waarvan sommige goed geskryf is maar die meerderheid dikwels van 'n middelmatige of laer gehalte is' (Openbare... 1979).

Further details of Westra's research findings appeared recently in an article in Rapport. The issues of Afrikaans novels in three categories viz. 'romans van 'n letterkundige gehalte (boeke wat op universiteitsvlak aandag kry), populêre romans van 'n hoër gehalte en populêre romans van 'n laer gehalte,' were investigated in all the provincial library services to establish how many times the different types of novel were loaned. The results and Westra's conclusions were that

'Romans van letterkundige waarde word die eerste paar jaar na aankoop gemiddeld sowat 11 keer per jaar uitgeleen, populêre romans van gehalte elk 22 keer en gewilde romans van 'n laer gehalte gemiddeld 26 keer. Hieruit kan dus die gevolgtrekking gemaak word dat die biblioteek meer eksemplare van die 'beter' boek aankoop as wat die verwagte gebruik daarvan regverdig' (Westra, 1981).

The Afrikaanse Skrywersgilde have also followed up the initial report by Botha to their June 1979 meeting. A resolution to approach the Human Sciences Research Council (H.S.R.C.) for a thorough investigation into the purchase of Afrikaans books by the different provincial services (Afrikaanse... 1980a : 10) was favourably received (Afrikaanse... 1980b : 11). Dr. Karel Prinsloo, Director of the South African Institute for Languages, Literature and Arts of the H.S.R.C. was appointed convener of a commission of enquiry which is expected to table a report during 1981. Other academic bodies have also pursued independent investigations of the selection of Afrikaans books by provincial library services. The Taalkomitee of the Federasie van Afrikaanse Kultuurvereniginge (F.A.K.) met on 6 August 1981 for a discussion which was reported in Handhaaf, March 1981. Reaction of a totally different kind came, not unexpectedly, from the authors of the club books that were under discussion. In the pages of Klubnuus, the monthly gratis booklet published by Perskor for publicising their Klub Dagbreek and Klub 707 division, appeared from November 1979 to June 1980 a series titled Ons skrywers antwoord, articles which are very revealing about human psychology, although they

contribute little to the concrete debate. The articles however, warrant further examination from the point of view of providing an interesting insight into the resentment resulting from spurned creativity. This particular issue will be dealt with more appropriately in section 4.2.9.2.

Some of the borrowers also took part in this emotional reaction and reading their letters (van Wyk, A., 1980; Brits, 1980) confirm how wide a gulf there is between the club books and the books of acknowledged literary merit. The dearth of well-written middle-brow reading matter for adults in Afrikaans is widely recognised as a serious problem (Rousseau, 1975 : 12; Fourie, D.P., 1973b).

3.9.6 : Panel discussion at Western Cape Public Library Interest Group meeting, 1980

Appropriately, among the speakers at a meeting held at the Bellville Public Library on 12 August, 1980 which discussed the role of the library, was Amanda Botha. She felt that the public libraries had a leading role to play in promoting quality Afrikaans writing thereby preserving its future.

Having declared herself a supporter of public libraries in principal, she nevertheless expressed serious reservations about the current systems in the provincial libraries, as she felt that:

'Die biblioteek as openbare instelling hom aanbied as propogandis van middelmagtigheid en in die aankope van veral sogenaamde leesbare lektuur (of verstrooiingslektuur) as beskermmer optree van dood gewone snert' (Botha, A., 1980).

Botha considered that there was 'n godskeindede tekort (is) as bevordering en promosiewerk binne die biblioteek om die leser na gehalte te lei', she pleaded for a written selection policy in provincial libraries, and she mentioned once again the purchase of club books while there were regrettable gaps in the purchase of quality Afrikaans titles, which made the libraries and the library profession appear as advocates of mediocrity and even inferiority. In the Cape service the ratio in the total copies of quality fiction to club books bought annually was 17 to 83 percent respectively.

A special collection of quality books was recently made available on request for the use of readers' circles as it has been found that there were not sufficient copies in public libraries to meet this demand (Botha, 1980).

It is evident from the reactions evoked that the time was ripe for the public debate which has resulted from this journalistic probe by Botha.

No comment could be traced beyond that mentioned earlier on these accusations by the directors of the provincial library services. To complete the picture it will now be of value to examine the wider climate in which book selection is done in South Africa, and to assess its effect on provincial library selection.

3.10 Effect of censorship

3.10.1 Charge in law

Publications Act, no.42 of 1974 replaced the earlier 1963 Publications and Entertainments Act (van Rooyen, 1978), and introduced a fundamental change to formal legislation in that the right of appeal was removed from the courts and now resorted in the Appeal Board, the chairman of which became an all important influence. The public was also encouraged to take an active role in the fight against undesirable publications (S.A. Commission of inquiry..., 1974 : 29).

In view of the importance of this law to book selectors it is important to have clarity on the exact grounds on which material can be found objectionable, in whole or in only part, under the law. These are defined in Section 47(2) of the act as:

- a) is indecent or obscene or is offensive or harmful to public morals;
- b) is blasphemous or is offensive to the religious convictions or feelings of any section of the inhabitants of the Republic;
- c) brings any section of the inhabitants of the Republic into ridicule or contempt;
- d) is harmful to the relations between any sections of the inhabitants of the Republic;
- e) is prejudicial to the safety of the State, the general welfare or the peace and good order'.

3.10.2 Appeal Board decisions

The judgements of the Appeal Board provided guidance to book selectors in their attempts to predict banning decisions.

Typical of such judgements were those dealing with two South African novels which upheld the bans; The dawn comes twice by Jack Cope and Magersfontein, O Magersfontein by Etienne Leroux. The Cope novel was found to be undesirable on grounds of political matter as the Board had found the message of the book to be the support of revolutionary attempts to overthrow the South African government.

After the banning of the highly acclaimed Magersfontein, O Magersfontein the Department of Information, on request of the Appeal Board, issued an abridged statement on the judgement which was reprinted in Standpunte. This time the primary reasons for upholding the banning were the undesirability on grounds of indecency, obscenity and blasphemy. (Appelraad... 1977). After the two year banning period had lapsed the publishers, Human and Rousseau, appealed against the banning and in a widely welcomed decision under the new chairman, Prof. J.C.W. van Rooyen Magersfontein, O Magersfontein was declared unbanned (Ja o ja! 1980). Vital to the judgement had been the new consideration of the probable reader and the evaluation of the work as a whole instead of the previous approach which treated incidents in isolation (Appelraad... 1980). This more flexible approach has been widely welcomed by everybody concerned with the advancement of writing.

The law, however, remains, and although the new chairman has given evidence of a more reasonable approach in interpreting the law, the system remains as an inhibiting factor in the literary life of the country, and consequently also in the book selection process in public libraries.

3.10.3 Effect on provincial book selection

The inhibiting effect of this censorship system on the book selection process is self-evident. In her report to the Afrikaanse Skrywersgilde, Botha made mention of the careful consideration of possible censorship in the select-

ing of Afrikaans books, particularly so after stocks of Magersfontein, O Magersfontein had had to be withdrawn from libraries after the banning (Botha, 1979a : 3). Since the services of necessity buy popular titles in large quantities the responsibility attached to recommending a book for purchase which may later have to be withdrawn and pulped is taken very seriously by the selectors.

In their practical guidance handout to all selectors the N.P.L.S. set down as the first consideration in the selection of fiction whether or not the book would pass the censor if challenged, and extensive guidelines are given on what the censor disliked (Bee, 1975 : 2-3).

A book selector in the O.F.S.P.L.S. described the Publication Board as 'die klippie in die keurders se skoen, wie se gedagte gang soms ietwat duister is' (Kellermann, 1976 : 5), and a C.P.L.S. selector pointed out the resultant cursory dismissal of books on finding a few sleazy passages (Some thoughts... 1978 : 16). The most recent reference to the matter in an article on the factors in selection published in Free State libraries gives the first priority as 'die wette van die land', but the effect of censorship was not specifically mentioned (Strauss, 1980).

The confusion which followed on books being banned and unbanned, and the lack of clarity which existed while the subjective value judgements of the Chairman of the Appeal Board were gradually revealed through each decision handed down (this was confirmed by the quite fresh interpretations resulting from the appointment of a new Chairman in 1980), threw the selectors into confusion, and a more and more cautious approach had to be adopted towards sensitive and provocative subjects.

3.11 Provincial libraries and the State

While the local public libraries retain their autonomy and are controlled by local authorities, the provincial library services which provide the books in those libraries, stand in a very close relationship to the central government. Not only are the staff, including the book selection staff, directly employed by the provincial administrations, but the Services are also entirely dependant on the provincial authorities for their funds, including the book vote.

The problems which can arise have been expressed very succinctly by Prof. J. Bekker:

'Die biblioteek is van so 'n aard dat dit gewoonlik direk of indirek van die staat afhanklik is. Die finansiële afhanklikheid van die biblioteke as inrigtings kan meebring dat dit na die pype van die plaaslike of sentrale regering moet dans, wat die outonomie van die bibliotekaris as professionele persoon kan aantast' (Bekker, 1980 : 2).

After outlining the case for two alternate attitudes, either a stance of neutrality which respects the individual above the society, or a commitment to the current ideology of the society, he puts the case for neutrality in selection. However difficult this may prove to be at times, Bekker says as ideological commitment can only be condoned in exceptional circumstances:

'Ons beroep kan tot 'n professie ontwikkel nie deur die propagering van ideologie nie, maar deur die vervulling van die biblioteek se funksie (die byeenbring van die gebruiker en die inligting wat hy benodig) en deur die nastrewing van die biblioteek se doel (die optimisering van die waarde van gerekordeerde inligting vir die mensdom)' (Bekker, 1980 : 10).

Prof. Ehlers also referred to the importance of library independence from government interference despite being publicly funded (Ehlers, 1971 : 221), and Prof. Ben Fouché in an analysis of the conflict which exists for librarians as professionals in the bureaucratic organisational structure of libraries stressed the need for professional practice to adapt the bureaucratic structure (Fouché, 1979).

Among the findings in the report to the Afrikaanse Skrywersgilde there was claimed to be evidence of 'Die besorgdheid om nie guns te verloor met die Administrateurs van provinsies nie' (Botha, A., 1979a: 3). Mention was then made of the case in the Cape Province where the Administrator's definition of decency which pertained to the withdrawal by him of CAPAB's production of Die Plaasvervangers was then taken as a guide in the selection of books in the C.P.L.S.

These accusations received some validation in the remarks made by the Administrator of the Cape, Dr. L.A.P.A. Munnik in a speech at the opening of the new Burgersdorp Public Library on 5 November, 1976 when he invited the public to refer any books they found available on public library shelves objectionable to him for his personal attention (Steenkamp, 1981).

It was further claimed by Botha that since the political appointees in control of the provincial finances would want a success story to report, the circulation figures become all important, thereby favouring the purchase of books which would circulate frequently rather than quality literary material (Botha, 1979a : 4).

The dangers inherent in centralised control were frequently voiced by the local communities when the schemes was first proposed in the Cape (Kritzinger, 1946f), and this mistrust of the bureaucracy remained (What we may read, 1959).

None of the services has issued any policy statement on the matter, but the professional staff involved in selection have asked for a selection policy (Gertz, 1977; Some thoughts... 1978 : 16-17). Combined with the censorship pressure the undoubted call on the staff to be loyal to their controllers results in an invidious climate wherein it is deemed unpatriotic to recommend titles that might be considered provocative; this is in conflict with the professional principles of book selection.

It is obviously only by having a clear and officially accepted book selection policy that the professional integrity of the services can be safeguarded. The Transvaal Service has taken a welcome lead in this matter.

3.12 Book production & availability

A selection can only be made from the books that the publishers make available, and it will be useful to briefly survey the production since the provincial library services were first planned. This will be confined to South African publishing for a picture of all the Afrikaans books and a very small proportion of the English language output, and

to the British publishing scene for the rest of the English books to be considered. The use of general English books published in the U.S.A. has in the past been negligible as the traditional book trade ties set by copyright agreements linked the South African book trade with the British Commonwealth market.

3.12.1 South African book production

A broad picture of new Afrikaans book production from 1900 to 1965 was given by a publisher surveying the subject in 1967.

Table 3/1: New titles published in Afrikaans 1900 to 1958

1900-1943 period	5052 new titles
1943-1948 period	1929 new titles (\pm 380 per annum)
1949-1953 period	2663 new titles (\pm 530 per annum)
1954-1958 period	2823 new titles (\pm 560 per annum)

By 1965 the new books had risen to 660 titles which together with 254 translations gave a total of 874 titles.

Of these 274 were literary and 30 were critical studies, thus comprising nearly 50% of the total published (Pretorius, 1967).

The growth of the entire South African publishing production can be traced systematically since the South African National Bibliography (S.A.N.B.) started publishing these figures in 1962. This analysis includes pamphlets, school text books and reprints, but nevertheless provides a useful overall picture of the titles published in different languages.

Earlier figures are more elusive, but those traced are given to fill in the background. The percentage of the total is given in brackets for Afrikaans, English and African languages.

Table 3/2: Statistics of South African book title production by language, 1937 to 1979						
Year	Titles	Afrikaans	English	African languages	Other languages	More than one language titles
1937 (Borland, 1950 : 123)	905	?	?	?	?	?
1945 (Borland, 1950 : 123)	1173	452 (38%)	515 (44%)	67 (6%)	?	?
1952 (Escarpit, 1966 : 57)	824	?	?	?	?	?
1962 (S.A.N.B.)	2066	833 (40%)	921 (45%)	119 (6%)	6	187
1963	1289	616 (48%)	447 (35%)	76 (6%)	7	143
1964	1444	598 (41%)	550 (38%)	83 (6%)	7	206
1965	1526	640 (42%)	532 (35%)	90 (6%)	10	254
1966	1630	752 (46%)	626 (38%)	102 (6%)	6	149
1967	2641	1084 (41%)	801 (30%)	76 (3%)	11	149
1968	1833	544 (30%)	742 (40%)	44 (2%)	18	485
1969	2035	951 (47%)	702 (34%)	62 (3%)	17	303
1970	2190	933 (43%)	765 (35%)	144 (6%)	27	321
1971	2649	1079 (41%)	812 (31%)	107 (4%)	12	639
1972	3457	1578 (46%)	1148 (33%)	196 (6%)	34	501
1973	2673	1291 (48%)	945 (35%)	168 (6%)	31	238
1974	3849	1798 (47%)	143 (37%)	264 (7%)	60	296
1975	3683	1730 (47%)	1339 (36%)	197 (5%)	23	394
1976	2981	1413 (47%)	1231 (41%)	176 (6%)	21	134
1977	4373	1951 (45%)	1770 (40%)	98 (2%)	36	191
1978	4743	2031 (43%)	1982 (42%)	300 (6%)	51	322
1979	4833	2243 (46%)	1858 (38%)	438 (9%)	33	251

Thus the publishing in Afrikaans, English and the combined African languages have kept roughly the same proportions of the total titles each year since 1962, with Afrikaans leading, English a fairly close second and the African languages trailing behind with only in 1979 an increase to 9%.

The Afrikaans titles vacillated from 1962 to 1968 but since 1969 there has been a steady growth, and over the ten year period 1970 to 1979 they increased by 135%, while the English language titles rose by 142% during the same period. The annual total of titles published in African languages has shown least consistency but the 1979 figure was markedly up on earlier years, and 204% higher than the 1970 total.

The total quantity of copies printed of these titles will also have affected the book availability and it will be of interest to intermittently examine these figure which were first published by the S.A.N.B. in 1969.

Language	1969	1975	1979
Afrikaans	7402530 (55%)	9693483 (53%)	12533078 (39%)
English	4707221 (35%)	6066420 (33%)	16154351 (50%)
African languages	556380 (4%)	1382753 (7%)	2625050 (8%)
Other languages	47302 (3%)	129642 (7%)	60057 (1%)
More than 1 language	698583 (5%)	1100826 (6%)	1022224 (3%)
Total	13412016	18373124	32435481*

(* This figure was found to be incorrectly totalled in S.A.N.B.)

It appears that there has been a surprising increase in the publishing of books in English since 1975, and by 1979 the position of Afrikaans and English language productions had virtually changed places. African languages have steadily grown but are still, as in title production, trailing poorly. It must be remembered however that the tables from which these figures are taken included school text book production, and that these comprised 14037029 books (or 43% of the total) in 1979 (S.A.N.B., 1979 : xvii). But the figures will still have relevance as school text books are produced for all language groups in the country.

The growth of the Afrikaans publishing industry has been phenomenal. After the establishment of H.A.U.M. came van Schaik in 1914, the Nasionale Pers in 1915, A.P.B. in 1932, while Unie-Volkspers were active during the years 1936 to 1949 and Voortrekkerpers was founded in 1937 (Büttner, 1981).

Before World War II there was limited activity and there was no deliberate project to produce popular literature, but this field grew rapidly after the war. The Publishers Association was founded in 1945 and many new publishing houses appeared. According to Büttner the 'fenomenale opkoms van biblioteke, veral die provinsiale biblioteke, het die verkoop van goeie boeke bevorder' (Büttner, 1981 : 4).

The shortage in Afrikaans of well-written popular books has long been recognised as a problem (Borland, 1950; Cronjé, 1958 : 118). An interesting opinion on this matter was put forward by a leading writer and publisher:

'Elke kultuur het goeie populêre boeke broodnodig. As die skryf van sulke lektuur geldelik die moeite werd gemaak word, sal meer moeite en talent aan die soort boek bestee word. Goedgeskrewe, intelligente populêre lektuur is veral in die Afrikaanse letterkunde juis uiters skaars (puik 'entertainments' soos die van Graham Greene of Simenon ontbreek geheel en al' (Rousseau, 1975 : 12).

More recently a publisher had this to say:

'By ons ontbreek daardie groot middelmoet van goedge-~~s~~krewe lektuur wat geen letterkundige pretensies het nie maar, sy dit 'n spioenasie-roman, sy dit 'n spanningsroman, sy dit 'n gewone verhaal so goed geskryf en so vernuftig aanmekeargesit is dat dit die intelligente leser boei en dus superieure ontspannings-leesstof uitmaak... Dit geld eintlik ook vir ons nie-fiksie wat vir sover dit nie vertaal is nie, baie selde skerpsinnig oor algemene onderwerpe handel en groot getal-~~le~~ lesers boei... Een terrein waarop daar blykbaar geen probleem t.o.v. manuskripte of skrywers is nie, is die van die belletrie' (Büttner, 1981 : 5).

It is interesting to consider the way in which other small language cultures have found their solution by making extensive use of translations from one of the main literary languages in the world, 72% of all translations being from English, Russian, France and German (Escarpit, 1966 : 95). Thus in countries like Israel, Finland, Belgium, Norway and Spain translations form over 23% of their total output (Escarpit, 1966 : 99).

The increase in the publication of translations, particularly into Afrikaans is shown in statistics again compiled from the annual S.A.N.B. analysis of book production since 1962.

Table 3/4: Statistics of South African book titles published which were translations into Afrikaans, English and African languages, 1962 to 1979.

Year	Titles translated into Afrikaans	Percentage of total production of Afrikaans titles	Titles translated into English	Titles translated into African languages
1962	66	(8%)	3	6
1963	130	(21%)	1	9
1964	95	(16%)	2	-
1965	88	(14%)	2	6
1966	126	(17%)	2	5
1967	238	(22%)	2	6
1968	185	(34%)	1	3
1969	224	(23%)	15	2
1970	172	(18%)	21	6
1971	170	(16%)	8	25
1972	217	(14%)	11	18
1973	211	(16%)	17	39
1974	190	(11%)	5	10
1975	260	(15%)	16	18
1976	233	(16%)	10	16
1977	246	(12%)	14	25
1978	278	(14%)	12	14
1979	254	(11%)	25	32

Thus translations into Afrikaans play an important part in Afrikaans publishing, and although their percentage of the total Afrikaans titles had decreased to 11% by 1979 after comprising 34% of the total titles published in 1968, they are clearly here to stay.

In South Africa translations of children's books and joint editions of picture books have been a feature of publishing since the mid-fifties, and these translations of quality children's books have had a considerable influence on the new generation of young readers. A word of tribute is due to B. Lyndhurst who pioneered the encouragement of local publishers in these ventures (C.P.L.S. Annual, 1958-1959 : 18). The traditional wariness of foreign material is reflected in a comment on the fact that of the 69 good Afrikaans children's books bought in 1962 by the Transvaal Service for the 10 to 15 year age group 32 had been translated! (T.P.L.S. Annual, 1962 : 23). The argument that South African adults can read books in English does not hold for the vast numbers of Afrikaans-speaking people who can find no alternative to the club books (Fourie, D.P., 1973b), and the serious problems which result from the dearth of well-written popular books in Afrikaans (cf. Chapter 3.8) deserves more attention from the publishing industry. This is particularly so now that the generation who have grown up on the excellent children's books which have been available to them will be seeking the same quality in their reading as adults.

Nonetheless, the increase in quality and quantity of books in Afrikaans was given strong impetus by the buying power of the provincial library services. Their centralised buying of very large quantities, which together could amount to 2 000 copies and thereby guarantee the publisher sufficient sales to justify the printing of editions of 3 000 copies, normally regarded in the trade as an economic proposition for costing purposes (Human, 1967), has been a notable case of a healthy mutually beneficial association.

3.12.2 British book production

The general trade books in the English language and available to public libraries in South Africa have traditionally come from Britain, based on the old commonwealth copyright ties. Local English language publishing has grown impressively but the bulk of the titles bought by public libraries are still imported (Duncan, 1967; Zion, 1967). It would therefore be of value to survey the availability

of titles from England over the period of the planning, instigation and current operation of the provincial library services. These are reflected in the following table of British publishing statistics which are taken from The Bookseller.

Table 3/5: Statistics of British book production by title, 1937 to 1979

<u>Year</u>	<u>New title</u>	<u>Reprints and new editions</u>	<u>Total</u>	<u>Citation in The Bookseller</u>
1937	11 327	5810	17 137	2767, 3.1.59 : 11
1940	7 523	3530	11 053	"
1945	5 826	921	6 747	"
1946	9 903	1508	11 411	"
1950	11 738	5334	17 072	"
1955	14 192	5770	19 962	"
1960	18 794	4989	23 783	3863, 5.1.80 : 22
1961	18 487	6406	24 893	"
1962	18 975	6104	25 079	"
1963	20 367	5656	26 023	3028, 4.1.64 : 12
1964	20 894	5260	26 154	3863, 5.1.80 : 22
1965	21 045	5313	26 358	"
1966	22 964	5919	28 883	"
1967	22 559	7060	29 619	"
1968	22 642	8778	31 420	3289, 4.1.69 : 19
1969	23 287	9106	32 393	3863, 5.1.80 : 22
1970	23 512	9977	33 489	"
1971	23 563	8975	32 538	"
1972	24 654	8486	33 140	"
1973	25 698	9556	35 254	3551, 12.1.74 : 68
1974	24 342	7852	32 194	3863, 5.1.80 : 22
1975	27 247	8361	35 608	"
1976	26 207	8227	34 434	"
1977	27 684	8638	36 322	"
1978	29 530	9236	38 766	3812, 12.1.79 : 53
1979	32 854	9086	41 940	3863, 5.1.80 : 22

Thus the English books to be considered for selection have shown a steady and very considerable increase over the years since the provincial library services were started. From 1945 when the pioneering ground plans were drawn up to 1950

when the services got underway the rate of change on titles published annually increased by 100%. The production of 1950 had increased by a further 73% in 1963, and by a further 61% by 1979. Thus the new English books available from Britain which could be considered for purchase by the provincial library services have increased since the founding of the services around 1950 by 180% to 1979. It is interesting to note that the 4551 fiction titles published in 1979 represented nearly 11% of the total production (Book seller, 3863, 1980 : 22).

3.12.3 Approval books available to the provincial library services

The books bought in any quantity are almost invariably first seen on approval by the provincial library services, and represent only a small proportion of the titles on the general book lists of the leading British publishers, so some picture of the approvals made available is relevant. The selections made from catalogues and published reviews could not be determined, but a total number of the titles selected can be obtained from the selection and cataloguing statistics appearing in some of the Annual reports of the services.

Details of titles seen on approval and ordered have been given intermittently in Annual reports of the C.P.L.S. and T.P.L.S. Unfortunately no other figures have been published, but even in this incomplete and sketchy form a useful picture of the books considered and bought can be obtained.

Table 3/6: Statistics of titles examined and ordered by C.P.L.S. and T.P.L.S., 1957 to 1979

Year	Titles ordered for the year	Titles examined on approval	Provincial library service citation in Annual report
1957	6 255	-	CPLS (1957 : 21)
1958	2 869	8701 p.a.	CPLS (1958-9 : 18, 21)
1959	2 674	8009 p.a.	CPLS (1958-9 : 18, 21, 24)
1960	6 506	9630 p.a.	CPLS (1961 : 19)
1961	4 064	-	CPLS (1962 : 9)
1962	4 957	-	CPLS (1962 : 9)

1967	7 225	810 p.m. (i.e. 9720 p.a.	TPLS (1968 : 7, 15)
1968	6 713	602p.m. (i.e. 7224 p.a.)	TPLS (1968 : 7,15 5)
1969	-	592p.m. (i.e. 7104p.a.	TPLS (1969 : 8)
1970	-	679p.m. (i.e. 8148p.a.)	TPLS (1970 : 8)
1971	-	693p.m. (i.e. 8316p.a.	TPLS (1971 : 13)
1971	8 025	-	CPLS (1971 : 13)
1972	-	759p.m. (i.e. 9108p.a.)	TPLS (1972 : 4)
1972	6 712	-	CPLS (1972 : 9)
1973	8 430	-	CPLS (1973 : 13)
1974	8 160	-	CPLS (1974 : 13)
1974	11904	13708p.a.	TPLS (1974)
1975	6 915	9686p.a.	CPLS (1975 : 7)
1976	5 450	-	CPLS (1976 : 7)
1977	6 139	-	CPLS (1977 : 7)
1978	6 838	-	CPLS (1978 : 7)
1978	4 308	7952p.a.	TPLS (1978)
1979	4 716	8040p.a.	TPLS (1979)
1979	7 204	-	CPLS (1979 : 7)

Thus it would appear that there has been no steady pattern to the number of titles bought by the two biggest services and the number of books seen on approval have also varied. The problems facing booksellers in keeping up the supply of books on approval should also not be overlooked (Zion, 1967; de Villiers, 1974).

The T.P.L.S. bought 53% fewer titles in 1979 than in 1967 while the titles seen on approval decreased by 20%; in the C.P.L.S. the titles bought in 1962 had increased by 45% in 1979, despite vacillations between. No correlation between books examined and ordered can be drawn from these figures as orders for single titles are very often not a result of examining the books, but arise as a result of requests or reviews.

3.12.4 Books selected in main categories

The number of titles bought in the different groups of books also give an idea of the books selected from those available at different times. The figures, when available, are taken from the relevant Annual reports.

Category	1966	Percentage of total titles	1968	Percentage of total titles
Afrikaans fiction	309	4%	222	3%
Afrikaans juvenile fiction	355	5%	423	6%
English fiction	1351	19%	749	11%
English juvenile fiction	590	8%	533	8%
Non-fiction	4346	62%	4744	71%
Foreign languages	123	2%	42	1%
Total titles	7074		7225	

Thus the Afrikaans fiction titles were 50% less than the English fiction titles bought during this period in the T.P.L.S., although the adult English fiction titles decreased by 80% between 1966 & 1968, the only period for which figures would be located.

It would be pertinent to also be able to relate the number of titles selected to the multiple copies bought in the various main categories. This information has been provided for the C.P.L.S. in some Annual reports. Figures were not available to accord with the periods used in 3.12.2, but some picture of the purchases of different categories over the years can be obtained in order to trace the changes if any.

Category	titles	copies	% of total titles
Afrikaans fiction	479	n/a	8%
Afrikaans non-fiction	428	"	7%

		176	
English fiction	2895	n/a	46%
English non-fiction	1802	"	29%
Afrikaans juvenile fiction	235	"	4%
Afrikaans juvenile non-fiction	60	"	1%
English juvenile fiction	191	"	3%
English juvenile non-fiction	137	"	2%
Foreign & African	28	"	
Total	6255	417581	(average of 67 copies per title)

Table 3/9: Statistics of titles and copies selected in eight categories by C.P.L.S. in 1962

Category	Titles	Copies	Average copies per title	% of total titles	% of total copies
Afrikaans fiction	153	39686	259	3%	11%
Afrikaans non-fiction	187	24158	129	4%	7%
English fiction	1309	53584	41	30%	15%
English non-fiction	1910	33538	17	44%	9%
Afrikaans juvenile fiction	122	75412	618	3%	21%
Afrikaans juvenile non-fiction	29	16305	562	6%	4%
English juvenile fiction	281	61255	218	6%	17%
English juvenile non-fiction	345	60631	176	8%	17%
Total	4376	364989	83		

Table 3/10: Statistics of titles and copies selected in eight categories by C.P.L.S. in 1975

Category	Titles	Copies	Average copies per title	% of total titles	% of total copies
Afrikaans fiction	310	62807	202	4%	21%
Afrikaans non-fiction	322	8940	30	5%	3%
English fiction	1460	57214	39	21%	19%
English non-fiction	3434	36378	10	50%	12%
Afrikaans juvenile fiction	309	80467	260	4%	29%
Afrikaans juvenile non-fiction	101	19176	190	1%	6%
English juvenile fiction	379	17841	45	5%	6%
English juvenile non-fiction	293	15627	53	4%	5%
Foreign & African	307	1905	5	6%	5%
Total	6915	300355	43		

Table 3/11: Statistics of titles and copies selected in nine categories by C.P.L.S. in 1979

Category	Titles	Copies	Average copies per title	% of total titles	% of total copies
Afrikaans fiction	324	83894	259	4%	29%
Afrikaans non-fiction	484	12981	27	7%	4%
English fiction	1258	44771	35	17%	16%
English non-fiction	3402	28119	8	47%	10%
Afrikaans juvenile fiction	369	66176	179	5%	23%
Afrikaans juvenile non-fiction	90	12872	143	1%	4%
English juvenile fiction	623	26145	42	9%	9%

English juvenile non fiction	326	9716	30	4%	3%
Foreign & African	328	2185	7	5%	2%
Total	7204	286859	40		

Some general conclusions about the selection of books in the main categories of adult and juvenile, fiction and non-fiction, English and Afrikaans stock for the C.P.L.S. from 1957 to 1979 can be drawn.

The percentage of titles in the various categories have remained fairly consistent over the entire period with Afrikaans fiction and non-fiction, for adult and juvenile stock, by 1979 still only comprising 17% of the total titles selected, compared to 20% in 1957, 16% in 1962, and 14% in 1975. The English titles persistently predominated, being 80% in 1957, 88% in 1962, 80% in 1975 and 75% in 1979.

The percentage of total copies however showed a swing from 43% Afrikaans in 1962 to 59% by 1975 and 60% in 1979. The English stock showed a comparable decrease from 58% in 1962 to 43% in 1975 and 38% in 1979.

The large quantities of Afrikaans titles needed to meet the demand, and confirmation that the range of available titles remains low, is reflected in the average copies per Afrikaans fiction title of 259 in 1962 and again in 1979, while the English fiction titles average of 35 copies in 1962 was still valid in 1979.

There is also value in tracing the overall relation between titles and multiple copies selected and ordered through the years. Unfortunately only the C.P.L.S. have fairly consistently provided this detail in Annual reports, from which the following table is compiled.

Year	Titles	Copies	Average copies per title
1957	6255	417581	67
1958	6071	355263	58
1959	5882	270538	48
1960	7195	463918	64

1961	4476	326392	73
1962	5724	375545	65
1963-70	not available		
1971	8025	323376	40
1972	6712	246432	36
1973	8430	269393	32
1974	8160	260060	32
1975	6915	300355	43
1976	5450	231588	42
1977	6139	322552	52
1978	6838	304412	44
1979	7204	286859	40

No clear pattern emerges which gives any indication of changes in this ratio, but the decrease in the total number of books bought annually since 1977 should be noted. In the Annual report for 1976 the comment was made that annual new accessions for the Service had dropped to the lowest figure in the past twelve years (C.P.L.S. Annual, 1976 : 3).

Attention was again drawn to this fact by the Administrator in his opening speech to the Provincial Council in 1981 : 'The number of new books added to the stock of the Provincial Library declined in 1980 for the third successive year, in spite of a 10% increase in the Library's purchasing vote for the current financial year. In all 48 000 fewer books were purchased in 1980 as compared with 1977, a drop of 15%' (C.P.A., 1981 : 9-10).

Thus the titles selected in the main categories of books show that in the two biggest services there has not been a comparable increase in the titles selected to bear relation to the increase in the titles published. The selection is therefore an increasingly small proportion of the total book production.

3.12.5 Book prices

The rise in book prices which, together with the increased volume of titles, has created even more pressure for responsible selection, reveal an alarming picture. In a recent article in Handhaaf the Managing Director of Tafelberg Uitgewers pointed out that the rising costs created a real

threat to the production of books. Between 1976 and 1979 book prices had risen by only 12,89% while production costs were up by 30,3%. He also drew a favourable picture of Afrikaans books when compared to the equivalent imported books in English; for recent novels the figures were R7,95 for the Afrikaans equivalent of a R12,40 imported novel in English (van Niekerk, D., 1980).

The provincial library services have also expressed concern when commenting on book prices. The average prices paid for books bought by the Transvaal service have been reported intermittently in Annual reports. In 1957 the rise to 9/10 (R0,99) was compared with the 7/8 (R0,77) which had applied in 1954 (TPLS Annual, 1957 : 13). The N.P.L.S. were paying an average of R1,64 in 1965, the cheapest books being westerns at R0,83 and romances at R1,00 while the general novels bought were costing from R1,80 to R2,50 (Ellis, 1980). By 1969 the T.P.L.S. had a 17% increase to R1,96 from the previous years R1,67 (TPLS Annual, 1969 : 7). The high increase in 1973 (T.P.L.S. Annual 1973 : 7) was not specified, but the Cape Service for the same year gave an average price of R2,42 (C.P.L.S. Annual, 1973 : 3). The devaluation of the rand late in 1975 raised the price of British books overnight by 16% (C.P.L.S. Annual, 1975 : 3), and by 1976 the price had risen to R6,62 and in the following year it was up by 30% to R8,75 (T.P.L.S. Annual, 1977). The most recent reference to the problem comes from the Cape where attention is drawn to the fact that annual increases of even 15% in the book vote have not kept pace with the 18% inflation rate. (C.P.L.S. Annual, 1979 : 3).

The prices continue to rise; over the four month period May to August 1980 the average price of all British books was £7,24 and that of adult fiction was £3,77 (Library Association record, N 1980 : 545). There has been concern at the trend of the industry in Britain. An analysis of production during the first half of 1980 quoted an average price of £8,83 which was a rise of 9.6% on the previous six-monthly review (UK book prices, 1980 : 778). More recently an economic survey of the trends of 'lover produc-

tion, falling sales and plunging cash flows' paints a bleak picture of the immediate future for the industry (Business brief, 1980). An interesting view of the effects of the growing remainder market, the cuts in school and library spending and the 'old-fashioned' image of books as opposed to newer forms of communication is given in this article.

Thus, although the provincial library services continue to buy more books every year (cf. Appendix 4-7), the climate in which this is done has undergone important changes. Firstly there is the increase in new titles from which the selection is made, and secondly the sharply rising price of books. The number of titles selected has not increased appreciably, and an ever greater onus rests on the provincial library services to ensure that they are selecting the best titles to meet the requirements of their affiliated libraries.

3.13 Conclusion

3.13.1 Organisation and staffing

Based on the 1975 questionnaire and the 1976 Interchange of documents and subsequent information as indicated, it was found that the responsibility for book selection rested with the staff of the provincial library services; in practice with the book selection committees in the Transvaal, O.F.S. and Natal, but in the Cape entirely with the Director himself.

In the Transvaal a Book Committee appointed by the T.P.L.S. Advisory Board performed a role in policy-making and made a retrospective overall review of accessions. Professional staff attached to the central organisations formed the selection sections and the core of the book selection committees, with support from service section personnel and, in the case of the Orange Free State, a staff member from the biggest affiliated public library. This was the only instance encountered of the regular involvement of a practising public librarian in the selection of stock for a service.

The limited contact between selectors and local librarians was a result of the organisational structure and there was no routine, direct interaction of ideas and needs between

the two. The O.F.S.P.L.S. was the only service currently sending regular lists of new selected titles to the librarians for comment. Regional reports and sporadic visits to libraries were not bridging the wide communication gap between book selectors and the libraries for whom the books are intended.

3.13.2 Procedures

Selection procedures followed by the four services were broadly similar. Books were received on approval and reviewed by the selection staff and these opinions were supplemented by local and overseas published reviews. A review index was maintained by the C.P.L.S. but such an index was not kept retrospectively by the other services. Titles not examined were selected on reviews, but only in very small quantities. Standing orders were usually limited to reference books and certain special categories. Funds were allocated for different categories of books in the O.F.S. and Natal, but not in the Cape or Transvaal. Quantities were determined by allocation sheets, revised periodically, with fixed quantities according to the number of libraries and their circulation; the number of schedules and the formulae for allocation varied. In the Cape only the Director could authorise any order, but in the other services there was some form of delegation.

