

**NATIONAL POLICY FOR LIBRARY AND INFORMATION SERVICES
IN SOUTH AFRICA**

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**Department of Arts and Culture
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National Policy for LIS in South Africa

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Preamble

The Parties to the Policy,

- Recalling the principles proclaimed in the Constitution of the Republic of South Africa and the Bill of Rights which recognises access to information and knowledge as a human right;
- Realising that the Government of the Republic of South Africa is committed to economic, cultural and social upliftment and well-being of all its people without discrimination;
- Recognising that the *Revised White Paper on Arts, Culture and Heritage* (Draft 3, February 2017) has established a close connection between access to information, knowledge and freedom of speech;
- Recalling that the Education Laws and Amendment Act No. 31 of 2007, lists the availability of the library as a minimal national norm and standard for school infrastructure;
- Noting that in the information age access to information and knowledge is decisive and a source of wealth and power;
- Noting, further, that the power derived from information and knowledge in South Africa is one that has been overlooked and underrated in discourses on power relations since the democratic transition in 1994, resulting in underfunding of the sector;
- Understanding that a large part of the difficulty in understanding the complexity of the information and knowledge structure is often oblique, diffuse, and unquantifiable;
- Emphasising the importance of the Library and Information Services Sector as an integral part of the knowledge economy, sustainable development, and inclusive growth;
- Emphasising, further, the importance of the sector in redressing historical inequalities, poverty eradication, and employment growth;
- Concerned that despite attempts by Government since the transition to democracy in 1994, the literacy levels and the culture of reading still leave much to be desired by international standards;
- Drawing attention to the gap between wealthy and poor sections of South African society as an obstacle to the enjoyment of human rights and the achievement, by all, of the full meaning of freedom;
- Emphasising that special care is taken to include the poor and marginalised groups in decision-making processes that often suffer from inadequate protection of their human rights – women, youth, children, and people living with disabilities;
- Mindful of the fact that the future of the sector lies in its human resources and in investing in people's capabilities;

- Mindful, further, that libraries form part of the bigger goals of government programmes, including programmes such as New Growth Path, the National Development Plan, and the Mzansi Golden Economy;
- Convinced that a national policy to promote and develop the Library and Information Services Sector will make a significant contribution to the development of a responsive, responsible, and deliberative informed and reading nation.

Have agreed as follows:

Preface

The policy develops an analytical framework that will enable officials to manage the sector more effectively. It pursues this objective first by examining the different dimensions of the policy process and by providing a profile of the relevant types of policy actors, structures, and ideas involved. It then breaks down the policy themes, analysing the variables affecting each of them. It concludes with a framework for implementation, monitoring, and evaluation.

The policy argument begins by defining the challenges facing the sector and goes on to provide a clear framework of principles and mechanisms for effecting the changes needed for the sector to contribute to the elimination of inequality, and build an informed and reading nation. The starting point is the recognition that, in the information age and knowledge economy, access to information and knowledge is crucial and is a source of wealth and power. Access to information and knowledge makes an informed and reading society, more efficient and effective workers, and more responsive and responsible citizens. We should rethink the library as an institution, as a special place for everybody, as accompanying all South Africans throughout their lives. It should be systematically integrated into the economy as the preserver and transmitter of knowledge and information.

For the majority of South Africans, the lack of information and knowledge is an impediment to their own development. This state of affairs is due not only to scarce material resources, but also to a lack of appreciation of the developmental role which the library and information sector plays. There is no more important developmental policy than one oriented towards eradicating information illiteracy and building a modern, efficient, and equitable library and information system. Government, together with its social partners, the private sector, civil society organizations, households and international aid agencies, should support this. It is in the national and global interest to make South Africa an informed and information literate nation. What is clear is that if government does not create the right conditions for the development of the sector, no amount of support from its social partners will succeed in this endeavour.

The policy interventions are based on a careful examination of all the evidence available to assess what is required to augment the sector's capacity to contribute, in a sustainable way, to the elimination of inequality and poverty. The government consulted extensively with scholars, practitioners, users of library services, civil society and political leaders, both inside and outside the

sector. It has met individuals and groups from each of the nine provinces. It has received numerous formal submissions and has made a particular effort to engage with both policy implementers and policy beneficiaries. We are enormously grateful to all the individuals and groups for their contributions.

In analysing the causes of this condition and what can be done about it, it is necessary to say something, however briefly, about social trends in the last twenty-four years. Although they do not all point in the same direction, they cannot be said to have helped to make our democracy more vital or more present in people's lives. There are all too few public spaces for and processes of informed discussion and participation in decision-making. Most citizens are either uninformed or "privatised" in their habits, thoughts and daily practices.

While it is certainly true that access to education has been widened and that the Internet and many other instruments are democratising access to information and knowledge, the largest single cultural influence on families, especially the not-poor, remains the television. The oligarchic structure and conformist tendencies of national and global television have the effect of inhibiting the solid transmission of democratic and participative values. Thus, highly focused strategies for eradicating illiteracy and building an information literate citizenry are urgent. The best strategies combine step-by-step implementation and monitoring plans with an integrated body of information and knowledge across disciplinary boundaries. Using this framework to inform action plans on the ground and organizing the feedback of implementation, would result in an integrated body of information and knowledge.

The right of access to information and knowledge as a human right is now an established part of South African law. Yet looking at the enforcement record, one senses many gaps. What could it mean to guarantee the right of access to information and knowledge? In which way is the right of access to information and knowledge central to the development of human capabilities in the Information Society and Knowledge Economy? Without a huge increase in the budgets of Arts and Culture, Basic Education, and Higher Education and Training, which is not in prospect, attempting to provide everyone with even a modestly defined right of access to information and knowledge could drain resources from other vital sectors such as public works, transport, energy, water, sanitation, housing, mining, agriculture, trade and industry. In recognition of the difficulty of resource constraints, the policy adopts the notion of progressive realization rather than full immediate realization of the right. Section 32(2) of the Constitution proclaims, that "national legislation must be

enacted to give effect to this right, and may provide for reasonable measures to alleviate the administrative and financial burden of the state.” This offers a perspective on how the right of access to information and knowledge can be approached in practice. Noting the difficulties of the task, we acknowledge that the full enjoyment of the right of access to information and knowledge is a long-term goal for millions of South Africans.

Given the problems outlined above, insisting on a right of access to information and knowledge looks like a hard road to travel. Why attempt it, then? The national burden of poverty and persistent structural inequality is immense, but many political and moral arguments are available to support calls upon government and its social partners to ensure the right of access to information and knowledge. South Africans already have political and moral duties of social cohesion and inclusion. Why, then, complicate matters by calling upon the right of access to information and knowledge? Simply because the right of access to information can make a difference. The key point is that as a right it concerns the distribution of power and status. Those with access to information and knowledge have an enforceable claim, and need not rely simply on the goodness of others. By contrast, the need for assistance is often taken as a sign of weakness and dependence while to be able to offer it is a sign of strength and superiority.

The distinction between the right of access to information and knowledge and assistance is important. Assistance is, in a sense, conservative: it conserves existing power structures, whereas to recognize another’s right of access to information and knowledge is to cede authority to them, at least within a particular sphere. The right of access to information and knowledge argument is also more powerful in that while the assistance argument typically addresses, only temporarily, urgent needs, the rights argument can also concern broader structures of freedom and opportunities. Although nothing is infallible, the point of establishing the right of access to information and knowledge is to try to rebalance the power relationship, and to produce long-term, reliable structures that will remove the need for dependence in the future. That, at least, is the hope that underpins the policy, and that is why the right of access to information and knowledge is worth pressing for.

Executive Summary

1 Introduction

The National Policy for LIS in South Africa (NPLIS) identifies the steps that the Department of Arts and Culture (DAC), the Department of Basic Education (DBE), the Department of Higher Education and Training (DHET) and the Department of Science and Technology (DST) should take towards widening access to and transforming library and information services (LIS) in the most cost-effective manner. In preparing the policy, the following factors were taken into account: progress achieved in the last twenty-four years, an analysis of the current position of the sector and an identification of the challenges ahead. The strategies and mechanisms are aimed at strengthening library and information services (LIS), enabling a more flexible and sustainable sector capable of achieving its mission in a prosperous and an open participatory democracy.

The Policy also forms a basis for building an integrated sector so crucial in the pooling and mobilisation of scarce resources and services. The current financial crisis serves to remind us that we can no longer depend on past models for the future development and management of LIS. During the National Development Plan's Vision 2030 period, the LIS sector will be faced with even greater challenges from the deepening crisis in education as well as the economy's rapid absorption into the global information and knowledge networks. In this respect, the policy emphasises the creation of a strong human resource base: an adaptive and innovative professional force that is able to support the development and management of an integrated system of library, information and knowledge services. As library, information and knowledge services develop, the integrity of their institutional structures, leadership and management abilities, and the efforts to bridge the gap between different kinds of libraries and information institutions, will be tested. The recommendations proposed constitute a coherent plan for South Africa which should be implemented together as aspects of the same organic vision.

The elements of the policy argument and recommendations are designed to serve as a comprehensive but succinct statement of findings. The analysis is mediated through the following themes: policy and legislative context; questions of governance; the public value of access to information and knowledge and of LIS; overview of the sector's challenges; leadership and integration; funding; widening access; human resources; education and training; and ends with a

framework for implementation, monitoring and evaluation. Integral parts of NPLIS are the analysis and evidence that comprise the substance and basis of our recommendations.

2 Background to NPLIS

The Department of Arts and Culture commissioned the National Council for Library and Information Services (NCLIS) to initiate a project to formulate a national LIS policy, the top priority recommended by the *Library and Information Services Transformation Charter* (2014) and fully endorsed by the LIS sector.

3 Rationale

The absence of a policy for all libraries in South Africa represents a barrier to the development of the sector, which requires a coherent, comprehensive and integrated plan to forge a path towards a transformed system capable of delivering on its potential. A fully functional LIS system can contribute to the goals of the 2030 Vision and a prosperous and inclusive society that enjoys fully the benefits of a democratic and modern economy in the 21st century.

4 Methodological approach

A technical team, comprising Prof Muxe Nkondo (Chair), Dr Genevieve Hart and Dr Mary Nassimbeni, was commissioned by NCLIS to undertake the work towards the development of the national policy. The project was managed by Mr Andrew Malotle of the National Library of South Africa (NLSA) and its work was overseen by a reference group and guided by the terms of reference as set out by DAC which prescribed a participatory and consultative process.

5 Structure of NPLIS

The policy document is set out in seven substantive chapters representing a structure derived from a logic of public policy and informed by the following: our methodological approach, taking into account the prescripts of our principals; an analysis of the evidence collected in our inquiry and a statement of policy principles arising from the challenges identified and an assessment of the benefits and likely outcomes associated with their implementation.

Thus: Chapter 1 locates the project in a policy framework, presents the problem and its provenance, and provides an overview of the objectives of the process. Chapter 2 tackles the broad issue of governance, in recognition of the problem of fragmentation and the imperative of leadership in a transformed sector. It concludes with a presentation of governance principles for an integrated

system. Chapter 3 argues the case for LIS in South Africa, showing how the developmental role of LIS is essential for a thriving knowledge economy, and illustrating how libraries are effective partners in delivering the government's transformational goals as expressed in the NDP – along the spectrum of basic functional literacy to research, knowledge production and innovation across the country. Chapter 4 describes the methodology underpinning the inquiry and sets out the official terms of reference. Chapter 5 presents an analysis of the findings of the participatory consultations which uncovered challenges in the sector from the perspective and experience of LIS officials, professionals, library users, experts from related sectors and government officials. Chapter 6 lays out the policy in nine sections: governance and integration; funding; access to LIS; infrastructure; collections and resources; literacy and information literacy education; customer care; human resources; education and training. Chapter 7 presents the implementation framework which is derived from the arguments presented in Chapter 6, providing a synthesis of all the policy statements and setting out the lead agency responsible for each, suggesting collaborating partners and indicating a timeframe. Chapter 8 proposes methods to monitor and evaluate the implementation of the policy, and argues, in addition, for the adoption by individual libraries and sub-sectors of methods to demonstrate impact and public value.

5 Policy principles

All policy elements have been formulated following an assessment of and building on the current performance, infrastructure and financing capability of the sector, and are informed by the government's development policies as set out in the early chapters. They are characterised by their pro-poor orientation and the conviction that the benefits already deriving from LIS of all types can be amplified and multiplied by creating a truly national integrated system, thus yielding systemic benefits required for poverty alleviation and economic development. The risk that their implementation will be resisted is minor as they have been canvassed with the constituency, stakeholders in related disciplines, and colleagues in sister government departments. Their effect will be that of strengthening the sector, thus building on and expanding the beneficial impacts already achieved in the sector.

We propose some exploratory interventions to guide the new sector in the making. Nevertheless, enough information and ideas have been submitted, in the various chapters, to be able to reach some firm conclusions concerning the integrated structure of dominant functions and processes, a necessary starting point to understand the overall dynamics of the LIS sector. It should be kept in mind that it is impossible to address the full range of policy and practical questions until after

examining all the fundamental issues such as institutional mandates, diverse needs and interests, institutional identity and path dependence, governance and human resource development, and the economic crisis.

6.1 Governance and leadership

The foundational policy principle is that of an integrated governance system for library and information services in South Africa, covering both their institutional environment and institutional arrangements. All the evidence emerging from the project leads to the inescapable conclusion that the LIS sector could do more to achieve the goals of a transformed LIS network for South Africa through arrangements for systemic collaboration among library types and across government agencies and NGOs.

Governance and leadership of LIS in the various sub—sectors must be allocated according to the Constitution, its Schedule 5A and its other provisions, as well as the legislation providing for the delivery of LIS. The NCLIS Act must be immediately amended in order to expand the remit and powers of NCLIS so that it has executive function and requisite funding. The amendment must incorporate a regulatory function to ensure minimum professional standards for entry into the profession. School LIS leadership will be strengthened by the establishment of a sub-directorate in DBE and corresponding provincial structures.

6.2 Funding

Government must address the general underfunding of the LIS sector. An extensive exercise was undertaken, guided by research economists, to calculate the cost of implementing the Policy, with specific reference to the building and provisioning of school and public LIS, to be phased in over a period of 8-12 years.

6.3 Access to LIS

Various policy principles are set out with a view to ensuring physical, virtual and intellectual access to LIS, including free membership, extended opening hours, access for people with special needs, a focus on children and youth and systematised information literacy and reading programmes.

6.4 Infrastructure

The library as an open civic place affords people the opportunity for knowledge sharing and production through interaction, collaboration and participation. Accordingly, its design must be fit

for purpose, and be able to accommodate the needs of people living with a disability. There must be a plan to secure the building and its occupants, and investment in the physical plant must be protected through a maintenance plan. There must be more investment in digital infrastructure leading to the provision of equipment and stable connectivity.

6.5 Collections and resources

The drafting and acceptance of norms and standards will provide a framework for the rational allocation of resources and facilitate redress. The rise of digital networks has meant that 21st century LIS can aim at providing easy seamless *access* to resources rather than building stand-alone collections. Relevant collections, both print and electronic, must be built based on the established needs of the clients being served, in their preferred format and language, following consultation with the users of the library. Each library will have a collection development policy that will include document delivery arrangements, taking into account the following principles: redress, language diversity, provision for people living with disability, opportunities for emerging writers, efficiency and economies of scale. A comprehensive national resource sharing and document delivery system must be expanded to include public LIS, university LIS, TVET colleges, community colleges and school LIS so that items required may be borrowed free of charge. Digitisation projects must be systematised and coordinated. NCLIS must set up a committee to interact with National Treasury to identify bottlenecks and extra costs attributed to supply chain management processes and find solutions to facilitate the cost-effective procurement of library materials.

6.7 Customer care

All libraries will develop a customer care and service delivery statement addressing standards for service delivery, user feedback and complaint mechanisms and redress procedures.

6.8 Human resources

The policy elements for LIS human resources fall into three categories: professional attributes, professionalisation of the LIS sector, and consistency in conditions of employment. To fulfil its social mission, the LIS profession must enhance its professional standing. Its contribution to development, knowledge creation and quality education has been undervalued. LIS, of all kinds, must be managed by professionally qualified staff. Entry level professional posts must be at a professional grade. The DBE must establish dedicated professional teacher librarian posts to support the rollout of NPLIS. Recruitment and appointments must adhere to professional human resources practices. They must be ruled by the published requirements of the position and applicants' qualifications. Dual use

school/community LIS must be managed by a teacher-librarian together with a librarian from the local provincial or municipal public LIS. Incentives, such as bursary opportunities, must be offered to bring young professionals to rural LIS and to school LIS. Anomalies in LIS employment grades and conditions of service across provincial and municipal authorities must be eliminated. Anomalies in conditions of employment between LIS staff and staff in other government departments must be eliminated. The anomalies in conditions of employment in schools and higher education institutions between librarians and their teaching and academic colleagues must be eliminated. The professional programmes of education and training offered by universities will be standardised. To support the establishment of school LIS across South Africa's schools, LIS schools of library and information science (or LIS schools) must reinstate their education programmes in school LIS. Systematic professional development and career pathing programmes must be established and recognised by LIS authorities and employers. Long-serving dedicated library assistants and support staff must be given opportunities for advancement via recognition of prior learning and certificate programmes.

Each of the policy interventions listed in NPLIS is aimed at meeting a specific challenge; and all aim at building stronger LIS that fulfil their full potential as agents of change and transformation.

Abbreviations and acronyms

CET	Community Education and Training
CHE	Council for Higher Education
CHELSA	Committee for Higher Education Librarians in South Africa
DAC	Department of Arts and Culture
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DOC	Department of Communications
DoE	Department of Education
DPSA	Department of Public Service and Administration
DST	Department of Science And Technology
FET	Further Education and Training
GCIS	Government Communication and Information System
HEMIS	Higher Education Management Information System
HEQC	Higher Education Quality Committee
HSRC	Human Sciences Research Council
ICTs	Information and Communication Technologies
IFLA	International Federation of Library Associations and Institutions
IKS	Indigenous Knowledge System
ISASA	Independent Schools Association of South Africa
ISO	International Standards Organisation
KZN	KwaZulu-Natal Province
LIASA	Library and Information Association of South Africa
LIS	Library and Information Services
LTSM	Learning and Teaching Support Materials

M & E	Monitoring and Evaluation
MLO	Mzansi Libraries On-Line
NCLIS	National Council for Library and Information Services
NDA	National Development Agency
NDP	National Development Plan
NEIMS	National Education Infrastructure Management System
NEPI	National Education Policy Investigation
NGO	Non-Governmental Organisation
NLSA	National Library of South Africa
NPLIS	National Policy for Library and Information Services in South Africa
NQF	National Qualifications Framework
NRF	National Research Foundation
PIRLS	Progress in International Reading Literacy Study
PSET	Post school education and training
SALGA	South African Local Government Association
SANLIC	South African Library and Information Consortium
SGB	School Governing Body
SLYSIG	School Library and Youth Services Interest Group
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAf	Universities South Africa
WCED	Western Cape Education Department
WIL	Work integrated learning

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Chapter 1: Policy and Legislative Context

1.1 Rationale and justification

The goal of the National Policy for Library and Information Services in South Africa (NPLIS) is to strengthen the capacity of South African library and information services (LIS) for their social mission to build a literate, informed, knowledgeable and innovative nation. NPLIS provides the policy principles according to which role players in the LIS sector, listed below, should plan and deliver library services to ensure the widening of access to library, information and knowledge services in the most cost effective manner. Role players include but are not limited to the following:

- National Department of Arts and Culture (DAC) and its provincial counterparts
- Department of Basic Education (DBE) and its provincial counterparts
- Department of Higher Education and Training (DHET)
- National Council for Library and Information Services (NCLIS)
- Department of Science And Technology (DST)
- The Library and Information Association of South Africa (LIASA)
- The LIS schools (the universities' departments of library and information science)
- Specialised library services from various sectors.

In initiating the policy, DAC considered the progress achieved in the last 24 years, and took stock of the current position of the LIS sector as well as the considerable challenges ahead. The strategies and mechanisms presented build on the *Library and Information Services Transformation Charter*, commissioned by DAC and NCLIS in 2009 and approved by Government, the LIS profession and other role-players in 2014. The Charter identified a “national strategy to guide the development of the LIS sector as a whole” as its top priority (2014: 113). The brief from DAC and NCLIS in 2017, therefore, was to build an “integrated and comprehensive” policy to include all kinds of LIS, in keeping with the Charter’s vision for an integrated interdependent LIS ecosystem¹.