3.13.3 Requests and stock building

Special requests had a positive influence on selection in 1975, but this had declined since as a result of financial pressure, and in the Cape and Natal requests for fiction not in stock were no longer allowed. Non-fiction requests were given consideration but, increasingly, substitutes were provided when possible. Bestsellers were usually bought in maximum quantities but there was no consistent formula. Recommendations from the largest affiliated libraries with fully qualified professional staff were given no special consideration by the Cape, but were considered to a greater (O.F.S. and Transvaal), or lesser (Natal), extent by the others. The location tracing of titles with-

in the system in the Cape was still by full card catalogues in all regional libraries with some catalogues also in big libraries on microfiche, while the other services now only had one central catalogue and telex contact with the regional libraries. Replacement stock was selected in the Cape by a system of replacement requests from existing issue cards, the other Services had no routine until the O.F.S. more recently issued lists inviting librarians to report gaps in stock. Additional copies were not supplied on any formula related to reservations. Only the O.F.S. set aside funds for replacement stock, in the other services this need had to compete against the demand for new books.

3.13.4 Distribution

Allocations to the regions were based on periodically revised schedules according to which individual titles are bought in varying quantities. There was no overall retrospective verification of the relation of books received to the regional circulation. Allocation to the local libraries was done on a different formula in each province. The two biggest libraries were supplied direct from the central organisation in the O.F.S., but the other Services all routed the books through regional librarians. Travelling libraries, when these were still in use, were not used as originally intended by the instigators of the scheme, namely, for the community to choose their own stock from the books available. The scope and use of central reference collections varied : Bloemfontein public library stock served as a reference source for the O.F.S.P.L.S., the Transvaal collection was very selective and specialised, the Cape collection was also selective but latterly it included all titles reduced to single copies purchases because of the rising book prices, while Natal had one copy of all non-fiction as well as all single copies in the collection.

3.13.5 Selection policy

None of the services had a written policy available, but the Transvaal had one under discussion. Policies on the provision of books for young adults, student materials, paperbacks, light fiction and books in foreign languages,

varied. None of the services provided special material for the adult readers of limited skill, even when they served black libraries.

3.13.6 Debate on Afrikaans book selection

Turning then to the local background against which books are selected and the availability of books in the country as a whole, some distinct problems were identified.

The recent public debate of the alleged extensive and preferential buying of very light club books in Afrikaans while literary books were neglected by provincial library services, as set out in a journalistic report to the Afrikaans Skrywersgilde had attracted wide attention. The lively debate in the press and on the radio had resulted in further studies now in progress by a number of authoritative bodies, and also the first public accounting by the provincial library services of their selection activities. The outcome of the various investigations must be awaited with interest.

3.13.7 Censorship

The climate in which book selection took place was found to have considerable influence on the selection process. The revision of the law in 1974 had resulted in even more uncertainty about the interpretation of the law and the Appeal Board decisions had been closely examined. The banning and subsequent release of the prize-winning Magersfontein, O Magersfontein! had created confusion, and in the absence of any public attitude by the library profession a cautious approach had prevailed. Thus censorship had a very inhibiting effect, especially in view of the large quantities normally taken of popular titles, and the responsibility of the cost of destroying books on banning weighed heavily with the selectors.

3.13.8 Provincial library services and the State

The position of provincial library service staff as public servants and therefore directly accountable to their employers, the ruling government, was very delicate. In the absence of any strong professionalisation of their practices this had had a definite influence on their selection activities. The local librarians falling under control of local authorities would not be under such immediate constraints.

3.13.9 Book production and availability

The production of books, both local Afrikaans and imported English books, has increased at a phenomenal rate since the provincial library services were started. Latterly book prices had escalated alarmingly and book votes could no longer keep pace with the general inflationary trends. Thus while there were more titles to choose from, the selectors could afford less and less to make any mistakes. The responsibility to select ever more effectively to meet the exact requirements of the affiliated public libraries was therefore growing steadily heavier.

CHAPTER 4

A contemporary professional model of public library purpose and rural service performance

4.1 Introduction

We have traced the development of provincial library services and described their methods of book selection (cf. chapters 2 and 3 respectively). It is now necessary to establish the ideal model, according to a consensus of professional opinion, against which their function can be evaluated.

In this chapter the professional literature will be surveyed to discern the contemporary trends in thinking about public library aims, their management and book selection, both overseas and locally. It will be concluded with an examination of developments in rural systems in other countries with special attention to the selection of book stock. Historical developments will only be traced when to omit them would give an inaccurate picture of the model being sought.

In addition to the theoretical debate of new ideas a review of the actual achievements to date in rural services in other countries will provide an empirical yardstick against which the performance of the South African provincial library services can be measured. This is particularly important since we have shown that the provincial library services have remained largely unaltered particularly in regard to book selection authority, since they were founded in the period from 1945 to 1950.

The literature used to obtain a picture of professional opinions on objectives, management and book selection and on other rural scheme practices, was primarily traced through all relevant entries in Library Literature, and subject catalogues in Cape Town libraries. More recent leading professional journals were themselves examined to get the most up to date information. One valuable item (Kelly, J.Y. 1973) was obtained in photocopy by writing direct to the editor of Library Quarterly where a reference to it had been seen.

Further information on the Swedish and Danish library supply agencies was also requested from overseas sources in view of the pertinence of these services to the model being assembled. The information on the South African model was traced in South African libraries, S.A.L.A. conference papers and the house journals of the services. Since the ideas proved largely derivative this section follows on the overseas model.

4.2 Aims and management

Confusion in the use of terms which arises from a lack of conceptual clarity has led to some woolliness in the discussion of this area. It is therefore desirable to briefly define and explain the main terms which are used. Malan used the device of extracting his explanations of these terms from the Shorter Oxford English dictionary (Malan, 1978 : 19). This practice will be expanded further

using management sources in the following descriptions:

Aims : 'target, butt' (Malan, 1978 : 19); 'course, direction' (Shorter Oxford).

Goals : 'the object of effort or ambition' (Shorter Oxford).

Purpose : 'the object for which anything is done' (Shorter Oxford); 'the broadest level of goals we define as equalling the role of the library' (Totterdell, 1976 : 31).

Objectives : 'pertaining to the object or end as the cause of action' (Malan, 1978 : 19); 'the point towards which the advance of troops is directed, hence, the point aimed at' (Shorter Oxford); 'the second level of goals, the satisfaction of all relevant needs' (Totterdell, 1976 : 32); 'goals established to guide the efforts of the company and each of its components... at upper levels, the objectives are general, applying to the company as a whole, at successively lower levels, they become more specific and detailed' (Allen, 1958 : 27).

Policy : 'a course of action, adopted and pursued; any course of action adopted as advantageous or expedient' (Shorter Oxford); 'a continuing decision which applies to repetitive situations. It is a standing answer to a recurring question. A policy decision is continuing because it is relatively permanent and continues in force until it is specifically repealed' (Allen, 1958 : 25).

Functions : 'action in general, physical or mental; the mode of action by which it fulfils its purpose' (Malan, 1978 : 19); 'the third level of goals, the particular actions that the library must take in order to fulfil its objectives' (Totterdell, 1976 : 32).

Procedures : 'procedures prescribe the manner or method by which work is to be performed; where the programme tells what is to be done, the procedure tells how' (Allen, 1958 : 37).

Task : 'a piece of work imposed, exacted or undertaken as a duty; any piece of work that has to be done' (Malan, 1978 : 19)

Planning : 'the determination of a course of action to achieve a desired result' (Allen, 1958 : 25).

Forecasting : 'a systematic attempt to probe the future by influence from known facts. The purpose is to provide management with information on which it can base planning decisions' (Allen, 1958 : 26).

Programme : a sequence of activities designed to implement policies and accomplish objectives' (Allen, 1958 : 34).

Schedule : scheduling is the process of establishing a time sequence for the work to be done' (Allen, 1958 : 37).

Management of objectives (MBO) : 'what the business enterprise needs is a principle of management that will give full scope to individual strength and responsibility and at the same time give common direction of vision and effort, establish team work and harmonise the goals of the individual with the common weal. The only principle that can do this is Management by Objectives and self-control.' Original definition by Drucker (Humble, 1975 : 2).

The practical management tool drawn up by the Public Library Research Group of the London and Home Counties Branch of the Library Association, which has been widely accepted is structured with Aim, Objectives, is then divided into Sub-objectives, and for each of these there are set out Principal activities : Elements (materials) and Elements (methods) (Public library aims... 1971 : 233).

The final comment on management principles can fittingly be given by Peter Drucker who is accepted as a leading methodologist in the field (Wasserman, 1968) :

'Defining the purpose and mission of the business is difficult, painful and risky. But it alone enables a business to set objectives, to develop strategies and to go to work. It alone enables a business to be managed for performance' (Druker, 1974 : 94).

And finally:

'If objectives are only good intentions they are worthless. They must degenerate into work. And work is always specific, always has- or should have- unambiguous, measurable results, a deadline and a specific assignment of accountability' (Druker, 1974 : 101).

4.2.1 Objectives statements

4.2.1.1 Overseas

Pioneering attempts by the major organised professional bodies in the world to draw up such statements were spearheaded by the American Library Association (A.L.A.) in three important documents; these were Post-war standards for public libraries published in 1943, Public library service in 1956 and Minimum standards for public library systems, 1966 published in 1967.

The preoccupation with the dangers of censorship, after the post-war McCarthy witch-hunting, had resulted in sound professional statements to safeguard the freedom of libraries in book selection, and, with the Minimum standards revised in 1966, gave the libraries guide lines for action. Reviewing these goals in 1964, Ennis had stressed the need for libraries to put a priority marking on their objectives and then to press forward in concentrated bursts for a period of some years to attain those specific goals (Ennis, 1964).

In 1972 the American Library Association issued a revised edition of Public Library policies (Public Library Reporter, 1972) which served to guide libraries in drawing up their written policies - for it was emphasised that only then could they be effective. The relevant Minimum Standards drawn up in 1966 were quoted as general objectives, but as is usual in the U.S.A., the emphasis was on local autonomy, and many different specific policies were included, leaving it to the individual authorities to determine their policies.

Also in 1972 the Public Library Association published the results of a feasibility study on proposed public library goals titled Strategy for public library change. Libraries which had participated in the earlier Public Library Inquiry study by Berelson were approached to react to the major recommendations of that inquiry in terms of their present goals and practices. The findings were that the preoccupation with the opinion-moulders of the community had been replaced by an emphasis on service to all, with particular stress on reaching the unserved. (Martin, 1972).

In 1977 the Public Library Association issued a statement of guidelines for public libraries for the last quarter of the twentieth century, (Mission statement..... 1977). Continued cooperation was emphasised for

'it is only through linkages with other more specialized libraries and information agencies that the totality of the public library mission can be accomplished. The public library assumes leadership responsibility with the state library and other regional and national organizations for linking community resources in the State, nation and the world' (Mission Statement... 1977 : 620).

The implementation of such objectives had not proved easy, and L.E. Bone describes how the Memphis Public Library tackled the project by first inviting comments from the community (Bone, 1972). By 1975 he reported further on the findings of a study undertaken for the Council on Library Resources on goal and objective setting efforts in selected public libraries. The most important step was to avoid the 'drafting of a hollow, all-inclusive goals statement, strong on rhetoric, but short on meaning', and to concentrate on a concrete blue print of action plans with clearly identified priorities. He referred also to the general lack of community analysis on any systematic basis. (Bone, 1975).

This emphasis on a more pragmatic approach is underlined by the chairman of the Goals, Guidelines and Standards for Public Libraries Committee of the Public Library Association, reporting on progress in the updating of the standards, and surveying the progress to date. (Bloss, 1976).

The manuals which will cover the various aspects of the standards development process will be

'based on factual evidence of actual field performance in selected library and community situations; they are not to be theoretical statements of intention or desirability' (Bloss, 1976 : 1261).

The future standards will be performance - orientated, for, 'a public library is tested by effectiveness, i.e. is only effective to the extent that it works; yields a usable product to the individuals and in a collective sense to the community for which it is designed... the public library is now to stand on the premise of social utility and all activities must be planned with that goal in mind' (Bloss, 1976 : 1262).

This attitude is a far cry from the classic elitist view of service put forward as the goal by Berelson in the forties for the Public Library Inquiry (Berelson, 1949). In Britain the Public Libraries Research Group has recently issued the first of the value statements on specific aspects of public library management, to back up their earlier aims and objectives statement; one on children's services (Brown, 1979), and the latest on public relations (Usherwood, 1980). Thus here too the switch is to clearly defined aspects of management and performance measurement.

The early seventies saw the publication of further important professional documents stating the purposes of public libraries. First in December 1971 came the document prepared by the Public Library Research Group of the London and Home Countries branch of the Library Association (Public Library Research Group, 1971), which gave the aim of public libraries as to contribute to sustaining the quality of life in all its aspects...' and the objectives as education, information, culture and leisure. The more specific sub-objectives proved the most useful to libraries and this document attracted wide attention, and it was also suggested as an approach to help developing countries in defining their library objectives (Gardner, 1973).

The first Unesco public library manifesto was published in 1949 and this was revised early in 1972. The library was seen as 'a democratic institution for education, culture and information.' Attention was drawn in particular to services for children, students and handicapped readers (International Federation Library Associations, 1972).

It is of interest to also examine the views expressed in other new world countries like New Zealand and Australia. Debate on the age old controversy of elitism vs. catering for all levels in the community was rekindled following on an article in Australian library journal which argues that public libraries

'must not cater simply for ephemeral interests. They must try to establish what the most important cultural trends are, on a scale not of years only but of decades and more, and they should reflect them in their stock. They should accept that it is their job to lead and educate, to keep a little bit ahead of public opinion, and to broaden and to deepen public taste. In short, far from being or providing for a closed, rigid elite they should try to enlarge the public's awareness to give it the opportunity to make the most of those abilities that lead to individual fulfilment' (White, 1976 : 149).

The article closed with a quotation from The Pilkington Report, a 1960 investigation into broadcasting which showed valid insight into the problem :

'giving the public what it wants is a misleading phrase. It has the appearance of an appeal to democratic principle but the appearance is deceptive. It is in fact patronising and arrogant, in that it claims to know what the public is, but defines it as no more than the mass audience, and in that it claims to know what it wants, but limits choice to the average of experience' (White, 1976 : 149)

For the rest the public librarians in Australia appear to have been concerned with planning the direction their services should take; research and planning (Dunstan, 1971), and the dangers of being swamped by other bodies in their pre-occupation with fringe responsibilities (Perry, 1972), have been discussed.

4.2.1.2 South Africa

S.A.L.A. has issued an official statement on public library aims and objectives in the 2nd edition of the Standards for public libraries (S.A.L.A., 1968). Nine basic objectives were given, based on the broad principles laid down in earlier British and American statements (cf 4.2.1.1.), and the functional means to attain these objectives were outlined (S.A.L.A., 1968 : 15-6). Every public library was to have a written statement of its objectives (S.A.L.A. 1968 : 20). No official acceptance of such an objectives statement by a public library could be traced although in his survey of provincial library developments presented at the 1973 S.A.L.A. conference, G.L. Nordier referred to the objectives adopted by S.A.L.A., and implied that the services were attempting to fulfil them, and he claimed that 'die openbare biblioteekwese voortdurend besig is met 'n herwaarderling en hervormulering van sy oogmerke en funksies' (Nordier 1974 : 191) ; little evidence of such activity could be found in the literature. In this regard it should also be remembered that through the influence of T.Friis, who was the moving spirit behind the 1958 S.A.L.A. Standards and the first chairman of the Standards Committee, the S.A.L.A. Standards strongly and reflected those adopted by the C.P.L.S. in laying down stipulations for affiliation in the period 1955 to 1963. The standards could have been adopted by autonomous urban and affiliated public libraries.

The Western Cape Branch of S.A.L.A. has recently revived the debate, firstly by holding a workshop on library objectives on 20 June 1979, and subsequent to this, when the newly founded Public Library Interest Group (renamed the Public Library Group in 1981) held a meeting at which C.H. Vermeulen, City Librarian of Cape Town, gave the main address (S.A.I.L.I.S. Western Cape Branch, 1980). He stressed the need for an objectives statement that could serve as a management tool.

The only recent statement from a provincial library service that could be traced was one made by the Director of the Natal Service when addressing a seminar of town clerks in 1979. This read :

'The aim of the Provincial Library Service is to provide in co-operation with local authorities and communities, library services of high quality to the inhabitants of the Province.

The functions of the Library Service are the central control of planning, co-ordination, standardisation and financing. Also to acquire, process and circulate library materials and above all, professional guidance.

The encompassing aim of the public library is enculturation, while concomitant functions include: information, orientation, personality development, companionship, aesthetic appreciation, escapism, relaxation and utilization of leisure time.

The public library is responsible for service to children, young adults, for study, research, old people in institutions, hospital patients, partly literates, service to commerce and industry, extension activities - the public library is the cultural centre of the community, and responsible for the moulding of the culture of the community' (Fourie, C.J., 1980 : 17-8).

In another article Fourie claims that :

"By making the necessary materials and services available the public library can actually mould the culture of the community...and degeneration on account of debased influences, like materialism, permissiveness, etc., will be prevented' (Fourie, 1972 : 6).

This attitude was criticised in a subsequent article in South African libraries which saw a danger in the possibility restrictive application of this moulding process, and pleaded for widening horizons in the enculturation role (Lindsay, 1974).

Some general discussion has taken place in some of the house journals of the provincial library services, but this is usually what S.I. Malan has termed 'nothing but solemn repetition of the public library's established objectives' (Malan, 1973 : 54).

Apart from the Standards the second official S.A.L.A. document to be considered is the Programme for future development in the Republic of South Africa which resulted from the National Conference of library authorities held in 1962 (National ...1963). Submitting the draft programme as part of his presidential address to the 1962 S.A.L.A. conference, H.M. Robinson, then Director of the Transvaal Service, pointed out the need 'to unite the available forces into a co-operative system' (Robinson, 1962 : 4). The section of the programme covering public libraries made no statement on objectives, but concerned itself with the assistance being extended to all public libraries and with the conditions and nature of such aid. The need for services for non-whites under the authority of the local authority concerned was also mentioned (National... 1963 : 100-2).

Prognostications by local librarians have given pointers through the years to how the profession viewed the then current, and the potential role or goals of our public libraries. T. Friis, addressing the 1954 S.A.L.A. conference spoke of the need to alter from a passive agency to one that is prepared to go out in the field and be a live community force...' (Friis, 1954 : 4).

In 1968 P.C. Coetzee was bemoaning the fact that public libraries had failed in their object to uplift the common man and he spoke of the need to reassess the essential qualities of culture and communication and for the public library to reorientate itself within the new perspective that would then be gained (Coetzee, 1968)

In a paper to the 1978 S.A.L.A. conference N.S. Shillinglaw stressed the need for the public library to 'modify its originally educational purpose to accommodate a wide range of non-traditional informational and cultural needs' (Shillinglaw, 1978).

Most recently C.J. Fourie saw a trend towards greater co-operation and centralisation, more qualified staff in public libraries, better co-operation between school and public libraries, and the growth of services to semi-literate people (Fourie, C.J., 1979).

Finally, in a valuable contribution B.Fouché sketches an ideal public library and then assesses the performance of the South African public library. He finds that the concern with the provision of the physical amenities has not been followed by the expected growth in the level of professional service. First among his reasons for this state of affairs is the uncertainty among the community, the authorities, and the librarians about the library objectives and purposes, and he sees the need for a clear policy to be formulated and formally accepted by every local authority (Fouché, 1979).

The very poor image which he finds of the public librarian and of the service offered is confirmed by the tone adopted in the description of the 'social library services' in a recent student text : 'subskripsie- (openbare) biblioteke stem wat hul doelstellings en funksie betref, ooreen met die (vrye) openbare biblioteek en verskil hoofsaaklik ten opsigte van die metode van finansiering' (Malan, 1978 : 49).

The need for clear objectives was once again stressed by M.H. van Deventer in a recent paper on library management (Van Deventer, 1979 : 9-11). Delivering the leading paper at the symposium The public library in the eighties held in Durban in March 1981 Prof. Fouché again stressed the need for clarification on the purpose and function of public libraries. He considered that the public library was now reaching all the public it potentially could in its present form, and he saw an urgent need to develop services, particularly information services, 'to reach the 70% of the community who were not availing themselves of the present services (Fouché, 1981).

Thus, there has been some airing of ideas but no clear new model has emerged from the local professional thinking apart from that recently proposed by Prof. B.Fouché and referred to above.

4.2.2 The library in the community

4.2.2.1 Overseas

In a valuable recent reader compiled by Totterdell (Public library purpose, 1978) one gets a clear impression of the move away from the general goal of 'providing opportunity' set by L. McColvin for post-war libraries (McColvin, 1942).

Concern for the non-library users and the new emphasis on the user and his real needs is found in the more recent contributions. A move from passive to active roles of real involvement in the community, and attention to the social role of libraries is stressed in these papers, of which Librarians and social commitment (Jordan, 1975) is the most revolutionary. One of the earliest papers to crystallize the new realism in the approach to users needs as opposed to librarians values came from a professor of sociology at Columbia University; this showed that the Americans had moved a long way from Berelson's elitist view of the library (Gans, 1968). Another paper stressed the need for involvement (Gerard, 1961), and yet another dealt with the need to examine the basic social needs of society and the librarian's role in serving these needs (Caldwell, 1968).

In a second compilation, this time by Gerard, the recent thinking on library use has been surveyed and here again the emphasis is on community involvement (Libraries in society, 1978). An article entitled Libraries, culture and blacks (Dawes, 1973) is typical, and reflects what Gerard refers to as 'the expansion in ideology and practise from the old yet still recent liberalism (with its traditional stress on freedom of choice and opportunity for self-development) to the present free-for-all' (Libraries in society, 1978 : 11). Another recent American study concerned itself with investigating the participation by citizens in the determination of public library policy to establish how receptive the decision-making structure was to inputs by the public (Robbins, 1975).

A weekend school held by the Public Libraries Group of the Library Association yielded some interesting papers on public libraries in the future (L.A., 1978a), which included speculations about the effect of financial and governmental pressures. The general support for the extension of services to children who were formerly beyond the traditional reach of the public library was reflected in yet another article in Assistant Librarian (Harvey, 1973). Eric Moon, then President of the American Library Association, addressed the Association of Assistant Librarians during the 1977 L.A. centenary conference and also supported social involvement;

'If libraries have a serious role in society, they must be aware of society's needs and problems, and must take an active role in attempting to solve them' (Moon, 1977 : 170).

The importance of community surveys was the subject of an issue of Library trends in 1976 (Community analysis and libraries, 1976). In an article in this issue Bone emphasised that no planning of goals and objectives could be clearly established unless there is a thorough knowledge of the community (Bone, 1976 : 430).

Martin, another contributor, in turn stressed that community analysis must be a constant process (Martin, 1976 : 435).

A more recent issue of Library trends was entirely devoted to new models of service; to special publics, adult new readers, citizen groups and adult learners (Emerging patterns of community service, 1979). This outreach to the deprived sections of the community has been a strong movement overseas.

Some notes of caution against libraries taking on too many activities have also been sounded; for example: 'it is impossible to travel on every band waggon, so the public librarian must decide which of these services gives the best value to the community and concentrate on those' (Ashworth, 1979 : 168); and again, 'just what is this community that so many of us want to go out into - does

everyone belong to it or do you have to be underprivileged, disadvantaged or deprived before you can qualify for admission to its ranks?' and the author then argues that the service to the middle-class public who actually wants it, will suffer (Day, 1978). Then there is yet another voice which pleads for a return to basic concerns, that public library service 'again becomes chiefly identified with improving the quality of life of the ordinary man' and leaves specialist services to other agencies (White, 1971).

4.2.2.2 South Africa

In a paper to the 1951 S.A.L.A. conference R.F.M. Immelman presented a useful foresighted survey of the increasing concern of librarians in the U.S.A., Britain and Scandinavia with their communities as a whole, and urged a more dynamic service to the many unserved sections of the community (Immelman, 1951). He also on addressing the 1966 S.A.L.A. conference, examined the role of the library as a genuine social service institution (Immelman, 1966).

There seem to be, as found elsewhere, two opinions on the need for libraries to reach out into the community and attract as many non-users as possible. Prof. J. Bekker takes a traditional stand for the library as a multi-media information centre, and is very critical of the many extension activities which, in their attempts to make the library all things to all men, result in a 'de-professionalisation' of librarianship (Bekker, 1978).

Shillinglaw, on the other hand, comes out firmly in support of

'adapting its role in ways that may seem to conflict with its traditional role. Its services must be seen by the taxpayer to be relevant to his needs and effective in helping him to solve his problems' (Shillinglaw, 1978 : 142).

Then too in an issue of the Cape Librarian devoted to reaching the library non-user one of the contributions after describing the work of British leaders like Janet Hill and Aidan Chambers concluded :

'If South African libraries are to be realistic social institutions, meeting the tremendous challenge, of a growing reading population, the librarian must face up to the needs of the whole community and not limit her efforts to keeping a elite group of library users happy and un-complaining' (Sturman, 1974).

Since B.Fouché also sees his ideal library as reaching out to 'n betekenisvolle meerderheid van die leek van die gemeenskap' there seems to be some strong support for this opinion among our local professional theorists. (Fouché, 1979 : 9).

An interesting view has been expressed on the cause of the alienation of the library from its community when contrasted with the earlier subscription libraries :

'I firmly believe that the introduction of totally rate and tax supported libraries has detrimentally affected the close relation that existed between the library and the community. The larger the community the more the impersonal THEY takes over. Members no longer have that personal sense of pride in, and responsibility towards their library' (Van Deventer, 1975 : 5).

Van Deventer's article than goes on to describe how successful the establishment of a Friends of the Library organisation can be in removing this impersonal barrier, based on her experience as head of the East London Public Library.

Most recently, in an examination of the problem of non-users, C.H.Vermuler emphasised the need for involvement in the community, and he concluded :

'It is hoped that the communities we are serving in South Africa will not have reason to accuse us of sitting smug in ivory towers. Let it rather be said of us that we are constantly busy increasing our knowledge of their cultural needs; that we show genuine compassion for those needs however complex they may be; and that we are actively involved in meeting the cultural needs of our communities' (Vermeulen, C.H. 1981 : 7).

4.2.3 Surveys

4.2.3.1 Overseas

The subjects dealt with in major recent studies will also give an indication of the problems concerning the profession overseas, and while the themes may remain perennial, the emphasis may change: currently it is on 'effectiveness.'

In the U.S.A. the A.L.A. published the findings of a public library goals-feasibility study in 1972. The recommendations for a programme of action found 'wide-spread lack of recognition of existing strengths and of the potential...., gaps in what is known which require research, much of the research is little known, an urgent need for concentration on training and retraining....' To remedy these faults it was recommended that a publication and film directed at the public should be commissioned and that a programme of extensive research and investigation was required to provide needed knowledge for effective performance (Martin, A.B., 1972 : 50). This important publication was followed by the first findings of the Measurement of Effectiveness of Public Library Service Study which appeared in 1973. The inadequacy of the old measures, based largely on circulation and the need for new measurement criteria which would be user orientated and would therefore have value in evaluating the service from the users' point of view were central to this study. Selected criteria which measure various aspects of the public library programme were established; these criteria can be collected with minimal assistance at the local library level (de Prospero, 1973).

A handbook on the methods in use in the 1970's to measure the quality of library service and containing recommendations that have resulted from research in library effectiveness appeared in 1974 (Beeler, 1974). One of the strongest themes was 'the struggle to find ways of permitting users of library services to communicate with managers of library services' (Beeler, 1974 :viii). Further guidance on tackling an evaluation and measurement project was given in an article in the Drexel library quarterly (Katzer, 1977).

Studies of individual libraries are primarily of parochial value, but some show generally applicable trends. One such was the last volume in the studies of the Enoch Pratt Free Library, viz, Public library in a changing city, published in 1974.

The concern was with services to out-of-school non-specialised adult readers, and the distinctive contribution the library could make to improve the quality of urban life in the period ahead. Serious concern was voiced at the preference of many readers for non-library sources of reading material and at the continued drift away of library users. The remedy was sought in a 'planned and conscious shift from the supply function to an information and professional advisory function (Martin, L.A., 1974 : 85).

Another major study was that of the Chicago Public Library in 1969; this was the third such study ever done, the earlier reports having been in 1916 and 1939. The emphasis was now on adaptability, usability, flexibility and multi-media. The need for goals and principles was stressed :

'without this animating force, an agency becomes bureaucratic following established patterns without enthusiasm and without concern for the people served. Initiative becomes dulled, standards of performance become lax. Younger staff members are particularly affected, because they seek purpose in their work, not having become complacent through long years of experience' (Martin, L.A., 1969 : 23).

The library had not previously had a written acquisition policy but this was now seen as a necessity, and it

'should go well beyond general and unexceptional principles. The range of responsibility for reader groups, large and small, must be defined, as must the depth of resources to prevail in different subject areas. Policies for duplication must be stated, and the scope and standards for audiovisual resources set' (Martin, L.A., 1969 : 146).

A useful summary of surveys of adult use of public libraries in the United Kingdom in the period 1900 to 1976 was published by the Library Association in 1977 (Ward, 1977). The overall implications of these surveys led to some useful conclusions and suggested

'a conflict between the perceptions by the users and the perceptions by librarians of libraries and books.... There are grounds for estrangement between readers who see only what they think they need, and libraries. Readers lose by making less efficient use of the library's services; librarians could break down these mental barriers by adopting a more personal professional style and by mediating more between the reader and the bookstock' (Ward, 1977 : 86 - 87).

The middle-class predominance among library users, and the alienation of many non-users from lower social classes was a universal factor, and it was shown that 'a shift of view away from conventional demands towards the potential demand in the community' was one way to remedy this situation. Overall the conclusion was that 'in immediate terms, public library user studies should be routine management exercises rather than experiments on the fringes of librarianship, which they still tend to be' (Ward, 1977 : 89).

The issue of middle-class membership and the low image of the library were the concern of the important independent survey conducted in 1964 for the Research Institute for Consumer Affairs (Groombridge, 1964). The need for the readers to take first place was emphasised :

'The kind of stock of books and other materials which a library system holds should be related to the people living or working in its catchment areas, and the deployment of stock through its branches and other service points must reflect as sensitively as possible the tastes and needs of the people living round them' (Groombridge, 1964 : 91).

The results of a useful study of the position of the library in urban Britain was published by the Library Association in 1971. The need for the library to play a more dynamic role and go out and create a new public among the non-users was given prominence in the findings (Luckham, 1971). Official investigations by the Department of Education and Science concerned themselves with library use (G.B., 1973), staffing (G.B., 1976), and special services to the disadvantaged (G.B., 1978), and aimed to help raise the standard of services.

The most valuable recent survey was the report of the Hillingdon Project on public library effectiveness, published in 1976. The methodology developed is useful in its own right and the final conclusions drawn merit full quotation :

'Public libraries operate on a minimum level of user satisfaction, surviving largely on the good will, low expectations and relatively easy demands of the majority of users. Public libraries do not promote themselves adequately and they dismiss unmet needs as either satisfied or not capable of being satisfied, all too easily. There are considerable discrepancies between suppliers' and users' conceptions of what services are offered, how they may be used, and how they are being used. It is not the suppliers' belief that matters ; it is not even necessarily the truth that matters ; what counts is the library service that the public believe they have. Most importantly, public librarians must abandon impossible attempts to separate 'real' needs from mere wants or desires, before they can start to measure genuine effectiveness. If you can make your own decisions about what constitutes a need, you can nearly always prove that you are satisfying all needs. This will simply perpetuate the discrepancy between the librarian's library and the public's library' (Totterdell, 1976 : 133 - 134).

4.2.3.2 South Africa

The only recently published general survey of South African libraries, as opposed to user studies (cf 4.2.4.2.), that could be traced was the study by T.Friis published in 1962 (Friis, 1962). Since this was completed in 1955 when the Cape Provincial Library Service was just getting off to its second start the information is now of primarily historical value and it is not relevant to our present purpose. Back in 1964 a useful set of questions to help librarians evaluate their service and its short-comings appeared in South African Libraries (Fouché, 1964), but it is not known if any libraries ever tried the test, or what they found. The lack of scientific assessment of the performance of local public libraries is noteworthy, especially when compared with the overseas example.

4.2.4 User studies

4.2.4.1 Overseas

On an historical note, and in order to give perspective to the contemporary picture, it is relevant to note certain important pioneering studies on readership which were conducted independantly of one another by W. Hofmann in Germany (Hofmann, 1931), Rubakin in Russia and Switzerland (Simsova, 1968), Q.D. Leavis in England (Leavis, 1932) and Torfs in Holland (Torfs, 1943). In the U.S.A. the Graduate Library School of the University of Chicago has continually conducted readership research projects since it was established in 1928, the first report being What people want to read about (Waples, 1931). Hofmann did extensive research on the reading behaviour of 38585 readers and found that considerable differences in the reading preferences of the different sexes, age groups and social status groups existed. The reading needs of women, were then studied further. Torfs' work in Schoten was based on Hofmann's methods.

Prominent among the recent contributors in the field of user studies has been Douglas Zweizig who examined the subject in depth. He concludes that

'the old model of user studies - the identification of who uses the library and how much - has been pushed as far as is helpful. In the context of the new arena of public librarianship, the demand is for designing new services, not continuing the old; for being accountable to diverse community groups, not simply retaining current users; for justifying even those continuing programs not currently threatened. This arena demands an intricate understanding of the meaning of library users or of the users of any information service.... Once the question was "How much use is made of the library?". Currently the primary question is, "Who is the user of the library?" It is suggested that the questions for the immediate future must be : 'What uses are made of the library? What uses could be made of the library?'" (Zweizig, 1977 : 252).

Another important American contributor in this area has been P.H. Ennis. His identification of the differing problems of specialised and general audiences and how these are represented in user studies has influenced later researches (Ennis, 1964).

The need to improve the methodology in approaching user studies, which the author claims have tended to use 'the inherently subjective techniques of interviews and questionnaires', was pointed out in a recent article in New Library World (McMurdo, 1980). He goes on to call for 'more objective studies', and 'the development of methodologies which will allow us to diagnose a users' information requirements as accurately as a doctor might diagnose his physical ailments' (McMurdo, 1980 : 85). Some good suggestions for research into non-users were given in a recent book examining the role of the library (Sykes, 1979 : 125 - 35).

Recent research by a British sociologist, P. Mann has produced some interesting, and depressing, statistics on reading and library fiction loans. He summarised his findings at a weekend school in 1980. The figures on how often people read merit quotation :

Table 4/1 : Statistics on frequency of reading			
	MEN	WOMEN	ALL
	%	%	%
Several times a week	32	36	34
Once a week	7	7	7
Occasionally	13	15	14
Hardly ever	13	11	12
Never read books	36	31	34

(How often do people read? Euromonitor, 1978)

Comparisons were also drawn between male and female reading and between husbands and wives. The recreational role of fiction in public libraries was again confirmed (Murtagh, 1980).

4.2.4.2 South Africa

The work being done in Leipzig by Hofmann in the thirties was reported by Murray in South African Libraries (Murray, 1938; Murray, 1939). This interest was pursued by P.C. Coetzee who's ideas had wide influence through the numerous students who attended the library courses he gave at the University of Pretoria (Coetzee, 1961; Coetzee, 1977).

Some recent studies were located. The major research, by Fouché, dealt with the leisure-time reading habits of Afrikaans people in Johannesburg, and found: 'die vryetydse leesgedrag van Afrikaners in Johannesburg is baie nou verband met posisie in die maatskaplike stratifikasie sisteem' (Fouché, 1974 : 164). The Johannesburg area is not served by the provincial system but these conclusions could presumably be of general application to the rest of the country.

Then there was the user study in Pretoria North by J. Mulder (Mulder, 1971). The results of a research project on the role of reading and libraries in the socio-cultural life of urban blacks in Pretoria, conducted by Unisa (Fouché, 1977), have not yet been published.

Small localised investigations, like that into teenage reading in some public libraries affiliated to the C.P.L.S. (Ahrends, 1977), have no doubt taken place but the findings have not often been published.

A further study was a profile of the users of the Durbanville Public Library a large peri-urban library affiliated to the C.P.L.S., and therefore directly relevant. The most revealing conclusion reached was that even in this community, where more than fifty per cent of the borrowers had some post-matriculation qualification, 94,2% of the borrowing was for recreation (Cilliers, 1978).

Also of direct application to public libraries was a readership survey conducted in two parts in the Orange Free State. The first, among library members in 1971 revealed that there were two categories of library users; an active group and a passive group. The active group were readers of light fiction who make little use of the reference section or special request service. They were also relatively more satisfied with the available stock. The more intelligent group were the passive users, but an attempt to relate the two types to variables of sex, home language, age, profession and personality characteristics found no correlation to be possible (Fourie, D.P., 1973a).

A second study was conducted in Welkom in 1972 into the library use and literary tastes of both members and non-members of the Welkom Public Library in order to be able to compare the two groups. The conclusions drawn were that about half the white population were library members, that members and non-members were not distinguishable in terms of emotional stability, that a higher proportion of the English speaking group were members than non-members, that a larger proportion of the better qualified than the less qualified inhabitants used the library, that those non-users who did read had a poorer reading taste than the library users (Fourie, D.P., 1973b).

A further study into reading habits and public library use in the Orange Free State to 'bepaal watter plek lees en ontspanningsaktiwiteit in hierdie vryetydsbestedingspatroon inneem na die instelling van televisie' was to take place in 1979 (Leserkundige... 1978), but no results have been published to date.

Mention was made of a planned study to be conducted in the Cape Service but this does not appear to have ever materialised (Albert, 1962 : 7 ; Cornelissen, 1962a, 1962b).

The most recent listing of theses completed since 1968 and those registered at the time of writing (Kruger, 1980 : 75), includes user studies among special groups, like long term prisoners by H.J.M. Retief, (Kruger, 1980 : 75), but considering how much research goes on continually overseas relatively little has been tackled locally. The studies that have been conducted confirm the predominant use of the public library for recreational reading.

4.2.5 Educational role

4.2.5.1 Overseas

The latest thinking on the generally accepted educational function of the public library will also be of value in this literature survey. The recent revival of interest in the work of Rubakin has drawn attention to the unique contribution of his pioneering studies in bibliopsychology. In all his work Rubakin was directed by helping to guide readers in their education, their mental development, the enrichment and improvement of their personality' (Simssova, 1968 : 24). In 1937 he was already saying 'self education is becoming a strong inner force which is in conflict with education imposed from outside' (Simssova, 1968 : 9).

The importance of the educational role of public libraries was once again stressed by a leading American theorist of the forties, viz. Leon Carnovsky (Carnovsky, 1944 : 10), and the individualism of the library in the self-educative process was still being emphasised by Shera three decades later (Shera, 1972). Surveying the historical role of the public library in adult education and its shortcomings, R.E. Lee made suggestions for improving the libraries' educational responsibility (Lee, 1966).

Reporting on an inquiry among public libraries in 1967 concerning their adult education activities, Warncke pointed out that 'the great bulk of the activities reported is neither purposeful nor continuing and cumulative. At best it is a cafeteria - offering of materials.... contributing only incidentally to the continuing education of those who form a passive audience, or even take part in a question or discussion period' (Warncke, 1968 : 12).

More recently the new impetus given to adult education by the British Open University and Adult Independent Learning Project movements have resulted in fresh approaches to the library role.

Reviewing American developments, Beckerman comes out in support of open university programmes, and sees it as part of the public library's responsibility to promote the education of the individual (Beckerman, 1975). Across the Atlantic Brian Groombridge in a stimulating address to the Centenary conference of the Library Association in 1977 outlined new approaches that could be pursued by libraries. These included measures that would meet the needs of new users more than half way, tying the public library in with developing teletex systems, depositing book collections in work places, especially those of 'people for whom going into a library is not the most culturally comfortable thing to do', giving users more helpful guides to the library resources on the lines of those produced by the British Open University, establishing solidarity with the independent learner by providing purposeful learning schemes produced in collaboration with other educational agencies, and finally, investigating newspapers and broadcasting programmes as a basis for open learning systems as some enterprising American libraries had done (Groombridge, 1977).

The traditional involvement of librarians in the field of informal adult education and, the need to revitalise the role of readers' advisors was stressed by Anne Irving, who had found the librarians being left behind in the latest developments (Irving, 1979).

In a description of the most recent developments in open learning, which he describes as being 'about flexibility and the needs of the individual', Stephen Drodge covers the flexi-study scheme devised by the National Extension College and the American Adult Independent Learning Project which involves librarians even more directly. He feels that the Recurrent Education Programmes which include vocational training for older people can form an important partnership link with libraries in making a useful contribution to society (Drodge, 1980a). A discussion of the problems created in public libraries by the demand for the various categories of study materials needed by the Open University students shows that off-campus student provision is a world-wide dilemma, and the remedy of regular contact with the institution is essential. The basic problem of diverting funds for the needs of this small core of students at the sacrifice of the rest of the potential borrowers can only be resolved if supplementary financial aid is provided (Green, H.R., 1976).

Before leaving the subject of education mention should be made of the increasing disillusionment with the results of the formal education system as it has evolved in the West. Iconoclasts state their case strongly, but often give warning of where angels will later tread. R. Albert was Professor of Education at Harvard University until he dropped out, and as Baba Ram Dass he now moves outside established academic circles. At a lecture at the Messinger Foundation in 1970 he gave interesting insights into his new approach to the education process. He emphasised that education was something 'we can only do to ourselves', and that the most the educator could do was to provide an environment in which 'the individual can do it to himself' (Baba Ram Dass, 1973 : 105).

Ivan Illich is also now working outside the conventional educational framework but he argues persuasively for the disestablishment of schools as we know them, particularly of the total inability of the Third World to ever be able to afford or use the form of schooling which is a product of white middle-class industrial society; his views command attention (Illich, 1971).

The deschooled society he foresees, where genuine learning will occur within the everyday social framework, presupposes a very real role for libraries as was described in a recent American article which encourages librarians 'to actively fight for providing all who want to learn with all reasonable available resources at any time in their lives' (Flanagan, 1974). There has been more support from librarians for drawing clear distinctions between formal education and the role of public libraries in self-education. Thompson pointed out that whereas education was directed at instilling social conditioning and conformity a library does not promote any pattern of conformity or behaviour; 'so long as they can avoid becoming agencies of the state libraries provide a corrective : they are a constant subversion, a perpetual guerilla movement for freedom' (Thompson, 1974 : 62 - 3).

There was more support for the ideas of Illich in an article which sketched the difference in ideologies between libraries and schools (Stokes, 1977). An offering by E.G. Mason which discussed coming changes also warned

'we can expect within the next ten years a decline in the general prestige of formal education as it becomes clear that it cannot perform the miracles we daily demand of it. With this decline will come a new realization of the possibilities in self-education, and an increase in the number of responsible adults seeking education by whatever avenues they can get it' (Mason, 1972 : 3119).

The final thoughtful word on the matter can best come from Illich himself: 'libraries are not used because people have been trained to demand that they be taught' (Illich, 1973). A move in the U.S.A. towards combining school and public libraries (Berry, 1979a), and discussions of the place of the public library among the older educational agencies (Garrison, 1973), are also of interest.

4.2.5.2 South Africa

The importance of the educational role of public libraries was stressed in the early arguments for expanding free services. An enthusiastic article by Stirling personified this attitude (Stirling, 1936). On his return from North America Immelman described the activities of the readers' advisers in promoting adult education (Immelman, 1939). The factors militating against the adult education movement in South Africa were outlined in a paper by an educationalist addressing the Cape Branch of S.A.L.A. in 1941 (Malherbe, 1945). In similar vein, an adult education officer delivered a paper at the 1948 S.A.L.A. conference encouraging close co-operation between the librarians and education officers (Van Reenen, 1949). The role of the public library in 'helping to educate a nation' was the theme of the opening address to the 20th S.A.L.A. conference in 1965 (Pellissier, 1965).

Thus the provincial library services started off with an enthusiastic mission. Their failure to realise these goals emerged fairly early, and by 1948 H.M. Robinson was already describing the reality of the situation after a few years experience in the Transvaal Service (Robinson, 1949). P.C. Coetzee concerned himself with the problem in two discursive articles in the 1960's (Coetzee, 1966 ; Coetzee, 1968). In view of his influence as a teacher it is of interest to note the distinction which he drew between education and enculturation : 'enculturation differs from education in the strict sense of the word, in lacking the marks of deliberateness, of external or internal compulsion as well as by its spontaneity' (Coetzee, 1966 ; 31).

The subject was again raised in the recent public debate of Afrikaans stock in provincial services (cf chapter 3.9), and in one contribution the need for more reader guidance to combat this failure to fulfil the educational function was stressed (Broeze, 1979).

Co-operation with formal education agencies has a long history from the early activities of the Germiston (Carnegie) Library under Stirling (Thomas, 1978 : 385 - 7), and even after school libraries had been established some public librarians continue to advocate the provision of study facilities as well as books for scholars (Hill, 1973). The Johannesburg Public Library have made special provision for scholars and have as a result attracted many young people into the library (Hill, 1973).

The development since the 1950's of different organisational structures in the four provincial administrations to service their school libraries is an issue divorced from the principle of school library and public library complementarity. It should be mentioned that in the Orange Free State the school library service is given by the Provincial Library Service organisation.

The success of the pioneer project in housing the Unisa library within the East London Public Library deserves special mention, as a large number of students are in this way being brought into contact with the whole spectrum of public library services (East London, 1979).

A new development is that the East London Public Library will be housing books to be used by students enrolling for courses at the Rhodes University satellite campus in East London as from 1981.

The provincial library services have also encouraged local libraries to cooperate with schools in providing services for scholars (Vermeulen, M., 1979).

A useful account of the problems which beset a public library such as that of Bloemfontein in providing information services to scholars and students, and the need for large reading or study rooms to accommodate black students in the near future, was given by P.J. van der Walt in a paper he contributed at the symposium on The public library in the eighties held in March 1981. He emphasised the importance of such a service and closed with the thought, 'the children and students of today are the taxpayers and tax spenders of tomorrow - the impression they gain of libraries and their services today is the image they are going to support tomorrow' (Van der Walt, P.J., 1981 : 12).

Some reference to educational programmes in libraries was traced, as for example a recent series of lectures at the Bellville Public library (Raakvlakke, 1981); however no record of discussion on this role could be traced, and despite the increasing popularity of summer schools and other adult education activities, no concerted, planned cooperation with the agencies providing these courses was traced in affiliated public libraries. East London Public library once again stands out with the Rhodes University Summer school being held in the library (East London, 1979).

4.2.6 Information role

4.2.6.1 Overseas

This traditional public library function has also taken on a new aspect in adjusting to the changes in society. Surveying the research needs of such services Zweizig declares that the emphasis must once again be given to both present and potential users of the library : viz 'comprehensive research of the user in his complex information environment is essential and until this is done the services will continue to falter' (Zweizig, 1976). A useful manual for investigating and identifying the information needs in neighbourhoods was compiled by the School of Library Service at Columbia University (Community media... 1975).

The need to distinguish between in depth services for specialist information needs and the level of popular librarianship for general needs was made in one of the papers reprinted in Public library purpose (Jones, 1971), while another contribution from Western Australia advocated an active programme of providing social information needed by the community (Sharr, 1974). There are other agencies arising which are showing the way community information needs can be met, one such is COMCOM, the Community Communications Group, which is tied in with local broadcasting stations. An appeal was made in the Library Association record for libraries to contact their local group and cooperate in furthering the mutual aims of the two agencies (Libraries central role, 1978).

These were (a) that the service should operate within the total context of overall library goals and objectives, (b) that existing services should be investigated, (c) that the senior library management must be totally committed to the project, and (d) the service requires considerable effort in promotion by publicity in community channels and outreach by the staff (Walley, 1976 : 51).

An urgent plea for a new approach by the profession towards the information needs of the underprivileged and positive remedies for the shortcomings was made by Mary Lee Bundy (Bundy, 1972), and equally strong was an article on the information needs of the poor in combating the modern corporations (Blake, 1978). The A.L.A. concern with getting a National Information Policy accepted by the government was referred to by Eric Moon in his survey of significant recent American developments (Moon, 1977 : 172).

A well argued case recently appeared for providing information service on a payment basis as a way to enhance the value of the service in the eyes of the community (Giuliano, 1979).

4.2.6.2 South Africa

Informational services within the library network of the country have been a major preoccupation since the 1972 research project was launched by the National Library Advisory Council (Lodder, 1973), and the information functions of libraries was the theme of the 1971 S.A.L.A. conference. The papers presented were published in South Africa Libraries, and reflect the wide range of concerns. Two papers were of particular relevance to public libraries; viz B. Fouché discussed the non-vocational information requirements of users, that is information needed in the daily conduct of their lives, and showed that the public libraries were not being used in this way, and he made proposals that would make the information function of the libraries more dynamic. He saw citizens advice bureaux as an ideal public library activity (Fouché, 1971).

A second paper by C.J. Fourie dealt with the need for provincial library services to collect basic materials at strategic centres in order to be able to give a service to professional people (Fourie, 1971). The only general reference to such services in a provincial house journal appeared in Vrystaatse Biblioteke (Botha, 1971).

The importance of public libraries keeping abreast of developments designed to enhance the effectiveness of their information services was also mentioned in an overview of library advances (Kesting, 1970 : 69). A more cautious note on the limitations of the librarians in providing a wide range of information was sounded in another article (Ehlers, 1971), but more recently, the importance of the public libraries role in promoting an information service has received attention (van der Walt, D., 1978). Community information centres are now being researched (Garrison, 1978 ; Fouché, 1977).

Most recently, in a useful survey of the community information services developed overseas, A.R. Wells discussed the possibilities of such services in South African public libraries. She supported the idea, but foresaw the biggest problem in the provision of such a service for blacks. She concluded with the practical steps to be taken in launching such a service (Wells, 1981). At the same symposium at which this paper was read Prof. B. Fouché also stressed the need for information services, particularly to the underdeveloped people in the community to be developed in public libraries as the basic component of the whole national information network (Fouché, 1981b).

The house journals of the provincial library services had no coverage of this topic apart from an article in the Cape Librarian which was concerned with breaking down the barriers to the active use of reference books by the public (Gertz, 1971).

4.2.7 Services to the disadvantaged

4.2.7.1 Overseas

In his 1977 L.A. Centenary conference address Eric Moon pointed out that 'white middle-class people still run most libraries, and they naturally tend to gear their services to the needs they know' (Moon, 1977 : 169). Discussing 'the much older experience' of the U.S.A. he strongly advised the English librarians : 'early to get some black and brown advice; whites alone cannot find the answers to racism' (Moon, 1977 : 170). The concern with improving services to the widest range of disadvantaged groups including hospital patients, housebound and handicapped people, ~~prisoners,~~ ethnic minorities, adult literacy groups and people in deprived areas, was reflected in a working party report by the Library Advisory Council (which drew attention to good practice found and which made constructive recommendations for improving such services (G.B., 1978). A similar scope had been encompassed by a compilation which includes descriptions of outreach activities in other countries like Australia, Sweden and the U.S.A. (Martin W., 1975).

Services to the institutionalised, the elderly, and the physically handicapped were the subject of another book which drew attention to the lack of documentation about the reading tastes of the elderly but which declared that their 'overall needs, wishes and attitudes are as diverse as the entire adult community' (Bramley, 1978).

The general socio-political problems created by post-war immigrants to Britain have long received attention but only recently have the difficulties arising from the need to provide appropriate library services to these people been tackled. A useful background article which posed practical questions to be faced by librarians in such communities was provided by Peter Jordan (Jordan, 1972). More recently a comprehensive survey of the service requirements for ethnic minorities reveals some of the problems experienced, and once again emphasises that a community survey is an essential starting point (Clough, 1978).

Valuable ideas for involving the immigrant blacks, who are alienated from their own culture, in the libraries provided for them was given by a social worker attached to public libraries in London. Firstly he advised that the library be specifically geared to the culture of the relatively small area served, and that it continually try to match the library's facilities to the needs of the community. Secondly that in policy-making and administering the service there be constant consultation, research and experimentation with the readers and non-readers in the community instead of the librarians merely imposing their private notions of users needs on the community without the aid of such measures (Dawes, 1973).

In yet another article attacking the alleged middle-class bias of the public library a plea was made for the abolition of fines, since although no problem to the orderly life of the middle-class borrower, they were a serious deterrent to the use of the library by the lower-class people who it was claimed have 'no routine, no spare time or money', and so ceased to use the library after being fined (Halliwell, 1975).

In the U.S.A. experimentation by benevolent sponsors has led to some interesting independent ventures; for example over the past fifteen years more than 100 Reading Rooms established in the Detroit area where illiteracy and crime among deprived blacks are rife, have been a great success in reaching five million young students with their magazine and paperback collections (One man's vision, 1979).

Migrant labourers who move from less developed to the most highly industrialised continental countries have received special attention in regard to library provision for many years. A 1973 survey of the Danish position gave useful guidelines on the categories of material required in their native and the host country languages: newspapers, periodicals, audio-visual materials and information for migrant workers were featured. The special collections are in a central collection from which local libraries can draw on loan (Danish, 1978).

Canada has also received many new immigrants as well as migrant workers. Here too the cooperative service of the Multilingual Biblioservice operates with a central reserve of material in the seventeen non-official languages of the country, from which public libraries borrow books for periods ranging from six months to three years. Language specialists are employed on short-term contract to assist in the selection and cataloguing of materials. The shifting patterns of such communities supports the idea of a centralised stock. Similar schemes in Australia and Sweden also successfully provide for this disadvantaged group (Zielinska, 1978).

4.2.7.2 South Africa

The move to take library services on any scale to the disadvantaged sectors of the community has been of recent origin. The earliest attention was to hospital patients (Barclay, 1956) although services were only started later in affiliated libraries in the Cape (Sampson, 1973), they were encouraged where ever the need existed (Berrington, 1971 ; Tygerberg's... 1976). Similar support for hospital library work appeared in an article in Vrystaatse Biblioteke (Steyn, 1977). The possibilities in providing public library services to the blind were the subject of an article in South African Libraries (van der Riet, 1970).

The inclusion of prisons in the network of affiliated depots was encouraged (Biblioteekdiens... 1977); many were pursuing study courses during their detention (Victor... 1968), and the role of public library services in assisting prisoners was outlined by a prison official in an article in South African Libraries (Reitz, 1970). A major user study, Die leesgedrag en biblioteekbehoefte van 'n groep blanke langtermyngevangenes in Suid-Afrika is being conducted by H.J.M. Retief at the time of writing (Kruger, 1980 : 75).

Services to old people, and the importance of defining their needs were the subject of special attention in the Transvaal (Retief, 1970 ; Retief, 1971).

Depots or branches at old age homes were established much earlier (Library service... 1966), but more recently courses on retirement have been run in libraries in association with the local retirement council at Fish Hoek (Gillard, 1974) and Somerset West (Living... 1976). There was also a service to shut-in from the Milnerston Public library which had a phone contact book service (de Weerd, 1976). Thus librarians were aware of the need for such services.

The problems of providing for the wave of new immigrants from overseas, and in how far the pluricultural composition of society could be enhanced by stocking foreign language material, was discussed in an article in South African libraries (Coetzee, P.C., 1968).

Only very recently has the enormity of the problem facing public libraries in providing services to black communities been faced up to (cf 2.10), but a positive attitude with social information provision and support of adult education and literacy programmes is now advocated (Shillinglaw, 1978 : 147 - 9).

The involvement of public libraries in literacy work is dealt with in chapter 4.2.8.2.

4.2.8 Involvement in literacy

4.2.8.1 Overseas

Libraries in the U.S.A. were the first to start being actively involved in literacy work and in a 1972 survey of programmes for the disadvantaged along with the economically deprived, the physically and mentally handicapped, racial minorities, those with language barriers, including illiteracy, were examined (Brown, 1972). More explicit guidance on providing services that would serve the information and recreational reading needs, and be a learning resource centre for the adult new readers, was given in an A.L.A. publication, which also gave useful guidance on evaluating reading materials (Lyman, 1976).

Earlier programmes having failed to make headway against the problem of 25 million adult illiterates in the U.S.A., the volunteer teachers who conduct most classes were going to have to be increased dramatically, and the libraries are being encouraged to take part in identifying those in need of help and locating potential literacy teachers in the community (Kozol, 1980).

In Britain where an estimated two million adults cannot read, library response has been more recent and can be dated from the 1975 statement by the Library Association, encouraging libraries to take an active part in literacy work, and to provide more than just the reading books required (L.A., 1975). The teaching programmes launched by the B.B.C. and the Adult Literacy Resource Agency have had great impact, and some 5000 volunteer teachers were involved by 1975; these agencies often work in close association with the local public libraries (Devereux, 1975).

Surveying the position in 1979, the success attained, despite the severe problems encountered in sustaining the training, was put down primarily to the use of volunteer labour (Mace, 1979). An important new development had been the growth of local publications of working class writing which formed a valuable addition to the special collections of adult literacy material (Mace, 1979). Practical advice on appointing suitable staff to be responsible for the bookstock and liaison with community bodies to keep the impetus of the literacy movement going was given in another recent article (Tott, 1979), and a heartening picture of success in the county libraries in Bedfordshire showed that county systems were also cooperating with their local special Adult Learning Programme (Tasker, 1979).

Local level public library initiatives such as providing block loans for literacy classes, making accommodation available for classes, ensuring that the stock covers subjects being taught in local adult education classes, providing community information, booklists for tutors, information about available study facilities, are examples of action being taken without invoking official approval (Drodge, 1980b).

It is of interest, finally, to note the success of the Cuban government in tackling their enormous illiteracy problem, where one quarter of the population was past school age but unable to read; 100,000 young people were spread out over the island to teach their elders, and the claims are that illiteracy was reduced to three per cent within a few years (Ward, 1978 : 111).

4.2.8.2 South Africa

There have been isolated reports of activities in this area by city libraries like that of Johannesburg Public Library with suitable material being bought for the maids and gardeners attending literacy classes (Hill, 1978 : 26). Looking back on the T.P.L.S. service to blacks Robinson commented on the adaptations that would be needed for the service to be successful, but literacy programmes by the libraries were not envisaged (Robinson, 1970). However it was only at the 1980 S.A.I.L.I.S. conference that real impetus was given for active involvement by local public librarians in this field. The reasons for the poor use of public library facilities when they are provided for blacks has increasingly occupied the attention of the library profession, as evidenced by the prominence given to the matter at the 1980 S.A.I.L.I.S. conference. It would be relevant to briefly summarise the main stumbling blocks, and how they can be removed.

Wide spread literacy is obviously an essential precondition for adult use of libraries, and although encouraging progress could be reported by 1963 (Gardener, 1964 : 84), in 1978 it can still be said that 'the majority of the population have only progressed to the fringes of literacy' (Kesting, 1978 : 3). Research conducted in black townships outside Pretoria established that less than half of the adult population possessed the minimal literacy skills necessary for normal public library use (Fouché, 1977 : 4). However the phenomenal growth of the black school going youth between 1955 and 1975 and the rise of their level of literacy to where they will be able to make use of a public library service is confidently predicted for the years ahead (Kesting, 1978).

The urgent need to provide adequate study accommodation for this new public in our existing public libraries has recently been raised (van der Walt, P.J., 1981).

The practical experience of the manager of community development in the Drakensberg Administration Board in establishing libraries for rural black communities was related at the recent symposium on The public library in the eighties. The initial hurdle in the eleven townships under his control was in getting library buildings erected. Once provided the heaviest call was on a place to study, and the facilities for educational use were the overwhelming priority. He spoke too of the shortage of books in the vernacular and that publications should be encouraged. The evaluation of each communities' distinctive needs was seen as a prerequisite to any public library service to black communities (Lotz, 1981).

In a paper presented at the 1980 S.A.I.L.I.S. conference W.N. Fourie spoke of the acute shortage and urgent need for suitable bridge-material in the mother tongues of the newly literate adults and of the difficulties in providing this material locally. He then goes on to support the case for public libraries taking a more active role in literacy work, in community information services and even in publishing and bookselling as is happening overseas (Fourie, W.N., 1980).

The importance of newspapers in the lives of urban blacks and in the development of a written literature where their newspapers were until recently virtually the only outlet for literary productions should also not be lost sight of (Couzens, 1978).

The basic reason for the failure of the existing libraries to make any real impact on adult blacks was discussed by B. Fouché at the Symposium on libraries in Homelands in 1977 :

'The modern public library as we know it today, is essentially a product of western European culture. The forms and functions which the typical modern public library display, evolved in response to the particular needs and conditions existing within these western societies.

Consequently, the typical modern public library is not geared to the particular needs and circumstances of developing nations'.... (Fouché, 1977 : 1).

The public libraries serving blacks that are affiliated to the provincial library services are all patterned on the white libraries, and the selection of books is also influenced by the white middle-class culture which determines the white stock. The need for the library profession to tackle the problem of adapting these libraries in form and function was raised in an editorial in South African Libraries (Fouché, 1974).

In order to play a meaningful role in the lives of the black communities there will have to be a new approach to their libraries (Fouché, 1974); involvement in literacy work, firstly by supplying suitable reading matter to sustain newly acquired literacy skills, and secondly by supporting literacy classes. The encouragement of new as well as poor and reluctant readers is also advocated (Shillinglaw, 1981). Then the information needs of the adult black should be catered for by establishing closer links with the communities (Wells, 1981 ; Fouché, 1981b). In the absence of suitable reading materials there should be involvement by the library in neighbourhood publishing which has had such astonishing success in England with adults of limited literacy (Gertz, 1976). Then too since there are no bookshops in these communities the libraries could follow the lead of the Schools Book Association in Britain and hold stocks of suitable books for sale; there must first be book awareness and ownership in the home to stimulate library involvement.

4.2.9 Cultural and recreational roles

4.2.9.1 Overseas

The traditional preoccupation of libraries with high intellectual culture as opposed to a wider spectrum of all creative activities has been challenged in recent years. Reviewing the public library's role in counteracting the 'divisive and sterilizing effects of an elaborate class-cultured society' a professor of sociology from the University of Manchester addressing a library conference,

spoke of the need for research in helping the potential existing publics to 'find writing that is good of its kind - whatever its kind'. He examines the role of the public library in the communications revolution and concludes that the public library has been able to resist the standardizing commercial influences that beset the media, but reminds us of the barriers that keep many people away from libraries, and hence the need to broaden the range of material supplied (Worsley, 1977).

More recently the need to accommodate popular culture in the public library as a democratic necessity and reach non-borrowers was the subject of an extensive contribution to Advances in Librarianship (Stevenson, 1977).

The recreational function has usually been played down in any discussion of library objectives throughout the world, so it is interesting to see the attitude adopted in the British Department of Education and Science report on public libraries and their use. After admitting that recreation is far and away the dominant motive for the use of libraries, the findings continue :

'No investigation of library use has yet been attempted to evaluate the social benefits to be derived from reading for recreational purpose. This needs to be further explored because in the absence of such an investigation it is likely that the recreational purpose of the library may be accorded a low priority compared with other objectives which are more generally accepted. In fact, the various satisfactions that are obtained through reading which is an end in itself may be contributing significantly to social objectives' (G.B., 1973 : 62).

A defence of entertainment and a request for all people involved in education, including librarians, to acknowledge it as part of our culture and to feel a responsibility towards it, was made at a symposium on the relationship between libraries and recreation in contemporary society (Dyer, 1975).

Fiction per se is the main target in the slur on recreational reading and it is as well to remember Helen Haines' spirited defence of the value and joy to be found in reading novels: 'fiction is one of the great and continuing sources of pleasure....' (Haines, 1942 : 6), and the defence of historical novels by another authority (Shera, 1953 : 175).

Support for the literary novel, viz: ~~'the novel, there is no doubt, is~~ the glory of literature in English, and the outstanding form in most European literatures' (Stevenson, 1969 : 143), as opposed to 'pandering to a taste for "light" fiction.... which stultifies the mind of the public, frustrates any intelligent advisory work of the staff, and is the negation of real librarianship' (Stevenson, 1969 : 148), represents the view of one school of thought. An interesting study of the high issues of literary fiction in Sheffield, and another in Birmingham which revealed that only a small proportion of the borrowers had come to the library to look for a specific title or author, the majority having chosen the books simply because they looked interesting (Mann P., 1979), confirms the importance of having the literary books available on the shelves for browsers. However the serious situation facing the literary novel was reflected in statistics from a 1978 Euromonitor survey quoted by P. Mann at a weekend school held in 1980. The types of fiction normally borrowed from libraries by females gave 63% as historical, modern, romance and thrillers, while among males the preference for thrillers, war, westerns and adventure also accounted for 63% of the loans (Murtagh, 1980 : 158).

The low regard in which most librarians hold romances, very often excluding them for stock altogether, should perhaps be reconsidered in the light of three very revealing surveys about their readership and use conducted by a sociologist (cf Mann P.H., 1968; Mann, P.H., 1974). The effect of the use of books of this nature in counteracting the decline in reading among school girls is of particular interest (Mann, P.H., 1978).

On an historical note it is of interest to recall that Rubakin, who held so high a vision of the role of the public library nevertheless advocated the acquisition of bait-books (his term), for the uneducated reader (Simsóva, 1968 : 20).

The age-old controversy centering round the slogan that 'the public pays for the library so the public should get what it wants' has been taken to its limit in the Baltimore County Public Library System, where the highest per capital circulation in the U.S.A. has been achieved within three years as a result of a drastic revision of policy which moved the libraries in the direction of demand-oriented public bookstores. Such measures as priority on supplying bestsellers, reduction in the number of titles now purchased centrally, a tough weeding policy which eliminates all books that don't circulate enough, increasing paperback stocks, and the use of attractive commercial display units, sent issues soaring. Mini-libraries staffed by volunteers in Baltimore County are equipped with microfiche catalogues of the entire holdings, and there is a free information service hot-line to the information desk at one of the main branches to cater for reference queries. Despite some criticism the success of the approach is evident, and as the Director explained : 'I want to get people to read - it is a civilizing influence. But the way to get them to read is to get them exactly what they want, even if it means comic books' (Davis, 1979).

The professional reaction to the account of this system was interesting; an editorial in Library journal argued the case both ways but came down on the quality side of the issue, despite the subjectivity of the value judgements implicit in building a book collection 'that can lead readers to new discoveries and old truths, to a richer reading life, as often as it follows those readers down the path to popularity's familiar and safe tastes' (Berry, 1979).

The staff of the Baltimore County Public Library participated in a high interest debate on how libraries should adapt to user demand, and strongly defended the indisputable success of their operation in bringing up circulation. Many viewpoints were stated and the exchanges make stimulating reading (Special report... 1979).

4.2.9.2 South Africa

The predominance of the recreational function has been confirmed by user surveys (cf 4.2.4.2) and was also discussed in the recent debate on Afrikaans fiction stocked by the provincial library services (cf 3.9). The provincial librarians participating in the debate confirmed that this was so and saw little likelihood of change. The predominance in the stock of the very lightest of recreational reading in the form of the Afrikaans club books has now become a matter of wider concern and developments in this regard will be of interest (cf 3.9.5). The reactions of the authors of these club books to the criticism show how wide a gulf exists between them and the literary writers, and how strongly they feel about the spurning of their writing.

Since these are at present the most widely read Afrikaans authors provided in provincial library stock their views and emotional reactions are of interest (Kruger, 1979 ; Van Vuuren, 1979 ; Oberholzer, 1979 ; du Plessis A., 1980 ; van der Westhuizen, 1980). Interestingly the provision of very light reading in English was earlier reported as being gradually reduced in the Cape Service (C.P.L.S. Annual, 1966 : 7).

The shortage of well written Afrikaans books at the general reader level is a very real problem (Rousseau, 1975) and until this is overcome the gap between the literary novel and the club books will remain.

The ideal library service to which we should aspire was recently described by B. Fouché as meeting the following cultural needs :

'Die kulturele behoefte van die mens om hom voortdurend te orienteer binne die kulturele gemeenskap en identiteit gedurig te beleef.

Vryetydse lees (selfs uit blote verveling) kan tot op groot hoogte na hierdie kompleks van behoeftes teruggevoer word. Bevrediging van hierdie behoeftes beklemtoon die funksie van die openbare biblioteek as kultuursentrum' (Fouché, 1979 : 9).

Interesting ideas for a new approach to services to the general reader with a different arrangement than the formal scholarly subject classification, and emphasis on 'user-friendly systems' were presented in a paper at a recent S.A.L.A. conference (Shillinglaw, 1978 : 142 - 6). Such a reader interest arrangement in use in Detroit was recommended for social library services by C.J. Fourie, currently Director of the Natal Service, in his thesis for his master's degree (Fourie, C.J., 1970).

The encouragement of readers circles throughout the country areas has been actively encouraged by the O.F.S.P.L.S. (Botha, 1967 ; Donaldson, 1977). The C.P.L.S. had reported active circles earlier (Leeskringe... 1965 ; Weereens... 1965), but nothing could be traced more recently in their house journal. The recent publication of a guide to starting and running such a readers circle should provide further support to this important activity (Blignaut, 1980).

The active role played by friends of the library groups in promoting cultural activities in some libraries deserves mention. East London Public library has strong support from the community for the numerous lectures, concerts, craft demonstrations and film shows that are sponsored by the Friends of the Library (Van Deventer, 1975 ; East London, 1979 : 2). This community support had its origins in a modest earlier library circle (Van Deventer, 1968).

4.2.10 Library management

4.2.10.1 Overseas

The dominant concern in library management literature in the seventies has related to 'accountability'. As the more economical larger networks have come into being, and as economic pressures have increased, the call has been for librarians to come out of their professional seclusion

and answer to government and taxpayers for their performance. Typical of such attitudes is the following statement :

'The existence of more and better organised kinds of pressure groups is now beginning to create a climate of opinion in which librarians as public servants, will have to answer more directly for the services they provide. The notion that value for money is the right of the consumer is now well established, and exposure of bad values and of petty officialdom in the press and on television, leads many more readers to demand satisfaction or alteration of our policies. Sooner or later, most of us will encounter an official, or semi-official body that wants to alter some aspect of library provision, or who will be angry at the way in which we have spent their money' (Walters, 1979 : 17 - 18).

The American Public Library Association set up a study in 1971 on the Measurement of Effectiveness of Public Library Service, and in 1973 a preliminary report appeared. In this the warning was clearly given :

'The point has now been reached where traditional arguments for public support of expanded service are not as meaningful as in the past, and do not evoke as strong an emotional response. Indeed, a negative reaction could develop if strong popular pressures demand a higher priority for certain other social services. Such a trend already appears to be emerging as libraries are being forced to compete with other vital public services for revenue sharing funds. Also the present inflationary spirit has driven costs to unprecedented levels. As a result, budget officials are less and less willing to accept the values of library service on faith alone and are pressing for accountability in terms of performance measures' (de Prospero, 1973 : 1).

The changes in local government in Britain in 1972 naturally affected public libraries which were brought firmly into the management structure of their local authority, but the expected expansion of the sixties did not materialise. In his introductory contribution to the reader entitled Public library purpose Totterdill warned :

'Today, financial support, never too secure, is diminishing at the same time that costs of operation continue to rise. Societal changes shaking all established institutions to their foundations also threaten to engulf the public library. It's most enthusiastic supporters are hard pressed in the face of the harsh, cold, scrutiny of rebellious taxpayers. The public library is further endangered by the emergence of new services, agencies, institutions - apparent competitors, threatening to replace it' (Public library purpose, 1978 : 12).

The need for management skills and techniques has been stressed. That carefully thought out objectives were a prime requirement for proper management was emphasised (Jefferson, 1969), and more recently the management by objectives approach for libraries was clearly explained in an article in Studies in library management (Jones : 1979). However a warning against adopting such general management systems too uncritically, i.e. without acquiring the specialised knowledge and skills required to make them work well, was given in Library journal (De Gennaro, 1978). The adoption of a commercial management approach to solving the problems confronting British libraries was also evident in a paper on the future of public libraries given at a weekend school held by the Public Library Group (Brown, R., 1978).

Another major concern has been the threat to free libraries as a result of economic pressures. Philip Gill warned of the danger in his Presidential Address to the Library Association (Gill, 1977 : 119). Eric Moon, in turn, spoke of similar threats across the Atlantic in his Centenary conference contribution (Moon, 1977 : 172). The need to alert both staff and their local authorities to the harm that could accrue to society if public library services,

which represented the best value of almost any local government service, ceased to be free, was raised in an article in the Library Association record (Stoakley, 1977). But in the U.S.A. a persuasive case was made out for user fees for selected services like the supply of bestsellers, as the economic pressures on local government were now such that fundamental services would suffer unless supplemented by public pricing for selected library services (Gell, 1979a ; Gell, 1979b).

With the closer and more formal ties into the public service there has also been interesting discussion on the libraries professional position as opposed to his bureaucratic employment. Thompson argued the case for 'an elite profession; of well-educated people who occupy themselves with truly professional tasks in a democratic framework, as opposed to the present reality where so many so-called librarians are clerical officers bureaucratically organised' (Thompson, 1974 ; 92).

When John Kenneth Galbraith addressed the A.L.A. conference in 1979 he spoke of the conservative revolt, the central thesis of which was 'that public services, publicly paid for, are deeply in conflict with human liberty;' this was fired by resentment at paying taxes when 'the people who pay the most taxes and the people who depend the most on public services are not the same.' He then put forward six basic rules by which public servants, including librarians, should be guided;

Professional and political assertiveness, increased efficiency and better performance were central to his rules (Galbraith, 1979).

The inevitability of libraries being bureaucratic in form has been pointed out (Lynch, 1978). However, in another article it is argued that there is a direct relationship between high professional status and high professional authority in bureaucrasies, and librarians are required to improve their image in the public's estimation by expanding their humanistic and scientific knowledge; thereby they would attain the required status to have decision making rank in the bureaucracy (Kaplan, 1979).

A salutary warning on the dangers which could follow on becoming alienated from the wishes of the establishment came from a young British librarian :

'As the community librarian becomes more closely involved in community affairs, he or she may feel the dilemma of the public servant caught between the conflicting pressures of the customer's needs, and the professional expectations of his employer, the state. We have been trained for instance, to identify with the needs of our users. But the librarian who identifies too closely with those needs, or identifies instead with the needs of non-users, may come to be re-garded as slightly suspect' (Stokes, 1978: 135).

The most recent of the valuable surveys of current concerns of librarians in the area of management occupied itself primarily with the tensions between the professional and management images of the librarian (Studies in library management, 1979).

There has also been an increasing call for democratising the control within the units of library service. Thompson came out against the traditional hierarchical structure, and wanted to see specialist librarians involved in all important decision making. He felt that 'any systems which permit a chief librarian, no matter how competent, no matter how up-to-date, no matter how enlightened, to be the sole authority is bad and dangerous' (Thompson, 1974 : 38).

Emphasis has also been placed on effective communication, using the methods adopted by management science to keep them involved and in communication (Baumfield, 1970).^o

4.2.10.2 South Africa

Here, too, the accountability factor is of late receiving attention (Shillinglaw, 1978 : 139 - 40), and there is talk of management by objectives, for example in a paper by M.H. van Deventer read at a symposium for Library middle managers, arranged by the Western Cape Branch of S.A.L.A. She made a number of points of particular pertinence, including the need for public libraries to improve their standing in the municipal hierarchy.

They needed to understand the purpose of the library, to have clear objectives, and then to define the libraries' functions and activities. She stressed too the importance of staff motivation and training to have an effective work team. She outlined the progress in overseas public library management and gave valuable guidelines for the effective management of a library of any size (van Deventer, 1979).