Two introductory questions are: How did the need for LIS policy appear on the agenda of DAC? and, Which issues for a policy came from stakeholders, and which were initiated by the DAC? The means and mechanisms by which the need for review were recognised are by no means simple. They originated in a variety of factors and underwent complex processes before they were considered for action. The manner and form in which the problems were recognised are important determinants of

¹ A concept from biology, it comprises, in this context, all the LIS institutions operating in South Africa, all the relationships between them, all the features of politics, economics, and culture that affect them and the history of the country as well. Chapter 2 provides a fuller discussion of the concept.

how they should be addressed in NPLIS. So the policy process, prompted by both DAC and stakeholders, narrows the set of issues for policy deliberation. The consultations over some months with a wide array of role-players and stake holders¹ have shown that a variety of political, social, economic and ideological factors determine which problems require priority attention.

NPLIS brings together various perspectives that emerged in the deliberations, focusing on the interplay of politics and economics and the ideological complexities of government. Related to this is the integration of political and economic variables in the political economy of LIS. Sets of ideas on the political economy inspire demands for a policy. It is, therefore, important to understand the material interests of stakeholders, as well as the institutional and ideological contexts in which they operate.

NPLIS will form a basis for building an integrated sector so crucial in the pooling and mobilisation of scarce resources and services in order to meet the information and knowledge demands of a modern economy still characterised by problems of inequality. The current financial crisis serves to remind us that we can no longer depend on past models for the future development and management of library, information and knowledge services. During the National Development Plan (NDP) Vision 2030 period, the LIS sector will be faced with even greater challenges from the deepening crisis in education as well as the economy's rapid absorption into the global information and knowledge networks. Special attention must be given to upgrading library and information science education in universities, in order to strengthen research and innovation capacity.

The Policy emphasises the creation of a strong adaptive and innovative human resource base to support the development and management of an integrated library, information and knowledge services systems. Government and its social partners will have to foster the spirit of cooperation and collaboration among various LIS types, inculcating the spirit of sharing. DAC, DBE and DHET should pool their resources to support an integrated information sector, as part of the NDP vision for an information and knowledge-based society. The ultimate effort, however, will have to be made by LIS professionals themselves. They will need to develop the requisite skills and capabilities to take advantage of the new opportunities and to meet the challenges of establishing an innovative and sustainable sector. Only then can LIS professionals be truly part of the national effort to forge a network of skills and capabilities.

¹ See Chapter 4 and Appendix A for a full account of the evidence gathering.

The integrated political and economic model helps delineate the relations between the multiple material and ideational variables identified during the consultations without bogging down in attempts to specify their exact relationship or causal significance. These variables are intertwined in a nested pattern of mutual interaction in which decision-making occurs within libraries and related knowledge institutions. They in turn exist within a set of ideas and ideologies and the ideologies within relations of power in South African society, and the relations of power exist within a larger global social and material environment.

1.2 The strategic value of access to information and knowledge

The power derived from access to information and knowledge in South Africa and other information societies and knowledge economies is one that has been overlooked and underrated in discourses on freedom and justice. It is no less important than the other sources of power – political, economic, military – but it is less well understood. This is largely because it comprehends what is valued (and the principles and assumptions derived from those values). This power is institutionalised in corporate enterprises as well as information and knowledge institutions. The challenge is deep. Careful thinking about it will be helped by using structural analysis suggested in the Policy. For access to information and knowledge in South Africa cannot be considered in isolation from the political, economic, and military structures, each of which has close connections and mutual interactions. Who gets the benefits of access to information and knowledge? Who gets the benefit of the information society and knowledge economy? Who has the power and, consequently, the freedom to choose? What is the impact of access to information and knowledge on market advantage? Such questions compel us to go beyond the political approach which looks at political power as the key for justice and freedom.

A large part of the difficulty in understanding the complexity of the information and knowledge structure in South Africa is that it is often oblique and diffuse. And while the power derived from the political, economic, and military structures lies in their positive capacity to allocate public resources, to organise productive forces, to provide credit and/or to guarantee security, the power in the information and knowledge structures lies as much in the negative capacity to deny universal access to information and knowledge, to privilege and to exclude others, as in the power to widen access to knowledge. There is another problem - power derived from information and knowledge is unquantifiable. The indicators available for analysis are anything but precise, for the power, authority and influence accorded to knowledge holders and knowledge institutions are necessarily much more subjective. So, before we agree to recognise the power and authority derived from

information and knowledge in our time, we have to be certain that the information and knowledge 'they' have – certainly the historically privileged – is important, and what in the national and global scheme of things makes it important. The question of importance raises further questions of public value and consequences which are always relative and contingent. To address these challenges, we need to develop a methodological framework for evaluating the consequences – for individuals, for social groups, and for the national economy as a whole. Firstly, there is the provision of and control over knowledge and communication systems. Secondly, there is the choice and use of language as well as of non-verbal channels of preservation and communication. And thirdly, there is the matter of perception, attitudes, and beliefs about the African condition among those who historically had power within the country which influence value judgements and, through them, political and economic decisions. Any study of the power derived from knowledge in South Africa will be incomplete that does not at least attempt to assess the consequences of all these three imperatives on the actual lives of individuals and social groups (Strange, 1988).

1.3 Polyepistemic approach to information and knowledge

NPLIS approaches information and knowledge systems in a new way, one centred on a person's capabilities in a polyepistemic and multicultural world in which people differ significantly from one another. This approach is aptly called polyepistemic because of its attention to the opportunities and challenges of different information and knowledge systems in a society of differences. A polyepistemic conception of information and knowledge systems poses new questions and employs new concepts to address issues inherent in the study of homosapiens; it also puts older questions and concepts in information science and epistemology in a new light (Sen, 1985; 1999), thus surfacing the question, What individual and community capabilities are afforded by access to and use of LIS?

Throughout much of its colonial and post-colonial history, the basic question in the discourse on African information and knowledge systems has been: Are they scientific, or Can they be? African scholars have sought to claim the mantle of science and have modelled their studies on Western science and logic. Consequently, the discourse has traditionally consisted of assessment of the success of these systems in this regard: of the ways they are like or unlike Western science and logic. However, although this approach has yielded significant insights into the study of epistemology and information science, it no longer grips social scientists and epistemologists. The question of the scientific standing of Eurocentric epistemology has run out of steam in part because for many, particularly African scholars (Asante, 1999), Western science no longer induces the kind of awe it

once did. Implicit in much previous assessments of Western scholarship was the presupposition that it was the benchmark against which scholarship and research had to be measured. But in the current post-colonial, postmodern intellectual climate, Western scholarship has lost this privileged position. The reasons for this are complex: they include the treatment of Africa and Asia as means to Western political and economic interests; the tendency of Western scholars to reduce Africa and Asia to a caricature; dismissal of alternative non-Western forms of knowledge; and the depressing image of Africans as being fundamentally incapable of scientific thinking (Said, 1979; 1994).

1.4 The knowledge economy dimension

The information and knowledge-based view of industry is not a theory of industry and administration in any formal sense. It includes a set of ideas about the existence and role of industry that emphasises the role of information and knowledge. At its foundation are a number of assumptions and observations concerning the nature of knowledge and information, and their part in the administration of public services. These include: knowledge as the overwhelming resource in terms of public value; and different types of knowledge – explicit knowledge, tacit knowledge, common knowledge – that vary in their transferability. Explicit knowledge can be articulated and easily communicated between individuals and departments, tacit or contextual knowledge is manifest only in application. Further, given the complexity of the knowledge economy, individuals need to specialise; and an efficient industry requires the application of many types of knowledge.

The knowledge economy and the so-called “fourth industrial revolution”, which is evolving from the third digital revolution (World Economic Forum, 2015), are linked to the recognition of the fundamental economic changes resulting from the acceleration in the accumulation and availability of information and knowledge in recent years. The emerging information and knowledge-based, post-industrial economy, widely referred to as the knowledge economy, exhibits several characteristics. In terms of resources, it is dominated by its dependence on information and knowledge as compared with land in the agrarian economy and capital in the industrial economy. Second, it is focused on intangibles rather than tangibles. In terms of inputs it means a predominance of services over goods. Third, it is networked: unprecedented interconnectivity has resulted from new communication media. Fourth, it is increasingly digital. Digitisation of information and knowledge has a huge impact on the capacity for storing, transferring, and processing information and knowledge. The fourth industrial revolution will transform entire systems of production, management, and governance through its fusing of technologies and the lines between the physical, digital, and biological spheres (Schwab, 2016).

These shifts have implications for decision-making within an institution or organization. If, as so many experts have argued, the quality of decision-making depends critically upon the co-location of decision-making rights within the information and knowledge relevant to that decision, the two approaches can be specified. Decision-making can be devolved to where the information and knowledge resides, or information and knowledge can be transferred to the desired seat of decision-making authority.

Recent moves towards “inclusive growth” have been justified primarily in terms of self-determination, motivation, and the sovereignty of the people. The information and knowledge-based approach provides an efficiency-based argument for empowerment decisions: if knowledge and information are immobile, the quality and speed of decision-making are enhanced by delegating decision-making authority to those who possess the relevant information and knowledge. While the dominant trend in South Africa since 1994 has been decentralization, there have also been countervailing tendencies towards centralization resulting from developments in information technology and artificial intelligence that have facilitated codification and communication of information and technology.

Key issues also relate to the boundaries of an institution, an organisation, or a company. Even though some institutions, organizations, and firms, may be superior for supporting mechanisms for information and knowledge integration, increasingly all of them recognise that the domains of knowledge they can effectively encompass is limited, and that they must rely on strategic partnerships and alliances for acquiring the full range of information and knowledge resources that are needed within their mandates.

1.4.1 The strategic value of ICTs

The so-called knowledge economy has been the subject of vast scholarship and research (for example, Castells, 1996; 2004). All these studies assure us of the critical importance of the combined effects of three fields of rapid technological change. One is the widespread availability of sophisticated computer and network systems. Another is the extension of communication systems using orbital earth satellites. The first has facilitated the vast expansion in the amount of data that can be accumulated, stored, communicated and retrieved by mechanical or electronic means; while the latter has made possible the rapid communication of information and decisions over long distances and in vast amounts. The third is the digitisation of language, opening new possibilities of

the breakdown of one of the chief barriers dividing social groups from one another. And in South Africa, with its legacies of apartheid law, this has a particular historical meaning.

Yet many of the explanations of these technical changes, astonishing and far-reaching as they are, do not go beyond telling us what the technology is doing and how it is done in the South African and broader African context with its history of severe power disparities. In the public discourse, there is a tendency to assert that we in South Africa are in the midst of an “information, communication, innovation and knowledge revolution”; according to some, it is the fourth industrial revolution. But the claim fails to explain in what ways this revolution is changing the fabric and context of political, economic, social, and cultural relations, and how it is perpetuating and sophisticating power disparities. Social impact studies and reliable indicators are required to demonstrate the positive impact of ICTs (Economic Commission for Africa, 2005: 8). One group in need of particular mention is rural women, whose lack of access to the tools of the information and knowledge society contributes to their “position of educational and economic marginality” (Fombad & Jiyane, 2016: 3). It is not clear how the NDP seeks to overcome the knowledge disparities; but the challenge is deep.

Creating technologically sophisticated ICT services and democratic facilities should not be a goal in itself; it has to be related to the legitimacy of governmental institutions. A strategic option is to let ICTs enhance the possibilities of citizens, for example, to freely access statistical and administrative data deposited with the government and public administration. Wider access to performance and benchmarking indicators, for example, are significant strategic options not only to improve executive and political oversight of government and parliament, but also to make it possible for citizens and their organisations to execute horizontal oversight over civil society organizations and people’s networks, such as schools, hospitals, book clubs, sports associations, and the like. It is becoming impossible to imagine democratic practice in South Africa today without some ICT applications. In the modernisation of the overall structure of the LIS Sector, ICTs can be used as a driving force. Knowledge and information management, which is facilitated by ICTs, may enhance the effectiveness of the implementation of NPLIS.

1.4.2 Technically exploitable knowledge and democracy

Scientific and technical knowledge currently constitutes a major source of public power in South African society. So far as decisions affecting the actual lives of people daily, political democracy is largely overshadowed by the enormous power wielded by scientists and masters of technical systems. They have far more to do with control over patterns of rural development and urban

renewal, the design of human settlements and transportation systems, the selection of change instruments and innovations, our workplace experience as employees, consumers, and patients, than parliament, the executive branch, and all the government institutions of our society put together.

Science and technology cannot be treated as extra-political structures ruled by natural laws such as the law of causality. We will remain disenfranchised and alienated in our own country so long as we have no say in industrial decision making. Democracy must be extended from the political domain into the world of work. This is the underlying demand behind the idea of technical democracy. South African society has been challenged by this demand since 1994. Participatory and deliberative democracy offers a persuasive reason to advance technical democracy. Indeed, the labour movement endorses it. Yet 24 years later we do not appear to be much closer to democratising industrial relations.

Both technically exploitable knowledge and democracy are defining values of the NDP. Although the two are understood as mutually supportive, the tension between democracy and technically exploitable knowledge has long been a critical theme in the discourse on public policy (for example, Habermas, 1970). Whereas democracy stands for open deliberation and participation on the part of all citizens, technically exploitable knowledge has been the domain of technocrats and knowledge elites. Whereas democracy seeks to canvass a multiplicity of viewpoints and perspectives, technically exploitable knowledge strives to limit the number of participants in pursuit of the one correct answer. Reconciling these differences will not be easy. Instead of arguing, as some scholars have done, that democracy can be grounded in the scientific pursuit of truth, the deliberative perspective seeks to understand how technically exploitable knowledge can be democratised. No easy answer, government should confront it as the new frontier for the discourse over deliberation and participation in all its decision-making processes. Towards this end, in governance structures and functions, the government should begin with the questions: How shall we negotiate the tension between technical expertise and democratic consent? How can experts be held accountable?

1.5 An overview of South African LIS structures post 1994

The NPLIS investigation of the past year has asked LIS leaders, managers, practitioners, users and other stakeholders to reflect on their experience and the possible lessons to be learned for the future. It is hoped that the policies that resulted from the consultations, as set out in Chapter 6, will

enable the LIS sector to fulfil the vision evident in the plans that were mooted at the dawn of our democracy.

1.5.1 Lessons from the policy plans in the early 1990s

It is salutary some 25 years later to return to the report of the LIS Research Group of the National Education Policy Investigation (NEPI) (1992), one of the 13 policy investigations undertaken by the National Education Co-ordinating Committee (NECC)¹ towards an equitable education system. The purpose of the NEPI LIS Research Group was “to explore policy options which will enable the development of coherent and co-ordinated national library and information service for South Africa” (p. 1) – words that NPLIS could echo. Arguably, moreover, the key policy issues identified by the NEPI Group in the early 1990s still resonate today, for example:

- The need for a general LIS policy statement
- The governance of the LIS sector and its formal relationship with other public policy spheres
- the urgent redress of the disparities in the provision of services under apartheid
- A coordinated resource sharing and networking strategy (p. 2).

Thus, in keeping with the NEPI recommendations, as made clear in an earlier section, NPLIS, as a “comprehensive and integrated” statement, cuts across the traditional divisions within the sector; its proposals apply to all kinds of LIS. Its fundamental goal is to ensure fairer and wider access to LIS, thus bolstering their important role in providing for the basic human rights of access to information and freedom of information.

The NEPI report offered two options with regard to the governance and organisation of the sector – that is, the responsibility for its legislation, funding, provision of services and decision-making (1992: 70). The first option was a unitary system in which all public and educational LIS would be located in one government ministry. This centralised control, it was argued, would promote efficiency and standards. However, the report acknowledged that democratic participative decision-making might suffer. The alternative option was to place LIS in different ministries according to their primary spheres of operation, as had been the case in apartheid South Africa and in most Western countries. The report warned of the fragmentation and inequality that this option might engender (1994: 72). There was strong support for the first centralised option from a number of bodies like the Centre for Educational Policy Development (1994), which argued that education and development should be

¹ The NECC evolved from the National Education Crisis Committee, formed in 1985 in response to the on-going crisis in education. In 1990 the NECC initiated a National Education Policy Investigation (NEPI) into education policy development for a future democratic South Africa.

the central focus of all kinds of LIS in South Africa and so logically they should be placed under the jurisdiction of the Department of National Education. However, by 1996 it was clear that the Western model of divided governance across the Ministries of Arts and Culture and of Education would prevail. The NEPI report's list of the prerequisites for this model might well throw light on the lessons government and the LIS sector should have prepared for. These include maximum co-ordination and communication between the relevant ministries; even state funding across the sub-sectors; support of poor municipalities so they might achieve the minimum standards; and legislation to oblige the designated authorities to fulfil their mandate (NEPI, 1992: 73).

Notwithstanding the location of the governance of the sector, the NEPI report offered two options for its decision-making powers: the first would centralise all decision-making within government and the second would share the responsibility between government and a partnering independent statutory council. It is interesting to compare today's NCLIS, which came into being in 2001, against NEPI's list of necessary preconditions for the statutory council it envisaged in 1992. The analysis offers some lessons. For example, according to NEPI, the council would need an independent budget and permanent staff; its visible independence would favour cooperation and collaboration across the sector's divisions; and it would allow for representation of a variety of constituents, including user groups (NEPI, 1992: 73). Later sections will return to the issues surrounding today's NCLIS and the clear need to strengthen its capacity so that it might take on a stronger leadership and decision-making role.

1.5.2 The LIS ecosystem components

Shifts in mind-sets will be required to overcome the "fragmentation and inequalities" that NEPI warned of so many years ago. NPLIS, following the lead of the *LIS Transformation Charter* (2014), asserts that thinking of the sector as an interconnected and malleable ecosystem should enable its role-players to focus on the needs and interests of LIS users rather than organisational divisions and operational functions. The concept of the LIS ecosystem will be explored in more depth in Chapter 2.

It is not proposed here to provide a detailed description of how the LIS sector is structured post 1994 - that has been done elsewhere, for example in the book published to coincide with the 73rd IFLA Congress in Durban in 2007 (Bothma, Underwood and Ngulube, 2007). The sector works through a system of LIS of all types distributed widely across the country in the following configuration:

- 26 university libraries
- 8 libraries attached to the Science Councils

- 243 Correctional Services libraries
- About 3318 “stocked” school libraries (out of 23,577 schools)¹
- 1688 public libraries
- 50 Technical Vocational Education and Training (TVET) colleges (comprising 264 campuses)²
- National Library of South Africa (NLSA) (on 2 campuses)
- The South African Library for the Blind (SALB)
- Library of Parliament (*State of Libraries in South Africa, 2015*):

There are five legal depositories: NLSA, SALB, Library of Parliament, Mangaung Library, Mzundizi Municipal Library, and the National Film, Video and Sound Archives. There are as well many special and government departmental LIS.

As suggested in the preceding section, while their reach is wide and their influence pervasive, LIS have no single funding and oversight body, rendering their governance complex and dispersed across various government departments and spheres, thus presenting particular problems of coordination and integration. Thus, public LIS fall under DAC and its provincial counterparts as well as some local and metropolitan authorities; school LIS under the national and provincial basic education departments; TVET colleges and Community Education and Training (CET) colleges³ under DHET; the prison LIS under the national Department of Correctional Services. University LIS operate under the control of their parent institutions, with the Committee for Higher Education Librarians in South Africa (CHELSA) acting as a co-ordinating body.

The above list has two important gaps: the provision of the libraries in the TVET colleges in terms of their number and quality is uncertain; and no information is available on the position of LIS in the CET colleges, which fall within a branch of DHET.

There is consensus that school LIS⁴ are the weakest part of the LIS ecosystem. Millions of young people, those in the poorer quintiles of our schooling, are deprived of the reading and information

¹ The DBE’s *NEIMS standard report June 2016* distinguishes the numbers of “stocked” libraries from “libraries” but gives no further information on their functionality (DBE, 2016b).

² The condition of LIS in the TVET colleges is uncertain. Reportedly, their quality of service is uneven.