The administrative problems confronting our public libraries were discussed in the contribution by F. de Bruyn to the recent symposium on The public library in the eighties. Uncertainty about the exact responsibilities of the provincial library services and those of the affiliated local authorities had resulted in confused control. Then the place of the library in the hierarchy of the local authority structure and the lack of background about the library among the town councillors needed clarification. He also described the problems in attracting quality staff to public library work where there were no long term career possibilities, and stressed the need for in-service training. The affiliated libraries had the additional detraction in that these libraries only performed certain professional functions the others being carried out by the provincial library staff (de Bruyn, 1981).

Other papers at this symposium dealt with the financing of public libraries where the heed for research was emphasised (Fourie, C.J., 1981), and the cost of free public library services to the ratepayer who carried the resident non-ratepayers and peri-urban 'parasites' was described by the town clerk of Kloof (Hattingh, 1981). The possibility of certain services no longer being free in the future was developed in yet another paper (Westra, 1981), and this concept was supported by the President of S.A.I.L.I.S. in his opening address (Fouché, 1981b).

The East London Public Library introduced the first, mechanised issue systems in a South African public library, and this incorporated information on readers interests based on classification data in the borrowers' file (van Deventer, 1971). Unfortunately the system is not compatible with any form of networking on a wider scale, but

the success of the installation in releasing staff who could then attend to giving the public a better service was recently stressed (van Deventer, 1981).

4.2.11 Staff and their education for rural library services

4.2.11.1 Overseas

This is a vast topic, which is largely beyond the scope of this thesis. However the attitude of the authorities who govern library services towards the training of staff in rural public libraries is of such pertinence that it cannot be overlooked.

The poor service which results from a lack of professionally qualified staff at the local level has been reported in many papers; most pertinently in a recent study of book selection in an American county system (Kelly, 1973 : 70).

In-service training offered by these centralised systems in the form of workshops are not well attended without some inducement (Kelly, 1972 : 36).

The need for continuing education which would be both effective and result in improved status was the most important conclusion of a paper summarising the problems raised at a seminar on Public Library circumstances and prospects held at the University of Chicago Graduate Library School in 1978. Useful guidelines are provided on the planning of such a continuing education programme (Wedgeworth, 1978).

The position of librarians as professionals has also received attention. Surveying the problem recently L. Asheim suggested that : 'we may wish to concentrate on those professional goals that have withstood the critical scrutiny of the 1960's - client - orientation, special knowledge enlisted in the service of people, public benefit before private gain, for example - rather than on the symbols of particular occupational prestige' (Asheim, 1978 : 253).

4.2.11.2 South Africa

The importance of professional education for the library workers serving rural public libraries was stressed by the pioneers who debated the proposed provincial library systems in the thirties and forties. The Interdepartmental Committee found that complete university courses were not yet warranted and was concerned more with training school teachers in library work (S.A., 1937 : 25). The Cape Provincial Advisory Library Committee, again, emphasised the need for all rural public librarians to attend at least two vacation schools of fourteen days each within the first four years of their appointment (C.P. Advisory, ... 1944 : 21).

The Standards for South African public libraries stated that the attainment of the objectives set would require 'employing qualified staff who have undertaken professional training in a library school or other accredited institution. Only by making available to the public the services of professionally trained personnel can library resources be properly exploited' (S.A.L.A., 1968 : 16).

In the section on staff, however, no strong guideline is given beyond a general statement that

'the staff must be of the temperament and have the education, training and experience for the successful selection and organisation of materials and be able, as well, to promote their use to the fullest advantage of the community' (S.A.L.A., 1968 : 30). Beyond the suggestion that 'local authorities should encourage library workers to improve their capabilities or acquire academic and library qualifications by granting them time off to attend lectures, and by providing the necessary study materials' (S.A.L.A., 1968 : 34),

the need for professional staff in public libraries is left vague. The urgent need for the updating of these Standards is thus once more underlined.

The standards laid down by the individual services also do not appear to be being enforced (cf 5.8.3), and in a recent talk to town clerks in Natal on staff selection the only reference to qualifications was in an aside, 'it is interesting to note that a population starting at 5501 should have a qualified librarian.' (del Vecchio, 1979 : 11).

There has been a strong move for the professionalisation of librarianship during recent years, notably at the 1975 S.A.L.A. conference (Zaaiman, 1976) and at a symposium held in 1977 (Continued... 1977 : 13). B. Fouché has examined the problems in achieving this professional status considering the bureaucratic organisational structures within which most libraries function (Fouché, 1972). The need for the library schools to produce truly professional librarians was seen as essential to the solution of this problem (Fouché, 1979). Most recently as President of S.A.I.L.I.S. Professor Fouché reiterated the need for S.A.I.L.I.S. to now 'direct its vision and activities outwards again and with greater professionalism than ever before devote itself to the improvement and professional strengthening of library and information services on all level and for all sections of our society' (Fouché, 1981a). These points are of direct application to the staffing of affiliated public libraries. No response to this call from any of the provincial library services or local authorities could be traced.

South Africa is now very well served in the provision of library education at universities (Kesting, 1980 : 233 - 5). An important symposium on renewal in the education of librarians and information workers was held in 1973 (Kesting, 1980 : 233). No specific reference to public librarians could be traced but the inclusion of public libraries was implicit in all the papers (Mousaion, 1974).

The failure of the current syllabi of library schools to prepare students for public library work is described by van Deventer (van Deventer, 1979 : 15), and she mentions the need for closer liason between practising public librar-

ians and the library schools in improving this 'negative public library directive from the schools' (van Deventer, 1979 : 16).

S.A.L.A. transferred it's courses to Unisa in 1964 and considering the excellent correspondence courses available from Unisa since 1955 it is disappointing to see how few public librarians have availed themselves of these facilities (cf 5.8.1.3). The S.A.L.A. standards proposed that 'the government, provincial administrations and local authorities should make general provision for bursaries to enable interested young people to train in librarianship at the universities' (S.A.L.A., 1968 : 33).

In view of their considerable expenditure on libraries it is regrettable that more local authorities have not been encouraged to provide such bursaries for young people on the staff with a view to improving the quality of the service rendered. The levels (professional, advanced professional and paraprofessional), and forms (formal, continuing, in-service training and research) of education have been clearly laid down by the professional body in South Africa (S.A.L.A., 1979).

Training courses, including vacation courses and workshops have been a feature of provincial systems since their inception, and the Annual reports of the services down the years record the attention given to this need. The value of these courses in giving local library workers a sense of belonging, and the encouragement of a professional attitude have been as important as the training in specific routines. This can be seen in the enthusiastic reports of the participants in such courses (Baker, 1968 ; Venter, 1979). The T.P.L.S. have annual courses and in 1972 reported offering a different course for first, second and third year students (T.P.L.S. Annual, 1972 : 4). Thus some attempt has been made to provide a gradient of training. However the courses tend to go over and over the same ground and although this is necessary with the continual turn over of staff in affiliated libraries, as evidenced in the newspapers of the house journals of the services, the time has perhaps come when the experienced educators

in library schools could be involved, possibly through a sub-committee of the S.A.I.L. I.S. Committee on Education and Research, in advising the services on improving the professional standard of these training courses. This would be a natural development considering the earlier S.A.L.A. involvement in vacation courses before the provincial library services started financing and organising their own courses. The Natal Service does issue participants with an attractive certificate of attendance, but formal recognition of such a certificate and a financial reward built into the salary scales of local authorities could provide a spur to raise the quality of these courses.

Referring to the failure of our public libraries to provide the service for which they are equipped, B. Fouché cites the shortage of professionally educated and motivated staff as a major factor. The poor career structure and the isolationist attitude and resultant lack of cooperation between libraries result in the low image of library workers within the local authority hierarchy (Fouché, 1979 : 13 - 4).

There was a similar call for more flexible and assertive professional staff in public libraries, with more emphasis in training on the social implications and uses of public library services, in another recent paper (Shillinglaw, 1978 : 150), and it is clear that this is an area in need of serious attention and guidance from the profession as a whole.

The acute shortage of professional staff has long been a major problem for South African libraries but with the library schools now producing more than 350 new recruits annually there was concern in the late 1970's about an over-production of librarians, and in 'the present climate a real danger of unemployment for students who have just qualified' (Kesting, 1980 : 235). However the situation is reported to have eased considerably in 1980 and enrolments have generally been decreasing in both professional and paraprofessional levels.

Public libraries need to make the professional content of the jobs they have to offer attractive enough to draw

their share of these enthusiastic and motivated young librarians.

4.2.12 New activities

4.2.12.1 Overseas

Two activities in Britain which have enabled libraries to reach part of the vast body of non-users with books in a successful way deserve particular mention. These are (a) neighbourhood publishing and (b) bookshops attached to libraries. In closing his 1977 L.A. Centenary conference address Brian Groombridge drew particular attention to the use of local literature created by the people themselves in the curriculum of literacy classes. Local history, autobiography, oral history and poems were 'selling more copies in the East End alone than most commercially produced hard-covered books in the whole country' (Groombridge, 1977 : 148). When Elaine Moss toured South Africa in 1976 with the Children's Books of the Year exhibition, she spoke of these exciting new enterprises (Gertz, 1976). Many of these attractive booklets acknowledge the assistance of the Hackney Libraries and Amenities Department, and whether published by the Worker's Educational Association, The Peoples Press, The Basement Writers or the Cambridge House Literacy Scheme, all are distributed by Centerprise Publications. The activities of this vital community bookshop, which is located in the heart of Hackney, a borough in the East End of London, are described in an article in the Assistant Librarian. The emphasis is on 'free access to books as a basic right', and further, 'Libraries do not compete with bookshops and they complement each other. Books are a crucial part of our lives and most of us want them to stay with us' (Rowley, 1977).

The publishing project revolves around two groups, viz. the People's Autobiography Group and the Writers' Workshop. There is also a Reading Centre for adult students 'who are unable to read or write as well as they want to'. Among their additional services are an encouragement of school bookshops by a very simple procedure : 'we say to teachers that they should get an empty box from the back and simply fill it up.

~~When~~ When do a price count and they can take the books away with them. Next time, they bring back the books they could not use'. (Rowley, 1977). The enormous success, against all pessimistic prognostications, of this humane approach has a lot to teach libraries, for as Thompson pointed out 'no disadvantaged reader would comfortably go near a present-day library' (Thompson, 1974 : 47 - 8).

The National Book League was instrumental in the launching of the School Bookshop Association in 1976 (Hick, 1977), and by 1978 membership had risen to over 1000 (Kennerley, 1978). A magazine, School bookshop news, with relevant articles and ideas to assist those people with the interest and enthusiasm to start a bookshop in a school was issued from 1975.

A limited survey in 1978 revealed that use was made not only of teaching staff, but also of parents and children in the running of the shops (Rogers, 1978). Recognising the importance of book ownership in promoting a reading habit, the books sold through these bookshops, are obviously reaching many more children than those who are regular library borrowers. Particularly in areas without commercial bookshops these school bookshops are having an important impact.

Unfortunately the Library Association did not support the Arts Council and the National Book League in their efforts to launch experimental bookshops in public library premises (Bookshops.... 1978), but this cautious attitude may well change when the success of the School Bookshops is fully appreciated. Another interesting suggestion put forward to encourage book ownership, particularly in new towns with no bookshop, was for a bookseller to be allowed to temporarily rent space within a new library building which would revert to library use as the population increased and a commercial enterprise became viable (Berriman, 1969 : 134).

In the U.S.A. the success of a small city library's cultural outreach deserves mention. Lewiston Public Library in Maine is the headquarters for 'L.P.L. plus,' a continuing series of concerts, films and programmes by creative artists.

The scheme is funded equally by the city, the state commission and private contributions. A series of lectures and discussions on the towns' cultural heritage and current problems in the poor working-class community have proved that rural libraries can also be active in this area (Bolte, 1977).

4.2.12.2 South Africa

Little evidence of any local efforts to involve public libraries in the community needs on the lines of recent developments overseas could be found. Libraries supported by an organisation of friends of the library have had most impact. Thus for example Bellville Public library recently organised a series of lectures which were well attended (Raakvlakke... 1981).

But many libraries which previously had regular evening film shows (Fish Hoek, 1960) have abandoned these in the face of competition from television (C.P.L.S. Annual, 1976 : 11 ; C.P.L.S. Annual, 1977 : 9). An interesting co-operative venture has been organised among the public libraries in the Vaal triangle, namely Meyerton, Parys, Sasolburg, Vanderbijlpark and Vereniging in buying specialised material and in providing for the many immigrants who come from overseas to work in the area (Duvenhage, 1977).

The East London Public Library has been the most innovative, and the involvement of the community with their library has been commented on by a prominent visiting author (Gertz, 1978 : 7). So also the impact of the highly successful Book Fair in 1978 which brought a steady stream of adults and a deluge of children into the library to buy books and listen to talks and story telling sessions. It also took an enthusiastic team of visiting authors out into local schools, all under the banner of the local library, and was the most exciting recent happening in a local public library (Gertz, 1978). This Fair was repeated in 1980 with even more success (Daily despatch, 13 Ag. 1980).

The importance of encouraging book ownership as a prelude to book borrowing has been raised by local librarians. In an editorial in South African libraries the value of a personal book collection was stressed and the role of the children's librarian in advising parents was mentioned (Panegrouw, 1978). Another article, also encouraging librarians to give guidance in selecting the first books to buy for a young relation, included a brief starting list (Gertz, 1974). But the East London Book Fair is the only known case where books have actually been sold to the public on the library premises. The regular use of this library for annual summer schools conducted by Rhodes University (cf 4.2.5.2) is obviously assisted by the fact that there is no university in the city, but the idea of cooperating with academic open-learning programmes is clearly a success. Smaller ventures on these lines have also occasionally been made by affiliated libraries (Library circles, 1968).

The East London Public Library has again been a leader in arranging the location of a Unisa study collection in the library (cf 4.2.5.2). This has resulted in increasing use of the reference services, and in 1978 issues and postal requests showed a marked increase on previous years (East London, 1979 : 1), so these services are reaching new members in the community, particularly among the black people.

Other libraries may well be making some effort to engage the attention of their communities but no reports could be traced, and the overall impression is of the static institutional image decried by B. Fouché (Fouché, 1979).

The neighbourhood publishing idea can however hopefully be expected to develop following on the recent appearance of a modestly produced booklet about Elsies River, one of the areas with coloured housing estates near Cape Town (Pinnock, 1981). A short history of the area opens the booklet and the last chapter is entitled 'How you can write a book like this'. Local problems including the 'skollie' gangs are discussed. It is interesting to note that this publication was initiated by the Department of Criminology at U.C.T.

4.3 Book Selection

4.3.1 Theory

4.3.1.1 Overseas

The various readership studies conducted earlier this century by independent researchers in Europe and the United States had a considerable influence on attitudes to book selection (cf.4.2.4.1)

The classic book selection texts by McCollvin (1925) and Wellard (Wellard 1937) in Britain, and Drury (Drury, 1930) and Haines (Haines, 1950) in the U.S.A. remain the standard guides in the English language. A useful summary of the important theorists was produced recently by an Italian librarian (Lunati, 1975). Some of the early texts have not aged as well, as for example an American publication of 1940 (Roden, 1940). The practical manuals of this earlier period offer an interesting contrast with more contemporary guides; in 1939 American libraries already had book selection committees, while in Britain the most favoured practice was still for the librarian or deputy librarian to do the work (Bonny, 1939 : 38), and the volume of new books was such (cf 3.12.2) that selectors could be advised to 'reject not easily, err on the side of selection rather than rejection' (Ranganathan, 1966 : 292).

The more recent concerns have been more pragmatic, and high among those in the U.S.A. since World War II has been the safeguarding of libraries against censorship.

4.3.1.2 South Africa

The only recent contribution that could be traced on book selection was a paper read at the 1972 S.A.L.A. conference (Aremband, 1972). Based on experience at the Johannesburg Public Library, Aremband was concerned with practices followed in that service, but some general pointers to local professional thinking emerge.

Notable is the inclusion under the one hat of book selection of 'not only the acquisition of new material, but also the replacement of worn-out and missing books, the addition of older titles not already in the stock, the withdrawal of obsolete items, the reduction of multiple copies, and the selection for storage of books which are out-of-print or not in immediate demand' (Aremband, 1972) : (209-14). This is in accord with Spiller's call for a stock editor (Spiller, 1974 : 41 - 2).

The statement on the purpose of book selection as practised

at J.P.L. is also of interest; it is 'to provide the reading public with a selection of standard works and classics, and as many current publications as the budget will allow.'

Book selection, Aremband claims, is one of the most complex duties of the librarian :

'He must have an expert knowledge of his library and all its service points, as well as the community which he is serving. He must be in close touch with the demands of his readers and with current trends in reading. but firm enough not to be entirely swayed by them' (Aremband, 1972 : 209).

The Standards for South African public libraries contained the following general statement in the chapter on book stock:

'The selection of books and other materials is a matter of primary importance to the public library, and should be governed by the following factors : the objectives which the particular library has set itself, considerations of quality of the materials selected, and needs and interests of the community served. These factors are interdependent, and no one of them should be applied in a particular instance without due consideration being given to the others...'

'The selection and provision of a balanced stock should be the responsibility of experienced, qualified librarians who have regular contact with library users, and who have had ample opportunity to measure and evaluate public reading tastes and needs' (S.A.L.A., 1968 : 23).

An interesting contribution was made by Broeze to the perennial debate about the extent to which the demand for undemanding recreational reading should be provided; she compared libraries with orchestral concerts which are also subsidised by the taxpayer, but where the quality of the music performed is left entirely to the orchestra management.

She felt that librarians too should be regarded as experts in their field and allowed to select quality materials without criticism.

The dangers of a 'playing things by ear' attitude without clarity on functions, goals and policies are outlined, and a call is made for the professional staff to actually render a service in reader guidance, and through this to raise the quality and standard of the bookstock as a result: 'patrons will find that there is a great variety of books which they can really enjoy and which they can use for relaxation and recreation, even if previously they had thought of these books as being "too highbrow" for them' (Broeze, 1976 : 21 - 2).

There have been some comments on selection from staff of the provincial services but these have been described in the chapter tracing the development of the provincial library services (cf chapter 2). It is of interest to note that at the recent important symposium on The Public library in the eighties no specific reference was made to book selection.

4.3.2 Censorship and intellectual freedom

4.3.2.1 Overseas

During the forties the preoccupation in professional literature with defending democracy against fascism, citing the example of Germany where the public libraries had been taken over by the government and were serving as political agencies promoting party propaganda, was understandable (Wellard, 1940 : 193). Similarly the totalitarian communist control of the large public library systems in Soviet Russia was viewed with deep suspicion (Wellard, 1940 : 69).

In 1940 the California Librarian Association had created a Committee on Intellectual Freedom which played an important role in the post-war years (Mosher, 1959 : 50). In 1948 the A.L.A. published the Library Bill of Rights (A.L.A., 1948) and in 1953 the Freedom to read statement. These two documents with their resistance of any control of intellectual freedom remain basic documents in the professional stand against censorship pressures. They are frequently adopted as part of the official book selection policy of library authorities in the U.S.A. Also in 1953 an article by Lester Asheim which has since been accepted as a basic text on the distinction between selection and censorship, appeared in the Wilson library bulletin.

He explained :

'Selection's approach to the book is positive, seeking its values in the book as a book, and in the book as a whole. Censorship's approach is negative, seeking for vulnerable characteristics wherever they can be found - anywhere within the book, or even outside it' (Asheim, 1953 : 67).

A study undertaken in California in 1956 to 1958, which was published in 1959 under the title Book selection and censorship (Fiske, 1959b), had considerable impact, and in 1958 before its release, a symposium centred round the findings was held at the University of California (Symposium... 1959); an abstract of the report itself was among the papers presented (Fiske, 1959a). A contribution by Mosher described the very poor response by librarians to the Intellectual Freedom Committee's offer of assistance in any struggle against censorship (Mosher, 1959). The background to this timid attitude after the years of McCarthy intimidation was drawn in another paper which showed how invidiously the supposed threat of communism had undermined the national morale (Lasswell, 1959). A picture of the defensive attitude adopted by most librarians was drawn as follows:

'The rank and file librarian seemed to be a timid, cautious, compromising public servant who was more interested in peace at any price than in preserving the freedom to read' (Mosher, 1959 : 51).

Fiske's findings on the handling of controversial material in libraries were that :

'restrictions in the purchase or distribution of controversial material are more the rule than the exception... a consequence not of specific pressures exercised on the librarian from groups or individuals in his community, but result from a sense of caution among the professionals themselves....' (Fiske, 1959a : 69).

'The longer a librarian has worked, the more likely is he to be cautious in the selection and distribution of controversial material, regardless of how much professional training he has had' (Fiske, 1959a : 71).

The watchguard against intimidation continued into the next decade, and the spirit and action of this period is admirably caught in an anthology of articles from Library journal by Eric Moon who had been editor of the journal at the time (Moon, 1969). Many of these papers are outstanding contributions and include outsiders' views, debates within the profession, case histories of resistance battles and studies of the devious activities of censorious groups. In a primer published in 1970 the need for writing a selection policy as a defence against censorship was still being emphasised and the basic documents and samples of existing policies were included for guidance (Merritt, 1970). Insight into other forms of censorial pressure is given in a wide ranging collection of essays dealing with the background to book selection; Bengé points out

'that in British public libraries the main danger has not been the open withdrawal of books following objections from pressure groups but a hidden policy of censorship before the selection process starts. Such policies are difficult to detect, and it can always be claimed that books are rejected on other grounds' (Benge, 1970 : 85).

That the problem of censorship pressure is universal is confirmed by a description in Australian library journal of how a public librarian had dealt with censorial pressure within the local council, and the strategy followed to deal with the matter (Woods, 1971).

Before leaving the topic of censorship it is of interest to remember that the same resistance to official interference, or, 'authoritative institutional evaluation' as Kundera calls it, is as strong among writers in the communist countries. In a rebellious speech at the Fourth Congress of the Czechoslovak Writers Union in 1967 Milan Kundera described the new vandals as

'well off, educated people, satisfied with themselves and bearing no particular grudge. The vandal is a man proud of his mediocrity, very much at ease with himself and ready to insist on his democratic rights. In his pride and his mediocrity he imagines that one of his inalienable privileges is to transform the world after his own image, and since the most important things in the world are the innumerable things that transcend his vision, he adjusts the world to his own image by destroying it.... A Czech deputy recently asked in Parliament for the prohibition of two serious and intelligent Czech films. He inveighed brutally against both films, while positively boasting that he understood neither of them. The contradiction in such an attitude is only on the surface. The two works had chiefly offended by transcending the human horizons of the judges, so that they were felt as an insult' (Kundera, 1971 : 174).

These are remarks that could as well have been made in the West; the universality of civilised men must never be forgotten.

4.3.2.2 South Africa

The history of censorship in South Africa, which had existed since the early days of the settlement, was outlined by D.H. Varley in a contribution to an issue of Library trends devoted to Intellectual freedom (Varley, 1970).

A Board of Censors, appointed in 1931 to censor films, extended its field to printed matter of an objectionable nature in 1934 (Varley, 1970 : 142), and an amendment to the Customs Act in 1944 started the listings of publications in the Government gazette (Varley, 1970 : 143), but it was not until the Suppression of Communism Act of 1950 that politically deviant material was systematically banned (Varley, 1970 : 144).

In view of its results it is interesting to note the slight incident which led to the appointment in 1954 of the commission to enquire into undesirable literature under the chairmanship of Prof. G. Cronjé: The commission was appointed after a member of Parliament raised the case of an article in a popular Afrikaans magazine to which he took exception (Varley, 1970 : 145).

A valuable guideline for South African librarians facing increasing pressures of official censorship was provided by Varley at the 1954 symposium on literary censorship arranged by the then Cape Branch of S.A.L.A. in conjunction with a representative group of booksellers and publishers. He describes the librarians role as

'to seek, recognize and communicate an enthusiasm for excellence. The books he provides may represent all shades of opinion, but unless they are selected for their excellence.... he is failing in his duty as a librarian.... and in seeking excellence, the true librarian exercises the positive function of looking for what is good' (Varley, 1954 : 42).

He turns then to the censor who, 'on the other hand, exercises his function most truly when seeking for what is bad!' Tracing the history of censorship his comments make salutary reading :

'The extent to which a society exercises voluntary restraint or censorship is invariably a measure of its maturity, and of the maturity of the individuals of which it is composed. The Society with the strictest censorship has in history always proved to be immature, insecure or in danger of disintegration' (Varley, 1950 : 42).

Varley's final advice to librarians is to

'be true to the tenents of the profession; seek and encourage excellence; attempt to develop human personalities through the positive means at every librarian's disposal; and finally resist at every turn all attempts to curb the freedom of the individual to think and act for himself' (Varley, 1954 : 45).

Varley is the only librarian to be traced to have dealt with the topic in a comprehensive and forceful manner. It should however be noted that it was only after he had left the country that he spoke out strongly in his individual capacity.

After the publication of the report of the Cronje Commission on Undersirable Publications (S.A., 1957), the Council of S.A.L.A. sent a memorandum to the Minister of the Interior, protesting at the proposed legislation on internal censorship. The danger, particularly to Afrikaans creative writing and the danger of the by-passing of the courts by the proposed Publications Board, were stressed (S.A.L.A., 1958).

Reviewing the report many years later, and from a safe distance, Varley's personal comments are :

'In the words of Ellison Kahn, Professor of law at Witwatersrand University, whose article in the South African law journal, August 1966, constitutes by far the best account of this matter : "seldom can there have been such an admixture of scientific investigation and uncritical acceptance of unproved contentions." Basing its thesis upon Fredric Wertham's Seduction of the innocent, the Commission held with Hegel that man is unfree when acting under the influence of known erroneous ideas, and censorship therefore preserves human virtues, cultural values and democratic ideals. As Kahn goes on to remark perhaps the American writer is correct who claimed that in the final analysis obscenity is not a crime, but a sin' (Varley, 1970 : 145).

Varley also points out that up until the time of writing, the 1958 S.A.L.A. Council memorandum was 'probably the last published statement of this professional body in defence of this aspect of the rule of law in South Africa' (Varley 1970 : 146).

Theoretically, a librarian's 'treasure is accumulated with impartiality, representing all shades of opinion and biased by no religious, political or individual preferences' (Taylor, 1954 : 70), but as the Fiske study discovered in California, librarians are only human, and in Varley's words 'it must also be remembered that for those who believe that the only alternative to present policies is the loss of identity and possible extinction; the question of conscience takes another form' (Varley, 1970): 150).

M.E. Green described the very real problems in the librarian's attitude to books which are 'actually or potentially subversive of the "South African way of life", with particular reference to race relations... On this issue we shall be involved as individuals... I do not think that an impartial "professional" attitude has any relevance here. Freedom to pen, or import, writings damaging to government policy is not logically possible in the context of our present set-up. Freedom of speech is possible only in a free society. Discussions on censorship in South Africa have in this context a certain air of unreality. For librarians the professional facade of disinterested impartiality must be maintained' (Green, 1971 : 227).

The dilemma of reconciling different attitudes on censorship within the professional body presumably accounts for notable lack of protest after 1958, and it was not until January 1971 that a healthy airing of the subject took place by devoting an entire issue of South African Libraries to censorship. First came a reprint from Rapport of an article on censorship by a prominent journalist in which he states 'sensuur is 'n ingewikkelde saak met baie dimensies' (de Klerk, W.J., 1975), and the articles which follow confirm the problematical nature of the subject in South Africa. A theoretical discussion opens the issue; while supportive of the need for political censorship, viz. 'Die onverbiddelike stryd van die kommunisme teen die sg. dekadente kapitalisme vertroebel al ons argumente vir die bevordering van vryheid...' (Ehlers, 1971 : 219), the educative role of public libraries and their freedom from government pressure or ideologies is stressed : 'die gemeenskap behoort volwasse en grootmoedig genoeg te wees om sodanige vryheid en onverbondenheid aan sowel biblioteek as individue te gun' (Ehlers, 1971 : 221).

Other articles dealt with the administrative problems encountered (Green, 1971), and there were strongly critical contributions from a leading Afrikaans poet and academic (van Heerden, 1971), and in an article reprinted from The Star by a professor of English (formerly a librarian), who pleaded for a return to frankness in the treatment of sex where the value of shock in stimulating challenge and controversy was being removed by obsessive concern with social safety (Beeton, 1971).

The Chairman of the Publications Control Board who had declined to contribute an article permitted the reprint of a reply he had sent to The Star in answer to the article by Beeton. The tone of this contribution is revealing beyond its words about the attitude of the censors in saving the public from what they find bad (Kruger, J.J., 1971). An article written in defence of censorship came from a professor who is an authority on press censorship and state security and in whose opinion the danger to the state from communism necessitates political censorship. The problems in applying censorship to immoral writings were however considered more difficult as a result of the subjective judgments involved (Pienaar, 1971).

The issue closes with an article describing the attitude and activities of the Pasquino Society which keeps a watching brief on the censors to safeguard access to literature and the arts (Macnamara, 1971).

It is of interest to also note P.C. Coetzee's views on the matter in an English synopsis of 15 essays written in Afrikaans and appearing as the introduction in a recently published collection of lectures on user studies:

'Official censorship is an attempt to prevent people from reading "offensive," "undesirable" or "dangerous" matter. It has never been very effective, and certainly not as effective as the unofficial censorship by "gatekeepers", in control of media of communication (by no means restricted to mass media).

As far as reading matter is concerned preventive measures will always be ineffective as a longterm policy.

The only effective way of reducing the influence of propaganda is the education of readers in realistic reading, reading in depth and with a critically neutral receptivity. On the whole our present educational systems do not seem to produce readers with these skills and frames of mind' (Coetzee, 1977 : xx-xxi).

The only reference to the new legislation which could be traced in any of the house journals of the provincial library services was an uncritical description of the law and the practical problems which resulted in Vrystaatse biblioteke (van Wyk, 1975).

A similar cautious awareness of the problems involved is reflected in the approach of the S.A.L.A. Overall the attitude of the profession towards the subject appears to have become one of resigned acceptance of a necessity, any protest there has been has come from librarians acting in response to individual conscience as the professional body would appear to have been reluctant to be drawn into the matter. The professional silence following the even more restrictive legislation of the Publications Act no. 42 of 1974, is in contrast to the vociferous battle waged by the writers and publishers (Gordon, 1978 ; Coetzee, A., 1978 ; Lenoux, 1978 ; Human, 1978). Suffice to draw attention here to the difference in response of the American professional body to even the threat of censorship, and the timid silence of their South African colleagues.

4.3.3 Policies

4.3.3.1 Overseas

The Americans have also been the leaders in the agitation for the adoption of book selection policies. In 1955 the Committee on Intellectual Freedom and the Public Libraries Division had sponsored a work conference on book selection which came out in strong support of a written statement of book selection policy for every library regardless of size (PLD reporter, 1955). Excerpts from existing statements were included in the resultant publication. The need for such a statement was again stressed in a handbook on local public library administration published in 1964 (Bowler, 1964). A useful compilation of policy statements of public, school and college libraries,

intended to assist libraries compiling or evaluating their own policies mentioned the need for the statement to be adopted officially by the governing body and then actively to be made freely available to the library personnel and the community as a whole, preferably in an attractive printed form. The need for periodic revision was also stressed (Boyer, 1979), and this need to continually re-evaluate and revise the policy was evidenced by the experience of Brooklyn Public Library which, on finding that they were no longer in touch with their community, appointed a committee of staff members to revise the book selection policy. The policy had not been altered for eleven years and it did not reflect the radical social and technological changes of the intervening years (Bass, 1969).

The danger of a negative selection policy being used as a defensive weapon, 'as an excuse for not buying a book which for some personal reason the book selector does not want to buy', was pointed out in an article in Wilson Library bulletin (Crush, 1970). A revised edition of the A.L.A. guide to library policies was published in 1972, and included direction on personnel as well as book selection (Public library reporter, 1972). Interestingly, British librarians have not pressed for policy statements, the emphasis in their literature is on practice (Spiller, 1974), but Jefferson advised that 'selection of stock must be made within an agreed framework of policy' (Jefferson, 1969). The need for written policies was however emphasised in a recent article in New library world which reported on the findings of an enquiry into the existence of such statements among libraries in England and Wales; 115 public libraries were circulated and thirty written statements were received. The greatest problems voiced 'after finance were the adoption of some degree of centralisation in selection and acquisition, combined with participation by local staff over the wide area of a post - 1974 authority' (Apted, 1978 : 128).

4.3.3.2 South Africa

Although the Standards for South African public libraries recommended that 'each public library should have a written statement of its objectives' (S.A.L.A., 1968 : 20) there was no mention of a book selection policy. Also in a 1975 survey sent to all large public libraries authorities who selected books, not a single document emerged in response to a specific request (Gertz, 1975a).

The Advisory Board of the Transvaal Provincial Library Service, however, has been busy for some years drawing up a policy and this is expected to become available in 1981 (T.P.L.S. Annual, 1979).

The absence of any official selection policies among South African public libraries is in marked contrast to the current practice in American public libraries (cf 4.3.3.1).

4.3.4 Practices and ideas

4.3.4.1 United States of America

Two compilations containing a selection of readings, (Gaver, 1968 ; Kujoth, 1969) were followed by Eric Moon's anthology of Library journal articles from the sixties which gave a good picture of the problems being faced and the solutions offered (Moon, 1969).

Besides censorship and the handling of controversial material a major concern was with availability, for as Moon ~~so~~ tellingly put it 'I never knew an empty-handed reader who left the library deliriously happy with having found a catalogue card' (Moon, 1969 : 9). He conducted some useful 'exercises in inquiry' on the availability of popular books on the shelves (Moon, 1969 : 110 - 111). This experiment had been conducted in Montgomery County Library using paperbacks; additional copies had been bought and increased to ensure that there was at all ~~times~~ one copy of these demand titles on the shelf (Moreland, 1968). The increase in the number of copies in stock by the end of the experiment, for example from 8 to 118 of Black like me, is salutary.

Moon's views on the reasons for this shortfall in the stocking of titles are of interest :

'The principal reason why shelf collections are so frequently inadequate in meeting reader needs is that the book selection process stops too early, operates too much in limbo. A tedious and often unnecessary amount of time can be spent on the decision to include or exclude a particular title, but beyond that not much happens. The statistics that are so laboriously compiled by libraries reveal little that is helpful about the usage of specific books. Many modern circulating systems have removed even the last remnant of elementary evidence about usage from the book : the old date label. And rare is the library where trained personnel are assigned full time to the care and study of the book collection and its usage. When libraries assign the same priority to the content of the collection as they do at present to the mechanics of the collection, for example in technical processes, library collections may take on a relevance many do not exhibit today' (Moon, 1969 : 11).

The availability problem and the need to concentrate on improving supplies rather than turning to other libraries for loans, and with a practical system for determining the titles for duplication was described in an amusing article in 1975; the case was based on a college library but the principles could be applied to any library (Gore, 1975).

Original ways of meeting their goal, viz: that no borrower should wait more than a month for a book, have been devised by the Orange Public Library. Borrowers pay 10 cents to reserve a bestseller but have the choice of taking one of the additional copies in the rental collection which is free for three days but costs 10 cents daily thereafter.

When the demand has abated and copies have become redundant these are written off and get a label on the cover, spine and front endpaper which reads "Take this book with you. Please return directly to the Orange Public Library when you have finished it. No time limit or fines on this book." Collections of these books are deposited in various places in the community where people wait-in waiting rooms, banks, hairdressers, and so on. Other less popular titles are given to institutions. The library is reaching many non-library-using readers with this scheme (Sciiken, 1971).

The usually subjective and often neglected area of weeding stocks was put on a sound basis by S.J. Slote who devised a practical approach based on a core-collection of material most likely to be used by library clients. A cut-point determined by the percentage of weeding required was established by the shelf-time period of each title, and with future use based on the pattern of past use, this important aspect of collection building can now be tackled scientifically (Slote, 1975).

The handling of controversial material has been continually discussed by American librarians, ever since the Fiske study in the fifties (cf 4.3.2.1). An investigation into controversial book titles held by public, university and college libraries in the Philadelphia area in 1973 revealed that the size of the book budget was no guarantee that such material was included, and that many librarians 'suspect or dislike the unorthodox or feel compelled to ignore it because of institutional policy' (Leon, 1973 : 1089). Relevant too was the decision of a county system to stock the John Birch Society Blue Book after investigating a complaint about its not being stocked (Book selection problem, 1972).

A spirited defence of realistic fiction came from a self-styled 'problem author', Irving Wallace, who called for more courage from the 'problem librarians', when he showed up their authoritarian attitude ;

'you are used to advising and directing. You are in the business of being right, in your tight little planet, and this leads to intolerance.... above all, you do not want trouble.... you want peace and quiet and to keep the shelves neat' (Wallace, 1969).

A discussion of the dangers of the pornography of fact as opposed to the usual concern with fiction appeared in a book about choosing books for children (Hollindale, 1974 : 20 - 2), but the points made are valid for all ages.

A standard text book on book selection which appeared in its fourth edition in 1974 (Carter, 1974), surprisingly had nothing on selection for network systems. However the A.L.A. had published an administrative guide to cooperative systems in 1971 which gave advice on selection. The emphasis was on member libraries retaining their autonomy and still being responsible for selection of the local collection; it would be at the system level and in stocking the reference centre that collection building would be cooperative (Gregory, 1971 : 148). The dangers inherent in the development of larger systems which would result in the 'increased consolidation of power into fewer hands' was pointed out earlier by Crush. He warned, 'such systems must be careful to avoid too many centralized decisions. Local subordinate units should have some decision-making prerogative, not only from the standpoint of professionalism, but because they are closer to local interests and needs' (Crush, 1970 : 181).