³ In 2014 DHET established one overarching community education and training college in each province, incorporating the existing 3,279 adult education and training centres. They target post-school youth and adults who wish to improve their skills for employability and/or progression to opportunities in the TVET colleges & university education (DHETRT)

⁴ A school library is a school’s physical and digital learning space where reading, inquiry, research, thinking, imagination, and creativity are central to students’ information-to-knowledge journey and to their personal,

resources assumed in other advantaged sectors to be necessary for effective learning. The lack of school LIS clearly is affecting other components of the ecosystem – with pressures on public and university librarians to fill the gaps. The imperative to correct the social injustice of the uneven provision of school LIS is reflected in the policy interventions we propose, and the priority accorded to the sector in the implementation scenarios offered later in this document (cf Chapters 6 and 7).

1.5.3 LIS in the three spheres of government

Chapter 3 of the Constitution constitutes government in South Africa in national, provincial and local spheres which are “distinctive, interdependent and interrelated”. The national sphere is mandated to develop policies that guide service delivery in the other two spheres. For example, broad education policies, such as the school curriculum and the provision of teachers, are developed at national level for implementation at provincial level. National government monitors and supports the implementation of these policies.

1.6 South African legislative and policy context

The Constitution and a body of legislation govern South African LIS and mandate their delivery. This body of legislation is accompanied by other government policies and documents in the broader information and knowledge ecosystem that contain explicit and implicit references to LIS and that LIS policy might need to align with. This section analyses those that have the most direct impact on the policy investigations. It also includes a discussion of a few international examples of LIS policy. A list of relevant policies and legislation consulted is provided in Appendix B.

1.6.1 Legislation

The *Constitution of the Republic of South Africa (Act No 108 of 1996)* underlies all other legislation. NPLIS will align the LIS sector with the national strategic imperatives that are inspired by the Constitution. The rights of free access to information and freedom of expression, which are enshrined in the Constitution and in its Bill of Rights, underpin the social mission of all LIS. Schedule 5A of the Constitution allocates sole responsibility for LIS other than national libraries to the provinces – thus disrupting the pre-1994 system of municipal public libraries, which were affiliated to the provinces but largely funded by their municipal authorities. NPLIS, it is hoped, might offer strategies for provincial and municipal LIS to move beyond the uncertainties caused by the shortfalls

social, and cultural growth. It is known by several terms (e.g. school media centre, resource centre, library learning commons) but school library is the term most commonly used and applied to the facility and functions (IFLA, 2015: 16). .

created by the failure of several of the provinces to fund this constitutional mandate.

The draft *Revised White Paper on Arts, Culture and Heritage* (Draft 3, February 2017), a revision of the 1996 White Paper, represents a strategic repositioning of the role of DAC in the context of a developmental state. It affirms the role of arts and culture in social cohesion and “nourishing the soul of the nation”; but it makes a strong case as well for their pivotal role in economic empowerment and skills development. The literature section refers to the absence of an entrenched reading culture and to the DAC’s aim to promote, develop, and make accessible the rich and diverse traditions of all South African literatures in written and oral forms. The White Paper affirms the role of libraries in providing the nation with access to its published legacy and promoting open access to information and a reading culture. However, it acknowledges that uneven access and facilities hinder the delivery of information services and suggests that virtual and digitised services might address the backlogs. It also, however, suggests that the NCLIS will be dissolved. As stated in the previous section, NCLIS plays a crucial role in uniting and speaking for the various LIS sub-systems so its possible dissolution is a threat to the whole LIS ecosystem.

The National Council for Library and Information Services Act, No 6 of 2001 defines the functions of NCLIS - to provide information and advice to the Ministers of Arts and Culture and of Basic and Higher Education and Training. NPLIS recommends that the NCLIS Act should be amended to give it regulatory powers. NCLIS has an important leadership, advocacy and unifying role across the LIS ecosystem and any move to subsume it under one of the other councils mooted in the draft Revised White Paper on Arts, Culture and Heritage would be a threat to South African LIS as a whole.

Public LIS legislation is important in the establishment of norms and standards. It includes:

- *The South African Public Library and Information Services Bill*, gazetted in 2012. The preamble describes its purpose as:

To provide for essential national norms and standards in order to maintain consistency for the delivery of community library and information services; to provide for measures to redress the inequality of the provision of community library and information services and resources; to provide for community library and information services principles; to promote co-operative governance and coordination of responsibility for community library and information services (South Africa, 2010).

In 2017 DAC commissioned the company Urban Econ to undertake a *Socio-Economic Impact Assessment of the Bill*, a necessary step before enactment.

- Provincial public LIS legislation such as:
 - *The Gauteng Public Library and Information Services Act 2014*
 - *Libraries and Information Service Act (Eastern Cape) No. 6 of 2003.*

The *National Library of South Africa Act, No 2 of 1998* describes the NLSA mission as collecting, recording, preserving, and giving access to the national documentary heritage and the world's information resources. The NLSA's national leadership role is reflected in its support and management of the NPLIS investigation.

The *Legal Deposit Act, No 54 of 1997, Amendment of Legal Deposit Regulations 2001* requires publishers in the country to supply copies of each new publication to places of legal deposit (see 1.5.2), under the supervision of NLSA. It guarantees the preservation of the national documentary heritage, and its availability across the country. Suppliers of library and information resources are key LIS stakeholders and important participants in NPLIS.

The *South African Library for the Blind Act, No 91 of 1998* deals with the needs of blind and print-handicapped readers. It aims at improving access to LIS by people with disabilities.

In 2007 South Africa ratified the *United Nations Convention on the Rights of Persons with Disabilities and Optional Protocol*, which became international law in 2008. South Africa's commitment to modify or amend existing laws, regulations, customs, and practices that discriminate against persons with disabilities will add force to NPLIS's transformation agenda.

The *Copyright Amendment Bill 2017* aims to amend the *Copyright Act of 1978*. On behalf of the LIS sector, the Library and Information Association of South Africa (LIASA) has made representations to Parliament arguing for special provisions for libraries, education, literacy training, inter-library lending, preservation, and for exemptions and exceptions for access by persons with sensory-disabilities. Copyright laws must be fair, and must balance the interests of commercial and non-commercial publishers with the public interest.

The *Education Laws Amendment Act, No 31 of 2007* (amending the *South African Schools Act of 1996*) lists the availability of a library as a minimum uniform norm and standard for school infrastructure. In September 2013 the Department of Basic Education published *Regulations Relating to Minimum Uniform Norms and Standards for Public School Infrastructure*. The document lists a

school library/media center as a core education area and specifies its minimum size. However, its description of various models of library in Section 12 (2) is ambiguous and contradictory;

The legislation listed here has a direct impact on the LIS sector, but there are many other relevant laws, some of which are listed in Appendix B.

1.6.2 Relevant South African policies

The formulation of NPLIS has had to consider other existing policies in the LIS ecosystem and in the broader information and knowledge ecosystems, to learn from them and to ensure that it is in alignment with them. Earlier sections have made frequent mentions of the NDP, the national blueprint for development (National Planning Commission, 2012). In Chapter 3 we examine more closely how LIS align with its strategies.

Several public policies emanating from government departments are of direct concern to LIS. They are certainly excellent documents but, in a later discussion in Chapter 5 of the counterproductive disconnects within the LIS ecosystem, we make the point that they show little cognisance of the contribution of LIS, potential and real, to their aspirations. One example is the Department of Communication's broadband policy, *SA Connect (2013)*, which makes no mention of the role of public libraries in its goal to achieve universal connectivity by 2030. Similarly, the Department of Social Development's *National Integrated Early Childhood Development Policy (2015)* does not include the work of children's librarians. Another example is the DHET's *Policy Framework for the Realisation of Social Inclusion in Post-School Education and Training (2016)* which neglects university libraries' empowering information literacy programmes, which support under-prepared students from disadvantaged schools cope with the demands of academic assignments.

Such gaps indicate a lack of awareness of the vital educational and developmental role of LIS and suggest the need for the sector to raise its profile. The revitalisation of NCLIS, as suggested in later sections, will serve to bring a wider range of role-players into its ambit so that LIS might fulfil their true potential. Hopefully as well, the approving of NPLIS by Government will raise the credibility and visibility of the LIS profession.

1.6.3 Some international perspectives on LIS policy

As will be noted in Chapter 4, our desk research surveyed a number of international LIS policy-related documents (See Appendix B).

China's new library legislation is of particular interest since China is a fellow member of BRICS, the association of five emerging economies, and its LIS might face similar challenges to South Africa's. In order to mitigate against the deleterious effects of uneven and inadequate development, and widespread inefficiency, the government of China enacted on 1 January 2018 its first public library legislation which will standardise provision (*First law on public libraries enacted, 2018*). Two important features of the Act are that services (including reference and lending services) will be standardised, and offered free of charge. Its arguments for the sharing of resources among types of library and for "flexible management" in the interest of wider access resonate with the ecosystem approach as discussed in this chapter. In ruling that libraries in universities and scientific research institutes should be accessible to the public, the new law states that "libraries, be they public or university ones, should be run for the public good". It goes on to argue that, since most Chinese university libraries are funded with public money, "it is only right that their books be available to the public as long as the campus management is not disrupted and the interests of students and teachers are not undermined" (*Public should have access to school libraries, 2018*).

Namibia reportedly is the first African country to establish LIS policy - its title, *Supporting Peoples' Needs in Namibia's Knowledge Based Economy*, explicitly connecting the policy to the developing knowledge economy (NIDA, 2011a). Its preliminary background paper provides the key arguments for the formulation of a national LIS policy and some pointers for the success of the South African LIS policy (NIDA, 2011b: 9). It points out that a national LIS policy reflects a country's priorities and, once approved by government, provides a framework for the delivery of LIS. A national policy gives LIS credibility and political visibility so that their contributions to society are recognised.

1.6.4 Cape Town Declaration

The landmark statement of commitment to LIS from 13 African governments, contained in the *Cape Town Declaration* at the IFLA Congress in 2015, provides an inspiring springboard for NPLIS. The Declaration rests on the principles of the African Union's *Charter for African Cultural Renaissance* (2006) and its *Agenda 2063* for "a prosperous Africa based on inclusive growth and sustainable development" (African Union Commission, 2015). The Declaration commits the African governments to "promote library policies on access to information as part of a universal human rights approach as well as the rights of people to knowledge".

1.7 Conclusion

NPLIS is the outcome of a year-long investigation. Following on the *LIS Transformation Charter*, its brief was to develop an “integrated and comprehensive” policy that would cut across divides and strengthen the capacity of the LIS sector. The first two chapters of this document lay the ground by describing the legislative and policy context – arguing the crucial role of knowledge and ICTs in South Africa’s emerging knowledge economy. Chapter 3 gives the case for LIS by focusing on their unique role in South Africa’s constitutional democracy and socio-economic development. The evidence-gathering procedures and methodologies are detailed in Chapter 4. Chapter 5 presents and analyses the data and evidence and testimonies gathered in the course of the investigation when we asked key informants and participants for their views on what changes and improvements NPLIS should bring. Chapter 6, the heart of the document, lays out the elements of the resulting policy in a number of categories. The following chapter sets out the implementation framework. The implementation of NPLIS will depend on effective monitoring and assessment - covered in the final chapter.

Chapter 2: Questions of Governance

2.1 Integration and coordination of structures and functions

As stated in the introduction to Chapter 1, NPLIS is an “integrated and comprehensive” statement for all kinds of LIS, in keeping with the *LIS Transformation Charter’s* vision of an integrated interdependent LIS ecosystem. Several questions arise from this proposition, for example: What will be the nature and scope of an integrated sector? What mindset will be required? How will the focus area be conceptualised? Most officials are accustomed to thinking about the basic unit of administration in the context of a department or a discipline; they have been trained in a specialisation and they usually are comfortable with activities in that department or discipline.

When officials are called upon to work as a team to elaborate the scope of work for an integrated department, they experience some initial confusion, an uneasy sense that they do not know what they are doing. What they all bring to the process is their departmental or disciplinary perspective and very often their anxieties about administrative focus. Clarity about focus in integrated administrative environments becomes a problem if everyone comes into the team with strong views about what needs to be done. At first, the team may see its problem as delimiting the focus area and providing more or less equal representation for the various departmental or disciplinary perspectives. The team often devotes its energies to eliminating topics, combining and recombining ideas, and paring ideas down from a multiplicity of possibilities to essential or core components. Debates in government in the last 24 years about the configuration and reconfiguration and governance of departments have circled around these questions.

Where does integration begin? It normally focuses on an issue, theme or problem. But with few exceptions, most professionals are still trained as disciplinary specialists. They are accustomed to thinking about their disciplines first. They do not begin with themes, issues, problems, competencies, or global concepts such as “access” or “information literacy” or “audience development” as the starting point for planning. They begin with a discipline. To do otherwise requires some serious adjustments, venturing into uncharted and unfamiliar moorings of the conventional departmental or disciplinary shore.

Government professional and administration structures are based on certain assumptions about what is important and about how to select and view the phenomena to be managed or developed. Many officials have never had to confront the assumptions and limitations of their disciplinary

paradigm. Professionals without experience of integrated environments soon find themselves involved in integration-induced battles; what was supposed to have been an enriching and broadening experience soon turns into a power struggle.

2.1.1 Integration and the problem of specialisation

The solution lies in some process of knowledge integration that permits individuals to apply their specialised knowledge to the production of quality public service, while preserving the efficiencies of specialisation. But specialisation has created some complex problems in South Africa. First, there is a problem of isolation. As a government department becomes more and more specialised, it tends to become isolated and proliferates its own structures and functions. Second, specialist officials have a tendency to absolutise administrative procedures. Having found a procedure that is particularly effective to managing certain kinds of activities, officials are inclined to give that procedure greater priority, to create a hierarchy of procedures, and in some cases to present the procedures as “the procedure” – the only way (or at least the preferred way) of looking at a particular problem. Third, departmental specialisation tends to ignore and downplay broader issues and holistic perspectives. At their worst, departments can be reductionist, seeing the whole public sector through their own lens, simply ignoring the issues that exist outside their purview, leaving them to other departments.

2.1.2 How politics influence service delivery

The use of political control, either through deployments or budgets or patronage, has been much criticised. The main issue is the competence of public servants. What is common in low-performing countries is that bureaucrats act according to their interests and preferences in a “political” rather than professional way.

Politics and administration in the LIS sector - as in almost all sectors in South Africa - influence decision and implementation processes, and are therefore important to anyone seeking to understand service delivery dynamics. Written submissions on the NPLIS process illustrate the different ways in which political and administrative relations are mediated. Therefore, particular attention must be given to how politics and administration influence implementation processes, and are therefore important for anyone seeking to understand departmental structures and functions. Institutional structures are important since they have policy implementation effects. Structures affect policy implementation both directly and indirectly. From this perspective, the interest of different agencies affects policy implementation.

2.1.3 The challenges of intergovernmental politics in an integrated policy environment

Analysing bureaucratic politics in an integrated intergovernmental setting requires a detailed breakdown of the policy implementation process: an examination of the key players, structures, and mechanisms in the implementation process; a consideration of the inter-departmental and intra-departmental settings; and an analysis of these all influence policy implementation.

The basic unit of analysis is the behaviour of and interaction between key individuals working inside executive management structures. In searching for an understanding of how a policy should be implemented, one has to put oneself in the place of the various participants and pay attention to the strategic dimensions of relation within and across the departments working together. This task requires a roadmap to grasp a phenomenon that is both highly contested and complex. A critical starting point is to recognise that bureaucratic politics, especially in integrated environments, can take different forms, that it can occur with different levels of intensity, and that (consequently) its effects on the quality of policy implementation are variable. It is, therefore, important to appreciate that bureaucratic politics and their effect on implementation is a multidimensional cluster of structure and process variables (Peters, 1996).

2.1.4 An ecosystems approach to LIS integration and coordination

Functions and processes in the information society and knowledge economy are increasingly organised around integrated institutional arrangements. Integrated functions and processes constitute the new institutional morphology, and the diffusion of the logic of integrated services substantially modifies operations and outcomes in processes of production and the delivery of services. In keeping with these shifts, as mentioned in Chapter 1 (1.1), our mandate was to work towards an “integrated and comprehensive” policy that would cut across the LIS sector’s divisions. Thus, following the lead of the *LIS Transformation Charter*, the NPLIS vision is for a renewed LIS sector that breaks down the existing silos in order to find innovative ways to fulfil its social mission. The selection and dissemination of information and its organisation for discoverability, knowledge creation and preservation make up the fundamental mission of all kinds of LIS. But the fragmentation of South African LIS, in many ways the heritage of apartheid planning, might well get in the way of the opportunities of the new ecosystem paradigm. In examining the complex configuration of the sector, the Charter turned to the concept of ecosystem arguing that:

Ecosystem [is a] term that captures diversity and complexity, and the idea of interaction between the system (or organism in ecological terms) and its environment. An ecosystem is one in which the sub-systems are inter-linked and interdependent, where there is continuous co-evolution, where change is systemic and where complementarity encourages niches for different roles and functions. It is also characterised by interactions of actors and

organisations linked by flows of resources and information (*LIS Transformation Charter*, 2014: 36).

Using this approach, we are able to consider LIS institutional structures, regulations, and operations at various government levels as an interconnected ecosystem that evolves with the institutional environment as influenced by political, social, economic, cultural, environmental, and physical factors. The ecological perspective enables the South African LIS sector to recognise that, because of its interdependence, the weakness of one component (for example school LIS) must affect others. It discourages thinking about borders and so is more hospitable to the aims of achieving integration in a sector where the uneven and unequal provision of the past is reflected in disparities and fragmentation. Moreover, the ecosystems approach focuses on LIS users and should encourage a shift towards services, rather than functions and typology. For example the emphasis is on services for children regardless of setting. The paradigm also should direct our attention to other actors in related fields: importantly, other memory and knowledge institutions.

While integrated social organisation has existed in South Africa for the last years, the new ecosystem paradigm provides a solid conceptual and practical basis for its pervasive expansion throughout the LIS sector. Furthermore, it is argued that this ecosystem logic induces a social determination of a higher level than that of special and differentiated social interests expressed through the different institutional structures: the power of the flow of user-centred services takes precedence over the flow of institutional power.

2.2 Organisational principles

Perhaps the most fundamental question of the governance and administrative structure of the LIS sector is the basis of organisation for the administrative apparatus. The organisation of the sector could be founded on four alternative principles: geographical area covered, processes employed, types of persons served, or purpose served (Baldwin, Martin & Martin, 2012).

2.2.1 Organisation by geographical area served

One of the most powerful means to ensure uniformity is to use provincial directors to attempt to control and supervise closely the execution of policies and programs throughout the country. Each province has its own director but these are coordinated and, to some degree, supervised by a senior official at the national level. The senior official, in turn, is responsible to the Ministry. The principle is that one senior official should coordinate and be responsible for policies and programs delivered in the sector.

2.2.2 Organisation by process

The sector can be organized by process, or the communality of the processes employed by officials and the communality of their professional skills, rather than by purpose of the organization. This principle might mean, for example, that all 'library on-line services' would be concentrated in a particular unit or agency. This controls duplication and enforces coordination in the sector.

2.2.3 Organisation by clientele

Clientele groups are people who are presumed to have special needs. There are, at least, two reasons for developing a clientele-based governance and administrative structure: (a) to be able to provide better services for a special set of beneficiaries, such as the blind and the paraplegics; or (b) conversely, at once to assist segments of the population lacking political clout, such as children and prisoners.

2.2.4 Organisation by purpose

Perhaps more than the other criteria mentioned, organization by purpose highlights the lack of exclusiveness of this model of organizing government structures. One reason for this type is the need to coordinate activity in a policy area in which a number of government departments have some role without assigning any one of these departments a pre-eminent role. The management of information and knowledge industries, for example, calls for this type of organization. One form of organization of this type is the need to coordinate activity or services in a policy area, such as mobile LIS. Rather than employing a single 'model' that can utilize authority to impose coordination, the coordination in this model results from bargaining and the sharing of information.

The lines between the four categories of organising public services are not always clear. What is clear, though, is that none of them offers the perfect solution to the problems of efficiency, effectiveness, and accountability. The decisions to use one or another should be dependent, at least, upon two factors. One is the specific nature of the service to be delivered. Some services, such as public LIS, require dispersion by area, while others work very well with a highly centralised structure. The second factor is the nature of the political system in which our LIS governance structures are functioning. For example, a political system that is divided by provinces and district municipalities, such as the one we have in South Africa, appears to function better with as many functions as possible organised by area or client. The nature of the governance system must conform not only to the wishes of experts, but also to the political realities of the country. No organisational diagram of

responsibilities can ensure efficient and effective services, so that the task of the policy is largely to make it possible and perhaps even probable. The ultimate success or failure of policy will remain with the individuals who implement, monitor, and evaluate it. Hence the need to invest in human capabilities.

As we have explained in an earlier section, the NPLIS strategy to manage these organisational dilemmas is the adoption of an ecosystems approach and the assignment of the responsibility for coordination to NCLIS.

2.3 Developing norms and standards and impact analysis: Crucial policy instruments

Why develop norms and standards for LIS in South Africa? Behind this simple question lies a world of analysis that is quite complex, and thus requires careful study. Why is the development of norms and standards critical in the sector? As mentioned in Chapter 1 (1. 6.1), some provinces have drafted norms and standards for public and school LIS but they have not had much impact in the absence of national norms and standards.

Conflicts over norms and standards are ubiquitous. Traditional norms and standards development has little if anything to say about how to deal with conflicting goals. Hence the importance of deliberative processes for resolving conflicts.

The key idea is coherence as an end. By coherence is meant the achievement of a situation in which multiple and potentially conflicting ends are in fact compatible.

2.3.1 Norms and standards dynamics

Understanding the dynamics of norms and standards development is about understanding change, and a concern with norms and standards dynamics is, in some measure, about change – how to get from here to there in the development process. The main objective is to stimulate research and policy interest in a neglected phenomenon, and by way of doing so, to present substantive hypotheses. The assumption behind this proposition is merely that when norms and standards development dynamics are consequential, we need the analytical tools and empirical knowledge for understanding them.

2.3.2 Instruments for norms and standards development

Which tools or instruments would be the most effective that government can make use of in developing norms and standards? The variety of instruments available to developers of norms and standards is limited only by their imagination. Rather than attempt to construct exhaustive lists, we should seek ways to group them into a few categories that could then be analysed to determine criteria for norms and standards. This can be undertaken in a highly systematic and analytical fashion taking into account the following questions: What factors are critical in the development of norms and standards? What difference would it make to use different categories of stakeholders in trying to address the development of norms and standards? Are certain categories of stakeholders or library users better suited to develop norms and standards than others? Where do considerations of the feasibility of alternative norms and standards come from? Why is this important in understanding the nature of the development of norms and standards?

2.3.3 Constraints on the development of norms and standards

No norms and standards of the magnitude envisaged in the LIS can succeed without resources. The following questions should guide their investigation: What kind of resources does the development of norms and standards need? What investment budget is required?

2.3.4 Norms and standards as distributive and redistributive mechanisms

The effectiveness of norms and standards as redistributive mechanisms can be examined at two levels: macro-level comparisons of different LIS regimes across comparable countries and micro-level analyses of individual policies and programmes within South Africa. The effectiveness of different redistributive regimes is usually judged in terms of their impact on inequality. The level of inequality before and after norms and standards should be assessed.

2.3.5 Impact analysis

How will we know whether norms and standards are effective? What impact would norms and standards have on national imperatives? One way of looking at impact analysis is to regard it as a very significant stage in the overall process of policy learning. Impact analysis is made challenging by the difficulties that arise in assessing the success or failure of a policy initiative. The difficulty of determining fixed criteria is a serious problem for anyone who wants to understand impact analysis. The expectations of decision-makers about policy results and the extent of time allowed for those results to materialise before evaluators make their assessment are often important factors. Some

questions to consider: What capacity is required to carry out effective evaluation? How can this be developed? To what extent is it possible to engage stakeholders and library users in evaluation?

It is true that the methodology of impact assessment in the global LIS environment has matured, reaching a milestone in 2014 with the publication of the *ISO 16439 – Information and Documentation – Methods and Procedures for Assessing the Impact of Libraries* (International Standards Organisation, 2014). This approach is commended in Chapter 8, which describes the power of its application in a number of contexts, and argues that not only should the impact of NPLIS be assessed, but that all LIS should adopt a programme of impact assessment."

2.4 Governance principles

Three principles should guide governance of any sector: a deliberative approach, accountability, and democratic decision-making.

2.4.1 Enhancing the value of deliberative practice

The aim of the deliberative approach to the governance of the sector is quite specific: to lay out a structure of deliberative reasoning to guide officials on how to think and deliberate (Moore, 1997). In short, managers of government departments should develop a normative approach to governance, which focuses on people and not on regulations and institutional realignment. Officials are advised to adopt the deliberative, pluralistic approach to governance and regulatory processes and to the alliances that sometimes develop among an institution, its committees, and its various constituencies.

Deliberative practice thus provides a useful description of how many, but not all, policy and governance decisions are made. There are important normative problems with deliberation and participation: in particular not everyone is represented equally around the table, and some interests may not be included. Nonetheless, the approach is important for its assertion of the importance of democratic values in decision-making and for its stark contrast with the rational, efficiency model.

2.4.2 Accountability

Perhaps the best that can be said about the obligations of managers is that they owe the public a conscientious, publicly accountable effort to search for professional and democratic value. In that search, they are duty bound to articulate an integrated vision of governance. The articulation of their vision and the reporting of activities and outcomes will be crucial signposts that will allow them

to be held accountable to – and, through their accountability, learn from – government, the LIS sector, and the general public.

2.4.3 Democratising decision processes

Both participatory democracy and professional expertise are defining values of South African society. Although many social scientists have tried to understand the two as mutually supportive, the tension between participatory democracy and professional expertise has long been a critical theme in South African politics. Whereas participatory democracy stands for transparent and inclusive deliberation on the part of all citizens, professional expertise has always been regarded as the exclusive domain of professional elites. Whereas participatory democracy seeks to canvass a wide range of perspectives on a given topic, professional expertise strives to limit the number of participants in pursuit of facts and truth (Oyen et al, 2002).

Taking up the tension between participatory democracy and professional expertise, we should reformulate the relationship through a socio-political perspective emphasising professional practice as a socio-political activity. Rather than taking professional practice to be the ideal for decision processes, we should investigate to what degree such practice might be democratised. Against this backdrop, we should turn to the more difficult question of lay people's ability to collaboratively engage in professional decision processes. First, we should consider the intellectual and linguistic barriers that block such participation in the complex decision processes inherent in South Africa's regulatory environment, and then review cases in which lay citizens have demonstrated the capacity to engage in pressing issues of the day. We should examine the ways lay people's experiential knowledge and normative imperatives can be brought to bear on decision processes.

The professionals themselves should be assisted in helping lay citizens grasp the significance of such collaboration, to broaden lay people's access to information, and to help them systematise their own experiential knowledge. Emphasising the development of a participatory political culture, we should seize the opportunity to address the following questions: is it possible to restructure the largely undemocratic professionals – lay people's relationship in decision processes? And how can we integrate professional inquiry with citizen education and public action?

2.5 Leadership challenges

Existing institutional structures are important since they have policy implementation effects. The successful implementation of NPLIS will depend on visionary leaders in these structures. The vision

and drive must come from the collaboration among several partners, for example: the government departments responsible for LIS at national and provincial levels, NCLIS, LIASA, the LIS schools.

2.5.1 Motivation for service delivery

A key aspect of leadership is the ability to motivate employees. Service delivery performance is conceptualised as an individual's orientation toward the public good and the desire to serve others. Research shows that employees with high levels of service delivery motivation care more about the basic mission of the institution and hold a desire to serve others. As a result, such employees tend to work harder toward that mission, going above and beyond the call of duty, and are less likely to require pecuniary incentives for their work. This implies that service delivery motivation is associated with forms of ethical behaviour that help to provide for aspects of service delivery that are related to good governance, such as transparency and accountability.

The link between service delivery performance and individual motivation is partly mediated by an individual's perception that their values are shared by their institution. But employees are better motivated if they see a link between their desire to help others and the work they actually do. The practical implication from this research is that public institutions that care about service delivery should seek to encourage service delivery motivation. For example, human resource management should be designed to recruit staff based on service delivery motivation, to socialise employees into service delivery expectations, and utilise service delivery appraisals that reflect service delivery motivation, convey the social organisation of work, goals, and outcomes, and encourage senior executives to promote public service value. Evidence shows that as employees spend more time in public institutions and encounter more red tape and corruption, their level of service delivery motivation actually declines. Therefore, people matter, management systems matter, institutional structure and culture matter, and political and social context matters. Evidence abounds of how and when all these variables matter.

2.5.2 Leadership in policy implementation

Leadership is an important agency for policy implementation. Leadership is required for the implementation process to be directed towards clear goals, coordinated and informed by open channels of communication, and, not least, adequately supported with resources. However, this implies a degree of top-down direction, not easy to reconcile with the inclusive participation commonly regarded as a requisite for successful implementation. The implications for

implementation of the leadership role, and of the tension between control and inclusive participation, should be considered carefully.

First, the most fundamental role for leadership in terms of policy implementation is that of establishing a culture of collaborative implementation by transforming the embedded elitism of the past. This can be achieved through communication of the new institutional culture from the top. Therefore, a second leadership role in promoting participative and deliberative implementation is to establish a culture that permits the participation needed to encourage shared thinking and critical listening, within a sense of collective effort that is directed towards the development of the sector as a whole.

A third leadership role in collaborative implementation is to foster the three channels of communication and relationships across the sector's internal and external institutional boundaries that are key to the implementation process. The first channel is between executive management and other middle and lower management groups within the departments responsible for LIS. There is a division of functions here in that executive management is normally concerned with strategy knowledge, while the other levels tend to work more on administrative, technical, and operational knowledge. Each of these areas of knowledge needs to be informed by the others. In particular, the degree of support that executive management gives to implementation activities and operations at lower levels of the sector can have a major impact on implementation effectiveness. The second channel involves the integration of knowledge contributions between different disciplines and units within the sector. The third channel promotes flows of information and knowledge across the boundaries of the sector through communication with, and intelligence from, other sectors, including policy beneficiaries and other stakeholders. In an integrated, intergovernmental work environment, cross-departmental knowledge flows relevant to implementation have tended to be concentrated at the executive level and those relevant to technical processes lower down.

In short, NPLIS will depend on LIS leaders establishing relationships with all levels of administration and with the other sectors they need for integrated implementation.

2.5.3 Establishment of NCLIS as a regulatory body: A key policy enforcement instrument

Much will depend on NCLIS which, as mentioned in Chapter 1, has an important leadership, advocacy and unifying role across the LIS ecosystem. It must be capacitated to take on a stronger leadership, decision-making, and regulatory role.

What would be the value of a regulatory body in the LIS sector? In our democracy, just as in all deliberative democracies, political disagreement is the source of both the gravest risk and the greatest security. Citizens of such a democracy diverge on many questions, ranging from the most fundamental to the most practical. How should government regulate the profession? Should the redress and equity policy be enforced? What form should such enforcement take?

A deliberative democracy, operating in a sound policy, responds to disagreements not simply by majority rule but also by attempting to create frameworks that will ensure deliberation and reasoning. One of the points in support of a regulatory body in the sector is to protect the processes of deliberation, ensuring something like a “republic of deliberations”.

In this light, a regulatory body is best understood not as a way of reducing accountability to the public, but as a guarantee of deliberation. A deliberative democracy requires the exercise of regulatory power. One of the principal arguments involves the creative use of regulatory authority, not simply to block participation but to energise it and to make it more deliberative.

2.5.4 Strengthening LIASA’s relationship with NCLIS

But if the poor and marginalised are especially likely to lose out during the implementation of redress and equity interventions, as the last 24 years have shown, it follows that it is important to fill the gaps at the policy implementation stage. There are many potential mechanisms for doing this: we should encourage actual and potential beneficiaries to “mobilise” themselves to advance their interests. We should be concerned with the relationship between the poor and marginalised especially and public agencies that is implicit in the design and management of redress and equity interventions. Voluntary associations, such as LIASA, and social movements are needed to stimulate and lead them into collective action.

Experience teaches us that government structures need powerful voluntary associations to bring about fundamental change (Peters, 1996; Zuern, 2011). If it is to broaden its influence across the sector, LIASA will need to forge its role within NCLIS.

2.5.5 LIS schools

LIS school graduates will of course be major beneficiaries of NPLIS. It is hoped that the LIS schools will take on strong and visible leadership in the implementation of NCLIS and its monitoring and impact assessment.

2.6 Funding and budgeting

The funding of the LIS sector has always been a principal concern for government. It is at once a plan of what it hopes to do as part of its contribution to inclusive growth and sustainable development, and an expression of its redistributive power. If anything, the importance of the economic value of the sector as a result of the integration of South African society in the knowledge economy has been enhanced. Its importance has also been a function of the growing realisation of the need to align potential economic value and resource allocation.

Although strategically and potentially powerful, the sector has had difficulty attracting adequate funding from both government and the private sector. There is not even a clear and widely accepted estimation of its economic value. Moreover, the qualitative and unquantifiable nature of its public value makes the exercise of budgeting difficult. There are always competing priorities in the budgeting process that tend to surpass the qualitative, non-instrumental value of large aspects of LIS. But with the rise of the knowledge economy, the sector has become more crucial as citizens have begun to question the under-funding of LIS. Significant budgetary changes have to be made to respond to these concerns.

The transition from apartheid to democracy involves building a democratic regime while also trying to recover from generations of unequal access to information and knowledge. The budget reforms recommended in later chapter are intended to support the creation of a democratic regime that the people control by building a more information literate and reading nation. At the same time, the country has to generate sufficient funds to facilitate inclusive growth and alleviate socioeconomic inequalities.

2.7 Conclusion

None of the points in this chapter is meant to provide a blueprint for policy design. Nor do we attempt to specify all the ingredients of a well-functioning policy. Of course, some ideals are universal; but there is room for considerable variety among reasonable societies. Nor do we mean to set out a comprehensive account of deliberative democracy or of the relationship between the idea of democracy and the idea of regulation. But by focusing on questions about that relationship, we hope to advance understanding of both ideas. In our view, the route to future advances will lie less through abstractions, and in deliberations about the concepts themselves, and more through an

appreciation of the concrete contexts in which a society's diverse aspirations are tested and specified. At least, that is a hope that pervades this policy.

We believe that considerable intellectual work is required to transform policy from being an impressionistic elaboration of ideas into a more precise analytical tool which can reliably contribute to the reduction, if not the elimination, of inequality in our society. We seek a more systematic approach to understanding how to identify particular institutional arrangements constituting an effective policy. We explore the social and institutional factors influencing the implementation of policy into becoming lived experience. And we examine the critical aspects of the condition under which the policy, once adopted and embedded in the social environment, can be successfully implemented. It is our hope that this policy will add to the scientific tools that can seriously add to the toolbox needed for improved comprehension of some of the factors that constitute a successful policy.

Chapter 3: Strategic Value of LIS in the Democratic Knowledge Economy

3.1 Introduction

In this chapter, we argue the case for South African LIS. Our arguments rest on the transformative and developmental role of LIS in an open democracy and a knowledge-based economy. It firstly examines their role in participative democracy in providing for the constitutional rights of access to information and freedom of expression. The second section argues the importance for participative democracy of literacy and information literacy¹, which lie at the centre of the LIS profession's social and educational mission. The third focus is the developmental role of LIS in the "thriving knowledge economy" that, according to the NDP (2012: 190), South Africa aspires to. Academic and research LIS, it is argued, are crucial to the so-called knowledge-based fourth industrial revolution. The chapter concludes with some glimpses of the social, educational and developmental contributions of LIS professionals that we witnessed in our investigations. They provide convincing evidence of the LIS sector's value proposition as an effective partner in delivering the government's transformational goals as expressed in the NDP -- along the spectrum of basic functional literacy to research, knowledge production, and innovation across the country.

3.2 The role of LIS in an open and participative democracy

As "gateways to knowledge, thought and culture" (IFLA, 2017), the role of LIS in a democracy is grounded in the human rights of intellectual freedom and equal access to information. The South African Bill of Rights allows for these in its two sections Freedom of Expression (Section 16) and Access to Information (Section 32). They enshrine the freedom to receive or impart information or ideas and to access any information held by the state or another person – freedoms achieved in the struggle against the repressive controls of the apartheid regime. LIASA's responses in the past few years to threats to the hard-won freedoms have affirmed the obligations of the South African LIS profession to safeguard and facilitate these rights (2011; 2016). These responsibilities are reflected in several sections in later chapters that, for example, deal with LIS access and accessibility², collection policies and Open Access (OA).

¹ The set of skills, attitudes, & knowledge necessary to access, evaluate, and use information effectively, responsibly, & purposefully. Usually includes the ability to know when information is needed to solve a problem or make a decision, to articulate that need, to locate & utilize information, to share it with others if necessary, & to apply it to the problem or decision (IFLA, 2015)

² Refers to the degree to which the facilities & services of libraries are accessible by as many people as possible. Accessibility can be viewed as the 'ability to access' the functionality & benefit, of libraries. This

The LIS profession's support for intellectual freedom implies the duty to provide space for alternative and diverse views - in libraries' public meeting rooms, user services, and collections. There should be no discrimination due to race, creed, gender, sexual orientation, or age. LIS users' right to personal privacy must be respected. Libraries' educational programmes develop their communities' social and human capital and strengthen their capacity to take informed decisions and participate actively in social and economic institutions. Some commentators argue that LIS should take on a more direct role in fostering deliberative democracy – in for example hosting debates on local and national issues (for example Kranich, Reid & Willingham, 2004; Madsen, 2009: 10).

As the *LIS Transformation Charter* points out, entrenching the right of information access is about redressing the unequal power relations of our past:

The point of establishing the right of access to information is to try to rebalance the power relationship, and to produce long-term, reliable structures that will remove the need for dependence in the future. That, at least, is the hope that underpins the Charter, and that is why the right of access to information is worth pressing for (2014: vii).

The mission of South African LIS is to alleviate the prevailing “information poverty” that comes from lack of access to the infrastructure and technologies and education needed to access information and knowledge (Britz 2004). Some years ago, Castells warned of the dangers of an alienated “fourth world”, claiming that the network society is “intertwined with rising inequality and social exclusion throughout the world” (2000: 348). IFLA's analysis of five major trends in the information environment, the so-called *Trend Report*, lends support to Castells in its warning that, although new information technologies and models expand access to information for some, they exclude those who are unable to afford them or who lack the reading and digital competencies they require (“IFLA trend report”, 2013).

3.3 Multimodal literacy and Information literacy

Libraries' educational programmes aim at developing these competencies, essential to lifelong learning. A participatory democracy depends on an “informed public”, a concept with several dimensions. It implies firstly equal access to the reading and information resources, infrastructure and networks of the 21st century. LIS are vehicles for this free and equal access. However, the mere provision of access to information will not lead to an informed and knowledgeable society. As the

includes distance & transport, building design, assistive technology, relevant & usable content of resources, suitable format of resources, and the languages of the resources and spoken by the staff. Accessibility is also used to focus on people with disabilities and their right of access to library services.

IFLA report on access to information points out, “The most important part of information access has become the capability to use it” (Garrido & Wyber, 2017: 78). Thus, a crucial dimension to “being informed” is literacy and information literacy.

From its beginnings, the LIS profession has taken responsibility for far more than managing collections of reading and information resources; its user support and educational programmes aim to fill the gap between having access to resources and realising the benefits of today’s information-rich society. The support of lifelong learning and the nurturing of reading and of literacy and information literacy are central to its mission.

3.3.1 Literacy

Literacy is critical to participating fully in society. Current definitions make much of the capacity to read “for meaning” –“to engage with language to acquire, construct and communicate meaning in all aspects of daily living” (Alberta Education, N.d.). Literacy educators increasingly talk of multimodal literacy, recognising that communication in the 21st century involves far more than written text.

The links between literacy and poverty are clear. Research has shown how early literacy is “a strong predictor of future academic success, educational attainment, employment and income” (South African Book Development Council, 2016: 2). The International Literacy Association highlights the importance of learning to read for meaning in the early years of schooling, saying:

Literacy is the essential education, the learning through which all other learning takes place. Crimp, deny, reduce, or thwart robust literacy acquisition and the prospects for achieving all other educational attainments are correspondingly diminished, resulting in serious social consequences that are known all too well (2016: 2).