Experiments with uncatalogued paperbacks bought in large quantities by the Oklahoma City/County Metropolitan Library service have proved these to be more cost-effective than the handback stock. Representing 16,4 per cent of the total stock they accounted for 25,8 per cent of the total circulation. An original promotion of children's reading in cooperation with a fast food chain which gives prizes to the children for reading, a books-by-mail to remote rural people, and circulating collections which include a swop category for patrons to exchange two

of their own purchased books no longer wanted with one out of the exchange collection, are all new ventures using uncatalogued paperbacks. But the most innovative of all is the use of bookmobiles in fixed locations entirely stocked with these books and for which no fines or overdues are required (Little, 1979).

Book reviewing procedures are still those set out so clearly by Helen Haines in her classic text (Haines, 1950). A 1958 study of the use of reviews in book selection found that staff reviewing was being done for most fiction (Tisdal, 1958), but for non-fiction the libraries were relying increasingly on published reviews. By 1974 a move away from oral reviews, which proved costly in terms of staff time, was noted, but the librarians still held selection meetings (Carter, 1974). The extensive use of book lists in book selection had resulted in fundamental changes in this function (Sable, 1968), but Shera warned that since their use had reduced book selection to a mechanical operation librarianship had lost much of its essential professionalism, as librarians were no longer able to make sound judgements on the value of books (Shera, 1967). A useful assessment of the leading American reviews used by librarians in selection appeared ten years ago in Library journal (Avant, 1971).

4.3.4.2 Britain

Selection practices to be followed in centralised systems and the pit-falls to be avoided were described in a recent handbook :

'The first requirement for any system of book selection is that the librarians who will be responsible for the management and exploitation of the books purchased should have a voice in the choosing of their collections. Nothing is easier or simpler than a centralised book selection system, in which the chief librarian or a senior member of staff such as a stock editor buys all the books per seul. At the same time no practice is more certain to result in unrealistic buying and to strain relations between the

~~the~~ central administration and the department or branches of the library.

The main reason for introducing a combined operation for book selection in large libraries is that heads of departments and librarians in charge of branch service points are in closer contact with shelf stock, the use made of it by readers and their potential demand. A staff joint committee is more likely to off-set the effects of personal bias or opinion and can bring a broader outlook to bear on this complex problem. It should also be noted at this point that completely independent selection by branch librarians in a public library system leads to wasteful duplication and also to the failure to acquire many books which ought to be available in ~~one~~ branch at least' (Stockham, 1968 : 75).

Jefferson also stressed the need to ensure that: 'use is made of staff whose daily contact with the public cumulates knowledge of their requirements, of material stocked and future publications.... the larger the library, the more necessary it is for selection to be administered on the principle of "delegation and coordination" '(Jefferson, 1969 : 89).

Spiller ~~o~~ also made this point :

'the days when book selection could be the sole responsibility of the chief librarian or his deputy will disappear for ever in 1974. Even in the small authorities where this approach was used, it had clear disadvantages. It failed to capitalise on the knowledge and experience of other professional staff. It failed to allow the time and space necessary for argument over the relative merits of individual titles.

And while every effort might be made to avoid personal bias, inevitably one man's blind spots can become magnified over the whole authority' (Spiller, 1974 : 39).

Not all reactions to the new centralised systems were favourable, and a biting attack on the "dehumanization" of book selection and a plea for the supply of single copies to regional or divisional libraries where local librarians could determine the copies needed for the individual units of service, was made (Taylor, 1976).

The most important publication on book selection which has appeared in Britain recently was David Spiller's practical introduction which is full of sound advice on principles and practice. He mentions the heavy responsibility on selectors considering that over the past 25 years the number of books published each year have risen by 250 per cent, and that prices have risen so alarmingly. Further he warns :

'it is very difficult for any individual outside a small, central circle in a library system to evaluate just how well the available money is being distributed, almost impossible for a member of the public, from his isolated and uninformed position. The responsibility lies squarely with those who plan an co-ordinate book selection in the area' (Spiller, 1974 : 11).

Following on the reorganised population units in Britain with boroughs of from 170 000 to 340 000 in 1964, and in 1974 with the new counties and metropolitan districts controlling populations of 250 000 to one million, Spiller sees the need for the traditional role of central libraries having to be reconsidered, with a possible reduction of stock resulting (Spiller, 1974 : 21). The district libraries with stocks of 40 to 100 thousand books would serve populations of 30000, while small libraries with minimum stock of 6000, of which a large proportion is frequently changed, and open 30 hours a week, would serve populations of 4000 (Spiller, 1974 : 28).

Other ideas put forward are that book selection meetings could be attended by librarians on a rote system, B.N.B. entries could be used for non-fiction selection, that stock revision must be continuous with funds specially set aside for this purpose as otherwise new purchases will take all the money. Spiller had expanded his views on the correct way to tackle gaps in subject coverage in an earlier article in Library world. In this article he recommended an in-depth check of the stock by investigating the available material according to bibliographies and the systematic purchase of important items (Spiller, 1968). His views on reservations are also given in the more recent text. He points out that requests for new books come from a minority of the public, however vocal they may be. The policy of no reservations for fiction or only from a fixed time after publications he views sceptically: 'it is doubtful whether the good-will lost is offset by the advantages gained' (Spiller, 1974 : 83).

Additional copies should be supplied for a certain number of reservations, and they should be supplied possibly from a central reservations pool. While student requests should be given a fast reaction, those from the 'new book minority' could be treated less urgently. He doubts the justification of supplying textbooks however, as the money would be better spent on other groups of users. Paperbacks are advocated, and on the subject of booklists he suggests that for suitable selected subjects nationally produced handout lists could be a solution, with the local lists, tailored to more specific local needs (Spiller, 1974 : 110).

The availability problem was an early concern of A.W. McClellan and his pioneering work in making books more accessible is reflected in a compilation of his earlier writings published in 1973. This collection contains ideas on a wide range of topics central to which is a user orientated service (McClellan, 1973).

Although based on a university situation in another study there were valuable findings on loan periods, the provision of duplicates, and the increase of demand in response to book availability revealed in this availability study (Buckland, 1975). The fact that the titles most in demand for inter-library loan were also the titles most in demand in local libraries, and consequently those least available for loan, was pointed out in a defence of the new Boston Spa service (Urquhart, 1975). However the importance of immediate access was emphasised in an attack of the large-scale discard policy being proposed by the government; requests were no substitute of getting the material immediately (Death or destruction, 1977). More recently there appeared a useful formula for determining the cost-effectiveness ratio, whereby the supply of multiple copies could be monitored (Tyson, 1979).

Another recent development has been the call among some young British librarians in the Assistant Librarian for more social commitment in the selection of books (Harrison, 1978). Bernard Levin replied in strong terms in an article in The Times when he decried this as 'censorship of what the socially committed disapprove of' (Levin, 1978).

The Assistant Librarian group came back with a defence of their commitment saying 'If the librarian fails the majority of the community will become alienated from the library....' (In the balance, 1978). It will be interesting to see where this controversy leads in the future.

The strict divisions between different areas of stock are being reviewed in new approaches to make certain types of books available to a wider audience. Elaine Moss put the case for picture books for older children (Moss, 1978), but the same argument applies to the barrier which denies adults the pleasure of many fine books written for children (Cleaver, 1975).

There are similarly many exciting pictorial non-fiction titles, for example those published by Usborne, that would be a welcome find for adult browsers.

4.3.4.3 South Africa

These have been described in detail in chapters 2 and 3 and are therefore not repeated here.

One good idea from the Johannesburg Public Library has been the creation of a permanent shelf display in the lending library of some of the outstanding books reputedly written for children and as a result not readily available to adult borrowers (Hill, 1978 : 23).

4.4 Rural systems and new developments in other countries

The case for libraries to serve rural communities with the emphasis on networks with strong headquarters organisations as the most effective method of organising a rural library system was put by the State Librarian of Western Australia in an issue of Unesco bulletin for libraries (Sharr, 1972).

The shortage of trained librarians would be minimised in this way while financial and efficiency benefits would result from the cooperative purchase and processing of books (Sharr, 1972). The article was primarily directed at Third World countries where the provision of services poses enormous problems; in many ways these are similar to those that faced South African rural communities fifty years ago.

4.4.1 United States of America

4.4.1.1 Organisation

It is appropriate to start here since our professional pioneers returned filled with admiration for the American public libraries they had visited in the thirties (Murray, 1937), and Borland was specifically influenced in drawing up his organisation by the models he had seen there (Borland, 1936). The overall coverage of rural services was still very poor at that time, as in 1925 only 200 of the nearly 3000 counties in the United States had county library services, and 42 of these were in California (Jackson, 1974 : 428). The struggle to provide an equal service to rural people as that available to urban dwellers still continues.

An evaluation of the services in 1980 found that ;
'the division of authority caused by the large number of local government units which are allowed to maintain public libraries seems to be a continuing problem which has been dealt with only moderately successfully by state-wide plans and cooperative systems, mainly because these programs are voluntary and local governments want to maintain their autonomy' (De Gruyter, 1980 : 522).

After returning from a study period in the United States in 1954 Friis observed that the Americans were still in the experimental stage of discovering suitable organisational structures for rural services and that their Watertown regional experiment had started five years after the T.P.L.S. had first got underway (Friis, 1959 : 3).

After he had toured America in 1957, H.M. Robinson also noted that with their strong sense of local autonomy the libraries would never permit the state government to play the same role as our provincial government had done (Robinson, 1958 : 15). The Americans had been struggling to get larger net-works of service going for many years (Merrill, 1942), and the postwar national plan had laid great stress on the need for larger units of service starting with primary county units to be formed (Joeckel, 1948); towns of more than 25 000 people were to be independant (Joeckel, 1948 : 37). Federal aid to libraries gave the systems life.

The organisation patterns which were developed varied between consolidated systems, area federations, state-supported auxiliary services and direct service from state library agencies. (Schenk, 1954 : 9).

After the 1956 Library Service Act emphasised the need for improving and extending services to rural areas, concerted efforts have been made to link the independent libraries into systems.

The cooperative system so envisaged is 'the combining of the talents and the resources of a group of independent libraries, within a reasonable geographic radius, for the purpose of attaining excellence in service and resources for the benefit of the actual and potential users of all of the member libraries' (Gregory, 1971 : vii). More recently the new cooperation is in multi-type library systems which, aided by the new technology link all types of library into one cooperative system (Carey, 1978). In this way the fiercely defended local autonomy of the American public library has been preserved while more effective services can hopefully be developed.

Primarily the county system was intended to take library service to the library-less population of rural areas, and municipalities with libraries could choose to join the county system or remain independent.

State legislation, and thereby the conditions under which libraries continue to be members of a scheme, varies. In New Jersey for example, the experience has been salutary :

'State library legislation allows any municipality that subsequently incorporates its local association library to hold a referendum to decide whether or not to continue to support the county library. The irony of the situation is that the county library serves the needs of local population until it becomes relatively urbanized or suburbanized as the case may be. As the population of a formerly rural borough or township grows, the educational level of the residents is also likely to rise. New businesses and industries bring in personnel with additional, sophisticated information needs.

In response the local library grows larger and stronger. Just at the moment it becomes self-supporting and an asset to the County Library System, it decides that continued payment of the "library dedicated tax" is not the most efficient use of its library tax dollar.

A referendum is held and in most cases the local sympathies win. Time and time again the strongest members of the county library systems in New Jersey have left to build their own independent libraries' (Kelly, 1973 : 11).

The member libraries had diminished from 43 in 1942 to 19 in 1973 (Kelly, 1973 : 19), and these libraries only employed three professional librarians (Kelly, 1973 : 21). A recent editorial in the Library Journal pleaded the case for the continued existence of the small public library :

'rather than "network" or "bookmobile" them out of business, measures should be initiated to strengthen and expand America's small public libraries. They are after all the place where many of us first learned how important a library can be in our lives, and how much better it is to be able to go inside and take the time to explore the collection and the place. It is often the small library that makes a tiny hamlet part of the larger society and world. It may be the only window in town that offers a view to the outside world' (Berry, 1979c).

4.4.1.2 Book selection

Book selection in county systems usually changed to central buying with local librarians indicating on buying lists what they wanted for their libraries (Schenk, 1954 : 100). The planned emphasis in the new county and regional systems was to be on the rotation of books and selection was to be based to a large extent on requests received from readers (Schenk, 1954 : 199).

The Fiske study in 1959 gave details of the decision making process in county libraries in California. In view of its relevance an extensive quotation is justified :

'In small town libraries and in the smallest county systems which normally have only one or two professionals, the entire process is the head librarian's responsibility. It may be shared with another professional, if there is one, or (occasionally) with one or more board members.

In institutions of medium size (three to nine professionals) the dilemmas of "adolescence" appear, and a variety of arrangements have developed. All members of the staff normally make suggestions, but final decision-making may be entirely up to the head librarian or may depend on staff consensus. In the large institutions (ten or more professionals) all professionals make recommendations, but the bulk of the suggestions and evaluations are likely to be left to a small committee or to the order librarian.

The role of the heads of county and municipal branches in book selection is undefined. In the huge county systems and in two large municipal systems, the branch heads, even those with professional training, do not participate in book selection. They merely forward patron requests and make their own selections from a centrally prepared list. Many branch heads, particularly those with professional training, regret this lack of participation in the selection process, and their discontent is sometimes increased by what they believe to be 'an arbitrary handling' of their requests at headquarters. To facilitate participation by branch heads, one large county system recently decentralized its book selection procedures by assigning regional supervisors to coordinate sub-groups of branch libraries.

Professionals in county, municipal, and school systems in the middle population range, on the other hand, spoke much of the need for centralization of the book selection process. In most cases, centralization is thought of as an adjustment to growth, "to assure every student", as one school librarian said, "of equal opportunity in the library". But it is frequently looked upon as a protective device as well. Those who favor it tend to be cautious in their own book selection policies and the least outspoken on freedom-to-read issues.

Those who strongly oppose it are more likely to resist restrictive pressures.

When there is any doubt about the circulation of a book, when it is known to be controversial, or when it is thought to be potentially controversial, reading the reviews does not always suffice - the book itself may be read. An order librarian in a county system, for example, reported that she herself reads a book if, on the basis of disagreement among reviews it appears to be "too good" (i.e. will not circulate) or "too bad" (i.e. risqué or politically dubious) to purchase. She also reads books about which branch heads have reported unfavourable comments from patrons. Another county order librarian reads, or asks some other staff member to read, all material on which the review sources disagree, and all "otherwise controversial" material. Such first hand screening, however, is a luxury feasible only in the larger systems. The head librarian of a smaller county system or of a municipal system in a city of fewer than 100 000, and the school librarian who makes decisions on her own, are quite likely to solve the screening problem by not buying anything about which any doubt has arisen!' (Fiske, 1959b : 25 - 37).

In relation to these comments it is important to recall the impact which this report made on the library profession throughout America in the years that followed, and that the campaign for written book selection policies incorporating the A.L.A. Library bill of rights, and the Freedom to read statement was given great impetus by these revelations (cf 4.3.2.1).

How have the selection practices fared since, and how satisfactory have they proved for the local member libraries? A recent investigation into the practices of Camden County Library System in New Jersey has revealed that there is much to be improved in the system (Kelly, 1973).

The findings are reported in some detail as they are pertinent for comparison.

The Extension Librarian (active since 1969) has broadly the same professional role as the Regional Librarians in our provincial services, except that the local librarian can decide whether to take advantage of the assistance of this officer in selecting books. An annotated monthly book-buying guide is produced to facilitate this task, and the returned lists are ordered and processed for the member library.

Book selection for the buying guides is done from review sources subscribed by the county library and every two weeks the county librarians go down to the Free Library of Philadelphia and examine new books with reviews inside which are on display for the branch librarians in the Philadelphia Library System. (Kelly, 1973 : 27). The county library has a published book selection policy (Kelly, 1976 : 74).

Examined from the view of the member libraries the system was found to be very unsatisfactory. The state aid to the individual libraries is divided according to a formula based upon local population and local monetary support. The libraries are mainly staffed by volunteers, few of whom have any professional training, and few of whom have attended workshops offered by the county library.

They had no book selection policy, used very few reviews beyond the local newspapers as aids in selection, and were largely influenced by word of mouth suggestions. Requests were not used to influence selection and mostly these were passed on to the county library to supply (Kelly, 1973 : 44). None had seriously considered inviting suggestions from users or non-users (Kelly, 1972 : 46). More professional attitudes corresponded with the degree of professional training (Kelly, 1973 : 50). The county library has constantly to devise ways to stimulate response to their services from the librarians (Kelly, 1973 : 60 - 1). The use of the book buying guides distributed monthly by the county library had also been

disappointingly low (Kelly, 1973 : 62 - 64), but slow deliveries were partly to blame, as the librarians could get the books faster by buying direct from bookshops (Kelly, 1973 : 66).

Both the county library and some of the bigger libraries used a commercial book service for the selection and supply of popular current new fiction (Kelly, 1973 : 40). The guides are seen as a useful interim supplementary service from the county particularly for those librarians who have least professional training (Kelly, 1973 : 69). Since the extension librarians started their guidance service the local book collections had improved in quality, and slowly the thinking and practice of the local librarians in book selection had also started to improve.

Book selection in other county systems vary from a small Ohio county where reviews are used extensively to avoid the 'examine-each-item-in the flesh method' (Polacheck, 1977), to that of the Tulsa City-County Library System where they were depending more and more on a first-hand evaluation of new books. They were also looking for opportunities to share their book evaluation centre and their staff evaluations with other libraries of all types (Martin, A.G., 1968 : 154). Services in more isolated and less populated areas like the Southern Appalachians are still very poor indeed (Coskey, 1971).

A recent issue of Library trends devoted to Current trends in rural public library service reveals that there are many problems in these services. The severe shortage of trained staff and reliance on volunteers is clearly widespread (Vavrek, 1980 : 577), the need for standards and guidelines to improve inadequate services (Weech, 1980 : 615), and the need for efficiently operated service-orientated cooperative processing centres (Fry, 1980 : 585) are still stressed. Changes are also indicated in the basic federal funding system which at present gives an unfair distribution, and which would be better done on a per capita basis (Ladenson, 1978 : 1025). One pertinent point is the importance of giving urban main libraries a stronger place in emerging networks in view of their strong collections (Humphry, 1972 : 690 ; Ladenson, 1974).

There is therefore relatively little to learn from these American practices, and the confirmation that untrained local librarians are the biggest stumbling block to providing quality service is confirmed as a universal reality. Leaving book selection entirely to these smaller libraries obviously does not facilitate a successful system.

One area in which South Africa could profitably examine the American lead is in their services to disadvantaged communities. The emphasis here is on :

'a willingness to innovate, to go beyond, or even to reverse traditional library methods with an experimental approach into a field where many answers are not clear, with feedback for revising and expanding the program realistically' (Martin, L.A., 1967 : 52).

Another important area in which public library participation is being encouraged is in the community education programmes which have put new life into adult education activities in the U.S.A. Public libraries have been advised to contact the local community education coordinator and to offer the library facilities and services (Fleming, 1977).

4.4.2 Canada

In view of the early influence on South African library planners of the famous Fraser Valley Union Library District in British Columbia in the thirties, it is of interest to see how Canadian rural schemes have since progressed. In 1960 one quarter of the total Canadian population was still without any library service (Coughlin, 1968 : iv), and problems of legislation, professional leadership and local support have been barriers to getting the essential larger units of service organised (Coughlin, 1968 : 267 - 78). The provincial libraries in Canada are very different to our own, being part of a federal state as opposed to the union in South Africa. As a result of their autonomy they have a variety of differing objectives, and apart from providing a legislative reference service their public library

service is confined to supplementing the stock of the libraries run by local authorities. Once again the need for legislation, policy, standards and better staff emerged in a survey of these services conducted in 1961 (Beard, 1967). The insistence on complete local autonomy in the absence of professionally trained staff is, here to, obviously a handicap in getting satisfactory rural services underway.

4.4.3 Australia & New Zealand

Australian systems which also resort under strongly autonomous federal states have equally taken a variety of forms. Federal aid in the form of subsidies to local authorities is very variable (Horner, 1971 : 18). Library boards are either highly centralised as in the British county systems, and like the South African systems the local libraries receive a subsidy in the form of fully processed books, or in some states a more loosely coordinated system is followed which encourages regional or joint systems, but in which the local librarians select their own books (Balnaves, 1975 : 74). Contributing the introductory articles to a special Unesco Bulletin for libraries on rural services the State Librarian of Western Australia came out in strong support of a network system with a strong headquarter organisation which must probably reflect his own situation (Sharr, 1972). Generally, regional libraries have been recommended, and in a recent evaluation of regionally served libraries compared with independent libraries it was found that the regional service was more cost-efficient, and could achieve more. The best population units for a region were 35 000, with 500 000 as an optimum unit (Ramsden, 1978 : 6). But there are still many isolated areas without satisfactory services (Burge, 1976), despite there being computerised issue systems among those services that there are (Lipman, 1975).

New Zealand is even further behind for in 1973 the national conference was still debating the report of a working party set up to consider the question of regional library service (Regional... 1973 : Wylie, 1973).

4.4.4 Great Britain

4.4.4.1 Organisation

These rural services had also been examined by Borland in 1936 and he had closely followed their organisation (Thomas, 1978 : 112 - 4), so it will be of interest to examine the developments and changes which have occurred there since that time. The 1919 Public Libraries Act had seen a strong expansion of rural services (Kelly, T., 1973 : 208), so that despite the economic climate of the early thirties, county libraries were operating in quite a few counties when Borland was there (Mumford, 1951 : 119 - 21). The emphasis was on service to small villages alone (Stockham, 1969 : 18).

A wide variety of forms of administration and organization developed in the different counties (Sewell, 1950; Stockham, 1969 : 45).

The Roberts' report in 1959 made recommendations about the optimum size of local government units to control libraries, and also drew attention to the importance of local pride and interest in the library (G.B., 1959 : 12). The minimum population for an independent library was set at 50 000 (G.B., 1959 : 29).

The 1964 Public Libraries Act resulted in organisational adjustments with the Department of Education and Science now responsible for public libraries (Stockham, 1968 : 21), and regionalisation was introduced in many cases (Kelly, T., 1973 : 367). The great majority of British counties operate a decentralised system of some kind. For example Hertfordshire County service is decentralised, and is administered through a mixture of regions, areas, independent branches, mobile libraries, village centres and services to special groups (Labdon, 1960).

A recent trend has been to combine the local branch library with the headquarters library for the county in one building (Stockham, 1969 : 58). The county service is usually also responsible for the service to schools with costs met from education funds (Stockham, 1969 : 66), but these services are still far from adequate (Harrison, 1971 : 152).

The travelling libraries which Borland adapted for the Transvaal service were taken from the 'exhibition vans' designed for stock exchange rather than the mobile branch travelling libraries developed for service to the public (L.A. , 1952). The cost of these vans, about £1 150 in 1952, and with annual running costs of £500, shows how different the circumstances were when the services were designed (L.A., 1952 : 14 - 5).

The effective use of mobile libraries as a form of library extension to the static service points in rural communities has been a feature of county services (Eastwood, 1967 : 62 3). Recently there was a plea for the more versatile and further use of mobile services based on examples in other countries, particularly Scandinavia (Lindsay, 1978). Indirect service by book vans as used in South Africa is not widespread in other countries (Brown, 1967 : 103). Most recently the changes in local government units have resulted in further reorganization into larger networks (G.B. 1973), with the new minimum size of branch libraries set at a 5000 bookstock, open 15 hours a week and serving a population of 1500 (Harrison, 1973 : 47). Experiments in team management in Leicestershire County Library and Information Service have evoked comment (Harrison, 1971 : 153) and merit further examination. The system whereby professional and clerical functions are clearly divided between local often part-time clerical staff and a professional team who are not stationed at any one library but travel in their assigned area as part of the team responsible either for readers advisory work, bookstock work, community and public relations activities or further specialisations, is a novel approach to the problems of firstly finding qualified staff in rural areas and secondly increasing the professional content of their work to keep them well motivated and as a result improve the quality of service. The delegation of authority to the team is a big factor in their success. It has been described in some detail (Hinks, 1977), and has attracted general attention (Major, 1979).

While some problems have been experienced, this is an idea deserving of investigation for rural services. The similarity to South African regional librarians but without the preoccupation with administrative duties is noteworthy.

The increasing use of computers in the country systems is also a new feature. The Lancashire service mentioned above employs a computer for orders (Longworth, 1976 : 37), and in Cheshire County weekly orders in ISBN sequence are collated by the computer from the lists received from branch librarians who do their own selection (Acquisition... 1977). The Director of the Cheshire system, addressing a L.A. Public Library Group seminar in 1978 on public libraries in the future, spoke in glowing terms of the off-line issue control systems in county libraries and of the new developments in on-line issue systems where with all the libraries issues controlled from one or two mini-computers the reader and the stock would be liberated: 'we can maximise the resources of the system instead of one library or a little group of libraries networked to a trapping store' (Wilson, 1978).

The possibilities of using computers to analyse information from the borrower records to evaluate the needs of borrowers for selection is another useful idea that has been put forward (Gann, 1971).

In a recent Presidented Address to the Library Association attention was drawn to the fact that 70 per cent of the population was not yet reached by library services, and the preoccupation with improving information services by mechanised means to a fraction of the population instead of planning a service to the people of the future was deplored : 'it is a sobering though that we seem to be closer to the Minister than to the reader' Thompson, 1978 : 50). The increasing concern with borrower orientated services has been very strongly felt in England during recent years and librarians have examined the effectiveness of their services with critical eyes (Totterdell, 1976).

A positive view of the valuable contribution of small libraries to isolated rural communities, particularly with the new awareness of the richness of country life, came from a county librarian living in a small village in the Pennines. He had studied the information needs of the village for six months and shows how satisfying this work can be when the librarian is involved in the community (Smith, J.A., 1978).

4.4.4.2 Book selection

The book selection practices in the early county libraries was firmly in the hands of the county librarian, although even in 1936 it was felt that one person could not do it all (Carnell, 1938 : 122) ; buying in response to borrower requests was not encouraged in the early days (Carnell, 1938 : 124). Procedures to be followed in the fifties were outlined in a practical manual published by the Library Association (Osborne, 1950). The centralised selection under the close control of the county librarian (Osborne, 1950 : 3), the encouragement of local librarians to come to headquarters to examine the stock selected for for them by the staff (Osborne, 1950 : 34), and the arguments in favour of a 'display van' which enabled the local people to choose their own books (Osborne, 1950 : 37) were all there, and must have influenced the founders of our provincial library services.

In a paper delivered at the 1953 Library Association conference the county librarian of Nottinghamshire described the advantages and disadvantages of systems ranging from complete centralization of book selection at headquarters to various degrees of delegation in selection to the regional librarians (Wray, 1953). Fiction and popular non-fiction were the obvious areas for selection at regional level as the problem was merely one of the extent of duplication and this could more easily be considered at the lower level where the volume of demand was more clearly discernible. In his own service an experiment of fortnightly meetings of regional librarians to select books had proved highly successful (Wray, 1953 : 38).

Further movement away from the idea of centralised selection over the succeeding years was reflected in a paper at the 1961 Library Association conference (Ashmore, 1961). Here the case was persuasively put for a book selection team, and in particular, on the lines of the book provision practices devised by McClellan at the Tottenham Public Library. Here delegation was by subject areas with an original stock control system of a quarterly check of books on the shelves plus a monthly analysis of books on loan, and a record of the satisfied reserves (Ashmore, 1961 : 45). Staff moral was very high under this system resulting from the feeling of participation. The clear division of professional and non-professional duties in the system also contributed to a more motivated staff (Ashmore, 1961 : 46).

Another good idea put forward in this paper was that there should be a systematic check of deficiencies in the stock followed by the selection of replacements to fill the deficiency. Ashmore saw this as a job to be tackled on a subject basis and applied comprehensively to all libraries in the system, and not first by an individual library. The stock revision lists which resulted could then be checked for individual coverage (Ashmore, 1961 : 46).

His closing words on the general principles to be followed in setting up a selection team merit quotation :

'Delegation implies a mutual trust between superiors and subordinates - a reasonable feeling of independence without isolation, a sense of responsibility within an authoritative framework. If a man is deemed a professional librarian then he must perform tasks which he feels satisfying and which are of real value to the community. Only in this way will he justify his claim to his salary and his professional status' (Ashmore, 1961 : 47).

Typical of the decentralised system generally followed was that of Hertfordshire, where selection was done by branch and regional librarians who used local bookshops or library suppliers for ordering agencies. All book orders were

passed through headquarters for control. A post of stock editor in each region was created to supervise and coordinate the stock and avoid the over-standardisation that can follow from decentralised selection. Cooperative purchasing and a more flexible stock resulted from this solution to the problem of librarian as administrator vs. the librarian as bookman (Labdon, 1960).

The Bourdillon Committee which was appointed to investigate and draw up standards for service following on the Roberts' Report, gave very specific guidance on the quantities of stock to be provided; for example, a minimum of 2000 non-fiction for lending and 3000 English adult fiction (G.B., 1962 : 46 - 7).

Smaller branches would require a minimum of 250 volumes, of which 90 were non-fiction, per 1000 population (G.B., 1962 : 48). Staffing standards also attempted to boost the provision of qualified librarians (G.B., 1962 : 50). But procedures of selection were not touched on.

Most public libraries in Britain buy their books from booksellers who specialise in supplying libraries and provide certain services like library bindings, printed catalogue cards and information about new books (Dewe, 1968 : 157 - 169). An account by Dewe was written in the hope of starting a library supply agency in Britain on the lines of those operating on the European Continent, but the pattern was already too firmly established and the commercial suppliers have continued to expand, even to the extent of their supplying some South African public libraries and provincial library services. In a recent survey of the services required from their supplies by libraries these were found to now include an approval service for specific books as required, the holding of stocks and various other features. Overall the system works to the satisfaction of both parties (Morbey, 1980).

4.4.5 European countries

4.4.5.1 Hungary

The communist countries have developed extensive rural library networks in the post World War II period. In Hungary the network of village libraries supplement their own stock of standard works with a deposit collection

loaned from the district libraries (Takas, 1972). The books are obtained on contract through the agency of the State Book Distributing organisation (Allami Konyvterjeszto Vállalat Könyvlellátó Osztalya) which releases a fortnightly publication on new books to aid selection. Limited processing of the books is provided by the agency as is a library binding (Dewe, 1968 : 147 - 52).

4.4.5.2 Soviet Russia

In the Soviet Union libraries form the largest single category of scientific and cultural institution, and by 1971 there were 350 000 libraries in the country housing a total of 4 162 million books (Fonotov, 1978). A close rural network was developed after 1965 (Francis, 1971). The primary village unit provided about 90 000 libraries by 1973 (Fenelonov, 1973 : 14) ; the collection sizes are determined by population and every year each library receives between 500 to 700 books (Fenelonov, 1973 : 15). School libraries come under regional children's librarians attached to the public library system (Fenelonov, 1973 : 17).

There are official Soviet library supply agencies called Library Collectors (Bibliotechnye Kollektory) which form part of the general book trade organisation of each major city and province; these were founded soon after the 1917 Revolution, and nearly all books are obtained from them, and the agencies keep in contact with publishers and feed back information about the libraries' requirements. Lists of newly published books are sent out by the agencies three times a month and libraries order either by post, or preferably, they go to the agencies, hear the reviews and handle the books before confirming their orders (Dewe, 1968 : 136 - 7).

This freedom must however be seen against the background of the overall limitations of reading matter as imposed by the strict system of censorship in the Soviet Union (Moody, 1974).

4.4.5.3 East Germany

Here the libraries were reconstructed after World War II to accord with the new form of government and a network of main, branch and local lending libraries developed, and general and scientific libraries were linked in one organisation. The German Association of Libraries unifies all activities but does not appear to have any book supply activities (Marks, 1969), however, there are a number of smaller agencies doing this work (Dewe, 1968 : 111). Thus despite their organisational networks the communist countries also prefer to have book selection for local libraries done at the local level.

4.4.5.4 West Germany

West Germany also faced extensive reconstruction after World War II . There was a long tradition of popular libraries in Germany (Jackson, 1974 : 335), and these had been brought together under one roof with scholarly libraries by the thirties (Jackson, 1974 : 427).

Writing during the war Wellard described with alarm how the party control of libraries and in particular the selection of books by a central board, had resulted in the libraries becoming a political agency (Wellard, 1940 : 59), so post-war changes were essential.

The libraries are now controlled by their local authorities, and buy their books independently. Although they are not compelled to do so they make extensive use of the Purchasing Centre for Public libraries (Einkaufszentrale Für Öffentliche Buchereien Gmb H.), commonly known as the E.K.Z. which operates from Reutlingen. This is a limited company which was launched in 1947 with public capital but which operates as a non-profitmaking firm. The local authorities who are shareholders annually elect a Board of Directors to control the firm. Books which are well reviewed in Buch und Bibliothek, formerly Bucherei und Bildung, the monthly journal of the Association of German Public Libraries, are bought in quantity, bound in library binding and sold to the libraries. Reviewers who are members of the Association and get paid for this work, provide a longer review for the journal

and a shorter version which is inserted in display copies of books at E.K.Z. Weekly stock additions are circulated to the libraries as well as a monthly list containing the shorter review from Buch und Bibliothek. The firm offers other services as well and also works in close cooperation with the Study Centre for Public Libraries which is active in the publications field (Dewe, 1968 : 110 - 120).

Since 1968 there have been recurrent references in the two periodicals to the need for cooperation between the D.B.V., the German Library Association, and the V.B.B. and the E.K.Z., and a commission was set up to explore the possibility of cooperative book reviewing and publication of Buch und Bibliothek. However the interim report which appeared in 1973 recounted problems that appeared to be insurmountable, primarily because of the need for complete independence for professional opinions (Kommission ... 1973).

4.4.5.5 Holland

In Holland limited centralised services to assist public librarians in book selection are provided by the professional association itself, the Central Association for Public Libraries (Centrale Vereniging Voor Openbare Bibliotheken), known as C.V. No library binding or book provision service is given but centralised cataloguing generates an announcement slip, which contains an annotation when necessary, and copies of these slips are sent to all public libraries (Dewe, 1968 : 121 - 30).

A review service and central order service for foreign novels in French, German and English is also given, and the books are delivered through the local bookshops. Since 1965 every independent public library and every country library pay C.V. an annual fee for a wide range of basic bibliographical material including the announcement slips, foreign reviews, booklists and catalogues (Dewe, 1968 : 121 - 30). The very tolerant attitude towards the provision of controversial material in the Amsterdam Public Libraries made a considerable impression on a visiting British librarian (Arnold, 1973).

4.4.6 Scandinavia

4.4.6.1 Denmark

Denmark, Sweden and Norway all have county systems which serve towns and the rural areas which surround them. There are variations in financing but all receive some form of state grant to subsidize the purchase of books (Harrison, 1961). Thomas has noted that although the Danish system was the most advanced at the time neither this nor the system in Holland had influenced Borland in drawing up his Transvaal model in 1944 (Thomas, 1978 : 22).

More recently Denmark, which still has a surprisingly high 20 per cent rural population, experiences problems in providing a quality service to rural areas, and half of the 1400 service points extant in 1976 were considered inadequate, and there were moves to reduce the very smallest ones and replace them with book mobile services (Sørensen, 1976). Services to libraries have been centralised through a Library Bureau (Bibliotekscentralen), which has grown since it started in 1939 to at present encompass a comprehensive range of activities. Since 1949 a library binding section has provided books which are delivered to the libraries through local bookshops which alone can sell books in Denmark.

The libraries are not obliged to use the Bureau, but in practice 50 per cent of all books in libraries come from them. The Bureau is a non-profit making organisation which is governed by a Board who annually select a business committee from among their members to run the organisation. Insufficient initial financing created problems earlier, but the success of the Bureau is now assured. Catalogue cards, a large range of publications, including library literature, bibliographical aids and standard furniture and a school department service are provided (Dewe, 1968 : 35 - 59).

The weekly edition of the Danish national bibliography and the Bureau card list of titles to have catalogue cards printed are sent to all librarians and are the basic material used for selection; reviews in periodicals and newspapers are then traced. Since 1963 a 200 word evaluation of all new titles available from the Binding Centre has also been issued. These reviewers' comments are compiled by a panel of about one hundred librarians; the emphasis is on the books' usability in the public libraries. The libraries have to place orders within six weeks of publication.. A decline in the number of newspaper reviews has meant that there is a danger of a whole market being influenced by a single evaluation, but the reviewers are given careful guidelines to facilitate the writing of evaluations. Overall the system is a resounding success :

'The integrated central service gives the possibility for essential rationalization, with consequent economic gains, while, at the same time, as an essential principle, the right of book selection is retained by the local libraries' (Mortensen, 1975 : 92).

It is pertinent to see the active part taken in determining book selection policy by the library committees who are appointed by the local councils (Draeby, 1975). The selection standards are such that popular English authors like Barbara Cartland, Victoria Holt, Harold Robbins and Frank G. Slaughter are considered sub-standard and are not available in the twenty municipal libraries serving Copenhagen (Bingley, 1978).

The importance placed on the selection and supply of foreign literature is of considerable interest in view of the comparable situation of Danish as a small national language like Afrikaans. Since 1972 a weekly Foreign Book Selection Guide has been issued by the Library Bureau and covers about eight thousand titles a year, while a select list of about one thousand titles is issued for the use of smaller libraries, and these books are available fully processed. The selection of titles is done by librarians who read reviews in about two hundred and fifty foreign journals, magazines and newspaper (Stensgaard, 1975).

In Sweden too there had been limited centralised services before World War II but the present Library Services, Ltd. (Bibliotekstjänst, A.B.) known as Bjt, took shape in 1951 as a cooperative economic association governed by the Swedish Library Association with local authority representatives on the board (Dewe, 1968 : 60 - 79).

Since this is the most 'user-orientated' system encountered in this literature survey and many features could be of direct relevance to the development of this thesis, the system is described in detail.

In 1960 Btj was converted into a joint stock company and in 1971 the Swedish Union of Municipal Authorities became a part owner of the company. A statement of general aims adopted by the board in 1975 reads as follows :

'The primary task of Btj is to act as a service, development and rationalization agency for all types of Swedish libraries. Btj should be able to offer service, as well as products. It should be able to open up new markets for its products and services, provided that this results in an overall gain for the Swedish library system. Btj should primarily offer services which centralize various work routines and thereby save libraries time, effort and expense ... When the board of the company thinks it advisable, it should appoint reference groups consisting of customer representatives, who could work together with those responsible for different areas of activity to create and introduce new products and services ... Btj should be run according to sound business principles and with the aim of achieving economic results that provide job security and make continued progress possible' (This is Bibliotekstjänst, 1979).

The main objectives which guide the current direction of the company are as follows :

'To provide and sell products designed to simplify and rationalize the activities of Swedish libraries, to offer centralized services with the same end in mind.

To supply only products and services for which a genuine need exists. To supply products and services at the lowest prices that competition will permit.

To allocate resources for research and development in order to cope with the rapid changes taking place within, and the increasing needs of, the library sector in general and the company in particular.

To operate at a profit, in order to provide services in an efficient way and on a financially sound basis-profits being regarded as a measure of efficient performance.

To strive to conduct business in such a manner that our owner-customers, other customers, and employees derive satisfaction from participating in the activities of the company, and extend this effort to include government and municipal agencies as well as companies and organizations, with interests in the cultural sector' (This is Bibliotekstjänst, 1979).

A wide range of services are offered : reviewing services, ordering, collective binding, back stocks, foreign language books and audio-visual materials, published indices to Swedish newspapers and periodicals, booklists and guides, and numerous other publications. The recently developed computerised circulation and media control system (BUMS) means that catalogue records are now available both on cards and in microfilm or microfiche. There is also a furniture and fittings division. The use of all services is voluntary but about 75 per cent of the book purchases of Swedish libraries are made through Btj.

Proofs are received from publishers for assessment and are assigned to one of 400 reviewers, who may not be on the staff of the firm. The reviewers are recruited from among librarians, teachers and subject specialists. An index giving their names, position and telephone number and area of reviewing is published annually, and the directory also gives detailed and specific directions to guide the reviewers in their task (Lektörsförteckning, 1980 : 56 - 64).

Over 4000 general interest new Swedish titles are reviewed annually; dissertations, ephemeral and pulp literature are not reviewed. Foreign language reviews are based on already published books. Adult and children's books are dealt with separately and children's books receive two reviews, one for school and one for public library purposes.

The reviewers are given a week for the review and these are compiled into two series of booklets, one containing adult literature and the other books for children and young people. The booklets contain brief reviews and separate order forms, and are sent to libraries every two weeks.

The entries in the booklets are laid-out as catalogue card entries with perforated lines for removing them and with the review continuing on the verso of the card when necessary. The name of the reviewer is given in each case. An area of coded information for ordering appears at the bottom of the card, and this relates to the order sheet so the library can compile an immediate on order record from these 5" x 3" cards on making their selection (Bibliotekstjänsts... 1980). Since 1970 the firm supply all of the books assessed so that the reviewer no longer has the ultimate responsibility on purchases. This fact is emphasised in the reviewers guide (Lektörsförteckning), and it has resulted in more critical literary assessments being returned. A quick delivery service provides for the express handling of titles which were not seen in proof. Quick-service cards are sent to the libraries with a reply paid postcard attached for ordering, and these books get priority in processing to minimise the delay.

The adult book reviews are also subsequently published in a quarterly periodical, Bokrevy, which is intended for use by the borrowers in libraries. The layout is similar to that of the library journal from the U.S.A. Special Review Committees, which include authors, scrutinise the reviews and can ask for a second review if desired. Authors or publishers who feel their work has been unfairly treated can complain to the Review Committee.

Libraries are given two to three weeks to reply and their orders, collated from the new book announcements, are ordered from publishers in folded sheets and the finally bound and processed books are then sent to the libraries directly or through local bookshops, this being determined by local negotiation. The processing system is also adjusted to computer issue systems (usually BUMS) where these exist, and by using a computer current procedures and retrospective lists have been speeded up and facilitated. Books not in the stock of the Btj can also be ordered.

The Foreign Language Department has been a permanent part of the service since 1973 and initially provided books in Finnish, Greek, Serbo-Croatian and Turkish to facilitate services to immigrants, but it has since been expanded to cover other languages (Sköld, 1975; This is Bibliotekstjänst, 1979).

This is clearly a highly efficient service which is only as successful as it is because the librarian clients find their requirements to be satisfactorily met.

4.4.6.3 Norway

In Norway co-operative services started as long ago as 1902, and there is a similar Library Bureau (A/L Biblioteksentralen), to those in the other Scandinavian countries. However it is more conservative and the librarians, to their dissatisfaction, are not represented on the governing board, and as a result the firm is slow to act on their suggestions. The head of the firm is also not a librarian (Dewe, 1968 : 31). The selection of titles for the 1 000 to 1 200 adult titles and 300 to 350 childrens titles recommended annually and made available in library binding, is done by a committee.

Called the State Library Directorate's Consultative Committee it comprises representatives from authors, translators, librarians, the Library Bureau and library users. The libraries have to use a certain part of their funds to buy books which have appeared on the select lists. Other services are far more limited than those offered in Denmark and Sweden (Hernes, 1975).

4.4.6.4 Finland

Finland also has a non-profit making joint-stock company (Kirjastopalvelu), to provide certain services which the libraries are free to choose whether they will use. A strong feature is the furniture and equipment programme, but there is no collective binding or publications division (Dewe, 1968 : 100-109).

4.4.7 Developing countries

In view of the problems in South Africa of getting adequate library services to the black population, it would be useful to see what ideas have been put forward in similar situations in other countries.

4.4.7.1 West & East Africa

The active involvement of librarians in literacy campaigns is a recurrent theme. In Tanzania the librarian is the local literacy teacher at the small village centres, and discussion groups are a feature (Baregu, 1972). There has been progress in Nigeria since 1960 when there was still no overall library policy or legislation (Okorie, 1960), and by 1973 constructive ideas for attracting adult illiterates into existing libraries were being proposed (Enwonwu, 1973). The use of audio-visual media to draw people to literacy classes, for example by playing African music or showing films of African dances, was suggested; also that the library should adapt itself to the local conditions and take an active part in community life, perhaps even selling adult education materials in the library. A well argued case for a written selection policy appeared in Nigerian librarian: it was essential to build up a collection suited to the needs of the community, and further it 'gives a library, especially a public library, a sense of direction' (Nzotta, 1973 : 85).

Based on his West African experience Bengé made some practical suggestions on how the traditional western library, should be adapted to the culture and needs of the societies just emerging into literacy and reading (Bengé, 1970). The first problem to be overcome was the 'cultural imperialism' which resulted from all the first literature being produced by

writers who grew up in another place and so gave the local people a distorted view of themselves as seen by outsiders. Then came the need for a shift in reading habits from achievement reading to culture reading (Benge, 1970 : 186-8). The practical steps in planning would cover: plans by the central government for a national library service, the creation of a national bibliographical centre, the close linking of libraries with new education and literacy campaigns, an investigation of reading needs, the provision of reading rooms, and finally, a practical solution to the problem of how books should be taken to the people, in particular the children (Benge, 1970 : 190-1).

In Tanzania the establishment of a nation-wide library system received priority after independence with the passing of legislation in 1963. Centred in Dar-es-Salaam an urban network is being constructed with branch libraries in a regional organization which will serve the rural areas, where 96 percent of the people live, by book-mobiles or permanent village libraries. A postal service is available for isolated people, and a book box exchange service can be used by prisons or community centres without library facilities.

Joint school and public libraries are planned in co-operation with the education authorities. A 1966 survey of adult reading found that few Tanzanians were reading fiction, the issues to them being only .21 percent of the fiction issued; this was seen as the result of the alien subjects and language, as books by African novelists were very popular. The need for research into 'who reads what and why' was stressed (Kaungamno, 1972).

4.4.7.2 Neighbouring African states

Closer to home are the experiences of librarians in Botswana, Zambia and Zimbabwe. Despite limited resources the Botswana National Library Service is winning support by adopting a tolerant attitude towards unemployed semi-educated youths who have progressed 'from sleeping in the armchairs provided, to reading whatever comics were available, then graduated to consulting newspapers for the football news and finally to paperback thrillers and karate manuals' (Grove-Smith, 1978).

The achievements of the Bulawayo Housing and Community Services Department in providing a service funded by the sale of African beer evokes memories of the South African Public Library in 1818, and shows how a plan can be made with very little resources when the motivation and leadership are there. An approach to book selection that takes into consideration the fact that there is virtually no book-owning class in a sub-economic community, and which has to take full advantage of low cost books to provide a service at twenty cents per issue has something to teach others (Gargett, 1977).

The role of the library in assisting young blacks, who have migrated to the mines to find work, in adjusting to their ensuing social disorganisation, has been recounted in a Zambian experiment. Study facilities are provided for the younger men, and literacy classed for the older ones, to help them recover their badly shaken self-esteem and self-identity. The importance of adequate reading rooms at the library which will be open after school hours and provide a place for students to work is stressed. In the absence of suitable material to counter estrangement it is suggested that the librarian can play an important role in book production, not only by feedback of readers' needs to the publishers, but also by publishing needed booklets, for example on social mixing in their new environment. The information service should be strong on careers and job opportunities, and the library should work in active cooperation with community development centres. Again, the involvement with adult literacy programmes and the use of films in contacting less literate people is stressed (Duggel, 1974).

4.4.7.3 Other developing countries

The fight against poverty resulting from over population in many Third-World countries has resulted in a slow start to plans for rural services in countries like India (Mehta, 1972) and Pakistan (Aslam, 1975). But much can be achieved with no financial resources when the community is motivated to provide a library, even in the most backward situation. Thus an old stone monastery in a Mexican village was trans-

formed into a public library when the governor donated the building, while the citizens raised money by holding a gigantic fiesta and volunteers provided the labour for renovations. This library receives no government aid and members pay a small subscription, but books are not their only interest. There are free painting classes for children, literacy classes for adults and a scholarship programme to enable needy students to attend secondary schools (Snodgrass, 1973). Making over buildings that are no longer in use for such community libraries is obviously a sound investment in the society's future.

4.5 Conslusions

4.5.1 In the literature surveyed the consensus of professional opinion revealed a clear model, with dynamic aims and effective management goals.

Objectives were specific, performance-orientated and set to measure effectiveness. Public libraries were 'user' rather than 'supplier' orientated.

4.5.2 The library went out into the community and was involved in reaching both the user and non-user on the basis of 'if you're not part of the solution, you've part of the problem'. There was constant reassessment and survey methodology was adopted from other disciplines. The recent studies had shown that public libraries still have a low public image and are mainly reaching the middle class: 'Public libraries operate on a minimum level of user satisfaction, surviving largely on the good will, low expectations and relatively easy demands of the majority of users...'

The bookstock and service were directed at local community needs. Studies of non-users were tackled as well as those of users.

4.5.3 The traditional educational role had seen fresh developments with the powerful open learning movement, and libraries were in an ideal position to serve these needs. The emphasis in information service was on community information and increasingly for the disadvantaged. Services to reach these people involved the people themselves and were

not imposed on them. Libraries were involved in literacy work, by providing the materials and location for classes which were mostly conducted by volunteer teachers familiar to the students. The cultural and recreational roles had been widened to go beyond high culture, and pop culture was seen as a means of drawing in non-users.

4.5.4 The keynote to the management model was accountability, as financial pressures were felt on every side; the concept of free libraries was even under threat. Management skills had become a necessity in big units and management by objectives was practised. There had been debate on the bureaucratic threat to the professional practise and there was increasing democratising within the services. Staff training and motivation were recognised as being of paramount importance.

Exciting new activities were the involvement of public libraries in neighbourhood publishing and the promotion of book ownership either by holding book fairs or opening a bookshop in the library when there was none in the community.

4.5.5 Theorising about book selection had given way to strong professional action in the U.S.A. in defence of intellectual freedom under the threat of censorship. When it was found that librarians were too timid and cautious to defy authorities or pressure groups the profession produced the Library bill of rights and the Freedom to read Statement. These had given the libraries backing and the pressures could now be countered. Published book selection policies were considered essential in America and numerous examples were available. More recently the British were also pressing for such statements.

4.5.6 New American ideas and practices included a pay collection of additional copies of bestsellers for those who resented waiting for the free loan copies, and the eventual distribution of such books when they became redundant to places in the community where people would pick them up, thereby reaching non-users and advertising the library.

Availability was a recurrent concern and controversial material was given great attention to ensure that collections did not become safe and colourless. Cooperative systems ensured the local autonomy of the participating libraries, in recognition of the uniqueness of local needs and the local librarian's awareness of them. Paperbacks were stocked in very large quantities in what had previously been travelling libraries and there were no fines or overdues in this service.

4.5.7 The British had experience with various new centralised systems, but in all cases the local librarians were involved in book selection. The danger of centralised selection with no active staff participation was also recognised. Availability systems were tested and a cost effective factor in determining additional seemed a useful approach. The commitment of the stock to the needs of society was a new trend.

4.5.8 Rural services in the U.S.A. had little to emulate, with poor local staffing their autonomy was no advantage. In Britain the effective use of team management in county services was putting new life into the old veins, with the originally centralised selection practices delegated to regional libraries. Among systems in Europe supply agencies were a feature, and even in the Soviet Union the local libraries selected their own stock.

The Scandinavian countries, and Sweden in particular, have excellent services, parts of which could relate to the South African provincial library services, but where the agencies give professional guidance while the local libraries keep their autonomy. Keeping the advantages provincial library services have in centralising payments and in not allocating book funds to individual libraries, the main principles could still be adopted and many practices could be introduced in South Africa with minimum disruption to the existing organisations. Developing countries also had made progress in rural schemes, and showed that the lack of funding was no reason not to provide a service; others with far less than South

Africa are providing their black people with rudimentary services specifically geared to their needs.

4.5.9 The model which has emerged from this survey of professional opinion can now be tested against the performance of the local provincial library services as judged by the affiliated public libraries.

Survey to investigate the interaction in book selection between provincial library systems and their affiliated public libraries

5.1 Introduction

The objective was to collect and evaluate information on how the current book selection practices were working from the point of view of the librarians in control of public libraries affiliated to the four provincial library services.

The methodology for compiling the questionnaire was studied in basic texts by A.L. Edwards, N. Nye and G.K. Huysamen, and R.L. Carpenter and Ramsden were consulted for library applications, but after discussion with experienced researchers in the social sciences it was decided that a questionnaire based on the guidelines given by A.N. Oppenheim would best suit the purpose of the study since opinions were wanted, and since the quantity would be manageable, spontaneous comments should also be freely invited. By confining the participants to libraries circulating over 60 000 books per annum, the expectation was that these would comprise the most qualified and experienced librarians so a high degree of reliability, allowing for some cautious conciliation, could be anticipated. The questionnaires were sent out with an explanatory letter in both official languages and an envelope for their return (cf. Appendix 1-2). Libraries that had not replied after six weeks were then sent a second appeal (cf. Appendix 3) and any replies and queries which resulted were followed up to make the sample as complete as possible. Following on the reply received from the City Librarian of Bloemfontein he was approached for further information on the new selection procedures followed by his library as this seemed very relevant to the investigation.

5.1.1 Definition of terms

Certain technical terms will be used in the description of the methodology of the survey and should be defined to ensure clarity:

Closed-ended question: 'The respondent is asked to select his answer from among a list provided by the researcher (Babbie, 1973 : 141).

Element: 'An element is that unit about which information is collected and which provides the basis of analysis' (Babbie, 1973 : 79).

Open-ended question: 'The respondent is asked to provide his own answer to the question' (Babbie, 1973 : 141).

Pilot study: 'A miniaturised walk through of the entire study from sampling to reporting' (Babbie, 1973 : 211).

Population: 'A population is the theoretically specified aggregation of survey elements' (Babbie, 1973 : 79).

Pre-test: 'The initial testing of one or more aspects of the study design' (Babbie, 1973 : 205).

Sample: 'The people to be approached' (Oppenheim, 1966 : 2).

Sampling unit: 'A sampling unit is that element or set of elements considered for selection in some stage of sampling' (Babbie, 1973 : 80).

Survey: 'A form of planned collection of data for the purpose of description or prediction as a guide to action or for the purposes of analysing the relationships between certain variables' (Oppenheim, 1966 : 1).

Unit of analysis: 'The things under study in a given survey' (Babbie, 1973 : 59).

Universe: 'A universe is the theoretical and hypothetical aggregation of all elements, as defined for a given survey' (Babbie, 1973 : 79).

5.2 Population

The universe for the survey would ideally include all libraries and depots affiliated to the four provincial library services. This would have involved over 1680 service points (cf 2.12) and would have made the survey impractical in terms of cost and time, so the total population had to be reduced to manageable proportions.

Rather than take a sample across service points of all sizes it was decided that the opinions of the biggest libraries would be the most valuable to obtain. The provincial library services all have staff standards for affiliated libraries and it was decided to limit the elements for the survey to those libraries which according to the standards should be controlled by fully qualified librarians i.e. those with a B. Bibl. or H.D.L.

It was therefore necessary to establish at what size the various provincial library services recommended fully qualified librarians to control affiliated libraries.

5.2.1 Staff standards for affiliated libraries

The staffing requirements set by the C.P.L.S. are based on the annual total book circulation. Full time staff are required from 30 000 circulation, and up to 59 999 annual issues a Lower Diploma or Senior Certificate are required; from 60 000 to 119 999 a B.Bibl. or H.D.L. is recommended and a Lower Diploma is the minimum requirement, and after a circulation of 120 000 the B.Bibl. or H.D.L. is required. A Senior Librarian with a minimum of five years experience is needed when the circulation rises beyond 240 000. (K.P.B. 1977 : 20.3.1.2).

The O.F.S.P.L.S. have two sets of staff standards, (a) for authorities with a white population below 10 000: here a Lower Diploma is required when the circulation is between 44 801 and 69 800 and a B.Bibl. or H.D.L. above 69 801; and (b) for authorities with a white population above 10 000: in this case a Lower Diploma is required when between 35 901 and 55 900 books are circulated annually, while a fully qualified librarian is required when the circulation is above 55 900 and a Senior Librarian when it reaches 115 901 (O.V.S., 1971).

The N.P.L.S. base their staff standards on the population of the local authority. A B.A. or Lower Diploma are required for communities of 3 501 to 5 500 whites but when the population exceeds 5 500 whites full B. Bibl. or H.D.L. qualifications are required, and a Senior Librarian from 9 251 (N.P.L.S., 1975).

The T.P.L.S. also use the population to be served as the controlling factor in their staff standards. A Lower Diploma is required in communities larger than 1 500 whites, but full B.Bibl. or H.D.L. qualifications are required when there are more than 3 000 white people in the local authority (Dignas, 1980). Unfortunately further details of the staff standards could not be traced. These variations in the

staff standards posed certain problems as it was important to establish that the sampling unit would be constant for all four provinces, i.e. that the libraries in the survey should have posts for fully qualified librarians to be in control.

5.3 Establishing the units of analysis

Since it was essential that a reliable and readily available sampling unit should be used, and since the annual book circulation would fulfill this requirement better than the white population in the local authority, which does not always coincide with the community boundaries to be served by the library, it was decided to use the total annual book circulation as the sole sampling criterion. In the case of the Cape Province and the Orange Free State the libraries which should have qualified librarians could be directly related to the total circulation statistics. However, it was necessary to relate the population figures to the circulation. In the case of the Natal and Transvaal libraries in order to test that by using the circulation as the sole criterion the qualifications of the librarians would accord broadly with those of the Cape and the Orange Free State.

As a test the C.P.L.S. standard of 60 000 circulation, which was close to the Orange Free State standard of 55 900, was used to check if the Transvaal libraries circulating above 60 000 books would have posts for fully qualified librarians in terms of the population criterion which controlled the standards in this province.

Based on the standards of the Cape and the Orange Free State it would also follow that libraries circulating more than 200 000 books annually should be controlled by a Senior Librarian. In view of the broad correlation established between the requirements for a librarian post in the four services it can be assumed that this would hold true for Natal and the Transvaal as well.

The last reliable circulation statistics to be published for individual libraries affiliated to the T.P.L.S. appeared in 1973 (T.P.L.S. Annual, 1973). The white population for the

towns (Official, 1980) was related to the annual circulation and it was found that all communities with more than 3 000 white people circulated more than 60 000 books annually. A similar check of the affiliated libraries in Natal circulating over 60 000 books annually revealed that all except Margate, where many library users live beyond the local authority boundary, would qualify to have a fully qualified librarian in charge as the white population exceeded 5 501.

Since the Orange Free State standard was stricter than that of the Cape Province it would follow that by using 60 000 as the cut off figure the libraries with this circulation would also be controlled by qualified librarians.

A tally of the possible total number of libraries in all four services with more than 60 000 circulation was made and it emerged that the total libraries would be a manageable figure for the purposes of the survey.

It was therefore decided to include all affiliated libraries with a total annual book circulation in excess of 60 000 in the survey.

5.4 Survey size and composition

Unfortunately not all the provincial library services currently make available information on individual affiliated library circulations. All published Annual reports were consulted and when information was out of date, as in the case of the Orange Free State, Natal (the 1977-9 Report only became available later) and the Transvaal, this was compared with the statistics relating to public library services in the Official South African Municipal Yearbook for 1978 and 1979. All towns large enough to possibly by now qualify for inclusion in the survey were listed. Unfortunately circulation statistics in this reference work are unreliable so they could not be used with confidence.

The number of libraries to be included in the survey as determined by the sources indicated were as follows:-

- (a) Cape Province : 61 libraries (C.P.L.S. Annual, 1979);
 - (b) Orange Free State : 7 libraries (O.F.S. Annual, 1970).
- Since 1970 was the latest report published 4 libraries were

added which, in accordance with the estimated population for 1979 may be expected by now to be circulating over 60 000 books annually;

(c) Natal : 22 libraries (N.P.L.S. Annual, 1975/6), plus 3 which in accordance with the estimated population for 1979 may be expected by now to be circulating over 60 000 books annually; also 3 new libraries listed by the N.P.L.S. when they were contacted to establish if any black libraries qualified for inclusion; and

(d) Transvaal : 34 libraries (T.P.L.S. Annual, 1973).

Since this was the latest report to give details of circulation of individual affiliated libraries 33 further libraries were added which in accordance with the population for 1979 may be expected to be circulating over 60 000 books annually.

This gave a total of libraries who received questionnaires as follows:

Province	Verified libraries	Libraries to be verified
Cape	61	-
O.F.S.	7	4
Natal	25	3
Transvaal	34	13
Total	127	20

5.4.1 Verification of marginal libraries

The group of libraries about whom there was uncertainty as to whether or not they were now circulating 60 000 books annually and would therefore qualify for inclusion in the survey were all sent questionnaires in order to collect the missing data which would determine whether or not to include them.

The testing of the replies from these 20 libraries in order to establish whether they were applicable to the survey or not revealed the following information.

Province	Number sent	Replies received	Applicable	Not applicable
Cape	-	-	-	-
O.F.S.	4	4	1	3
Natal	3	-	-	-
Transvaal	13	6	4	2
Total	20	10	5	5

i.e. 50% of those answering proved applicable to the survey, so that this proportion of the marginal group, namely 10, should be added to the total of the verified libraries, to determine the exact number of units of analysis in the survey.

5.5 Data collection

The data was collected by means of a postal questionnaire as the widespread location of the libraries would have made personal interviews impractical and very expensive.

The participants would also be members of a professional group and their interest in the subject of the investigation should ensure a better response rate than is normally the case (Parten, 1950 : 391; Oppenheim, 1966 : 34).

The postal questionnaire also had the advantage of ensuring the confidentiality of the individual librarians replies (Parten, 1950 : 94), so they would be more likely to comment freely where their views were critical of the systems used. Since the affiliated libraries are in a subservient and dependant position to the provincial library services this was an important consideration.

5.5.1 The questionnaire design

The questionnaire was mainly composed of multiple-choice questions with a few open-ended questions. Guides to question construction were followed (Bebbie, 1973 : 140-144), and the variations suggested by checklists, rating scales and inventories, to avoid patterned responses were built into the layout and structure of the questionnaire (Oppenheim 1966, 81-102). It would have been expensive to produce the questionnaire in both official languages, so it was only done

in English. However the covering letter was in both official languages.

5.5.2 Scope of the questionnaire

There is an opening section, A, in which general information relating to the province concerned, total annual book circulation, qualifications of the head of the library, library surveys and statements of objectives is requested.

The second section, B, is designed to obtain details of the libraries own book stock purchases, and seeks to establish their amount and value, the types of books, and how these were selected. Respondents are then asked if they would prefer to purchase more books directly and whether they would like to be able to order these books through the provincial service and receive them fully processed.

Section C deals with the compatibility between the provincial stock selection in relation to the needs of the local library and requires information on the number of books received, the manner in which titles were selected, on the extent to which respondents keep themselves informed on new publications, on their attendance at provincial selection meetings, on the practical effectiveness of stock request, special request and replacement procedures, and finally on the respondents knowledge of the provincial book budget and their potential share of the books bought.

In section D respondents opinions on the system of selection of provincial stock are invited relating to such matter as: how involved they feel in this process, whether the stock meets the community needs, the ratio of titles to copies, stock coverage in some selected subject fields, whether they would like to do their own selection, and how satisfactory they find the system overall. General comments are also invited on all sections of the questionnaire.

5.5.3 Testing of the questionnaire

The questionnaire was compiled and modified after discussions with sociologists familiar with survey techniques, and a pilot survey was conducted by way of pre-testing among 20

qualified librarians. Ten of the librarians who were very familiar with particular affiliated public libraries of different sizes were asked to complete the pilot study on behalf of these libraries. It was considered inadvisable to include librarians in affiliated libraries in this pilot survey, as they would all be included in the final survey. The questionnaire was revised in the light of apparent deficiencies revealed by these replies.

5.5.4 Distribution of the questionnaire

Copies of the questionnaire in its final form (cf Appendix 1) were despatched to the librarians in charge of 147 libraries (cf 5.4) with a covering letter and an addressed and stamped envelope for return (cf Appendix 2). A reminder (cf Appendix 3) was sent to all outstanding libraries six weeks later, and second copies of the questionnaire were despatched where these were requested. In all 113 replies were received, of which 108 qualified in terms of the 60 000 circulation limit.

5.6 Completion rate

Replies were received from 108 libraries which qualified for inclusion in the survey as they circulated more than 60 000 books annually. A further 5 were received from libraries which circulated fewer books than 60 000, and these replies were disregarded for the purpose of the survey.

The following table shows the breakdown by province of the replies received from the verified libraries, and allowing for the 50% of the marginal libraries which had proved applicable (cf 5.4.1), gave a total of 137 maximum libraries which would qualify for inclusion in the survey.

Province	Qualifying libraries	50% of marginal group	Total applicable questionnaires	Applicable replies received	Replies as percentage of sample
Cape Province	61	-	61	57	93%
O.F.S.	7	2	9	5	55%
Natal	25	1.5	26.5	15	56.6%
Transvaal	34	6.5	40.5	31	76%
Total	127	10	137	108	78.8%

The response rate of 78.8% can be regarded as very good according to Babbie as even 50% would be adequate for analytical reporting (Babbie, 1973 : 165).

5.7 Processing of the data

The data was analysed and verified manually. This was made possible by using mainly multiple-choice questions in the questionnaire. The limitations of this form were compensated by the freedom in inviting and providing for open-ended comment on any points by the librarians, and since the data was analysed manually no technical limitations were imposed on the extent and scope of this comment.

5.8 Analysis of replies

The replies have been analysed point by point and comments inserted where relevant. The statistical analysis was approached on the lines suggested by Carpenter and Vasu for descriptive purposes (Carpenter, 1978). General comments are given at length after each section. The relevant section of the questionnaire is indicated after the headings in the description which follows.

5.8.1 General information about the libraries

5.8.1.1 Population groups

It was considered of value to be able to distinguish the libraries by the race of the community served, since at this stage libraries still are so divided. However there are only 12 libraries serving coloured communities in the Cape, and one for blacks in Natal, which qualified, and of these 10 replied. The responses from the 10 libraries have also been noted on their own where pertinent. These replies are noted in brackets after the total figures for the Cape where a relevant distinction emerges in the responses.

5.8.1.2 Size of libraries

The libraries were divided into seven groups according to circulation as there was obviously merit in distinguishing them by size. A natural clustering pattern emerged which made it logical to have intervals of 100 000 in groups I to III, with group I including the few exceptionally big libraries circulating over 300 000 books annually. Group IV to VII have intervals of 10 000. The groups and provincial breakdown are reflected below.

Table 5/4: Analysis of libraries by circulation and province

Group	I	II	III	IV	V	VI	VII	
Circulation size	Over 300000	200000-249999	100000-199999	90000-99999	80000-89999	70000-79999	60000-69999	Total
Province								
Cape	3	11(1)*	18(2)	4(2)	3(1)	7(2)	11(2)	57(10)
O.F.S.	2	1	1	-	-	-	1	5
Natal	2	1	4	1	3	2	2	15
Tvl.	7	7	6	3	2	4	2	31
Total	14	20	29	8	8	13	16	108

*() Indicates coloured communities served. These libraries are included in the total figures.

These seven groups were used throughout the analysis of replies and will be shown where relevant; provincial divisions will also be given when applicable. Overall in view of the relatively poor representation of Orange Free State and Natal in terms of sizes of the sample, it has been preferred to give the total picture.

5.8.1.3 Qualifications of head of library (cf Appendix 1 : A3)

The five categories provided allowed for B.Bibl./H.D.L., Lower Diploma, degree only, senior certificate and "other". School library certificates were included with the Lower Diploma. Some librarians indicated that they were busy with courses but it was decided that these would not be credited for our purposes. It needs to be remembered that all these libraries should theoretically be controlled by fully qualified librarians, according to the various provincial library standards. Since the primary object was to ascertain the level of professional or paraprofessional qualifications, the degree only, senior certificate and "other" categories have been combined in one group.

The pattern by library group and by province which emerged is shown below.

Qualification	I	II	III	IV	V	VI	VII	Total
B.Bibl./H.D.L.	14	14	11	4	3	4	3	53
Lower Diploma	-	5	8(2)	1	-	2	5(1)	21(3)
Other	-	1	9	3(2)	5(1)	7(2)	9(1)	34(7)

Qualification	Cape	O.F.S.	Natal	Tvl.
B.Bibl./H.D.L.	22	5	5	21
Lower Diploma	17(3)	-	1	3
Other	19(7)	-	8	7

Thus only 49% of the libraries are controlled by fully qualified librarians, 19% are in the charge of a lower diploma (paraprofessional), and 32% have no recognised library qualifications.

The Orange Free State has the distinction of having all five returning libraries controlled by fully qualified librarians, the percentages of the other provinces on larger samples, being as follows: Cape 38%, Natal 33% and the Transvaal 67%.

In the analysis of replies the unqualified group was distinguished in order to ascertain if their opinions differed from those of their professionally qualified colleagues. In group I and II, libraries almost all of the librarians have completed their professional training.

5.8.1.4 Library surveys (cf. Appendix 1 : A4)

80% of the responding libraries were not aware of a survey of library needs ever being conducted in their community. A breakdown by province of the 22 surveys reported by respondents reveals the following distribution: Cape 4, Orange Free State 3, Natal 2 and Transvaal 13. These surveys dated from 1965 to 1980, and 15 of them were conducted among the communities served by libraries circulating more than 200 000 books annually, i.e. the group I and II libraries.

5.8.1.5 Library objectives (cf. Appendix 1 : A5)

Replies to the question 'Has your library an objectives or goal statement that has been officially adopted by your local authority' revealed that of the eight who claimed to have such a statement one was not officially adopted, while four others said their policy was the same as that of the provincial service. Only three sent copies of the statement as requested. Thus less than 3% of the libraries can be said to have such a statement. This is particularly meaningful in view of Clause 18 of the Standards for South African public libraries, which reads: 'Every public library should have a written statement of its objectives'.

5.8.2. Bookstock purchases by affiliated libraries (cf. Appendix 1 : B)

5.8.2.1 Finance (cf. Appendix 1 : B1.1)

52 libraries had funds to purchase their own books and apart from small bequests to two Cape libraries all the other obtained their funds from their local authority. 73% of the libraries are in groups I to III.

	I	II	III	IV	V	VI	VII	Total	%
Cape	3	4	3	-	1	-	1	12	23%
O.F.S.	1	1	1	-	-	-	-	3	6%
Natal	2	1	3	1	2	2	2	13	25%
Transvaal	7	7	5	2	1	2	-	24	46%
Total	13	13	12	3	4	4	3	52	100%

The funding varies enormously, with Cape libraries averaging a mere R330, Free State R575 and Natal R538, while the Transvaal libraries average R6 700; the grants to the seven libraries in the Transvaal group I rise to R46 000 and average R16 300, and even group II average R5 400. Thus Transvaal libraries are in a unique situation in this regard.

5.8.2.2 Number of books bought (cf. Appendix 1 : B1.2)

Nineteen libraries bought fewer than 50 books annually, thirteen more fewer than 1 000 and only five more than 3 000. Thus apart from the very big Transvaal libraries, the book purchasing by local libraries constituted a relatively small part of their new book provision.

5.8.2.3 Areas of purchase (cf. Appendix 1' : B1.3)

The rating of broad categories of need in priority filled by such purchases revealed a fairly consistent picture. Eight definite areas were listed, with room for alternate purchases to be indicated under 'other'. The priorities given by the libraries were:

1. Advance copies of titles in demand and not yet received from the provincial service;
2. Additional copies of books also received from the provincial service;
3. Reference books not supplied by the provincial service;
4. Popular paperbacks, none being available from the provincial service;
5. Local collection material;
6. Fiction rejected by the provincial service;
7. General non-fiction rejected by the provincial service; and,
8. Formal study text books not available from the provincial service.

The emphasis given to advance copies of titles in demand and additional copies in demand shows that the provincial services are not providing a satisfactory service in this area.

Among the 'other' purchases mentioned were replacement of popular stock in Natal libraries, and a cooperative book-stock in specialised areas among libraries in the Vaal Triangle of the Transvaal and O.F.S.

5.8.2.4 Selection procedures (cf. Appendix 1 : B1.4)

42% of the books were selected after copies had been examined, 30% were selected on reviews or publicity material, and 24% were selected unseen on borrower demand. Included in the small group of other procedures (i.e. 4%) were visits to bookshops to buy for less-provided subject areas.

5.8.2.5 System preferred (cf. Appendix 1 : B1.5)

In response to the question: 'If you had the choice would you prefer to purchase more books directly and forfeit books to that value from the provincial service?' 52% of the libraries were in favour, while the rest were either undecided or

against the idea. Significantly, however, in group I and II libraries, where nearly all of the librarians are fully qualified, those in favour of increasing their own purchases rose to 64%.

5.8.2.6 Provincial processing (cf. Appendix 1 : B1.6)

In response to whether they would like to be able to order these books using the administrative machinery of the provincial service and receive them fully processed, 67% were in favour of doing so.

5.8.2.7 Comments on own purchasing by libraries (cf. Appendix 1 : B.2)

The librarians were then invited to elaborate on any points pertaining to their own book stock purchased. The following were the comments received:

It would be interesting to be more involved with book purchases but we are too far away from big centres to make personal examination of books practical. Also the interloan facilities within the provincial system and the better facilities for selection, purchase, processing, etc., are benefits far more valuable than independence for small libraries (Cape, III);

I think council and members would rather be able to buy books of their choice if they had the required cash, and be processed in their own library (Cape, III)

Books purchased with municipal grant were mainly juvenile books in great demand and unobtainable from the provincial library (Natal, VII);

We feel we are in touch with consumer needs and prefer to do our own book selection; we also like to build up a coherent stock in terms of subject and reference coverage (Natal, I)

I would like to suggest that every public library under a local authority should have a fund for the special purpose of purchasing books not supplied by the provincial service (Cape, III);

It would be very useful if books could sometimes be purchased locally. New books available at the bookshop are requested at the library. We have to send in request cards

and get them months later if at all. We are also unable to make use of book sales¹⁰ (Cape, I);

It would be a popular policy to have money to buy (a) fiction rejected by the provincial service (b) popular paperbacks¹⁰ (Cape, VI)

These comments evidence the frustration felt by those libraries who do not have funds to supplement their bookstock as is the case in many of the Transvaal libraries. Three main points are made in these comments: selection for local community needs was favoured; some practical problems were seen in using provincial machinery to obtain the books although this was not opposed in principle, and there was strong support for funds to supplement the shortcomings of the provincial library services.

However, when a system has been evolved to leave the affiliated libraries more freedom in selection the total dependence on the provincial service can be welcomed as evidenced by the following comment from the Orange Free State: "We like province to select, order and purchase; on many occasions I have iterated that we are very satisfied with provincial stocks¹⁰ (O.F.S., II)

Thus overall the support for book purchases by the local libraries was primarily the result of faults experienced in the service obtained from the provincial library services.

5.8.3 Provincial stock selection (cf. Appendix 1 : C)

5.8.3.1 Number of books received (cf. Appendix 1 : C1)

There was a surprising lack of consistency in the number of books received annually from the provincial services among the affiliated libraries in the same circulation category. Disregarding new libraries that were being stocked up those in Group I varied from 3 000 to over 10 000, with an average of 7 000 per library. The averages for the other groups were: II 5 000, III 3 000, IV, V and VI 2 500, and VI 1 500; but in all categories there were wide ranges.

Establishing a ratio between circulation and books received at individual libraries also did not reveal any consistent pattern. Dividing the books into the circulation gives a

ratio of the number of issues for every book received, i.e. the lower the number the smaller is the total issue in relation to the books received, and the higher the figure the more the books are being issued or used.