Literacy experts agree that acquiring the habit of reading for pleasure early in life is crucial to literacy. The public library's and school library's special role in children's literacy is based on the overwhelming evidence of the benefits of leisure reading, or reading for pleasure. Literacy theorists and activists have shown through multiple studies that classroom reading instruction must be complemented by opportunities for children to choose interesting comprehensible books to read in their leisure time. Learning to read fluently through leisure reading “for fun” has been proved to promote higher order comprehension and thus academic performance across the curriculum. According to Krashen, the renowned literacy expert, “Reading for pleasure is by far the most consistent and strongest predictor of performance on any reading test that involves comprehension; [it] emerges as the consistent winner in method comparison studies, correlational studies, and in case histories” (2017).

Learning the joy of reading depends on easy access to engaging books; but only a minority of South Africans have books in their homes. According to the South African Book Development Council's latest reading survey, 60% of South African households have no books; this percentage rises sharply in poor and rural communities (2016: 124). South African children who have books at home and whose parents have read to them from an early age perform as well as those in any other country in literacy assessments (Howie et al, 2017: 11). Clearly, the interventions of committed children's librarians are important strategies to compensate for poor children's lack of access at home to engaging books and reading activities. These interventions include dynamic attractive collections, story times, family reading programmes, holiday programmes, toy libraries, and block loans to educare centres and schools. However, the public library's pro-poor role must be urgently supplemented by the provision of classroom and school libraries - as evidenced by the recent Progress in Reading and Literacy Study (PIRLS).

The PIRLS study provides disturbing evidence of the weak literacy education in our schools and of the enduring inequalities across sectors of our schooling (Howie et al, 2017). South Africa was placed last out of the 50 participating countries; 78% of Grade 4 children were found unable to reach the lowest benchmark compared with 4% internationally; and learners from disadvantaged backgrounds achieved significantly lower scores than those from more affluent backgrounds. The study's examination of the background factors in achievement provides strong evidence of the benefits of access to school and classroom libraries. Most of the schools (62%) have no library; and the learners at schools with a library and those with a classroom library scored significantly higher than those without these resources. These findings lead to the recommendation that to improve reading scores government must "provide and increase school resources such as school libraries and classroom libraries especially in areas where performance is poor" (Howie et al, 2017: 12). Here the report echoes Krashen's comments on the links between literacy and poverty - and on the need to invest in libraries. His analysis of earlier PIRLS research studies leads him to assert, "A major reason children of poverty have low reading test scores is because they have little access to books. When we supply access, in the form of libraries, they read about as well as children from more affluent families" (2011).

3.3.2 Information literacy

Open democracy depends on the capacity to seek out information, assess its value, and use it to create knowledge and to make decisions. LIS information literacy programmes develop the array of skills needed to navigate the 21st century's information ecosystem. The prevalence of so-called "fake

news” and “alternative facts”, instantly spread via social media, has reinforced the importance of these programmes.

Information literacy is increasingly described as both a meta-literacy and a multimodal literacy¹ (Hines, 2014; Mackey & Jacobsen, 2014). Its focus is making meaning from information; and its capabilities run through all other literacies, such as cultural literacy, visual literacy, digital literacy, media literacy, web literacy, and mobile literacy². As a “meta” literacy, information literacy implies insight into the overriding processes of information-seeking and meaning-making across different communications media. Today’s information literacy programmes have to engage with multimodal information resources which incorporate, for example, text, photos, animation, sound, and video. It is clear that libraries’ literacy and information literacy programmes will need to move beyond text so that users learn to engage with them meaningfully, both inside the library walls and via mobile technologies.

Effective information literacy programmes take into account existing digital divides and are based on sensitive understanding of the diversity in information behaviours. For example, the information needs of a developing rural community are quite different from those of young urban millennials. Members of the so-called Generation Z might be constantly “connected” via their mobile devices but there is consensus that many lack insight into the pitfalls and challenges of information seeking.

3.4 LIS in the knowledge economy

Access to information is a basic freedom right; but it is, as well, an instrument of other economic, social and cultural rights (Adeleke, 2013: 83; Calland, 2013: 18). As the IFLA report on the contribution of LIS to the UN’s Sustainable Development Goals points out, access to information “empowers people and communities, laying the foundations for equality, sustainability, and prosperity” (Garrido & Wyber, 2017: 7). The links between the access to information assumed in an open democracy and inclusive economic development are widely accepted (for example MckInley, 2004: 1; Gumede, 2011, 1; Adeleke, 2013: 100; Calland, 2013: 18).

¹ Multimodal literacy: “... meaning-making that occurs through the reading, viewing, understanding, responding to and producing and inter- acting with multimedia and digital texts. It may include oral and gestural modes of talking, listening and dramatising as well as writing, designing and producing such texts” (Walsh, 2010: 213)

² Mobile information literacy: “... an emerging set of skills that incorporates elements of digital literacy, information literacy, and web literacy as they are experienced on a mobile platform” (Garrido & Wyber, 2017: 30)

The policy will enable LIS to play their full part as gateways to “the dynamic and connected information society and a vibrant knowledge economy that is inclusive and prosperous”, that the NDP envisions (National Planning Commission, 2012: 190). In a knowledge society, new knowledge and innovation, as well as technological change, drive progress and growth (Blankley & Booyens, 2011). The examples of several countries in Asia show that sustained investments in education, innovation and ICTS, together with a conducive economic and institutional environment, lead to increases in the use and creation of knowledge and result in sustained economic growth (Chen & Dahlman, 2006:1). There is consensus that the four pillars of a successful knowledge economy are: institutional structures that provide incentives for entrepreneurship and the use of knowledge; good education systems that produce both higher order cognitive thinkers and skilled labour; access to ICT infrastructure; and a vibrant innovation landscape across academia, the private sector and civil society (Chen & Dahlman, 2006).

South Africa’s NDP identifies certain strategies necessary to achieve its vision by 2030, such as: improving the education system, upliftment programmes for rural women and unemployed youth, extending speedy broadband access, establishing hubs of innovation and knowledge, which will develop the highly skilled human resources needed in a knowledge-based economy. LIS professionals are already important role-players in these plans, as our encounters with them across the country showed us. However, the goal of the policy investigation was to identify the hindrances in their way and to suggest interventions to overcome them. It is clear that intellectually curious and research-oriented professionals are needed if LIS are to play their full part in the innovative research and knowledge creation that are crucial to the fulfilment of the NDP’s vision. As Lankes points out, “knowledge creation” is as relevant to public and school LIS users as to university researchers . All libraries exist to support the creation of knowledge by their communities (2016: 18).

Some International research has identified the distinguishing features of LIS in successful knowledge-based societies. One example is the study of 20 city libraries in leading knowledge-societies which found that the “prototypical” public library in a knowledge society is “ubiquitous”- mobile, available anytime and anywhere (Mainka et al, 2013: 313). It offers two core services:

- It supports citizens, companies and administrations in their city and region with digital services, namely e-resources as well as reference services, and communicates with their customers via social media.

- It provides physical spaces for meeting, learning and working, as well as areas for children and other groups, in a building that is a landmark of the city (Mainka et al, 2013: 295).

Several thought-leaders writing of the “new” librarianship might agree with the claim that libraries in the knowledge economy need to be “ubiquitous” or pervasive. Connaway and Hood (2016), for example, argue that librarians have to engage with their users “where they live and learn”. Lankes asserts that if librarians are in the knowledge business “then they are in the “conversation business” (2016: 43). His definition of the “new” and “participatory” library encapsulates the shifts in relationships that he claims will assure the future of the LIS profession. To Lankes a library is “a mandated and facilitated space, supported by the community, stewarded by librarians and dedicated to knowledge creation” (2016: 96).

3.5 The social, educational and developmental value of South African LIS

LIS in South Africa represent an integral component of, and important contributor to our nascent knowledge economy and national development agenda. The previous sections have argued the case for LIS in terms of the constitutional right of access to information and intellectual freedom and have provided an analysis of the strategic value of information and knowledge, the core business of LIS. In this section, we focus on the social, educational and developmental role of South African LIS. We argue that their real and potential contribution to participatory democracy and the information and knowledge economy is undervalued. LIS are crucial to the redress of the historical socio-economic inequalities that still persist. They are partners in the realisation of government’s priorities spelled out in the NDP by means of their work in the following areas:

- Improved education – ranging from reading programmes for schools to information literacy education for university students, many of whom arrive at university with no information skills;
- Knowledge creation and innovation – as seen in their support of postgraduate students and researchers;
- Job creation and alleviation of poverty - libraries with their ICTs are important information centres and workstations for small business operators;
- Access to the ICTs and information networks of the information society – in the provision of free access to the internet and in their information and digital literacy education programmes;
- Building the reading culture needed for the knowledge society – by means of their reading and literacy programmes for all age groups; -

- Better opportunities for children and youth – ranging from their involvement in early childhood development to their career programmes for unemployed youth;
- Social cohesion and community building – libraries of all kinds are vibrant inclusive meeting places that add to their users’ quality of life and participation in society;
- Preservation of heritage – libraries as memory institutions are important cultural centres where for example neglected indigenous knowledge is stored and made available.

In the following sections we provide evidence of these contributions gathered from our investigations on the ground. The examples of good practice and innovation we came across provide a platform for further transformation and development of the sector so that it might fulfil its full part in a modern democracy and economy.

3.5.1 Quality education at all levels: Formal, informal, adult, and lifelong learning

Libraries offer quality resources and services to all from ECD to post-secondary education. Public libraries provide toy libraries, story time programmes and books for children in ECD. Public libraries promote children’s literacy through provision of suitable attractive reading material, reading clubs, story-telling programmes, poetry slams, holiday programmes, spelling bees. They support ABET through the provision and hosting of adult learning programmes and supply of suitable material. One-in-ten library users reported taking part in informal learning in libraries – equivalent to 1.1 million people (Farquharson and Van der Merwe, 2016). School libraries support the curriculum, encouraging the love of reading, study skills, and information literacy education for the curriculum and for lifelong learning.

Widespread research has shown school LIS to be crucial not only in providing contemporary quality education but also in compensating for the effects of poverty on school learners (for example Krashen, Lee & McQuillan, 2012; Williams, Wavell & Morrison, 2013). A school library is the “instructional space where students learn the capabilities and dispositions for engaging with information and for creating knowledge” (IFLA, 2015: 17) – thus leaving the school able to participate in the 21st century knowledge-based economy. The analysis in Chapter 5 of this document shows that the high achieving schools in South Africa, those that Bloch calls “the jewels of excellence in the [South African] school system” (2009: 128), are, on the whole, the schools with functional libraries – namely the historically advantaged ex-model C schools. They are “functional” because their school managements are able to levy fees from which they allocate annual budgets for new LIS resources and for their librarians. Presumably they have continued to support their libraries

without the government funding they received in the past, because they are confident of their role in superior academic performance.

University libraries are partners in teaching and learning in higher education. Impact research recently conducted at the University of Cape Town shows a clear relationship between undergraduate student use of the library and their academic performance, as illustrated in Figure 1. Higher Grade Point Averages (GPA) are associated with more frequent visits to the library.

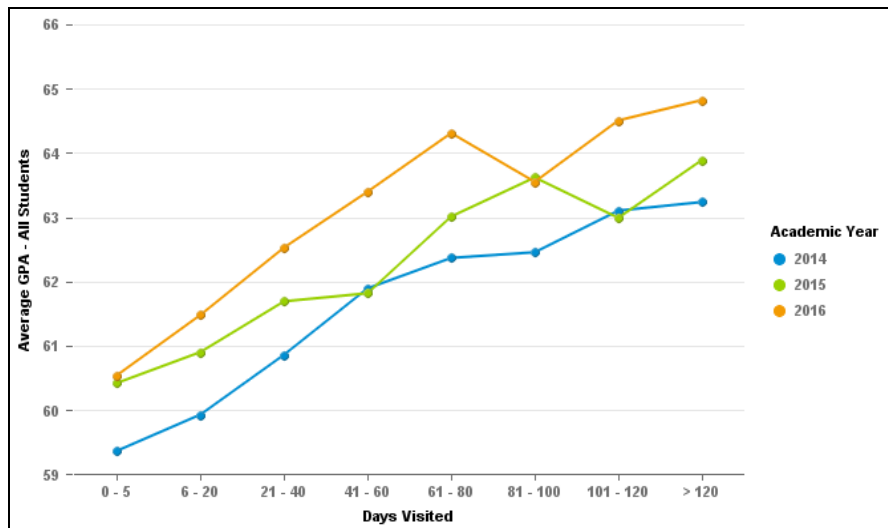


Figure 1: Relationship between library use and academic achievement (De Jager, Nassimbeni, Daniels, D’Angelo, 2018)

3.5.2 Research, innovation and knowledge creation

Libraries in higher education and those attached to research institutions provide services to researchers supporting scholarship resulting in knowledge production and innovation. Evidence from CHELSA shows that South African universities that invest more per capita in their university libraries produce more research outputs and enjoy high global rankings (Committee of Higher Education Libraries of South Africa (CHELSA, 2017). Public and school libraries encourage children to create new knowledge and artefacts in their projects and group activities. Libraries are not content with their role to enable the consumption of information but offer opportunities for the creation of new and synthesised knowledge. Drama clubs in the public library encourage learners to render their set books into dramatic form for performance.

3.5.3 Economic opportunities: Employment and job creation

Many users of public libraries are attracted to their services to facilitate their employment, and entrepreneurship. Public libraries provide opportunities for job seekers to find advertisements for

job vacancies in newspapers and other media, get assistance in compiling CVs, careers and job readiness material. In addition they provide space and facilities and access to relevant government and other information for the following purposes - to run an entrepreneurial business, compile bid documents in response to government tenders.

In an impact study undertaken in South Africa 2015 it was found that 13% of public library users reported using library services for business purposes, including communicating with business partners, looking for information on how to grow a business and listening to video lectures online (Farquharson and Van der Merwe, 2016). Just under half of users (equivalent to 4.4 million people) said they are now better qualified to get a job as a consequence of their public library use and this figure was found to be slightly higher amongst library technology users (50% compared with 46% for non-users) (Farquharson and Van der Merwe, 2016). One public Free State public library we visited offers the crafters space to create and also a 'shop window' to exhibit and market their crafts. At one public library in Mpumalanga we met somebody preparing to take the test to become a rugby coach.

3.5.4 Connectivity: Bridging the digital divide¹

Public libraries provide free Internet access to those without access or who cannot afford the data charges - 60% of our population in 2017 (World Wide Worx, 2017). This is a vital service given the consensus that "Internet access is becoming synonymous with economic access" (World Wide Worx 2017). Many public libraries offer free WiFi and access to connected computers thus attracting users in great numbers. The Mzansi Libraries-Online Project (MLO) is providing Internet infrastructure and capacity training in 677 public libraries (currently with no access) across the nine provinces in a project from 2015 to 2018. A report by World Wide Worx shows how the digital divide parallels and reinforces economic inequality and thus implicitly underlines the importance of the role of the public library in reducing poverty:

Among adult South Africans earning more than R30 000 a month, Internet penetration is at 82.4 per cent, on a par with overall penetration in many industrialised countries. However, penetration declines rapidly as income declines, falling to 61.3 per cent for those earning between R14 000 and R18 000, 42 per cent for those earning between R3 000 and R6 000, and below 30 per cent for those earning below R2 500 a month ... a third of adult Internet users rely on their cellphones as their primary means of access. For low-income users, Internet

¹ The gap between people with effective access to digital & information technology and those with very limited or no access. It includes the imbalances in physical access to technology as well as the imbalances in resources & skills needed to effectively participate as a digital citizen. In other words, it is the unequal access by some members of society to ICT, & unequal acquisition of related skills.

access requires data costs to be taken off airtime, and those costs remain among the highest in the world” (World Wide Worx, 2017).

An earlier study by the Human Sciences Research Council (HSRC) (Tlabela, Roodt & Paterson, 2007) concludes that it is logical to locate ICT services in public libraries because of their wide distribution, their educational orientation and their increasing provision of remote access to digital resources.

The same impact study referred to above found that five percent of the entire population of South Africa reported first accessing the internet on a computer in a public library – this is equivalent to 1.9 million people (Farquharson & Van der Merwe, 2016). Students are assisted to apply for NSFAS loans, submit their assignments to UNISA online, and parents in Gauteng apply online for school registration for their children. Computer literacy training programmes are widely offered

3.5.5 Multimodal literacies: Reading, information literacy and digital literacy

The role of LIS in early literacy and information literacy education has been discussed in an earlier section. We came across some dynamic library-based reading and writing programmes. An aspirant author in one province has sat in his small library for years writing a book with the support of the librarian who has taught him word-processing. His first novel is completed and he is now busy writing a play.. Reading ambassadors supported by the public library in one province go out to schools to promote reading and writing among their young peers. They use the library hall to perform dramatised versions of prescribed books. Public libraries participate in a Metro’s project to encourage all people to read the same book selected for that year thus creating conversations and shared experiences.

3.5.6 Literature and publishing

LIS of course are important role-players in the publishing and book selling industries – playing a part in several links of the so-called book chain. The promotional displays of books and authors’ and story-tellers’ visits to school and public libraries, for example, support home-grown literature and art. We learned of book clubs in public libraries that offer advice and guidance to emerging authors. The Centre for the Book of NLSA provides publishing grants to emerging authors who are members of the book clubs.

3.5.7 Active citizenship, social inclusion and community building

All are welcome in public libraries, regardless of economic or social status. They express the essential attributes of what Oldenburg calls a “third place”, important in the development of social capital. In Oldenburg’s influential exploration of the effects of increasing privatisation of public spaces, he

argues that the third place, distinct from home and work, is vital for democracy and a vibrant community as it provides the means “for people to gather easily, informally, inexpensively and pleasurably” and reduce the cost of living (1989: 6).

Libraries offer safe spaces for relaxation and interaction. We heard of a wide range of activities based in libraries – such as chess clubs and philosophy clubs. As argued in an earlier section, public libraries promote the democratic rights of intellectual freedom and access to information by providing for local communities to meet and exchange views. The range of material in their book collections offer all views on a particular subject encouraging their users to read critically and take an informed position. We heard of a school library marking Human Rights Day with a debate on its significance for young people today. Libraries of all kinds host events, book launches and talks by experts on current topics, while some host HIV/AIDS support groups. Community groups use the space and facilities to create materials for their organisations, e.g. newsletters. Increasingly public libraries offer materials suitable for the visually impaired people and assistive devices so that they may visit the library on organised transport and thus have access to newspapers, books and magazines. On these visits the visually impaired enjoy opportunities for social interaction and building solidarity in a safe space – an important contribution to their wellbeing as their vulnerability often leads to reduced mobility.

3.5.8 Heritage and history

Many libraries are memory institutions, collecting and curating materials that reflect our collective history, promoting awareness and appreciation of the diversity of our cultural heritage. University and research libraries select material from their rich special collections in preservation projects expanding digital access to treasures of the past. Some libraries engage the local community in oral history and genealogy projects thus enriching the historical record.

3.6 Conclusion

This chapter has put the case for LIS. It has argued for their strategic and unique value in the knowledge economy. The goal of the LIS policy is to strengthen their capacity as “dynamic engine[s] for the knowledge and information society” (Mainka et al, 2013: 313). However, as IFLA warns, “meaningful” access to information depends on four key elements: information and communications infrastructure; a positive social context for use; sufficient capabilities in LIS communities; and a favourable legal and policy landscape (Garrido & Wyber, 2017: 7). The LIS policy investigation, described in the following chapter, aimed at shaping this landscape so that the LIS sector can play its

full part in social and economic transformation.

Chapter 4: Methodology

4.1 Introduction

This chapter reports on the background to NPLIS, its purpose and scope, official terms of reference and roles and responsibilities of different persons, teams, agencies and stakeholders. It relies on the project's official documentation, project plans, meeting agendas and minutes, all of which provide detail on the commissioning and conduct of the work. Details of the terms of reference and procedural matters have been transferred to Appendix A. This chapter describes the methodology underpinning the investigation and the consultations to collect data, opinions and views to inform the process designed to meet the objectives of the project and to comply with the requirements of our principals who prescribed a number of work methods. It argues that the methodology had to take into account the tension on the one hand between the rigours of social science research and its techniques for the validation of evidence and, on the other, the requirements of an inclusive policy process that is participatory and that does not merely privilege expert opinion but that elicits views from competing voices in a space where exchange is possible and solutions are negotiated.

4.2 Methodological approach

The work done in this process is conceptually located in the field of policy research which requires an "...inquiry into the nature and origins of problems that public policy aims to solve" (Mead, 2004). Our research design, which used standard social science methods of data collection, was informed by our conviction that, in policy work, process is as important as the product. Thus it took into account the finding by policy analysts that the early involvement of relevant stakeholders and decision makers in the policy process is one of the most significant predictors of adoption and utilisation of a public policy (Lomas, 2000: 141). We understood that values, ideologies and beliefs would underpin the views expressed by participants (professionals, institutions, civil society, bureaucrats and individual activists) and that our task would be to surface and negotiate these views into acceptable policy positions (Lomas 2000: 141). The process we adopted was participatory, a requirement of policy work and following the prescripts of our principals.

The project adopted an evidence-based policy analysis approach which "has the potential to improve the quality of policy decisions, actions and consequences ... because this approach has the potential to provide hard facts and figures that could be used to strengthen or weaken arguments, providing a much better foundation for debate ... than is the case in the absence of such data, where debates are based on pure speculation, allegations or conjecture" (Cloete, 2009). "Evidence-based

policy is an approach to policy analysis and management that helps people make well informed decisions about policies, programmes and projects by putting the best available evidence at the heart of policy development and implementation” (Segone, 2008: 27).

Accordingly we used the following methods of inquiry:

- Consultative forums
- Observation
- Focus group discussions
- In-depth, semi-structured interviews
- Document analysis: literature on the topic, legislation, official documents, written submissions from LIS stakeholders.

4.2.1 The launch of the project

NPLIS, managed by the NLSA, was launched publicly at the Stakeholders’ Conference on 23 January 2017 in Pretoria. The technical team commissioned by NCLIS, on behalf of DAC, accompanied by the reference group, likewise appointed by NCLIS, used the opportunity to brief the delegates on the project, and to elicit their views on what the NPLIS should aim to achieve, how it should do so, and what its scope should be. This collective wisdom from leaders of the LIS sector informed our framing of the investigation and confirmed our view that it was important to carry out a nation-wide consultation by holding discussion forums in each of the provinces to broaden and enrich the insights gained during the investigation undertaken for the *LIS Transformation Charter* (2014).

4.2.2 Desk research

We derived insights and guidance in the preparation and conduct of our investigation and drafting through the study of relevant legislation and policy literature. The documents studied were: relevant South African Acts, Bills, White Papers, and various South African government departmental policy documents. As discussed in Chapter 1, our thinking was also informed by international examples of national LIS policies. These are listed in Appendix B.

4.2.3 Provincial consultations

The provincial consultations commenced on 26 January 2017, and concluded on 24 March 2017. The consultations followed a standard format, namely a full-day provincial indaba with inputs from local library leadership giving an overview of library provision in the province, followed by inputs by the Technical Team to explain the process and to elicit information and views on a number of

dimensions identified as germane policy points. LIS professionals and workers from the region were invited to attend as were users of services and delegates from related sectors, e.g. literacy organisations. In order to generate discussion questions focusing on relevant policy dimensions were put to the participants at each indaba. They were followed by questions dealing with specific aspects of library provision and library user experience.

On the day before, or the day after the indaba, depending on convenience of our hosts, the teams visited a few libraries in the region in order to meet local staff and to interact with users at the library. This methodological element was a refinement of the data collection methods used for the *LIS Transformation Charter* (2014) process. It was designed to locate the study as close as possible to the beneficiaries of the library service, giving us valuable insight into the important area of user experience. The purpose of the focus groups discussions with library staff was to learn of their experiences and challenges on the ground, while the meetings with groups of users were designed to elicit their testimony on their library experience. In three provinces, visits to the local LIS schools were also arranged (KZN, Limpopo, and the Western Cape).

These data collection methods uncovered issues of concern to library professionals and workers, and revealed how users experienced the library and its services. In addition to the challenges they experienced, the accounts of the lived experience of users whom we encountered provided important evidence of the value attached to the library service and examples of good practice. The additional benefit was that LIS officials who accompanied us were exposed to first-hand accounts of experiences which they could note for further action, where appropriate.

4.2.4 Focus group discussions

To supplement the provincial consultations which targeted (but were not limited to the LIS sector) we arranged a series of focus group discussions (FGDs) with groups of stakeholders with particular knowledge of and expertise in the LIS or related sectors. This provided us the opportunity to triangulate data, gather different perspectives on problems identified in the provinces and to test emergent policy options.

4.2.5 Survey of managers of provincial education LIS

Since only a few representatives from the school library sector had been able to attend the provincial indabas, we used other methods to solicit their opinions and recommendations. Accordingly, we surveyed provincial education LIS officials via an emailed questionnaire and

telephone calls, testing some of the preliminary policy interventions and garnering information and accounts of their experience.

4.3 Interpreting the evidence

We adopted Wolcott's useful approach to transforming qualitative data collected "from unruly experience ... into an authoritative account" by following his steps of description, analysis and interpretation (1994: 10). Thus we had access to transcripts of debates and discussions in our interactions – descriptive accounts of what transpired. We re-ordered these accounts into individual reports through content analysis and the creation of categories. Finally we interpreted these findings through the policy framework we had developed using the policy implementation chapter of *the LIS Transformation Charter* (2014). We validated our interpretations through workshop processes during which we tested our conclusions with informed respondents from a range of professional constituencies representing the sector.

4.4 Limitations

Because we relied in the major part on oral evidence and testimonies, we took pains to triangulate data where we could. However, we acknowledge that the indabas tended to attract public librarians in greater numbers than from any other sector. Time constraints also meant that we had limited opportunity to interact with users relying on the good will of those whose visits coincided with our site visits at the libraries selected as research sites. There were not many universities in our samples; and we did not manage to reach librarians at TVET institutions at all, although we did manage to interact with a number of TVET and FET students in some of the public libraries we visited. We were not successful in gaining access to the HEMIS database and so were not able to construct a robust funding proposal for university libraries. And we regret having limited interaction with librarians from government departments and special libraries. On our visits to public LIS we engaged with groups of school learners, busy with assignments and other activities. However, it would have been useful to engage with the large numbers of learners in small towns who we heard have to catch taxis home to their rural villages immediately after school.

The scope of the project did not include museums and archives as these sectors are engaged with their own policy processes in DAC.

Chapter 5: Challenges in the LIS Sector

5.1 Introduction: Policy and behaviour change

The purpose of the policy is to strengthen the capacity of the South African LIS sector to fulfil its social mission and thus advance the national priorities spelled out, for example, in the NDP.

Identifying the challenges to the sector's effectiveness, as experienced by the participants in our consultations, was crucial to the policy investigations.

One of the basic aims of policy is to influence and shape behaviour. Therefore, one of our opening questions in the provincial indabas was "Whose behaviour and what behaviour do you want to see changed by this policy?" It was enlightening to hear the same responses echoed across the provinces, namely:

- Library staff's lack of motivation – often referred to as a lack of "professionalism". One respondent's assertion that "Librarians lack passion for their work, they must believe in themselves" was echoed across the provinces.
- "Outside" interference in LIS management. In the absence of enforceable norms and standards, in some provinces political leaders and department managers are reportedly able to bypass the LIS authorities to influence staff appointments and procurement tenders.
- Teachers' and education managers' lack of appreciation of the crucial role of LIS in quality schooling and learning. This comment came from role-players both in the school LIS and public LIS sectors.
- A general lack of appreciation of the empowering role of information and LIS in ordinary people's everyday lives. There was much discussion of the common conception of a library as a place only for students and for the educated elite.

Echoes of these four responses can often be heard in the analysis of the sector's challenges that follows. The analysis is divided into eight broad problem areas each with several sub-divisions:

- Lack of appreciation of the social and developmental role of LIS
- Under- funding
- Uncertainties in governance and leadership
- Disconnections within the LIS ecosystem
- Gaps in access and accessibility
- LIS human resources and their education and training

- Issues in LIS resources and collections
- Infrastructure challenges.

5.2 Lack of appreciation of the important social and developmental role of LIS

This first challenge perhaps underlies all those listed in this chapter. There is consensus across the sector that there is inadequate recognition of the important social, educational and developmental role of LIS and the LIS profession. We heard much comment on the poor image of LIS, which we heard are viewed as “just places for intellectuals”. Well-known writer Gcina Mhlophe told one meeting “We must make *non*-reading a stigma!”

There was lively debate at our indabas on the reasons behind the attacks on libraries in so-called service delivery and fees-must-fall protests (Van Onselen, 2014; LIASA, 2016). Some participants claimed that public libraries are not the intended targets but their proximity to municipal offices means that they are the accidental victims of the violence. Others saw the vandalism as evidence of the undervaluing of LIS and of their perceived irrelevance to the everyday concerns of South Africans. Their views lend support to Lor’s warning (2013: 371) that the LIS profession must confront the social and political factors underlying the incidents if it is to have any relevance to the vast majority of South Africans. As will be argued in Chapter 8, the need for more systematic impact studies to provide evidence of the value of LIS is clear.

5.3 General underfunding of LIS

There is general agreement that South African LIS, public, school and post-school, are underfunded – perhaps owing to the overall lack of appreciation of their social and educational role. LIS budgets have not kept up with inflation - with, for example, the NLSA reportedly needing a 10% increase to cover rising costs and demand but being allocated only a 2% increase (personal communication Ralebipi, 9 February 2018).

The inputs by the provincial LIS directors at the policy indabas attested to the continuation of the problems documented in the so-called Cornerstone Report on public LIS funding in 2013 (DAC, 2013). It seems that not all provinces are fulfilling their Schedule 5A constitutional responsibility for LIS. Several provincial LIS managers acknowledged that, despite the risks, they rely on the national government’s Public and Community Libraries Conditional Grant (DAC, 2016: 211) to fund their day to day operations – even though the grant funds are intended to redress the historical backlogs and inequities. It seems that little might have changed since the Cornerstone report in 2011 calculated

that the provinces were contributing just 18% of total government spending on public LIS, the conditional grants 25%, and the municipalities, particularly the metros, 57% (DAC, 2013: v). Only two provinces are in a position to press ahead with the provincialisation of the public libraries in their provinces. One of them, KwaZulu, reported however that it lacks the funds needed to complete the process.

The underspending of the Conditional Grants in some provinces – specifically the “new” provinces which still lack institutional capacity- is of concern. Figures presented to NCLIS in late 2015 show that on average across these provinces only 48% of the grant had been spent that year. As the Cornerstone Report warns, the risk is that national government will curtail the funding (2013: 60).

As the Director of the Gauteng provincial LIS warned, financial shortfalls and the increasing demands for basic services are putting pressure on municipalities to withdraw from their longstanding library commitments. The relinquishment by municipalities of their library function, for which indeed they have no legal mandate, will be disastrous, unless provinces allocate adequate funds in support of their constitutional mandate, and either take direct responsibility for libraries or enter into properly funded agreements with the municipalities that have the capacity and will to take on the function.

There is widespread agreement that the funding backlogs in the school LIS sector are dire and represent a threat to quality education. The vast majority of public schools, those in Quintiles 1 to 3, do not have functional libraries. Thus teachers and learners in poor communities are deprived of the access to quality education enjoyed by their more affluent peers, who are able to tap into their so-called school governing body (SGB) funds to support their libraries.

Funding for library reading and information resources is another burning issue. Our engagements with school librarians and staff in the school library support services in the provincial Departments of Education LIS revealed anomalies in the management of the LTSM¹ funds, which DBE assigns every year to the provinces. These funds, which we were informed by a Treasury official total about R5 billion each year, are intended for textbooks and library materials. Some provinces, like the Western Cape and Gauteng, have circulated guidelines that 10% of these funds must be allocated for school LIS materials (WCED, 2016); and indeed the DBE’s draft LTSM policy published for public comment in 2014 states that 30% should be allocated to library resources (DBE, 2014: 19). However, we heard

¹ LTSM: Any material that supports & enhances teaching and learning at school & at home. Library materials include fiction and non-fiction (print & electronic & multimodal), reference books (print & electronic & multimodal) posters, and recordings on videos, DVDs, CDs, CD-ROMs, USBs, etc.

from several managers in the provincial school LIS support services that their parent education departments are not passing on these funds. Another complaint from some teacher-librarians¹ in Section 20² schools, was that, although they follow the procedures in ordering materials from the provincial LTSM departments, they often do not receive them.

LIS in PSET (post-school education and training) institutions are not immune from funding pressures. Our meeting with officials in the TVET and CET branches of DHET confirmed the anecdotal evidence of the neglect of LIS in these sectors.

All university LIS have had to contend with budgetary cutbacks (CHELSA, 2017). At the same time, they are confronted with high annual increases in the costs of databases, licenses and scholarly journals, on average 10% per year. Their annual budgets cannot keep pace, with the result that they have had to cut back on their book purchases. Moreover, there are historical inequities in resource provision that must be addressed if the national goals for inclusive higher education are to be achieved (DHET, 2016). CHELSA's analysis of the library budgets of 19 universities in 2015/2016 (see Appendix D) reveals striking disparities between previously advantaged and previously disadvantaged universities and between older established universities and the newer universities of technology. Thus, the libraries at the top end of CHELSA's table, at the Universities of Witwatersrand, Cape Town, Rhodes and Stellenbosch, on average spend R3171, 41 per student per annum; while the four libraries at the lower end spend on average R505, 13 for each student. Arguably, it is no coincidence that the better-resourced LIS lie within the leading research universities. The funding disparities are reflected as well in disparities in human resources. One university librarian for example reported that she had had to collapse three lower level posts in order to fund a position in research data management, an area of increasing importance.

5.4 Governance and leadership uncertainties

As mentioned above in the discussion of public LIS funding shortfalls, the so-called Constitutional Schedule 5A mandate issue is still unresolved in that, although the Constitution firmly allocates the library function to the provinces, many provinces have not prioritised the function and consistently

¹ Teacher librarian: Generic term for the various names used in schools for the member of staff who manages the resource collection, develops the school's reading culture, and runs the school's information literacy programmes. Other terms are school librarian, media centre teacher, resource-centre teacher.

² The South African Schools Act identifies two kinds of schools: Section 20 and Section 21 schools. Section 21 schools have greater powers and responsibilities than Section 20 schools. Section 20 schools receive LTSM allocations from government. Section 21 Schools are allocated finances by the department and are responsible for ordering their own LTSM.

underfund their public LIS. As more municipalities threaten to relinquish their traditional library functions in the face of financial shortfalls, strong leadership will be required if the looming crisis is to be avoided.

Our engagement with SALGA officials lent support to the reports from municipal librarians and provincial LIS managers of mismanagement in many local authorities. The need for more oversight from the provinces is suggested in the reports that some municipal officials redirect funds passed on from provinces for library materials to other purposes. One municipal manager suggested that libraries should be included on the assessment checklists of the Integrated Development Plans (IDPs) that municipalities return to National Treasury every year.

In response to the pleas across the provinces for stronger leadership and for regulation of the LIS profession, we hosted three special meetings to explore the issues surrounding statutory and regulatory status, with a specific focus on the leadership roles of LIASA and NCLIS. LIASA is the sector's sole professional body but its regulatory powers as a voluntary association are limited – especially as its membership represents as yet only a small percentage of people working in the sector. NCLIS has statutory status but its legislation falls short of giving it executive and regulatory authority. In 2014 NCLIS itself identified its key weaknesses, such as: weak communication strategies; absence of representation from relevant ministries; insufficient resources; lack of visible dynamic leadership (*DAC/NCLIS strategic workshop, 2014*). It is clear that it has not yet achieved its potential to take the lead in uniting the various components of the LIS ecosystem to counter the present fragmentation (see following section). The same comment might be applied to the LIS boards that exist in some provinces. We heard for example that Limpopo has library legislation and an LIS board; but they have no supportive funding.

Our consultations with the managers of the provincial education LIS revealed dissatisfaction with the lack of leadership from the DBE over the past few years. They echoed the widespread comment in the LIS literature on the puzzling lack of understanding by authorities and educationists of the demands of the progressive resource-thirsty curricula introduced since the late 1990s and of the role of libraries in 21st century education (for example Hart & Zinn, 2007; Equal Education, 2011; Du Toit & Stilwell, 2012). Since at least 2010 the officials in the provinces' school LIS support services have been calling for the reopening of the specialist school LIS unit in the DBE that was closed in 2003 (DBE, 2010). They report that, in the absence of support and strong messaging on the need for

school libraries from national government, their capacity and standing within their provincial departments have dwindled.

5.5 Disconnections

The *LIS Transformation Charter (2014)* laid the ground for an integrated and comprehensive LIS policy. It argues that a healthy LIS sector is an ecosystem where interlinkages and interdependencies are valued (2014: 12) and users can expect seamless access to services. The policy consultations however uncovered the fissures within the LIS sector and between it and potential partners.

Examples of counterproductive divides and silo thinking include:

- The division of services for children across DBE and DAC. We heard scores of comments on the lack of communication between schools and public libraries. The initiative from the national departments in 2013 to encourage collaboration between the two sectors (DBE & DAC, 2013) has received little attention on the ground. In one reported case, the provincial education department does not allow the mobile library¹ of the provincial LIS to visit its schools. The growing number of dual-use school/community LIS presents specific challenges as evidenced in several reports of schools' not fulfilling their agreed obligations. It is however good news that surplus funds from the community LIS conditional grants are being channelled to dual use school/community LIS
- The lack of efficient interlibrary lending systems across public LIS provincial and municipal authorities in some provinces. One student told us of driving round to five different libraries to find books she needed for an assignment
- The lack of public access to university LIS collections and databases – owing to license restrictions related to off-site use
- The weak communication between universities and public LIS. UNISA students in particular rely on public LIS for study materials and study space. Agreements on responsibilities for the provision of materials are patchy
- The weak communication and collaboration among departments within national and provincial education departments. We heard of four empty new school libraries in one province that were built by the department responsible for infrastructure without consulting the school LIS support services. In another province, an official in the Education LIS told us

¹ Mobile library: a motorised vehicle carrying library material. Any library service that does not stay in one place is classed as a mobile library. The overall objective of a mobile library service is to promote equity of service provision by enhancing the opportunity of access to library services (IFLA, 2010)

that she had been reporting the blockages in the delivery of library books to Section 20 schools to her LTSM directorate for years – to no avail

- The weak communication among different government entities. As mentioned in Chapter 1 (1. 6.2), the NDA’s ECD programmes show no awareness of the programmes in public libraries like toy libraries. Similarly, the DOC’s broadband policy, SA Connect (2013), makes no mention of the potentially powerful contribution of public LIS to bridging digital divides. Another example lies in the separation of public LIS and the Thusong Centres, the community information centres managed by the GCIS Department.

These examples relate to disconnections within the public service contrary to the principles of cooperative governance prescribed by the Constitution of South Africa. There were also pleas from community groups for more inclusive planning. A group of activists for people with disabilities reminded us firmly of the slogan “Nothing about us without us”.

5.6 Gaps in access and accessibility

People’s access to LIS depends on their availability in terms of their geographical location, distribution, opening hours and affordability, as well as their information tools, discovery systems and services. Participants in our indabas often cited the prevailing high levels of poverty as the fundamental barrier in the way of access to LIS. Moreover, as pointed out in Chapter 3 (3.3), meaningful access to information depends on the capability to use it. Thus, a crucial dimension to “being informed” is literacy and information literacy.

Accessibility comes as well from the less-tangible attitudes of LIS staff members, evidenced for example in their willingness to “go the extra mile” to provide excellent services. Public libraries should be welcoming safe places as the first port of call for ordinary people in need of information “to live, learn, create, and innovate” (Garrido & Wyber, 2017: i).

5.6.1 Physical access

Shortcomings in the distribution and location of public LIS are common knowledge. The Cornerstone investigation (DAC, 2013) estimated in 2013 that the country needed another 2732 public libraries - to serve historically marginalised rural and township communities. We heard much comment from students and unemployed youth on the high costs of transport to reach libraries. Restricted opening hours are another barrier to access. We came across libraries that close on Saturdays and at 5.00pm during the week because of some public service unions’ insistence on a regular Monday to Friday

working week, and also because of security concerns. It seems that not all authorities can pay overtime rates for Saturdays and evenings.

School learners pack public libraries to their capacity in the afternoons, working on their research assignments and homework. These are the learners who are able to make their way to the library after school; but two high school learners in a small town library reminded us that most of their classmates have to catch their transport home to outlying areas straight after school.