Comparing libraries in group I the following ratios were found:

Cape: ranged from 50 to 67

O.F.S.: ranged from 43 to 53

Natal: ranged from 84 to 107

Transvaal: ranged from 34 to 84

Coloured libraries of all sizes ranged from 22 to 53.

Similar variations were found in other groups and it can therefore be concluded that circulation plays less part in the overall allocation of books than has been assumed.

However, many libraries did not appear to have accurate records of the books received from the provincial services, so some doubt must be cast on the value of this information.

5.8.3.2 Selection of books from provincial stock (cf. Appendix 1 : C2)

The overall order of priority in which books were selected was as follows:

1. Books allocated to library by regional librarian;
2. Books sent to the library in response to borrower special requests;
3. Books selected from the regional library stock shelves by the affiliated library staff;
4. Books sent to the library in response to the librarians recommendation; and
5. Books selected from the travelling library by the affiliated library staff.

Orange Free State libraries differed from the other provinces in that books were not allocated by the regional librarian and no selection was done from travelling libraries (the service has discontinued using these vehicles). After requests and recommendations most books were selected by the affiliated librarian and sent direct to the library.

The decentralised system evolved in the Orange Free State is explained thus by two of their librarians: 'Our library is a region and selection committee on its own and we receive a copy of practically every book purchased for the regions' (Free State I), and, 'Books are selected, ordered and provided directly from the Central organisation' (Free State II).

Travelling libraries also played a very small role in the Transvaal selection overall, and in no province were they used to serve libraries in group I.

It would therefore appear that the travelling library no longer serves its purpose in providing books to the bigger libraries affiliated to provincial systems.

5.8.3.3 Information on new books (cf. Appendix 1 : C3)

92% of the libraries reported that they obtained regular information on new books published.

The sources of information were given in the following overall priority; provincial variations in rating where they differ are given in brackets:

1. seen in book trade publications (Natal 2);
2. perusal of reviews (O.F.S. and Transvaal 3, Natal 1);
3. seen in bookshops (Natal and Transvaal 2, O.F.S. 5);
4. borrower requests (O.F.S. 2);
5. informed by provincial service (O.F.S. 4);
6. approval copies examined at provincial service (Natal 7);
7. under 'other' 4 libraries received approval copies direct, one was a copyright deposit library and two mentioned radio reviews.

The first four sources were well ahead of the others, which shows that despite their efforts in this connection the affiliated libraries do not consider the provincial services a source of information about new publications.

5.8.3.4 Attendance at provincial selection meetings (cf. Appendix 1 : C4)

Attendance at provincial selection meetings by the librarians was as follows:

Cape 5%, Orange Free State 50%, Natal 46% and Transvaal 45%; overall an average of 24%. However, only 14% attended 'regularly', 59% 'occasionally' and the other 27% 'very infrequently'. This means that very few libraries are regularly involved, although the system devised to involve the biggest libraries in the Orange Free State can be singled out here and it will be examined later.

Comments on attendance included such statements as: 'It doesn't serve any purpose!' (Transvaal I); and 'We would attend meetings if we knew books we asked for would be bought for us. Cost of transport does not warrant regular attendance if recommendations are ignored.' (Cape I)

Thus attendance at selection meetings is generally very poor and it would appear from the comments of large libraries that this is directly a result of what they consider is the powerless position of librarians of affiliated libraries to affect the selection process.

5.8.3.5 Result of attendance at selection meetings (cf. Appendix 1 : C4.2, 4.3)

Of the 26 librarians who attended meetings 24 systematically indicated which books they wanted for their library. As a result of this action 68% usually obtained the books, and the rest were noncommittal. However, in view of the low number who can be said to participate effectively little overall importance can be attached to this figure.

5.8.3.6 Stock recommendations (cf. Appendix 1 : C5)

96% of the libraries sent in recommendations for additions to their stock, 45% of them on a regular basis and the rest sometimes. 4% never sent in recommendations, among whom one commented 'no longer allowed in this province; in the past we did frequently' (Natal I).

Other comments made on this point were: 'The Director issued an instruction that our library could not request or recommend that books be purchased for our stock. Needless to say such a statement would not encourage a librarian to be concerned about new books or reviews' (Cape III); 'when sending in recommendations for additions to our stock we usually receive them on inter-library loan!' (Transvaal I); 'Aanbe-

velings word gereeld ingestuur nadat boeklyste en boekbesprekings bestudeer is, dog alle aanbevelings word nie aangekoop nie. Soms word dit vir ons net tydelik geleen, soms word geen rede verstrekk nie' (Cape VI).

It would therefore appear that the librarians do not feel encouraged by the results to make systematic recommendations to build up their stock.

5.8.3.7 Special requests (cf. Appendix 1 : C6)

54% of the libraries sent on all requests from borrowers to the provincial service when the books were not in their stock, while 12% sent on only non-fiction and the remaining 34% sent on all non-fiction, but only quality fiction.

Differences in provincial policy were reflected in the division by province shown in the table below.

Province	All requests	Only Non-fiction	Non-fiction & quality fiction
Cape	63%	-	37%
O.F.S.	100%	-	-
Natal	7%	60%	33%
Transvaal	55%	13%	32%

It would appear that a distinction is also made within the provinces according to the size of the library as only 42% of the libraries in groups I and II reported that they sent on all their requests, as opposed to the 54% overall. It may therefore be that the policy is only enforced in those libraries where the volume creates problems for the provincial library services. Thus the Orange Free State with the smallest quantitative demand on its services still allows all requests to be passed on to the service for consideration.

A comment made on requests was: 'we would like to be able to send in requests for fiction as we did in past years. Providing books for recreational reading is after all one of the functions of the library service. Having ordered books from Provincial headquarters the regional librarian is ad-

vised of our request by telex. They in turn recall books from libraries but the system breaks down at this point as the librarians do not all cooperate and there is no follow-up procedure' (Natal VI).

A further comment was made regarding the expense of the special request system which has been curtailed in some provinces because of the cost: 'Borrowers could pay for special requests and the money go to the provincial service. A system like inter-library loans suggests itself whereby an affiliated library buys from province a book of say 50-cent tickets for which the borrower pays and fills in with each request. That card would be returned and cancelled and the money refunded if a decision not to purchase has been taken' (Cape III).

From the replies it emerged that there was some uncertainty in the application of the policies regarding special requests in the various provincial library services. The curtailment of the service by some services in recent years has severed a valuable source of feedback from users to selectors.

5.8.3.8 Supply of replacement stock (cf. Appendix 1 : C7)

The replies to the question whether stock replacement copies were routinely supplied on request are reflected below.

Province	Always	Usually	50/50	Rarely	Never
Cape	16%	56%	16%	12%	-
O.F.S.	-	80%	-	20%	-
Natal	-	38%	23%	31%	8%
Transvaal	7%	47%	33%	13%	-
Total	10%	52%	22%	15%	1%

Among the procedures mentioned in comments were 'Taken off regions shelves by the librarian' (Cape III), 'such books usually bought from own funds' (Transvaal II).

Thus the practices in the different services varied, but overall the libraries were usually satisfied with the outcome of their requests. How far they asked for such replacements was not measured.

5.8.3.9 Rejection of recommendations or requests (cf. Appendix : C8)

On the question of whether reasons were received for the rejection of recommendations or requests the replies revealed the following pattern.

Province	Always	Usually	50/50	Rarely	Never
Cape	42%	51%	2%	5%	-
O.F.S.	60%	40%	-	-	-
Natal	19%	50%	6%	19%	6%
Transvaal	31%	38%	-	27%	4%
Total:	36%	47%	2%	13%	2%

Thus the majority of librarians were notified of the reasons for the rejection of recommendations or requests.

However dissatisfaction with the replies received is evidenced by the following comments:

'But reasons meaningless and inadequate' (Cape III); 'But not adequately' (Free State V); 'Is "Director's instructions" a reason? If so, always!' (Cape I); 'We are simply told that items will not be purchased but rarely are given reasons, e.g. cost, format, contents' (Transvaal I); 'Only not available without reasons' (Transvaal III); 'A reason is given, i.e. "not being bought for stock", "Director's instructions", etc., but no explanation. A brief explanation would be far more satisfactory to the borrower' (Cape II); 'We do not consider "fiction" or "Director's instructions" as sufficient reason' (Cape III); and 'We find reasons to be meaningless and inadequate, e.g. "books not being bought for stock", "Director's instructions". How professionally competent is the Director to veto decisions made by the Book Selection Committee? Borrowers show understanding when given a valid reason' (Cape III).

Many similar comments were received, particularly from Cape libraries, so it would appear that libraries are generally dissatisfied with the lack of explanations for rejection.

5.8.3.10 Borrower complaints (cf. Appendix 1 : C9)

Asked whether there were borrower complaints as a result of delays in the supply of new books the libraries replied as shown below.

Province	No. complaints	Occasional complaints	Regular complaints	Constant complaints
Cape	3	38	11	5
O.F.S.	-	4	1	-
Natal	1	10	3	1
Transvaal	7	15	7	2
Total	11	67	22	8

It is therefore evident that the problem of the late receipt of titles remains to be solved.

5.8.3.11 Provincial book budget (cf. Appendix 1 : C10)

Only 10% of the librarians knew the precise amount of their total provincial service annual book budget, 27% had 'a rough idea' and 63% were totally ignorant. The extent of ignorance is significant as this is public information of direct functional concern to affiliated public libraries.

5.8.3.12 Annual new book allocation (cf. Appendix 1 : C11)

Asked whether they knew what their new book allocation would be each year, 61% had 'no idea', 27% had 'a rough idea' and only 12% knew what they could expect to receive.

Some librarians did comment that they were informed of the percentage of the regional allocation which they would receive, but it is surprising that the librarians are not better informed on a matter so important to them.

5.8.3.13 Bloemfontein Public Library selection

Since the Orange Free State has evolved a unique system, more information was obtained from City Librarian of the Bloemfontein Public Library on how the current selection procedures devised to accommodate them and other big affiliated libraries in the provincial service are functioning from the libraries' point of view.

Every week the books reviewed by the O.F.S.P.L.S. staff are collected and the staff of the Bloemfontein Public Library indicate their requirements on the review cards. A senior staff member then attends the Provincial selection meeting and participates as a full member of the Book Selection Committee.

Overall administrative control remains with the provincial library service and the Bloemfontein Public Library allocation is controlled by an allocation schedule according to book circulation. To quote the librarian:-

"The advantages for the library are:

- a larger variety of books are submitted on approval than the local bookshops could provide;
- the books are pre-selected by provincial library services reviewers - a time-saving device;
- we still have the opportunity to air our views and state our needs at the weekly book selection meetings;
- we are relieved from the financial and administrative work involved in book purchasing.

Advantages for the provincial library service:

- a person who can report on popularity of authors, subjects, sudden demands, etc. experienced at a public library is available at each selection meeting;
- South African books not normally available through booksellers but delivered in accordance with the copyright act are brought to their attention.

Disadvantages for the public library:

- larger book orders seem to take far more time to be delivered;
- money shortages influence the buying pattern;
- inexperienced selectors with uniformed opinions can create friction;
- catholic reading tastes of city dwellers as against the norms of the platteland can create a difference of opinion on selection principles especially as far as politics and sex are concerned. (van der Walt, P.J., 1980).

This is clearly the most evolved and decentralised system operating within a provincial service framework in any affiliated library in the country, and approaches most closely the supply agency system found overseas. The Orange Free State has an advantage in having so few libraries that personalised service could more easily be accommodated, but the principles could still be readily applied to the other provinces.

5.8.4 Opinions of the system of selection of provincial stock (cf. Appendix 1 : D)

5.8.4.1 Participation in selection (cf. Appendix 1 : D1)

Asked how involved they felt themselves to be in the selection of books for their libraries the replies were:

Considerably involved : 18%

Partly involved : 47%

Not involved at all : 35%

Significantly the libraries in group I & II had only 9% feeling considerably involved.

5.8.4.2 Wish for further involvement in selection (cf. Appendix 1 : D2)

Asked if they would like to take more part in selection the replies gave the following picture.

Table 5/12: Opinions on involvement in selection		
	Overall	group I & II only
No	7%	5%
Would like to but impractical because of distance and no access to books	47%	36%
Would like to be more involved but have no time	17%	21%
Yes	29%	38%

Comments on this point were:

'Only minimally involved per requests' (Cape III); 'I believe that those of us who read many reviews could be of some marginal assistance in choosing books (Cape III); 'Would like to take more part if recommendations are needed' (Cape I); and, 'Satisfied' (Free State I).

5.8.4.3 Handling books in selection (cf. Appendix 1 : D3)

Asked how important they considered it to handle and examine the books in selection 60% considered it essential and a further 33% felt it to be important. In the group I and II libraries the essential percentage rose to 76%. There is thus general agreement on the need to have access to copies of books in the selection process.

5.8.4.4 Present book stock (cf. Appendix 1 : D4)

When asked how they considered the present book stock measured up in meeting the library needs of the community the replies were:

Very adequately	: 11%
Adequately	: 31%
Minimal shortcomings	: 45%
Considerable shortcomings	: 13%

Significantly the ten coloured community libraries came out strongly in the negative with three finding minimal shortcomings and the other seven all finding considerable shortcomings.

On the basis of the limited sample it would appear therefore that the selection process is not sufficiently in touch with these communities as their total stock additions related to circulation (cf. 5.8.3.1) showed them to be quantitatively above the average set by white libraries.

5.8.4.5 Relation of titles to copies (cf. Appendix 1 : D6)

Asked if they were satisfied with the present balance between the overall number of titles received and the multiple copies of popular titles in demand, 46% reported that they were satisfied and 38% were not, while the other 16% were uncertain. Here again the libraries serving coloured communities came out more strongly in the negative with seven of the ten expressing dissatisfaction.

A comment made on this point was: 'Receipt of multiple copies of bestsellers is infrequent and erratic at first ordering; in my opinion funds would better be spent on more copies to be circulated at one copy per library, subsequent paperback editions and hard copy replacements when needed' (Natal I).

5.8.4.6 Titles in specific areas (cf. Appendix 1 : D9)

Seventeen distinct subjects and areas of book stock were selected to gauge the librarians' views on the range of titles supplied in these areas by the provincial services. A five-point scale 'far too many, too many, sufficient, too few and far too few' was provided. The results have been reduced to three groups: 'too many, sufficient and too few'.

Any noticeable points regarding size of library or provincial distinctions which did not conform to the overall pattern have been noted under a Remarks column.

Table 5/13: Opinions on stock coverage in 17 selected areas

STOCK AREA	Too many	Sufficient	Too few	REMARKS
1. Books about Christianity	8%	78%	14%	
2. Books about communism and communist countries	2%	64%	34%	
3. Books about social problems like drugs and rape	-	35%	65%	9 of the 10 coloured libraries were in 'too few' group
4. Books critical of the present S.A. government policy	2%	49%	49%	9 of the 10 coloured libraries were in the 'too few' group
5. Books supportive of the present S.A. government policy	3%	69%	28%	
6. Books for adults with limited reading skills	-	41%	59%	71% of group I & II libraries rated 'too few'
7. Books for children with reading difficulties	-	30%	70%	80% of group I & II libraries rated 'too few'
8. Books in Foreign languages	2%	37%	61%	69% of libraries in group I and II rated 'too few'
9. Books to help scholars with themes	1%	33%	66%	
10. Cookery books	35%	65%	-	
11. Light novels in Afrikaans	14%	64%	22%	75% of libraries in group I rated 'too many'
12. Light novels in English	9%	63%	28%	

13. Popular fiction that could be controversial	1%	59%	40%	75% of libraries in group I & II rated 'too few'
14. Quality fiction	-	45%	55%	70% of libraries in group I & II rated 'too few'
15. Sex instruction books	2%	73%	25%	
16. Technical books like car manuals	-	40%	60%	
17. Text book for undergraduate students	-	24%	76%	All of the coloured libraries rated 'too few'
Mean	50%	51%	44%	

While no categorical conclusions can be drawn from an opinion poll of this kind it does appear that there were definite areas where the books provided by the provincial services fell short of the affiliated library requirements. This is reflected in the overall mean degree of 49% falling in the 'too many' and 'too few' categories given above. Sensitive areas where criticism might result stood out in contrast to the safe field of cookery, and there were special provision areas, such as books for children with reading difficulties, which had not been met.

A clear policy on these areas would obviously serve as a guide for provincial library services, affiliated libraries and borrowers alike.

5.8.4.7 General comments on bookstock (cf. Appendix 1 : C12)

The Librarians were invited to elaborate on any points about the provincial stock selection in relation to their libraries.

Among these comments were the following:

'Too often books are bought only for central collection because the committee thinks there is no popular demand; some enormous gaps in stock on certain subjects. Is there any policy regarding school themes - none that we are aware of; up to date geographies (not travel) of countries present an annual headache for public librarians. Inconsistencies in the buying of fiction: often a book is turned down only to be bought months or a year later. Borrowers who originally

requested it complain to the librarian. In fiction buying the selection committee often buy a new title on the strength of quantities ordered of earlier titles without ascertaining whether earlier quantities were in fact used. Too large quantities are sometimes bought of titles we don't want' (Cape I);

'I feel that all major or definitive works on any aspect of South Africa, especially ones local area, should be available in the library, and would gladly forfeit some works of general non-fiction which are equally expensive' (Cape II); 'We feel that too many duplicates are supplied and a number of very expensive books which are not very popular are bought' (Cape III); 'It would be appreciated if we could give in a list of popular book authors to give the selectors an idea of what people want' (Natal III); 'We receive too many new non-fiction titles and have to do a lot of weeding to make space for them. We receive far too few English fiction titles and I have an idea that the low supply of new English fiction titles is affecting our issues. We try to make do by sending in requests and taking older titles from the book van, but new titles are always on a waiting list and not freely available on the shelf. As to Afrikaans fiction we receive adequate supplies of light fiction (too many copies though), the better titles we request and do receive, but they don't stay in the library (usually single copies) as we often have to return them for requests or "leeskringe" ' (Cape III);

'Many uplifting and inspiring Christian biographies are often rejected by book selection with the comment "no suitable edition" - in other words only available in paperback. Yet many paperback novels are bought!' (Natal V); 'Gewilde Engelse fiksie behoort nie van ons biblioteek teruggevra te word vir 'n kleiner biblioteek in die streek nie. Ons het dikwels lang waglyste en moet dan so 'n boek terugstuur. Die inligting wat ons het oor die ekonomie van lande vir studietemas is hopeloos verouderd. Dis logies dat 'n klein plattelandse biblioteek nie alle materiaal kan hê nie. Dis ook logies dat 'n ernstige gebruiker nie altyd 500 myl na die stad vir inligting kan ry nie. Kompromise moet getref word, bv.

fotokopieë, en studie materiaal moet sover moontlik voorsien word aan die platteland. Onthou die student is net so ver van Unisa of ander universiteite! (Cape VI); and The need for well written Afrikaans fiction is great. Too much "romance" and too little "meat" (Natal VII).

It is thus evident that the librarians have both general and specific shortcomings in their bookstock to report. They know, and are ready to be articulate about their specific, individual needs in so far as these are not being catered for by the provincial library services.

5.8.4.8 Supply agency (cf. Appendix 1 : D8)

The libraries were asked if they would like to select and obtain their stock directly, using the provincial machinery as supply agency for reviewing, ordering and processing books and handling withdrawals. Since the idea would be unfamiliar to many of them, and as care was taken to avoid promoting the concept in an explanation, provision was made for an uncertain rating.

The answers given were as follows:

'No' 33%; 'uncertain' 29%; and 'yes' 38%.

Among the group I and II libraries the 'yes' vote rose to 42%. Comments made on this point were 'I'm a little dubious because I find province's cataloguing and classification practices quite unacceptable-inconsistent, incomplete and downright wierd at times. Otherwise I'm for this' (Transvaal I);

'Definitely an ideal situation, but a full time job! We would need extra staff to be able to do this, even with provincial reviews. So one would have to first of all persuade the municipalities of its benefits' (Cape II);

'would like to select directly through own machinery' (Natal I);

'I would like the money and freedom to be able to do all our own selection and buying independently. My council however is not willing to finance this; they however supply sufficient funds for us to keep our stock adequate and well balanced' (Transvaal II).

Allowing for how unfamiliar the idea would be to most librarians the positive response is high. This evidences the librarians' readiness, particularly in Groups I & II, to support an alternate system that would allow them more say in the selection of their stock.

5.8.4.9 Overall opinion of provincial service (cf Appendix 1 : D9)

The final question asked the librarians to rate the present system of book supply through the provincial library service on a five point scale.

	Very satisfied	Satisfied	50/50	Dissatisfied	Very dissatisfied
Cape	22%	49%	23%	4%	2%
O.F.S.	20%	40%	40%	-	-
Natal	13%	53%	34%	-	-
Transvaal	16%	55%	29%	7%	3%
Total	16%	51%	27%	4%	2%
Coloured Libraries	10%	20%	50%	10%	10%
Group I & II Libraries	11%	37%	40%	9%	3%

It would therefore appear that the affiliated libraries are generally satisfied with the system of book supply. However a small minority, particularly among the libraries circulating over 200 000 books annually, expressed some dissatisfaction.

5.8.5 General comments on the system (cf Appendix 1 : D10)

The final word must come from the librarians. Comments are grouped by the size of the library.

5.8.5.1 Group I libraries

'I resent provinces paternal attitude - I'm as qualified and experienced as central staff (if not more so) and I know my community needs a lot better (even if that knowledge has large gaps). It is galling to be refused items because someone in the capital doesn't think my borrowers really need them; to get items on loan when I've a continuous demand and have

asked for a permanent purchase; to have to submit to an out-dated policy of what constitutes reference material (they think only in terms of ready reference and turn down requests for e.g. histories of Europe in depth); to stand by while unnecessary annual reference books are bought year after year instead of every 3 years while that money could be spent on items my borrowers could use. The fiction policy is so staid and unimaginative and little notice seems to be taken of authors' declining popularity, multiple copies of novels by has-beens while new authors are represented sparingly. Ditto children's books' (Transvaal);

'What one finds annoying is that books specially asked for are not purchased for some obscure reason, and books we do not necessarily want are purchased for us instead. I think that any title requested must be supplied, regardless of price, as others can be forfeited to make up for it unless there is a very valid reason for not purchasing. The only valid reasons are book banned, very poorly produced and printed, or out of print' (Cape);

'Time-lapse between requests and receiving books too long, e.g. 3 to 5 months because books are ordered in bulk and must be processed in bulk. Bestsellers, though of insufficient number, are received apart from bulk consignments which is helpful. Sometimes the selection committee forget that all the towns do not have the same reading needs and a "provincial" attitude reveals itself' (Orange Free State);

'Without its very large book budget this library would never be able to supply its clientele, which is 100% English-speaking and who are highbrow readers, with books in demand' (Transvaal);

'I am usually satisfied with the books the provincial library supply, but they cannot satisfy the specific local need, as they serve countryside and city areas' (Transvaal); and

'Selection committee is not in touch with needs of individual libraries. If librarians' recommendations were acted upon, I'm sure they would flock to attend book selection meetings.' (Cape).

5.8.5.2 Group II libraries

'Each community have their own demands - the provincial service caters for the average of the province as a whole' (Transvaal); 'Frankly I think the service very good indeed, as testified to by any of our borrowers who come from other parts of the country. On the other hand I am on the receiving end of books already accessioned and in most cases I am not aware of the books which are recommended for buying and not bought (other than those requested). In other words my outlook is blinkered at the moment. If librarians were more involved in selection I think we would give a far more professional service to the public; we would know books better, etc.' (Cape).

5.8.5.3 Group III libraries

'A written policy (known to all librarians), efficient selectors and a good replacement system could only contribute to a more effective service' (Cape); 'We are invited to come in for book selection which turns out to be choosing a specific number of titles from pre-selected titles already purchased for the region! After selecting the quota of new books we resort to the regional stacks to balance the number of monthly returns. We find that there are no decent, clean, up-to-date (in the case of non-fiction), and recent titles!' (Cape); and "As gevolg van die feit dat ons baie ver van die provinsiale biblioteek af is, is dit vanselsprekend moeilik om werklik 'n deel aan die seleksie van boeke te hê, maar ek voel tog dat die provinsie meer inligting i.v.m. die voorgenome aankope aan ons moet bekendstel sodat ons van ons kant af daarop aanbevelings kan maak. As gevolg van die afstand bestaan daar dus 'n redelike kommunikasie gaping tussen my as plattelandse biblioteek en die provinsiale hoofkantoor. My beskeie mening is dat die wisselwerking in boekkeuring 'n groot sukses kan wees mits die geaffilieerde openbare biblioteke elkeen sy eie klein aandeel daaraan kan hê' (Transvaal).

5.8.5.4 Group VI libraries

"I am impressed by and grateful for the high quality of the book selection service. I like the system of white

card synopses indicating the selection committees personal recommendations as far as experimental novels and controversial themes go. This is a brave venture as many of those titles are wasted on the average reader (Cape); and Ek het nog altyd beweer dat hulle my maandeliks boeke per trein kan stuur van Pretoria af. Een keer per maand kan my ou boeke streekbiblioteek - toe gaan en kan ek verder aanvul uit hulle ou boeke wat ons nodig het (Transvaal).

5.8.5.5 Group VII libraries

I am fully satisfied with the service as are 99% of my readers. My only criticism is that so many books are recalled from the small libraries while much interest is still being shown (Cape); It would be appreciated if we could have a review of new books being considered for buying so that we could indicate before hand what our needs are. The present system lends itself to "unfairness" in that when books reach us on free choice, the best or most popular have already been taken. What the eye does not see the heart does not grieve over, but when these new accessions are reviewed in the Cape Librarian for instance, we know what we missed. It would be a good thing therefore if enough copies are bought to go around to all the libraries (Cape); and We are so very pleased with the service of the regional library. The borrowers think our stock is excellent and special requests are never in vain (Cape).

Thus the comments of the librarians in the biggest libraries reflect their sense of frustration, while those in the group VII libraries which are the smallest included in the survey are on the whole well satisfied with the service they receive.

5.9 Conclusions

General conclusions of particular significance which can be drawn from this survey are the following:

5.9.1 Lack of professional direction

The lack of qualified librarians in 31% of the libraries which circulate over 60 000 books annually, the general failure, apart from in large Transvaal towns, to conduct surveys of library needs, and the virtually total absence of a statement of objectives which has been accepted by the local authority, all point to an overall lack of professional direction among the public libraries affiliated to

provincial library services.

5.9.2 Services to black communities

The fact that, despite the population of the country, no libraries serving black communities qualified for inclusion in the survey, shows that apart from coloured libraries in the Cape, the South African public library in its present form remains very much a white middle class phenomenon. It is appropriate that the 50th S.A.I.L.I.S. Conference in Cape Town should recently have given serious professional attention to the problem of the poor involvement of black communities in public libraries.

5.9.3 Domestic purchases to complement material from provincial library services

Regarding their own book purchases only the large affiliated libraries in the Transvaal had funds of real significance provided by their local authorities. These funds were used mainly to meet the delays and cover the shortfalls experienced from the provincial library service. The majority of these libraries were in favour of increasing their own buying, but would prefer to receive the books ready processed by the provincial library service.

5.9.4 Involvement of local librarians in book selection process

Turning to the selection of stock for affiliated libraries obtained from the provincial library services it emerged that the selection is primarily done by the regional librarian allocating books to the library. Very few of the librarians were regularly involved in current book selection by attending provincial selection meetings, although it seems many more would attend if their participation carried weight. The exception of the Orange Free State must be singled out where the affiliated librarians of the biggest libraries have considerable say in the selection of their bookstock.

Asked their opinions on the selection system the majority felt they were not very involved but many saw practical issues of time and distance as obstacles to further partici-

pation. However a fair number, particularly in the biggest libraries, were keen to take more part.

5.9.5 Handling of stock recommendations and special requests

Most libraries send in stock recommendations but provincial policies varied with regard to special requests, there being a general curtailment of fiction requests except in the Orange Free State. Reasons for the rejection of recommendations or requests were generally received but the librarians were not at all happy with the lack of explanations. The librarians were uninformed of the provincial book budget and few had a clear idea of what their new book allocation would be each year.

5.9.6 Adequacy of local bookstock

The bookstock provided was generally considered adequate, with minimal shortcomings, for the library needs of their communities, apart from the coloured community libraries which all came out in the negative. Opinions on selected areas of stock showed a definite shortage insensitive areas that could be controversial and in special areas of provision that are less orientated to the routine book trade.

5.9.7 Supply agency system

There was no strong leaning on the idea of a supply agency system as a large number of the libraries were uncertain of the implications. However since this is very close to the newly developed Orange Free State system for big libraries, it may profitably be investigated by the other provinces.

5.9.8 Overall assessment of the quality of provincial library services

Overall the majority of libraries rated the present system of book supply through the provincial service as leaving them satisfied. However there were serious frustrations particularly among the very biggest libraries about the lack of interaction and communication between themselves and the provincial services regarding book selection. Insufficient attention was given to the opinions of the librarians and particularly those libraries with qualified librarians resented the overbearing attitude and centralised mentality of the provincial library services.

Conclusions and Recommendations

6.1 Conclusions

6.1.1 The provision of public library service to white rural communities in South Africa is a joint undertaking between the provincial and local authorities, the latter providing the library and the province the books; which is theoretically and potentially an excellent system. The centralisation that was necessary and possible at the inception of the schemes, since no alternative existed, and there were no qualified librarians in public libraries, has remained virtually unchanged and book selection is firmly in the hands of the staff of the provincial library services. The resultant services are therefore very strongly 'supplier-orientated' (cf. 3.13.1; 5.9.4). The services have also grown to incorporate many much bigger peri-urban libraries than were originally intended (cf. 2.13).

The services were found to be in a strong organisational position to provide affiliated libraries with an economic and efficient service, but the effectiveness of the service has never been measured. The 2nd edition of the S.A.L.A. Public library standards, published in 1968, should now be considered obsolete, and can therefore not be used with any confidence as a basis for such measurement. Also no statements of aims and objectives have been officially adopted and made widely available by any of the services to date. No evidence of short-term goal-setting could be traced (cf. 5.9.1).

6.1.2 Selection methods involved local librarians to a very limited extent, and there was minimal interaction of ideas or on user needs, and the libraries were very much on the receiving end of the books already pre-selected. With increasing financial pressures they were, apart from one exception, becoming even less involved. In the absence of any professional statement to safeguard intellectual freedom (cf. the American Library bill of rights and Freedom to read statements) the climate of censorship appeared to be

an inhibiting factor. Moreover in the absence of any official book selection policy there was a very real threat of bureaucratic control, as the impression was gained that some of the provincial librarians tended to favour their accountability as public servants above that as professional librarians. Extensive selection machinery existed, but this was not being fully exploited, and the book allocation methods seemed divergent and inconsistent (cf. 3.13).

6.1.3 A clear hypothetical model was found to emerge from professional thinking and practices elsewhere, largely supported by local professional opinion, which left our static systems far behind those of other western countries in which it was recognised that community needs differ, and the local librarians were found to have more say in the selection of their stock than was the case in affiliated libraries in South Africa. Such professional soul-searching and questioning is in sharp contrast to the tone of the published Annual reports of our services in which circulation statistics feature as the only performance measure applied. The library supply agencies in Europe in general, and in Scandinavia in particular, deserve special attention as an alternative to our system. The real attempts to contact non-users, and particularly their services to the disadvantaged members of their communities, are in contrast to those designed to meet the needs of the white middle-class in South Africa. The telling phrase quoted by Eric Moon while addressing British librarians in 1977 seems relevant here as a reminder to provincial library services to continue their soul-searching: 'if you're not part of the solution, you're part of the problem' (cf. 4.5).

6.1.4 The evaluation by the public librarians controlling the larger affiliated libraries of the service they received from the provincial library services showed that, whereas the smaller libraries expressed general satisfaction with the service received, there seems to be a growing voice of discontent among the biggest libraries staffed by fully qualified librarians at their lack of say in the books they receive for their stock. This difference in attitude may

be attributed to the fact that the libraries with unqualified staff have not usually the background to evaluate the service, and are consequently more prepared to rely on their regional librarian for professional guidance, although they too have information on their local needs. The qualified librarians however appear to resent their powerless situation, and many feel that they are in a far better position to select material for the needs of the community with which they are in daily contact, than to take the pre-selected offerings that are made from the centrally selected stock (cf. 5.8.5; 5.9).

6.1.5 There is relatively little interaction in book selection between provincial library systems and their affiliated public libraries, resulting in what may be described as a significant communication gap between the selectors and the users, to the latter's cost. Professional reassessment seems to be required urgently if the provincial library organisations are to provide an adequate level of service to affiliated libraries to cater for local needs, as was presupposed in the early planning of the provincial systems, and also as reflected in the spirit of the legislation. The ever-increasing cost to the taxpayer of these services can also not be ignored.

6.2 Recommendations

6.2.1 The facilities needed to give a service to white communities in local authorities affiliated to the provincial library services are now generally adequate, and there is much goodwill and good intention from the provincial library organisations to provide a satisfactory service, but it appears that a clear, unified directive on providing a quality professional service is required from the four services. Research on many aspects is needed, and the numerous departments of librarianship at our universities should be urged to involve themselves and their students more fully and in a more coordinated fashion in research ventures of this kind. The generally acknowledged low ebb in current public librarianship in this country, and the very poor professional image of provincial librarians in particular, need all the assistance the profession as a whole can give them

at present. The specific recommendations that follow concerning possible changes in book selection practices have largely been adopted from ideas found in the investigation of public library services in other countries, and they are offered as a contribution towards the debate.

6.2.2 The flow should be reversed in so far as it seems desirable that the selection process should emanate from the community which is to be served, thereby converting it into a 'user-orientated' rather than a 'supplier-orientated' service (cf, 4.5.1). Thus needs are to be locally determined. The fully qualified librarians in control of public libraries should be recognised, and their libraries should be handled quite differently in regard to book selection to the rest of the affiliated libraries. For convenience these will be referred to as 'A' libraries, while those controlled by unqualified staff will be called 'B' libraries.

6.2.2.1 All public librarians who are closest to the users should be informed of the estimates of what books could be bought at an established average price, and in relation to their circulation of the approximate number of new book 'units' each library could expect in the coming year. (These calculations could be made in December, based on the circulation returns and book prices of the past year; proportional changes could be made later for changes in funds or prices).

6.2.2.2 A current allocation to build up stock for a new library should start as soon as the local authority has officially accepted affiliation, and should be based on a community survey conducted by the regional librarian, on population statistics and on the anticipated circulation. Basic stock for a new library should be selected systematically and bought for that specific need.

6.2.2.3 Average prices for the main categories of books can be supplied, and local qualified librarians (in 'A' libraries), or the local librarian who is unqualified (in 'B' libraries) in consultation with the regional librarian concerned, and the library committee, could indicate what proportions of books

coming year. The varying quantities that will be needed of popular titles should also be determined locally, thus enabling the regional librarian concerned to collate details of all 'B' library requirements and of all library depot allocations, and to return this information to the central organisation for amalgamation into comprehensive allocation lists. In this way a total picture of public library requirements for the coming year can be obtained.

6.2.3 The qualified librarians in public libraries should be given acknowledgement and they should be allowed to select their own stock, and they should be served direct from the central organisation ('A' libraries). Other public libraries ('B' libraries) and depots can still be served through the regional library. An 'A' library can elect annually to cede its independence to select stock to the regional librarian or the central organisation, but the library's allocation would remain as determined by its annual circulation.

6.2.4 Book selection should become a team responsibility and should involve the local librarians.

6.2.4.1 Books can be reviewed by provincial staff or local qualified librarians who regularly attend selection meetings. The reviewing panel can also be extended to include outsiders who are authorities in various fields.

6.2.4.2 Proof copies of popular titles expected to be in demand and advance copies of Afrikaans titles should be obtained. Approval copies can be received from overseas publishers' representatives who can also supply any relevant information about the book and author. Published reviews can be traced before books are reviewed as a means of reducing the volume of material to be handled. These reviews can be used extensively for evaluating non-fiction titles in particular.

6.2.4.3 Orders should be placed with the bookseller who can best expedite delivery. This can include part deliveries from their stock, which can be used to supply 'A' libraries as soon as ordered copies become available.

6.2.4.4 New books can be put out for examination and comment by regional librarians and for selection by any 'A' librarians who are able to attend the selection meeting. These librarians can indicate the quantity they require and authorise the order by completing a space provided on the review card.

6.2.4.5 It seems desirable that a brief discussion of the requirements for 'B' libraries and depots should follow, preferably in the afternoon of the selection meeting, when the 'A' library reactions would be available for guidance. The needs of the service as a whole for more specialised titles and coverage which should be available as a backup collection from the central reference collection would also be considered at this stage. It is important to specify that this should be the only book selection meeting, thus ensuring that final decisions are taken here.

6.2.4.6 Recommended titles, arranged alphabetically for fiction categories and by classified order (the subject index of the provincial library catalogue could suffice as a guide) for non-fiction, with a brief review emphasising the expected library use of the title, can be typed on to lists every two weeks. Non-fiction titles selected from reviews can be included if wished. It is suggested that this list could readily take the 5" x 3" catalogue entry form, as used by Bibliotekstjänst in Sweden (cf. 4.4.6.2).

6.2.4.7 A list of controversial titles for which a demand could be anticipated, which have been rejected, together with the review in which reasons for the rejection are given, titles reported out-of-print which were on order in quantity, and important reprints, should also be included in the two weekly notification.