A constant theme at our indabas was the shortages of LIS *in* schools. Concern was expressed over the impact: on young people's personal growth and life opportunities; on South Africa's aspirations to join the ranks of the world's knowledge economies, which demand critical literacy and information literacy capabilities; and on the other constituents of the LIS ecosystem. University librarians for example frequently alluded to the pressures on first year students to whom large university libraries are intimidating places. The publishing of the DBE's *National Guidelines for School Library and Information Services* (2012b) reportedly had little impact on the backlogs – because, as we were frequently told, "They don't have teeth". The promulgation in 2013 of the *Regulations Relating to Minimum Uniform Norms and Standards for Public School Infrastructure* (DBE, 2013) have had little impact as yet, as reported to us by the provincial Education Departments' LIS.

According to DBE's NEIMS audit of school facilities in 2016, 71% of South African schools do not have a library. Further analysis, as shown in Figure 2 below, shows strong positive correlation (0.919) between the NEIMS figures on schools without LIS and the schools in Quintiles 1 to 3, which are non-fee schools serving poorer communities. The figure shows that the provinces with the highest percentage of public schools in Quintiles 1-3 tend to be those with the lowest percentage of libraries in their schools (e.g. Limpopo and the Eastern Cape), and vice versa (e.g. Gauteng and Western Cape).

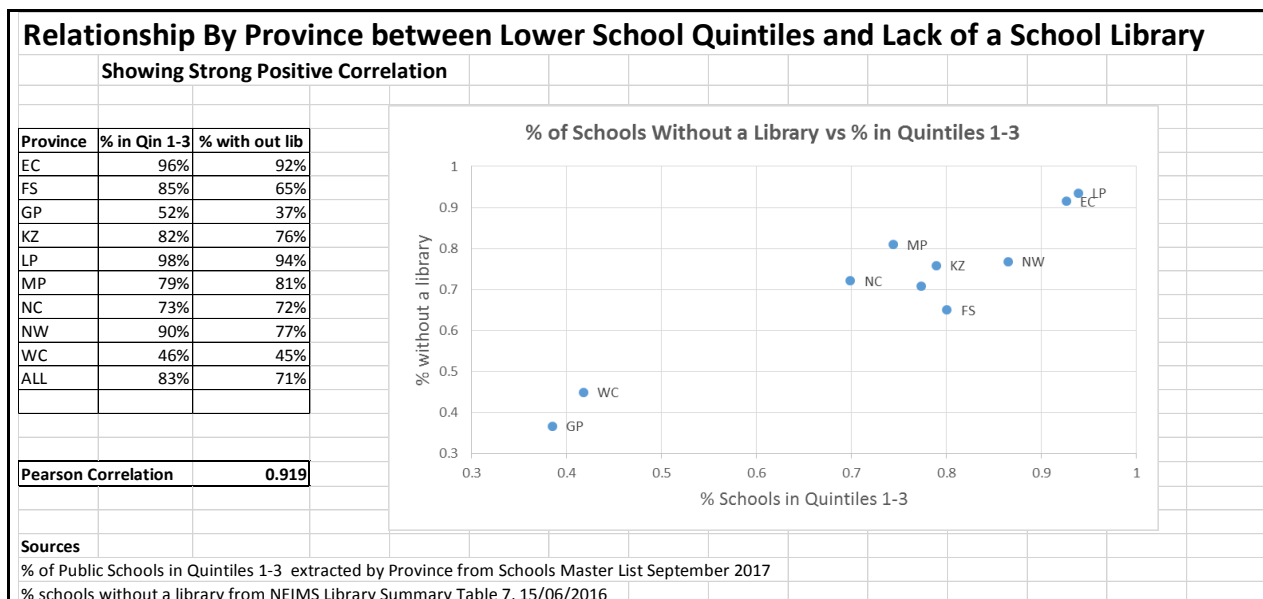


Figure 2: Relationship by province between lower school quintiles and lack of a school library

The sectors in post-school education in most need of the LIS profession’s attention are the TVET and CET colleges; 737, 880 students are enrolled at the 264 campuses of the 50 TVET colleges - about one third of all enrolments in post-school education and training (DHET, 2017: 28). We have no reliable figures on access to LIS at the TVET colleges but anecdotal evidence and our brief engagement with managers in the respective DHET branch indicate that it leaves much to be desired. The same might be said of access to LIS for the 283, 602 students enrolled in the 2643 Community Learning Centres falling under the nine CET colleges (DHET, 2017b: 41).

5.6.2 Membership restrictions

It seems that some municipal LIS charge for membership cards and that some demand a deposit to borrow a book. Other restrictions on access come from requirements like the presentation of utility bills, which might well exclude migrants and residents in informal settlements and traditional communities. Reportedly, LIS authorities do not always recognise the papers of residents of traditional communities falling under Traditional Councils. A migrant from Zimbabwe, who has a permit from Home Affairs and a reference letter from his employer, told us that he and his family are not able to join the library he visits almost every day. He praised the “kind” librarians who often keep his book overnight behind the desk; but he would prefer to take it to read at home.

5.6.3 Access for people with special needs

The policy investigation uncovered the inadequacies of services for two important groups: people living with disabilities and youth.

5.6.3.1 People with disabilities

People living with disabilities experience barriers across all kind of LIS, for example:

- Transport problems – its non-existence and/or its high costs
- The lack of libraries in special needs schools – even though their learners are in particular need of facilities close to them
- Difficult entrances in older libraries. One participant told us “I don’t want to go in the back door”
- Inaccessible shelving and furniture
- Shortages of the assistive and adaptive technologies that enable independent information seeking and reading
- The lack of staff with training in the needs of people with different disabilities.

5.6.3.2 Children and youth

Services to children and teenagers are of special interest, given the daunting social, educational and economic challenges they face and the reality that they make up the largest LIS user group. We heard very little from children’s librarians, except in one province where we visited a vibrant children’s library and learned of the province’s forum of children’s librarians. They were all trained in one LIS school which, unlike most others, still includes children’s librarianship in its programmes. It was disappointing to hear in another province that the traditional story-times and enrichment programmes for young children are being curtailed because of shortages of staff.

5.6.4 Digital access

The constitutional right of access to information implies equal access to the knowledge infrastructure, technologies and networks of the 21st century. Not only are LIS themselves being transformed by new ICTS but, through their information services, literacy and information literacy programmes, they empower their users to enter the digital universe.

Clearly, the ICTs in public LIS with their free Internet access are a major community asset and an important drawcard. However, perhaps the most frequent complaints from the LIS users we encountered relate to ICTs. We heard of computers being out of action for weeks, of slow and unreliable Internet connections, of WI-FI quotas running out early in the month, of frustrations at the time restrictions on online searching. Staff members’ frustrations came through as well in their

complaints about the tardy response to their requests for technical support from their municipalities.

The restrictions on public access to universities' electronic resources and databases, which come largely from vendor licensing deals, were mentioned in an earlier section. Students studying in public LIS in the vacations or in the sporadic campus closures often cannot access their universities' resources.

5.7 Human resources challenges

It is probably true that what distinguishes an excellent library from an ordinary one is its people. As Lankes argues in his landmark 2011 book, "A room full of books is simply a closet but an empty room with a librarian in it is a library" (2011: 16). Perhaps the most important attribute of a librarian, required in what Lankes calls the "new librarianship", is the ability to see beyond the "organizational and mental walls" that fragment the LIS ecosystem (2016: 184). These "walls" divide public and technical services inside library systems, staff in the different kinds of library, and the physical and digital presence of LIS. These divides certainly diminish the quality of their services and the experience of their LIS users.

The consultations with LIS staff and students gave us huge respect for their commitment, idealism and resilience. But, inevitably, much of our discussion centred on the challenges confronting them as working and would-be LIS professionals and assistants. The discussion in this section groups the challenges as follows: the provision of posts, questions over professionalism, and anomalies in conditions of service. The issues in LIS education and training follow in a separate section.

5.7.1 Provision of posts

There are staffing shortfalls in several provincial LIS and services are reportedly being cutback. Managers reported that the use of conditional grant funds for staff contracts causes a certain instability as understandably the contractees would prefer permanent positions.

The non-existence of teacher-librarians in most public schools was a recurring theme in our consultations. We heard of well-meaning school library projects, which are started by NGOs and corporations, but which collapse after a few months because there are no dedicated librarians in the schools. One example is the threat to the innovative newly-built dual use school/community library in a school serving a poor farming community in the Western Cape owing to the qualified school

librarian having to return to full-time classroom teaching (*School libraries and librarians under threat* 2013).

The teacher-librarians who exist have been described as an almost vanished “species” – with a nationwide survey in 2008 warning of high numbers reaching retirement age (Reynolds, 2008) and, in the absence of school posts, very few being trained. Most teacher-librarians occupy so-called SGB posts; and many do not enjoy equal professional standing and conditions of employment as their fellow educators. At a meeting of provincial education LIS managers, we were informed by DBE that the pilot scheme to train and appoint unemployed school leavers to run school libraries had come to end.

CHELSEA members reported that the provisioning of professional posts across university LIS is uneven – reflecting the disparities in funding that were alluded to earlier.

5.7.2 Challenges in professionalisation and professionalism

The term “professional” cropped up frequently in our discussions, in statements such as “People don’t see me as a professional”; and “Other students don’t know that librarians are professionals, they think I’m studying just to stamp books”. These comments are from participants who assume that they are members of the LIS profession¹. However, according to many participants, the professional status of librarianship is questionable as long as so many unqualified people lacking fundamental skills are appointed to manage school and public LIS. Students expressed anger that authorities appoint unqualified staff while new-graduates cannot find work. It is worth noting that some provincial LIS managers provide another perspective in describing their problems in finding professionally qualified staff willing to work in rural LIS.

Without distinguishing between qualified and unqualified staff, several LIS users used the concept of “professional” in its broader sense, relating it to their user experience of LIS. Thus, we heard shortcomings in customer service described as “unprofessional”. One young participant announced “Visitors are often frightened of librarians”.

¹A profession is a group of people “who adhere to ethical standards ... and who are accepted by the public as possessing special knowledge and skills in a widely recognised body of learning derived from research, education and training at a high level, and who are prepared to apply this knowledge and exercise these skills in the interest of others” (Professions Australia, 2016).

Concerns over quality of services were echoed by several librarians across the country who brought up a general lack of motivation among lower-level staff in all kinds of LIS, who might well work for many years in one position with few opportunities for career development. Similar comments were made about the need for professional staff to “get out of their comfort zones and their library walls”. There is apparently no uniform approach to performance assessment and development. In one case, a public library manager reported her frustration over the annual performance reviews being conducted by a municipal official with no knowledge of LIS and without consulting her.

5.7.3 Anomalies in conditions of employment

Examples of the challenges facing the effective management of LIS human resources include:

- Professional posts are being filled by unqualified staff
- According to key informants, it is quite common for politicians and managers outside the LIS to interfere in recruitment and selection processes
- There are anomalies in LIS employment grades and conditions of service across provincial and municipal authorities
- Librarians often work under conditions of service inferior to equivalent staff in other government departments
- There are anomalies in schools and post school institutions like TVET colleges between librarians’ conditions of service and their teaching and academic colleagues.

5.8 Education and training

There is confusion over the standing of the various programmes and qualifications – and their designations. Employers and students need clarification over their content and assurances that they match the needs of the sector.

There were requests from managers that LIS schools in the Free State and North West be reopened, as it is difficult to recruit staff from outside the provinces. Academics expressed concern over the demise of the Advanced Certificate of Education programmes in school librarianship. Similar concern comes from the paucity of courses in children's librarianship and children’s literature.

On being asked about weaknesses in graduates’ capacities, practitioners’ common responses were:

- A lack of communication and “people” skills
- Lack of wide reading and “awareness of the world”
- Inadequate information seeking skills

- Inadequate preparation for teaching. One young university librarian talked of his discomfort on being confronted by a class of “know-it-all” millennials.

Students pointed to problems in work-integrated-learning (WIL), suggesting that: it should come earlier in the programme so that they might be better able to connect theory and practice; and that more care should go into the quality of the experience. Some LIS schools situated in the so-called rural provinces struggle to place their students; the problem is exacerbated by the refusal by some LIS authorities in neighbouring provinces to offer placements to students from outside their province. Another comment on WIL from an academic was on the uneven policies among hosting institutions on the provision of student stipends.

There was general agreement that the sector has neglected the developmental needs of the so-called non-professional and support staff – in both public and university LIS.

5.9 Collections and resources

Several issues relating to the selection and procurement of LIS reading and information resources and collections were raised across the country - by librarians, LIS users and members of the book industries.

A student at UNISA reported on her PhD research that has uncovered the lack of collection development policies in many public LIS. There were appeals from both users and staff on the ground for less centralised selection procedures that include LIS communities. Selection of materials is often in the hands of a management committee, which might be distant from the needs and interests of local communities. The eurocentrism of collections might contribute to the negative perceptions of LIS that were referred to in a previous section. Students told us that university collections neglect African knowledge. Local writers and publishers pointed to the inadequate coverage of South African and African languages and literatures in public LIS and of their struggles to break into the provincial supply chains.

Some public LIS had not received new books for two years owing to blockages in procurement and supply chain processes and to mismanagement of funds. The South African Booksellers Association (2017) reminded us that it had been warning for some years of the need for more oversight in the awarding of tenders. Unsuitable suppliers with no knowledge of LIS resources can win tenders – resulting in delays and anomalies. We heard from librarians of invoices for non-existent deliveries,

inflated prices, and ad-hoc inappropriate substitutions. The reports of the mismanagement in some provincial education departments of the funds for schools' LTSM were referred to earlier.

5.10 Infrastructure

As LIS professionals we are custodians of a national infrastructure that delivers a range of valuable services to all communities creating hubs of scholarship, learning, engagement and social inclusion in a knowledge economy. Larkin provides a useful definition of infrastructure in a formulation that has resonance for individual libraries, and for the collective infrastructure that allows us to talk about a national system of LIS: "Infrastructures are material forms that allow for the possibility of exchange over space. They are the physical networks through which goods, ideas, waste, power, people, and finance are trafficked ... [they] are matter that enable the movement of other matter ... they are things and also the relation between things (2013: 327; 329)." The infrastructure (physical and digital environments) requires development, renewal and maintenance in order to maximise efficiency and effectiveness, meet goals of the national agenda and to protect the investment.

The elements of infrastructure are:

- Physical environment: Library buildings, including public service areas, classrooms, study spaces, computer laboratories, library halls, staff workrooms, bathrooms, kitchens, gardens, paths, parking areas and surrounds
- Digital environment: ICT infrastructure, including connectivity, servers and storage devices.

The absence of norms and standards was highlighted often in the discussion of infrastructure. The conditional grants from national government have brought new buildings; but delays on the part of public works departments and ambiguous delineation of responsibilities have caused some problems. For example, some of the new LIS buildings are shoddily built but local authorities cannot oversee the repairs. Many older buildings are not fit for purpose – with not enough study space.

The problems in the provision of ICT infrastructure were described in an earlier section.

5.11 Conclusion

The focus in this chapter has been on the challenges that impede the socio-economic mission of the LIS sector. However, our investigations across the country often brought to light valuable solutions and strategies that served as pointers for the policy interventions amplified in the chapter that follows.

Chapter 6: Policy Interventions

6.1 Introduction

As made clear in the introductory chapters, NPLIS cuts across the long-standing divisions within the sector. In the interest of integration, the Policy rests on the fundamental principles that are shared by all kinds of LIS. However, the specific application of the policy principle in the various subsectors is made clear where appropriate.

All policy elements have been formulated following an assessment of and building on the current performance, infrastructure and financing capability of the sector, and are informed by the government's development policies as set out in the early chapters. They are characterised by their pro-poor orientation and the conviction that the benefits already deriving from LIS of all types can be amplified and multiplied by creating a truly national integrated system, thus yielding systemic benefits required for poverty alleviation and economic development. The risk that their implementation will be resisted is minor as they have been canvassed with the constituency, stakeholders in related disciplines, and colleagues in sister government departments. Their effect will be that of strengthening the sector, thus building on and expanding the beneficial impacts already achieved in the sector (cf the analysis of the positive impact of the constitutive elements of the LIS system presented in Chapter 3).

As pointed out in previous chapters, the constitutional right of access to information and to knowledge is at the heart of all library and information services. LIS operate in a variety of contexts, each with its own user communities and demands; but the mission to facilitate people's access to information and hence to their creation of knowledge is common to all. Access to information and knowledge is not only a freedom right fundamental to South Africa's democracy; it is, as well, an instrument of other economic, social and cultural rights. As the LIS Transformation Charter (2014: viii) points out, providing for people's access to information via LIS is about remedying the unequal power relations of our past. After all, as public institutions they are expected to adhere to the principles listed in Chapter 10 of the Constitution, which state that public administration must be offered "impartially, fairly, equitably and without bias" and that it is "developmental". The policy will serve to redress the disparities in the provision of LIS in South Africa, which have been described in the previous chapter, so that they are better able to support their user communities to be "well-informed, literate and ready for future economic and technological challenges" (ALIA, 2016: 5).

This chapter lays out the elements of NPLIS in nine sections: governance and integration; funding; access to LIS; infrastructure; collections and resources; literacy and information literacy education; customer care; human resources; education and training. The risk in such categorisation is that readers might lose sight of the overall trajectory of the policy project towards seamless, participatory and user-centred services. This risk will be returned to at the end of the chapter.

6.2 Governance and leadership

Governance and leadership of LIS in the various sub—sectors must be allocated according to the Constitution, its Schedule 5A and its other provisions, as well as the legislation providing for the delivery of LIS which was summarised in Chapter 1. Stronger independent leadership from LIS managements is required.

6.2.1 Integration and cooperation

In keeping with the ecosystem principles, inter-sectoral structures will be established to facilitate cooperation and support. All the evidence emerging from the project leads to the inescapable conclusion that the LIS sector could do more to achieve the goals of a transformed LIS network for South Africa through arrangements for systemic collaboration among library types and across government agencies and NGOs. The Policy project itself has started the process by inviting related agencies and sector industries to participate in information-sharing sessions and the identification of platforms that can be built on to mobilise resources where they are most needed.

6.2.2 Leadership and regulatory role of NCLIS

Earlier chapters have alluded to the need for NCLIS to take on a more dynamic leadership and regulatory role: to fulfil the goals of the new ecosystem approach and to oversee the implementation of NPLIS.

NCLIS: the national regulatory and oversight authority

The DAC will immediately activate the processes of amending the NCLIS Act in order to expand the remit and powers of NCLIS so that it has executive function and requisite funding. The amendment must incorporate a regulatory function to ensure minimum professional standards for entry into the profession.

NCLIS task team

NCLIS will establish a task team, comprising at least LIASA and representatives from the LIS Schools HODs' Forum, to consider the expanded portfolio of NCLIS and how implementation

of the new mandate can be effected and consult with DAC on the amendments to the NCLIS Act.

Provincial LIS councils

NCLIS will take the lead in setting up provincial LIS councils and establishing agreements and procedures for inter-sectoral cooperation. They will be made up of representatives from all parts of the LIS ecosystem in order to set up procedures for collaboration and resource sharing.

6.2.3 School LIS leadership

School LIS sub-directorate in DBE

A dedicated school library sub-directorate must be established in DBE to take the lead in developing LIS to serve schools throughout the country, in consultation with the Interprovincial Committee of Heads of Education LIS. It will take the lead in implementing the provisions of the school LIS policy which are detailed in Section 6.3 and in operationalising the recommendations contained in the Strategic Guidelines for Collaboration between Community Libraries and Schools (DAC & DBE, 2013).

Provincial Education LIS capacitation

Education LIS in the provincial Departments of Education should be at directorate level so that they are capacitated to take the lead in developing school LIS in their provinces. Their school LIS support services are crucial to the implementation of NPLIS.

6.2.4 Leadership and advocacy role of LIASA and other voluntary associations

LIASA, as the only professional body for the LIS sector and as a member of NCLIS, must grow its membership in order to strengthen its leadership and advocacy role.

LIASA's leadership in continuous professional development

LIASA must play a leading role in continuous professional development through conferences, workshops and publications.

LIS relations with voluntary associations

All LIS will identify with and collaborate with voluntary associations that can contribute meaningfully to their social mission.

6.3 Funding

Government must address the general underfunding of the LIS sector. An extensive exercise was undertaken, guided by research economists, to calculate the cost of implementing the Policy, with specific reference to the building and provisioning of school and public LIS, to be phased in over a period of 8-12 years (See Appendix C). It is important that the neglect of school libraries is reversed so children may enjoy quality education and improved literacy levels afforded by access to a good school library.