6.2.4.8 Each public library and regional librarian is to receive two copies of this list. 'A' librarians who were unable to attend the selection meeting can select and order their requirements on this list. Regional librarians would react on behalf of 'B' libraries and depots. One copy of the list would need to be returned within a week or the general pattern of returns would prevail for any libraries that had not sent in their lists. The 'B' libraries should

be given the opportunity to discuss their wishes with the regional librarian at leisure. This would promote feedback to the regional librarian, improve bookstock knowledge and prepare the 'B' librarians for the day they would be qualified and allowed to select all their own books.

6.2.4.9 'A' libraries should be permitted to select rejected titles for their own stock once they have examined them.

6.2.4.10 The second copy of the list can serve as an on order record in the libraries; hence it would be preferable in the catalogue card form suggested.

6.2.4.11 The central organisation would account monthly to the 'A' libraries and regional librarians on the units they have used. The responsibility would rest with the librarians to ensure that they remain within their unit budget. If a book is priced at 50% over the average price set for that category, this can be debited as two units.

6.2.4.12 Books can be given regional property stamps, as at present, if desired, but 'A' library books can be processed for computerised issue systems, if these exist in libraries. All 'A' library books would be despatched direct to the libraries, but once the returned despatch list total has been entered as acknowledged by the preparation section of a provincial library service, it can be sent on to the regional librarian who would also receive the issue cards direct from the preparation section.

6.2.5 Special requests from borrowers and recommendations from libraries should be given more weight than is the case in some of the services.

6.2.5.1 Stock recommendations from 'A' libraries should be ordered for the libraries immediately against their unit allocation. Those from 'B' libraries would require the sanction of the regional librarian.

6.2.5.2 Special requests for books on order for a library, including fiction, can be held at the library concerned unless the quantity on order would not be enough. In such cases 'A' libraries can order additional copies which would

be debited to their units, while 'B' libraries would approach their regional librarian.

6.2.5.3 Special requests not in stock can be given an indication as to whether or not the librarian is prepared to have the library's units debited if the book must be ordered. On the other hand the local librarian may prefer to have the request referred back to the library, with any available review that had been traced and the price, for this decision. This would also apply to student requests. The provincial library organisation can still decide to order the book for the stock of its central reference library if it was felt it was needed.

6.2.6 Funds should be set aside for special calls for stock building and withdrawals from stock should be seen as part of the selection process.

6.2.6.1 A proportion of the total book fund should be set aside for replacement stock. Libraries sending in an issue card of a discard for a replacement can be supplied from this fund, while other replacements can be treated as special requests and debited to their unit allocation.

6.2.6.2 Provision for new libraries' basic stock and the requirements of the central reference library of every provincial library service can be done on the same basis as for local libraries, but with needs determined by professional consensus.

6.2.6.3 Paperbacks should be used far more, but subject to simpler controls and with no overdue notices or fines for late returns. It is suggested that it would not be difficult to devise a way for libraries to select their needs with the extensive trade tools currently available.

6.2.6.4 Discards for all libraries can be routed through the regional librarian as at present but weeding should be given more professional direction.

6.2.7 It should also be noted that the provision of books on the library agency basis is done by the same agency for both public and school libraries in Sweden and other continental countries. The C.P.L.S., for example, currently provides such an economic agency service for coloured schools

throughout the country. This is a complex issue in the South African context, but it is submitted that the principle merits further investigation with a view to expansion.

6.2.8 There appears to be a need to improve the professional content, and thereby the job satisfaction in the work of rural librarians, to attract qualified librarians to stay in country towns as public and regional librarians.

6.2.8.1 Regional librarians should tackle surveys of the information needs in the 'B' library communities.

6.2.8.2 The control of stock circulation to 'B' libraries and depots can be systematised and recorded in such a way that the regional librarian would be relieved of this administrative chore, while leaving him the professional task of selecting and advising local librarians on stock.

6.2.8.3 The idea of team librarianship (T/L), as evolved in British county services (cf. 4.4.4.1) which enables professional specialisations to be developed and practised in small- to medium-sized public libraries, can be adapted to forge the regional staff into a true service team. The addition to such a team of book stock specialists (cf. 4.4.4.2) who are able to advise on stock gaps and revision would facilitate a really professional service.

6.2.8.4 Another way of improving the communication gap between borrowers and selectors would be an exchange system between local authorities and the provincial library services, whereby a public library staff member and a book selector can exchange posts for a year. This could be of great mutual benefit, as the book selector would obtain first hand experience of user needs, while the public librarian could enlarge his knowledge of books.

6.2.8.5 The present regional storehouses of dying and dead stocks should be eliminated. After copies have been written off they can be given a sticker on the lines of the Orange Public Library's practice and donated to any possible outlet (cf. 4.3.4). Too many homes in our society know no books, and book borrowing only grows from book familiarity. At present thousands of books in good condition get pulped annually. A 'wait place' that springs to mind is those queues of commuters waiting for buses.

6.2.8.6 The regional librarian should be free to spend days at a time in a specific 'B' library, giving in-depth assistance and doing serious training of librarians.

6.2.8.7 He should investigate getting library committees members, who are usually community leaders, involved in the promotion of literacy classes for whatever groups in that particular community might 'want to read and write better than they can'. Literacy teachers should best be recruited from volunteers with whom the learners are familiar, but in the absence of other facilities the libraries could make their library halls available for such classes to meet in once a week. The goodwill this can generate for libraries among these non-users is enormous. The provincial library services should provide the required bridge material for these groups (cf. 4.2.8).

6.2.8.8 In towns without a bookshop the librarian can try to interest the community in selling books from the library on the lines of school bookshops in Britain. Starting modestly with Afrikaans picture books and English children's paperbacks and a basic range of books for presents, the shop can be staffed by public-spirited volunteers (cf. 4.2.12).

6.2.9 The four provincial library services can cooperate closely on a number of mutually beneficial projects, viz:

6.2.9.1 Review lists can be sent to each other and possibly combined for second opinions.

6.2.9.2 Since costs make publications prohibitively expensive, a joint publications' programme for all major displays and bibliographies can be planned to increase the printing run and reduce the cost.

6.2.9.3 Reviews can be amalgamated into one publication on the lines of those issued by the E.K.Z. in Germany or Bokrevy from Sweden, and be so printed that librarians cut them up and use them for promotion with the books. (At present too little use is made of the reviews which are expensively produced).

6.2.9.4 One journal, possibly a quarterly, developed on the lines of the Cape librarian, but reflecting more of the sense of professional commitment found in recent articles

published in Vrystaatse biblioteke and Libri Natales, can be a unifying force for all the public libraries in the country, and again save on costs.

6.2.10 The final word must go to our most pressing problem : the provision of suitable library services for blacks.

This is a complex issue, as evidenced in the professional literature. However, certain positive suggestions emerge, the feasibility of which can be investigated with a view to possible implementation.

6.2.10.1 Following the Cuban example school children can be used as volunteer literacy teachers. The teachers would be provided by other agencies, but librarians can provide the place and the materials, including the music and films which have been so effective in other parts of Africa.

6.2.10.2 A useful contribution can be made to literacy campaigns conducted among the lower socio-economic groups in the South African community, by promoting neighbourhood publishing in both black and coloured communities in collaboration with local agencies (cf. 4.2.12.1).

6.2.10.3 It would appear that the libraries needed to meet general black user needs should be quite different to those modelled on our white libraries, but the message remains 'Amandla ezincwadini!'

Appendix 1.

QUESTIONNAIRE: BOOK SELECTION FOR AFFILIATED PUBLIC LIBRARIES

Please cross the relevant square where alternatives are given

A GENERAL INFORMATION

1. Province

(1)	(2)	(3)	(4)
Cape	O.F.S.	Natal	Transvaal

2. Total annual book circulation in 1979

3. Qualifications of head of library

(1)	(2)	(3)	(4)	(5)
B.Bibl/Post-graduate Higher Diploma	Lower Diploma No Degree	Degree only	Senior Certificate	Other (Please specify):

4. Has a survey of library needs ever been conducted in your community?

(1)	(2)	(3)
Yes	Don't know	No

4.1 If 'yes' in what year?

5. Has your library an objectives or goals policy statement that has been officially adopted by your local authority?

(1)	(2)	(3)
Yes	Don't know	No

If 'yes' please enclose a copy.

B YOUR OWN BOOK STOCK PURCHASES

1. Do you have funds to purchase your own books?

(1)	(2)
Yes	No

If 'yes'

1.1 What authority provides these funds and how much was allocated in 1979?

(1)	Your local authority	Amount:
(2)	Provincial administration	Amount:
(3)	other (Specify)	Amount:

1.2 how many books were bought in 1979?

- 1.3 Please indicate the areas of purchase and rate them in order of priority from 1 to 9 for your 1979 purchases. Mark any which are not applicable with a dash.
- (1) Reference books not supplied by the provincial service
 - (2) Fiction rejected by the provincial service
 - (3) General non-fiction rejected by the provincial service
 - (4) Formal study text books not available from the provincial service
 - (5) Popular paperbacks, none being available from the provincial service
 - (6) Additional copies of books also received from the provincial service
 - (7) Advance copies of titles in demand and not yet received from the provincial service
 - (8) Local collection
 - (9) Other (please specify):

1.4 How did you select these books? Please indicate the priority from 1 to 4

- (1) Examined the books
- (2) Books unseen, selected on review or publicity material
- (3) Books unseen, selected on borrower demand
- (4) Other (specify):

1.5 If you had the choice would you prefer to purchase more books directly and forfeit books to that value from the provincial service?

(1)	(2)	(3)
Yes	Uncertain	No

1.6 Would you like to be able to order these books through the provincial service and receive them fully processed?

(1)	(2)	(3)
Yes	Uncertain	No

2. Please elaborate on any points pertaining to section B if you desire:

C. PROVINCIAL STOCK SELECTION IN RELATION TO YOUR LIBRARY

1. How many books did you receive from the provincial service in 1979?

--

2. Please indicate the priority of methods from 1 to 7 whereby these books were selected:

- (1) From travelling library stock by you or your staff
- (2) From the regional library stock shelves by you or your staff
- (3) Books allocated to you by the regional librarian
- (4) Books selected by you and sent direct to your library
- (5) Books sent to you in response to your recommendation
- (6) Books sent to you in response to borrower special request
- (7) Other (please specify):

3. Do you obtain regular information on new books published?

(1) (2)

Yes	No
-----	----

3.1 If 'yes' please rate the following sources in order of priority from 1 to 7, mark any which are not applicable with a dash.

- (1) See in bookshops
- (2) See book trade publications
- (3) Peruse reviews
- (4) Informed by provincial service
- (5) Examine approval copies at provincial service
- (6) Await borrower requests
- (7) Other (specify):

4. Do you or your staff attend selection meetings at the headquarters of the provincial service?

(1) (2)

Yes	No
-----	----

if 'yes'

4.1 please indicate frequency

(1) (2) (3)

Regularly	Occasionally	Very infrequently
-----------	--------------	-------------------

4.2 if you attend do you systematically indicate which books you want for your library?

(1) (2)

Yes	No
-----	----

4.3 do you then as a result of your action receive the books?

(1) (2) (3) (4) (5)

Never	Rarely	50/50	Usually	Always
-------	--------	-------	---------	--------

5. Do you send in recommendations for additions to your stock?

(1) (2) (3)

Regularly	Sometimes	Never
-----------	-----------	-------

6. Are special requests from borrowers sent on to the provincial service when the book is not in your stock?

(1) (2) (3) (4)

Yes, all requests	Only non-fiction	Non-fiction & quality fiction	No
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7. Are stock replacements copies routinely supplied on your requesting them?

(1)	(2)	(3)	(4)	(5)
Always	Usually	50/50	Rarely	Never

8. When recommendations or requests are not supplied do you receive reasons for the rejection?

(1)	(2)	(3)	(4)	(5)
Never	Rarely	50/50	Usually	Always

9. Do you have borrower complaints as a result of delays in the supply of new books?

(1)	(2)	(3)	(4)
No complaints	Occasional complaints	Regular complaints	Constant complaints

10. Do you know the amount of the total Provincial Service annual book budget?

(1)	(2)	(3)
Yes	Rough idea	No idea

11. Do you know what your new book allocation will be each year?

(1)	(2)	(3)
No idea	Rough idea	Yes

12. Please elaborate on any points pertaining to section C if you desire:

D YOUR OPINION OF THE SYSTEM OF SELECTION OF PROVINCIAL STOCK

1. How much do you feel you participate in the selection of books for your library?

(1)	(2)	(3)
Considerably involved	Partly involved	Not involved at all

2. Would you like to take more part in selection?

- (1) No
- (2) Would like to be more involved but impractical because of distance from provincial head office and no access to books
- (3) Would like to be more involved but have no time
- (4) Yes

3. How important do you consider it in selection to handle and examine the books?

(1)	(2)	(3)	(4)	(5)
Essential	Important	50/50	Not important	Not necessary

4. Do you consider that sufficient importance is attached to your stock recommendations or requests?

(1)	(2)	(3)
Yes	Uncertain	No

5. How do you consider that your present book stock meets the library needs of your community?

(1)	(2)	(3)	(4)
Very adequately	Adequately	Minimal shortcomings	Considerable shortcomings

6. Are you satisfied with the present balance between the overall number of titles received and the multiple copies of popular titles in demand?

(1)	(2)	(3)
Yes	Uncertain	No

7. How do you rate the range of titles in relation to your need made available to your library by the provincial service in the following areas

	(1)	(2)	(3)	(4)	(5)
	far too many	too many	sufficient	too few	far too few
(1) books about Christianity					
(2) books about communism & communist countries					
(3) books about social problems like drugs & rape					
(4) books critical of the present S.A. government policy					
(5) books supportive of the present S.A. government policy					
(6) books for adults with limited reading skills					
(7) books for children with reading difficulties					
(8) books in foreign languages					
(9) books to help scholars with themes					
(10) cookery books					
(11) light novels in Afrikaans					
(12) light novels in English					
(13) popular fiction that could be controversial					
(14) quality fiction					
(15) sex instruction books					
(16) technical books like car manuals					
(17) text books for undergraduate students					

8. Would you like to select and obtain your stock directly using the provincial machinery as a supply agency for reviewing, ordering, and processing books and handling withdrawals?

(1)	(2)	(3)
No	Uncertain	Yes

9. Overall are you satisfied with the present system whereby your library gets new books through the Provincial Service?

(1)	(2)	(3)	(4)	(5)
Very satisfied	Satisfied	50/50	Dissatisfied	Very dissatisfied

10. Please make any further comments you wish on any of these points in section D or on the provision of material as a whole, and thank you for your cooperation!

Die Bibliotekaris/esse

Insake: Boekkeuring

Geagte Kollega,

Met steeds stygende koste op alle gebiede, sou ons graag wou seker maak dat ons stelsels so doeltreffend moontlik is.

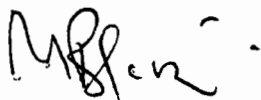
Dit lyk dus na 'n geleë tydstip om 'n navorsingsprojek oor die wisselwerking in boekkeuring tussen die Provinsiale Biblioteekdienste en hulle geaffilieerde openbare biblioteke, aan te pak, en ek het vir 'n M.A. by die Universiteit van Kaapstad ingeskryf.

Ek sal dit waardeer indien u my behulpsaam kan wees deur die meegaande vraelys in te vul en dit aan my terug te stuur voor 30 Junie 1980. 'n Koevert vir dié doel word ingesluit. Dit spyt my dat die vraelys nie ook in Afrikaans is nie.

Behalwe vir 'n aanduiding van by watter Provinsiale Biblioteekdiens u ingeskakel is (belangrike inligting aangesien verskillende prosedures gevolg word), verseker ek u van absolute anonimiteit in die hantering en ontleding van u antwoord.

By voorbaat dank.

Die uwe,



M.B. GERTZ

MBG/CW

c/o Cape Provincial Library Servi
P.O. Box 2108
CAPE TOWN
8000

The Librarian

Re: Book Selection

Dear Colleague,

With rising costs on every side we are all concerned with ensuring that our systems are the most effective possible.

It therefore seemed an opportune time to tackle a research project on the interaction in book selection between Provincial Library Services and their affiliated public libraries, and I am registered for a M.A. at UCT, Cape Town.

Would you please assist me by completing the accompanying questionnaire and returning it to me in the envelope provided by 30 June, 1980.

Apart from an indication of the Province you fall under, which is necessary in view of the different procedures followed, you are assured of total anonymity in the handling and analysis of your reply.

Thanking you in anticipation,

Yours sincerely,



M.B. GERTZ

MBG/CW

Die Bibliotekaris

Insake: Boekkeuring

Geagte Kollega,

U sal onthou dat u in Junie 'n vraelys van my ontvang het waarin ek u om meer inligting aangaande boekkeuring en u biblioteke gevra het.

Ek besef dat u baie besig is, maar ek sal dit baie waardeer as u 'n tien minute kan afknyp om die vrae te beantwoord. Pos asseblief die vraelys vandag in die koevert wat ek voorsien het! Dit sal my baie help asook die waarde van my oorsig verhoog as u waarlik 'n verteenwoordigende voorbeeld verskaf.

By voorbaat baie dankie

Die uwe



M.B. GERTZ

MGB/DP

c/o Cape Provincial Library Service
P.O. Box 2108
CAPE TOWN
8000

18 July 1980

The Librarian

Re: Book Selection

Dear Colleague,

You will recall receiving a questionnaire from me in June asking you for some information about book selection and your library.

I realise that you are very busy but I would be most grateful if you would make ten minutes just to go through and answer the questions and then post off the questionnaire in the envelope provided today! It really would be helping me and the value of my survey by ensuring a representative sample.

Thanking you in anticipation,

Yours sincerely



M.B. GERTZ

MBG/DP

Appendix 4 to 7: Statistical tables of the development of the provincial library services.

These tables are compiled from Annual reports of the services and from the Estimates of expenditure of the four provincial administrations. Some information on expenditure is provided in some of the Annual reports, but since this seldom agreed with the Estimates it was decided to confine the financial information on the services to that provided in the official Estimates.

The form of the Estimates vary from province to province, and at different periods; thus, for example, from 1971 the O.F.S.P.A. reflect salaries in the departmental votes which was not the case earlier. As a result close comparisons between the cost of the different services cannot be drawn. The statistics taken from Annual reports was limited to the following information, and as far as possible consistent sub-divisional were also made so as to make them comparable between the different services.

a) Service points. Sub-divisions include: white public libraries, white depots, coloured and Asiatic public libraries, coloured and Asiatic depots, black public libraries, black depots, total public libraries, total depots and total service points. School library depots and departmental libraries are included when these form part of the provincial library services and are included in the general statistical headings. In some services the information on the different race groups are variously combined in Reports and these have been used accordingly, thus the N.P.L.S. combine public libraries and library depots serving groups other than whites.

b) Membership. Subdivisions include: whites, coloureds and Asiatics, blacks and total. Departmental libraries and school depots are included when given. However, in Natal school registration numbers were published as membership figures for 1956 to 1969, and since these would give a distorted picture they were not included in the tables.

c) Circulation. Sub-divisions include: whites, coloureds and Asiatics, blacks and total. In some cases the various race groups are combined in the Reports, and are shown this

way. School library circulation is given for O.F.S.P.L.S. and N.P.L.S. but it is not included in the total of the latter since this service was discontinued to public schools in 1972.

d) Book stock. This is the total stock on 31 December of the year indicated, and includes all additions and withdrawals for the year.

e) Special requests. These are the special requests sent on to head office from regional libraries. Unfortunately it is not always clear from the Reports exactly when these were the requests received or the requests supplied. The figures were however still included as they give some idea of the growth of this services which is important in book selection.

f) Expenditure (Provincial). Sub-divisions: books and total estimated expenditure on the services.

The adjusted estimates as indicated in the following years Estimates were used to give us accurate a picture as possible.

No attempt was made in this thesis to draw comparisons between the four provincial library services but in compiling the graphs showing the development of the services which are based on the statistical tables which follow, the same grid was used in all four cases so that there would be value in a visual comparison of the pictures which emerged (cf. graphs 2/2, 2/4, 2/6, & 2/8).

Overall it is interesting to note that the combined O.F.S.P.L.S. and N.P.L.S. do not equal the scale of the C.P.L.S. or T.P.L.S.; thus there are two very big services while the other two are very much smaller. Also evident is the more recent trend for library depots to decrease while public libraries have steadily risen; thus in the Cape and the O.F.S. the number of public libraries have exceeded public library depots for some years and considering the very large number of library depots in the Transvaal in the sixties these too have decreased dramatically in the seventies while public libraries have increased. This can only mean that local authorities, often with provincial assistance, are accepting their responsibility and providing more and more facilities for public library services to their communities.

YEAR	SERVICE POINTS						MEMBERSHIP			CIRCULATION			BOOKSTOCK		EXPENDITURE (PROVINCIAL)		
	PUBLIC LIBRARIES			LIBRARY DEPOTS			TOTAL	WHITE	COLOURED	TOTAL	WHITE	COLOURED	TOTAL	BOOKSTOCK ON 31 DECEMBER	SPECIAL REQUESTS TO HEAD OFFICE	BOOK VOTE	TOTAL
	WHITE	COLOURED	TOTAL	WHITE	COLOURED	TOTAL											
1950	3	-	3	-	2	2	5	825	47	872	7 418	215	7 633	100 730	53	£ 12 000	£ 26 600
1951	21	-	21	18	26	44	65	5 774	1 916	7 690	101 564	21 944	123 508	122 382	832	12 000	27 600
1952	27	-	27	34	48	82	109	10 857	4 591	15 448	233 811	62 712	296 523	154 335	1 762	12 000	30 000
1953	35	-	35	49	54	103	138	14 357	5 338	19 695	273 854	81 223	355 077	182 797	n/a	12 000	37 110
1954	42	-	42	52	55	107	149	18 691	5 254	23 945	314 074	80 039	394 113	203 358	"	15 000	45 900
1955	43	-	43	60	66	126	169	21 779	6 004	27 783	430 159	106 868	537 027	292 429	"	187 050	278 504
1956	54	-	54	78	72	150	204	30 520	6 888	37 408	693 069	114 204	807 273	610 310	"	124 000	280 000
1957	85	-	85	142	90	232	317	59 669	11 750	71 419	1 918 753	232 848	2 151 601	1 024 512	3 291	191 250	432 000
1958	115	-	115	171	103	274	389	93 738	20 442	114 180	3 258 836	413 156	3 671 992	1 491 873	5 651	180 710	448 600
1959	152	-	152	242	126	368	520	121 519	31 131	152 650	4 345 956	539 919	4 885 875	1 837 278	8 484	187 930	484 350
1960	175	1	176	215	142	357	533	154 304	34 181	188 485	4 894 897	641 546	5 536 443	2 177 763	12 273	205 000	499 280
1961	192	1	193	215	155	370	573	189 150	36 800	225 950	6 222 468	685 723	6 908 191	2 537 529	13 377	R 355 000	R1 220 108
1962	205	1	206	217	150	367	573	211 593	37 988	249 581	6 748 743	685 996	7 534 739	2 908 309	15 216	396 500	1 301 920
1963	205	2	207	224	161	385	592	224 720	40 786	265 506	6 431 476	762 665	7 194 141	2 605 068	n/a	313 000	1 265 139
1964	212	3	215	226	167	393	608	241 523	47 157	288 680	6 603 638	907 986	7 511 624	3 548 486	"	300 000	1 164 888
1965	216	3	219	226	172	398	617	256 302	49 486	305 788	7 208 172	938 126	8 146 298	3 746 399	17 860	350 000	877 950
1966	221	4	225	220	181	401	626	273 413	57 457	330 870	7 766 115	1 064 255	8 830 370	3 907 649	19 966	385 000	977 650
1967	226	5	231	216	178	394	625	306 710	55 011	361 721	8 706 248	1 200 233	9 906 481	4 073 348	22 868	415 000	962 350
1968	233	8	241	212	168	350	621	308 824	58 005	366 829	8 866 845	1 230 573	10 097 418	4 317 485	21 503	468 000	1 045 790
1969	236	12	248	202	156	358	606	313 979	65 037	379 016	8 883 314	1 326 530	10 209 844	4 407 812	16 157	493 000	1 133 750
1970	234	17	251	199	132	331	582	302 805	62 258	365 063	8 875 108	1 436 811	10 311 919	4 552 405	16 697	530 000	1 267 450
1971	235	18	253	193	118	311	564	311 216	66 983	378 199	9 206 100	1 458 795	10 664 895	4 699 664	18 516	610 000	1 429 250
1972	221	24	245	199	113	312	557	336 847	73 052	409 899	9 494 136	1 631 208	11 125 344	4 727 505	18 805	610 000	1 487 100
1973	221	26	247	192	107	299	546	344 259	82 610	426 869	9 811 132	1 824 360	11 635 492	4 870 270	n/a	678 600	1 662 800
1974	224	27	251	176	104	280	531	368 686	82 720	451 406	10 411 532	1 932 078	12 343 610	4 980 417	"	746 500	1 886 000
1975	226	34	260	162	97	259	519	400 477	100 077	500 554	11 154 961	2 202 581	13 357 542	5 151 459	22 183	877 000	2 104 000
1976	229	35	264	139	89	228	492	391 270	94 392	485 662	10 825 041	2 288 208	13 113 249	5 162 464	n/a	909 000	2 202 000
1977	217	42	259	135	83	218	477	380 137	118 671	498 808	10 776 540	2 525 238	13 301 778	5 323 997	13 972	1 022 000	2 427 200
1978	219	47	266	127	82	209	475	407 056	137 701	544 757	10 949 801	2 826 773	13 776 574	5 444 901	16 687	1 154 000	2 738 500
1979	216	55	271	121	74	195	466	415 970	152 059	568 029	11 270 509	3 012 044	14 282 553	5 493 494	17 202	1 325 000	3 091 100

APPENDIX 5 : TRANSVAAL PROVINCIAL LIBRARY SERVICE : 1945 - 1979

YEAR	SERVICE POINTS								MEMBERSHIP				CIRCULATION				BOOKSTOCK		EXPENDITURE (PROVINCIAL)		
	PUBLIC LIBRARIES				LIBRARY DEPOTS				TOTAL	WHITE	COLOURED AND ASIATIC	BLACK	TOTAL	WHITE	COLOURED AND ASIATIC	BLACK	TOTAL	BOOKSTOCK ON 31 DECEMBER	SPECIAL REQUESTS TO HEAD OFFICE	BOOK VOTE	TOTAL
	WHITE	COLOURED AND ASIATIC	BLACK	TOTAL	WHITE	COLOURED AND ASIATIC	BLACK	TOTAL													
1945	10	-	-	10	50	-	-	50	60	10 696	-	-	10 696	246 070	-	-	246 070	31 381	n/a	£ 5 480	£ 16 734
1946	26	-	-	26	83	-	-	83	109	22 211	-	-	22 211	464 882	-	-	464 882	68 891	"	10 260	27 400
1947	34	-	-	34	161	-	-	161	195	35 155	-	-	35 155	785 770	-	-	785 770	121 350	"	15 260	41 548
1948	51	-	-	51	244	-	-	244	295	56 293	-	-	56 293	1 325 458	-	-	1 325 458	169 926	"	12 000	39 550
1949	54	-	-	54	301	-	-	301	355	67 919	-	-	67 919	1 691 182	-	-	1 691 182	236 335	"	20 000	64 400
1950	n/a	-	-	n/a	n/a	-	-	n/a	n/a	n/a	-	-	n/a	n/a	-	-	n/a	n/a	"	20 000	67 213
1951	58	-	-	58	410	-	-	410	468	81 766	-	-	81 766	2 308 347	-	-	2 308 347	392 193	"	20 000	80 945
1952	62	-	-	62	441	-	-	441	503	91 677	-	-	91 677	2 352 930	-	-	2 352 930	476 875	"	25 000	92 535
1953	69	-	-	69	465	-	-	465	534	94 965	-	-	94 965	2 440 289	-	-	2 440 289	539 949	"	30 000	83 920
1954	71	-	-	71	481	-	-	481	552	101 950	-	-	101 950	2 670 029	-	-	2 670 029	614 819	790	30 000	81 285
1955	77	-	-	77	502	-	-	502	579	104 921	-	-	104 921	2 449 148	-	-	2 449 148	711 807	1 253	36 000	80 350
1956	79	-	-	79	528	-	-	528	607	124 936	-	-	124 936	2 761 228	-	-	2 761 228	830 612	2 139	46 000	102 210
1957	80	-	-	80	460	-	-	460	540	115 263	-	-	115 263	2 902 228	-	-	2 902 228	932 792	2 906	66 000	119 380
1958	81	-	-	81	493	-	-	493	574	117 048	-	-	117 048	3 071 119	-	-	3 071 119	1 032 356	2 843	75 000	142 060
1959	82	-	-	82	545	3	-	548	630	122 181	277	-	122 458	3 482 407	733	-	3 483 140	1 148 945	2 981	80 000	148 070
1960	83	-	-	83	561	7	-	568	651	134 465	1 092	-	135 557	3 943 108	9 462	-	3 952 570	1 250 639	3 092	R 170 000	329 070
1961	85	-	-	85	572	10	-	582	667	167 931	1 325	-	169 256	4 520 858	12 879	-	4 533 737	1 393 474	2 920	179 980	358 050
1962	89	-	-	89	579	15	-	594	683	185 608	2 122	-	187 730	5 282 778	14 648	-	5 297 426	1 514 049	3 673	183 770	374 426
1963	90	-	-	90	604	17	-	621	711	204 987	2 469	-	207 456	5 559 479	31 632	-	5 591 111	1 637 586	3 280	207 000	432 812
1964	90	-	-	90	607	17	11	635	725	229 692	2 432	-	232 124	6 127 930	29 126	-	6 157 056	1 900 914	4 462	250 000	545 000
1965	90	-	20	110	587	17	17	621	731	236 655	2 141	22 408	261 204	6 017 731	25 159	148 941	6 191 831	2 126 711	3 925	300 000	607 600
1966	87	-	20	107	542	16	53	611	718	256 713	2 363	28 961	288 037	6 656 140	29 904	230 051	6 916 095	2 267 388	2 702	297 000	633 000
1967	89	-	35	124	543	13	44	600	724	303 003	1 109	40 069	344 181	6 747 811	25 956	235 771	7 009 538	2 433 993	3 483	308 000	684 120
1968	91	-	34	125	530	13	46	589	714	321 281	1 172	41 204	364 657	7 450 917	28 791	318 821	7 798 529	2 654 677	3 244	341 400	778 400
1969	95	-	33	128	490	15	42	547	675	289 398	2 006	39 740	331 144	7 663 965	28 615	366 442	8 059 022	2 741 633	3 115	384 700	845 000
1970	100	-	34	134	434	9	42	485	619	286 710	792	43 487	332 989	7 687 054	11 319	317 778	8 016 151	2 880 501	n/a	505 000	973 000
1971	106	-	32	138	401	9	42	452	590	305 808	1 426	40 392	347 626	8 295 391	19 233	321 320	8 635 944	3 065 618	"	582 000	1 106 000
1972	118	-	32	150	379	8	41	428	578	310 049	1 101	30 641	341 791	8 800 821	26 050	412 266	9 239 137	3 270 043	"	665 000	1 203 000
1973	126	-	28	154	357	8	46	411	565	344 025	1 552	35 364	380 941	9 487 973	35 226	365 774	9 888 973	3 432 799	"	765 000	1 489 200
1974	131	11	39	181	347	5	47	399	580	379 627	5 577	64 746	449 950	9 925 002	112 420	533 750	10 571 192	3 720 093	"	865 000	1 715 000
1975	131	16	52	199	336	3	49	388	587	444 014	8 974	54 053	507 041	11 052 515	135 155	734 213	11 921 883	3 994 281	"	932 000	2 265 300
1976	134	19	46	199	325	3	64	392	591	446 182	11 100	64 014	521 296	10 551 738	196 559	574 008	11 322 305	4 067 616	"	932 000	2 434 000
1977	135	20	48	203	295	3	30	328	531	423 657	12 273	57 760	493 690	10 296 018	193 508	533 268	11 022 794	4 206 909	"	970 000	2 552 000
1978	134	23	50	207	292	2	35	329	536	454 229	16 108	56 159	526 496	10 859 831	250 293	503 009	11 613 133	4 005 842	"	1 150 000	3 070 000
1979	138	22	51	211	286	1	37	324	535	461 867	16 030	82 295	559 692	11 246 649	226 457	620 524	12 093 632	4 317 026	"	1 450 000	3 600 000

APPENDIX 6 : ORANGE FREE STATE PROVINCIAL LIBRARY SERVICE : 1950 - 1979

YEAR	SERVICE POINTS					MEMBERSHIP				CIRCULATION				BOOKSTOCK		EXPENDITURE (PROVINCIAL)		
	PUBLIC LIBRARIES		WHITE LIBRARY DEPOTS	TOTAL PUBLIC LIBRARIES AND LIBRARY DEPOTS	SCHOOL LIBRARIES	TOTAL	WHITE	BLACK	SCHOOL	TOTAL	WHITE	BLACK	SCHOOL	TOTAL	BOOKSTOCK ON 31 DECEMBER	SPECIAL REQUESTS TO HEAD OFFICE	BOOK VOTE	TOTAL
	WHITE	BLACK																
1950	n/a	-	n/a	n/a	-	n/a	7 278	-	-	7 278	n/a	-	-	n/a	74 926	n/a	£ 10 000	£ 21 250
1951	67	-	71	138	-	138	27 048	-	-	27 048	"	-	-	"	110 482	3 862	£ 13 000	£ 24 300
1952	67	-	79	146	-	146	32 137	-	-	32 137	709 312	-	-	709 312	150 426	3 863	£ 13 000	£ 14 910
1953	67	-	82	149	-	149	36 083	-	-	36 083	815 410	-	-	815 410	175 836	4 180	£ 15 000	£ 16 850
1954	66	-	117	183	-	183	36 837	-	-	36 837	919 773	-	-	919 773	204 669	4 755	£ 14 000	£ 17 820
1955	65	-	120	185	-	185	39 154	-	-	39 154	1 008 121	-	-	1 008 121	239 994	4 302	£ 14 770	£ 17 820
1956	69	-	121	190	-	190	43 952	-	-	43 952	1 051 520	-	-	1 051 520	274 298	5 516	£ 16 250	£ 21 500
1957	68	-	119	187	-	187	48 251	-	-	48 251	1 088 012	-	-	1 088 012	303 639	4 920	£ 18 250	£ 21 750
1958	67	-	109	176	-	176	45 409	-	-	45 409	1 115 239	-	-	1 113 239	335 571	4 248	£ 20 000	£ 32 400
1959	68	-	110	178	-	178	46 698	-	-	46 698	1 210 304	-	-	1 210 304	377 684	6 299	£ 20 000	£ 29 000
1960	70	-	105	175	-	175	51 522	-	-	51 522	1 347 215	-	-	1 347 215	418 372	7 525	R 40 000	R 47 500
1961	71	-	104	175	-	175	58 942	-	-	58 942	1 625 118	-	-	1 625 118	453 674	8 628	R 46 000	R 53 500
1962	70	-	101	171	-	171	60 641	-	-	60 641	1 763 349	-	-	1 763 349	490 244	8 924	R 55 000	R 105 100
1963	71	-	95	166	-	166	59 832	-	-	59 832	1 770 781	-	-	1 770 781	538 734	8 502	R 66 000	R 73 500
1964	72	-	97	169	-	169	63 516	-	-	63 516	1 942 967	-	-	1 942 967	582 830	9 293	R 75 000	R 83 700
1965	73	-	98	171	-	171	56 817	-	-	56 817	1 734 375	-	-	1 734 375	633 099	8 113	R 75 000	R 91 250
1966	74	-	101	175	-	175	59 734	-	-	59 734	1 796 740	-	-	1 796 740	685 079	7 727	R 75 000	R 100 150
1967	75	-	97	172	-	172	56 955	-	-	56 955	1 883 969	-	-	1 883 969	735 365	7 720	R 95 000	R 242 000
1968	75	-	95	170	-	170	57 799	-	-	57 799	1 958 884	-	-	1 958 884	781 550	8 627	R140 000	R 197 000
1969	77	-	91	168	73	241	59 222	-	14 067	73 289	1 919 719	-	54 694	1 977 413	908 541	7 777	R210 700	R 261 000
1970	77	-	72	149	150	299	46 363	-	23 376	69 739	1 903 891	-	167 671	2 071 562	1 039 288	10 781	R290 000	R 365 000
1971	77	-	33	110	163	273	63 932	-	62 859	126 791	2 091 072	-	760 231	2 851 303	1 162 209	10 729	R331 000	R 590 900
1972	77	-	37	114	162	276	67 661	-	65 085	132 746	2 274 220	-	906 313	3 180 533	1 309 622	10 515	R361 000	R 595 300
1973	79	-	37	116	164	280	97 832	-	67 924	165 756	2 770 649	-	849 138	3 619 787	1 467 225	10 181	R443 600	R 879 900
1974	79	-	34	113	164	277	93 207	-	69 345	162 552	3 019 541	-	873 736	3 893 277	1 625 942	7 438	R700 000	R1 098 700
1975	79	-	33	112	166	278	99 566	-	71 652	171 218	3 203 548	-	912 236	4 115 784	1 862 651	7 540	R840 000	R1 292 400
1976	78	-	31	109	174	283	100 150	-	73 204	173 354	3 152 352	-	897 205	4 049 557	2 002 843	8 103	R800 000	R1 308 200
1977	78	3	31	112	176	288	109 499	2 820	72 483	184 802	3 257 572	26 819	957 996	4 242 387	2 199 722	10 328	R880 000	R1 370 400
1978	83	4	27	114	174	288	122 294	4 756	75 867	202 917	3 303 262	51 231	977 652	4 332 145	2 175 691	11 430	R778 000	R1 421 000
1979	83	5	31	119	175	294	119 948	5 781	74 913	200 642	3 451 826	35 512	982 443	4 469 781	1 613 044	11 613	R711 220	R1 335 000

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