Management's role in securing funds

LIS management in each subsector will take the lead in securing funds to carry out its mandate and to ensure that LIS budgets allow for increased demands.

Management's advocacy role in securing appropriate funding

LIS management will strengthen its advocacy in continuously informing political and other decision-makers of the important role of LIS, in socio-economic development, education and social cohesion.

Equitable share funding for the provincial public LIS constitutional mandate

The provinces' equitable shares from national government must provide provincial LIS with the funding required to carry out their constitutional mandate.

Effective management of the Public and Community Libraries Conditional Grant

Provinces must adhere to the stipulated purpose of the Public and Community Libraries Conditional Grant: namely, the redress of inherited disparities in LIS provision. They must ensure that the grants are fully used.

Funding for the public LIS backlogs

As shown in the costing scenarios in Appendix C, the total backlog of public libraries is estimated at R19 billion. The new build programme will start in 2019 and be completed by 2030.

Conditional grant for school LIS

A conditional grant must be made available to DBE to set up school libraries in Quintile 1-3 schools, with the requisite professional support in the provinces. It is recommended that the funding for school and classroom libraries be made available over an extended period so that

the increased budgets are phased in to achieve incremental improvements over a period of eight years. The total set-up costs of school libraries is R2.38 billion in 2019 and thereafter R2.2 billion per year, adding up to R19.9 billion by 2026/2027. The total ongoing costs of this implementation plan are R948 million in 2019 rising to R4.7 billion in 2026/27.

Agreements for resource-sharing and sharing of technical functions

The costs of school LIS and classroom libraries will be reduced by contracting provincial public LIS with capacity to take on the acquisition and processing of materials for schools and community colleges.

DHET investigation into funding of university LIS

In order to ensure adequate funding to university libraries, DHET, in collaboration with CHELSA and Universities South Africa, will establish a committee to investigate the drafting of a funding formula to redress the inherited disparities in funding across the universities' LIS (see Appendix D) and to ensure their sustainability and growth. It will also investigate strategies to replace the unsustainable subscription system for scholarly electronic material, such as a national open access system.

Public/private funding partnerships

LIS must actively seek public/private partnerships for projects with a view to securing sponsorship and sharing of costs and benefits.

6.4 Access to LIS

This section addresses the various facets of the concepts of “access” and “accessibility” as defined in Chapter 3 (3.2). People’s access to LIS depends on their availability in terms of their geographical location, distribution, and opening hours.

Accessibility implies that LIS are welcoming multilingual places for all with helpful graphic signage and information. As pointed out in Chapter 3 (3.3), information literacy and lifelong learning programmes fill the gap between merely having physical access to information resources and participating fully in today’s knowledge economy. It is especially important that children and young people experience LIS as convivial spaces, where their reading and information needs and interests receive as much attention as those of adults.

6.4.1 Membership

The fundamental principle of NPLIS is equal access to information, given the reliance of LIS on public funding.

Free and open membership

Public LIS membership must be open and free to all who live in South Africa. LIS must be welcoming accessible places.

Free access to all reading and information resources

Reading and information resources must be equally accessible to all library users regardless of technology, format, or methods of delivery. Charging fees for the use of library collections, services, programmes, or facilities that were purchased with public funds raises barriers to access.

Free access to LIS networks

The fundamental principle of equal access to information dictates that information seekers at all service points can expect access to the broader LIS networks, with the lowest-possible-barriers-to-fulfilment. The generous provision of modern ICTs with reliable broadband Internet connectivity is crucial to this resource sharing.

Open access to published knowledge and research

University and research LIS must facilitate open access to published knowledge and scientific research – in keeping with the international statements on open access such as the *Berlin Declaration on Open Access to Knowledge in the Sciences and Humanities (2003)* and the *African Open Science Platform (Smith & Veldsman, 2017)*. The LIS sector must lobby for, and participate in, a national project to draft an open access policy to be promoted by DST, DAC, DHET, NRF, SANLIC and others. SANLIC will expand its remit to all library types so that they continue to secure favourable contracts with vendors until there is a transition to full open access, maintaining its leadership in this regard and building on its experience and networks.

6.4.2 Physical access

Accessible locations

LIS must be located in positions that facilitate easy, safe and affordable access. Thus, public LIS will be close to public transport hubs, schools and colleges. And, dual use LIS in schools

must be placed close to school entrances so that the adjacent community might share their facilities without intruding on the life of the school.

A public LIS in every community

Every community must have a library and a librarian to serve a population of 25 000 by 2030. It must be connected to broader provincial and national LIS networks. LIS size and model of service will depend on size and density of population - as established by norms and standards (DAC, 2013: 76).

A LIS in every school

All schools must have LIS. The present uneven access to LIS across our schools, as documented in the preceding chapter, is a case of social injustice. Given the backlogs in the Quintiles 1 to 3 “no-fee” schools, the needs of learners in these schools must be prioritised as the policy is phased in and implemented by 2026 (see Appendix C). It is envisaged that the LIS policy will be implemented over nine years in four parallel lines of action as follows:

- Secondary/combined/intermediate/special needs schools without LIS will be provided with a central LIS and a generous collection. It is at this level that the LIS can make the most impact on learners’ lives and futures. A modern school LIS is a multimedia information centre, where learners acquire and practice the information literacy skills required in today’s competitive knowledge economies. Therefore, the LIS will be equipped with a minimum of seven PCs with Internet connectivity.
- Run-down and empty libraries in secondary schools must be revamped and well-stocked. Annual provincial LTSM funds will replenish the collection.
- Primary schools must be provided with dynamic classroom collections. The collections must be replenished and augmented every year from LTSM funds and from local public library collections. Close access to engaging books (many in the learners’ mother tongues) will enrich the classroom experience, improve literacy levels and spread the joys of reading.
- In remote rural villages, dual purpose school/community LIS will serve the school community as well as the surrounding villages. They must be connected to and supported by the provincial and/or local authority LIS and the provincial education LIS. The roles and responsibilities of the various role-players, in the school, the community and the LIS authorities must be formally demarcated.

Provision of TVET college LIS

DHET must investigate the provision of LIS in TVET colleges. Students and educators in these colleges need the access to information and information literacy education and the curriculum enrichment that LIS bring as much as those in universities.

Public access to university LIS

University LIS resources and books will be available to the general public as long as the campus management is not disrupted and the interests of students and educators are not undermined.

6.4.3 Accessible opening hours

Opening hours must match the needs of the user community. Therefore:

- All public LIS will be open at weekends and after working hours on weekdays; and allow for extended hours during examination periods.
- School LIS will be available throughout the school day and after the school day.
- Dual purpose school/community LIS will be open in the afternoons and at weekends and remain open during the school holidays.
- University LIS will be open in the evenings and at weekends – and allow for extended hours during examination periods.

6.4.4 Access for people with special needs

LIS must be safe welcoming places for marginalised people, such as refugees, immigrants, and people with disabilities. Given the disproportionate socio-economic challenges facing our young people, the reading and information needs of children and youth must be prioritised.

In providing for the reading and information needs of marginalised groups, LIS professionals will consult with them and their representative organisations – remembering the adage “Nothing about us without us”.

6.4.4.1 Access for people with disabilities

Equal services for people with disabilities

All LIS must provide resources and services for people with disabilities of all kinds, in consultation with users with disabilities and with specialist services like the South African Library for the Blind (SALB) and the universities’ disability units.

LIS staff training for special needs

In order to provide equal services, LIS authorities must ensure that training in the needs of people with disability is provided to staff on the ground – in consultation with activist groups and with specialist services.

Transport to LIS for people with disabilities

Regular access and transport to these services must be provided, with the support of partners in the community and local authorities.

Signing the Marrakesh Treaty

The Department of Trade and Industry will sign on to the Marrakesh Treaty so that people with visual disabilities have better access to the world's knowledge.

6.4.4.2 Prioritisation of needs of children and youth

Dynamic children's and youth LIS collections

Children's and youth libraries in the public LIS sector must be resourced with attractive collections of books and multi-modal resources – with generous numbers of materials in children's mother tongues.

Child-friendly retrieval and discovery systems

Children's and school LIS must adapt their retrieval and discovery systems like their Public Access Catalogues for their young users, employing for example child-friendly graphic interfaces.

Dedicated children's and youth librarians in public LIS

Public LIS must appoint qualified dedicated children's and youth specialists who have knowledge of young people's development and reading behaviours, and of children's and youth literature and multi-modal media. In setting up dynamic reading programmes in and outside their LIS, they will collaborate with civic society's excellent children's literacy and book organisations, such as Biblionef, Fundza, Na'ibali and the PUKU Foundation.

Community youth programmes

Public LIS will serve as hubs for youth development and innovation programmes, in collaboration with young people and community groups such as MakerSpace¹.

ECD programmes

ECD programmes, including toy libraries, must be spread across all public library systems, in collaboration with ECD experts in the Department of Social Development and the National Development Agency.

6.4.5 Access to information and knowledge through literacy, information literacy and lifelong learning programmes

The support of lifelong learning and the nurturing of reading and of literacy and information literacy are central to the social mission of LIS. LIS educational programmes fill the gap between having access to resources and realising the benefits of today's information-rich society.

Reading and literacy programmes

Each LIS sub-sector must have sustainable programmes for all age groups for the promotion of reading, literacy and information literacy. They will have defined objectives and outcomes.

Information literacy education in Initial teacher education

Initial teacher education programmes must include information literacy education, which will raise awareness of the role of LIS in quality learning and teaching.

Promoting lifelong learning

LIS of all kinds will promote lifelong learning – promoting the value of their spaces, resources, facilities and programmes to the developmental state and to individuals' well-being.

6.5 Infrastructure

A number of principles should govern the provision of physical and digital infrastructure. Provision will take into account the following factors:

¹ A **makerspace**: an area and/or service that offers patrons an opportunity to create intellectual and physical materials using resources such as computers, 3-D printers, audio and video capture and editing tools, and traditional arts and crafts supplies (https://en.wikipedia.org/wiki/Library_makerspace)

- The mission and values of the library or system which take into account the vision for the national LIS system
- The needs of people living with disability
- The scope, range and scale of the operations to achieve the goals and outcomes of the various services offered by the entity/system
- Commitment to efficiency gains, value for money and excellence, as informed by good practice.
- The wider infrastructural ecology must also be considered – “the larger network of public services and knowledge institutions of which each library is a part” (Mattern, 2014), for example museums and Thusong Centres. LIS managers and authorities must actively seek public/private partnerships with a view to securing sponsorship and sharing of costs and benefits.

These principles can find expression in the following policies accommodating the constitutive elements of infrastructure which aim to provide the best and most efficient services to our clients in a modern world.

6.5.1 Physical infrastructure

While the digital economy is having visible effects on the provision of LIS thus overcoming problems of time and distance, the importance of physical infrastructure is not diminished as the evidence shows that physical visits to the library in South Africa are increasing.

Libraries as open civic spaces

The library as an open civic space must be vigorously defended and promoted given the increasing drive towards the privatisation of public space. The library offers an inviting and safe space where people find conditions conducive for study, research and social interaction not afforded by the socio-economic conditions of the majority of citizens. Evidence has shown that where the library is seen as part of the community and there is a strong sense of ownership, it does not suffer from arson and other destructive acts.

Fitness for purpose

Physical infrastructure must enhance the social functions that encourage knowledge sharing and knowledge production through interaction, collaboration and participation. Investment in new infrastructure must be based on sound needs assessment and fitness for purpose, learning from past best practice where suitable affordable library design has been used.

Design for people with disabilities

The needs of people living with disability must be taken into account in the design and layout of buildings and interiors.

Green LIS design

Planning must take into account advances in green building technology¹ and innovative building solutions such as modular² building and extensions.

LIS maintenance plans

Investments already made must be protected by a maintenance and renewal plan which allocates responsibility to the appropriate agency, lays down a budgetary framework, and sets out a renewal strategy.

LIS security

Buildings and facilities must be protected by suitable security arrangements. Where the building and services are provided by different authorities, budget and responsibility for security must be clearly allocated.

Joint planning of LIS

Planning for new buildings and infrastructure must be a cooperative process, for example: between education departments' infrastructure planners and school LIS support services; between public LIS and school LIS authorities. Public LIS planning must be undertaken in consultation with town and city planners to identify opportunities for, for example, urban regeneration projects. Planning must be jointly done when interests of different agencies coincide, for example, in the location and arrangements for a dual use library.

Cost saving norms and standards

The drafting and acceptance of norms and standards for school and public LIS will promote affordability and streamline new build programmes.

¹ Environmentally responsible green buildings are energy and resource efficient.

² Unlike bricks and mortar libraries which are constructed on site, the components of modular libraries are manufactured before being assembled on-site as a library. This affordable library solution is flexible - it can expand as the needs change - saves labour and construction time. and is being used in many rural parts of South Africa today. See: <http://www.edusamag.co.za/2013/November/schoollibraryaffordablesolution.php>

6.5.2 Digital infrastructure

LIS professionals must coordinate efforts to build a coherent digital strategy for the entire LIS sector, aiming to build a platform for national resource-sharing. National digital initiatives must be undertaken in keeping with the national broadband policy (DOC, 2013). Libraries must play their rightful role in achieving a national integrated ICT system and by so doing support the development of a “dynamic and connected information society and a vibrant knowledge economy that is more inclusive and prosperous” envisaged in the *National Integrated ICT Policy White Paper* of 2016 (Department of Telecommunications and Postal Services, 2016).

ICT maintenance plans

Public libraries must develop formal renewal and maintenance ICT plans with their province and/or local authority to ensure that they can offer a stable and uninterrupted service to their users.

Reliable constant Internet connectivity

Sufficient public work-stations with Internet access and reliable WIFI for users’ personal devices must be available to match public demand.

6.6 Collections and resources

LIS have an historical and unique mandate to collect, organise and disseminate information resources and materials needed by individuals and communities for a variety of purposes, including education, learning, research, knowledge production, innovation, leisure, personal development, economic advancement, cultural participation and creativity. The drafting and acceptance of norms and standards will provide a framework for the rational allocation of resources and facilitate redress. The rise of digital networks has meant that 21st century LIS can aim at providing easy seamless *access* to resources rather than building stand-alone collections.

Chapter 5 referred to the problems in supply chain management across the sector. It is recommended that NCLIS set up a committee to interact with National Treasury to identify bottlenecks and extra costs attributed to supply chain management processes and find solutions to facilitate the cost-effective procurement of library materials.

As most libraries are funded by public money, it is incumbent on them to extract maximum benefit from their collections, employing a number of methods to improve access and discoverability, and to

promote the concept of an LIS ecosystem. Marketing through activities such as book clubs and reading groups will ensure greater use of collections.

User centred collections

Relevant collections, both print and electronic, must be built based on the established needs of the clients being served, in their preferred format and language, following consultation with the users of the library.

Mandatory collection development policies

Each library, or library system, must develop and follow a collection development policy that will include document delivery arrangements, taking into account the following principles: redress, language diversity, provision for people living with disability, opportunities for emerging writers, efficiency and economies of scale.

Resource sharing across LIS sub-sectors

Public libraries must assist local schools to promote reading by arranging block loans which can be rotated on a regular basis. Similarly, they can assist ECD centres by arranging block loans of books and toys, providing pre-schoolers with the important early experience of storytelling and developmental shared play. Public libraries have an opportunity to intervene at an early stage in the development of community colleges by allocating materials to assist with their learning and teaching programmes.

National document delivery system

In pursuit of efficiency and affordability, and in order to optimise maximum and seamless access to the nation's resources, a comprehensive national resource sharing and document delivery system must be expanded to include public LIS, university LIS, TVET colleges, community colleges and school LIS so that items required may be borrowed free of charge. The Policy will also take into account opportunities to build portals of freely available web material; this is of particular value in public LIS with limited materials budgets.

National digitisation policy

Digitisation projects must be systematised and coordinated to ensure that collections of historic or strategic value may be easily accessed and discovered. The draft national digitisation policy must be implemented (DAC, 2016).

Procurement of LIS materials from appropriate suppliers

Procurement must be done from registered LIS suppliers with proven experience in the book trade. When determining points for functionality, elements such as registration as a bookseller, experience, capacity to manage bulk supply, etc., must be clearly specified.

Two options for procurement: quotations or term contracts

If the value of the procurement per title is below the threshold value for procurement per tender, titles can be procured on a quotation base. This option will depend on efficient electronic procurement management systems in the LIS.

The second option is to arrange a term contract in terms of the Preferential Procurement Act. Specifications must be drafted in such a way that only professional booksellers can tender and it must be made clear that the contract will be awarded to more than one contractor. No titles will be specified in such a contract and the basis for tendering and evaluation will be the discount given on the publisher's price of a book.

Deviation and discretionary funds to support emerging authors

The only category of supplier for which a deviation can be asked is emerging authors who write, publish and sell their own books. Thus, in effect public LIS will have access to a discretionary fund for the purchase of material from these emerging writers. Established service providers will be encouraged to enter into mentoring partnerships with emerging suppliers.

Nationwide access to newspapers

Since national and local newspapers are an indispensable resource in contemporary society, a national system of e-newspapers, such as the PressReader app, must be available in all public LIS, the appropriate node for such an important facility.

6.7 Customer care

To address the concerns raised in Chapter 5 over quality of service, an ethos of customer-orientation must infuse the LIS sector.

Customer care and service delivery statements in all LIS

The statement will address standards for service delivery, user feedback and complaint mechanisms and redress procedures.

6.8 Human resources

The policy elements for LIS human resources fall into three categories: professional attributes, professionalisation of the LIS sector, and consistency in conditions of employment.

6.8.1 Professional attributes

The traditional attributes of a good librarian remain relevant: love of books and reading, intellectual curiosity, critical analytical thinking, adaptability, ethical probity, communication and people skills, and customer service orientation. An appreciation of the national priorities of reducing poverty, increasing employment and improving education must frame these capacities and attributes.

However, ICTs have irrevocably changed the LIS landscape. It is no longer defined by books and artefacts but rather by learning and knowledge (Lankes, 2016). As information brokers and partners in knowledge creation, librarians must reach out beyond their buildings. Professionals are needed who “adapt readily to the rapidly changing information environment and drive the adoption of innovative new content, programs, services and technologies” (ALIA, 2016: 3). They need to think strategically and collaborate with partners across the information ecosystem and related learning and knowledge disciplines. LIS professionals need to take on strong teaching and developmental roles, as highlighted by the American Library Association (2017).

6.8.2 Professionalisation of the LIS sector

To fulfil its social mission, the LIS profession must enhance its professional standing. Its contribution to development, knowledge creation and quality education has been undervalued.

Professionally qualified staff

LIS, of all kinds, must be managed by professionally qualified staff. Entry level professional posts must be at a professional grade. The appointment of unqualified staff to run public LIS diminishes the standing of the LIS profession; and the appointments of school leavers to run school LIS on stipends is unfair to them and to their school communities.

Provision of posts

The numbers of staff per LIS will follow norms and standards to be formulated according to the size of the LIS and its community.

Teacher librarian posts

The DBE must establish dedicated professional teacher librarian posts to support the rollout of NPLIS. International research has shown that the most critical condition for an effective school LIS is the appointment of a dynamic qualified librarian to manage it and make it a force in the school's teaching and learning programmes. The teacher-librarian should be on an equal footing with other teaching staff and will report directly to the principal or deputy principal.

However, the huge backlog in school LIS and the shortage of teacher-librarians call for special measures, at least for the next few years. For example:

- Teachers who apply for teacher-librarian posts should be sponsored in enrolling in compressed school LIS programmes, such as UNISA's Short Learning Programme for Children's and Youth Librarianship.
- A cluster of schools might be supported by a qualified teacher-librarian, who works with teachers on the schools' reading and information literacy programmes while the day-to-day administration is carried out by library assistants.

Professional recruitment practices

Recruitment and appointments must adhere to professional human resources practices. They must be ruled by the published requirements of the position and applicants' qualifications.

Dual use school/community LIS

Dual use school/community LIS must be managed by a teacher-librarian together with a librarian from the local provincial or municipal public LIS.

Bursary incentives for positions in rural and school LIS

Incentives, such as bursary opportunities, must be offered to bring young professionals to rural LIS and to school LIS.

6.8.3 Consistency in conditions of employment

The general lack of appreciation of the social and educational role of LIS and their staff has led to inconsistencies in staff appointments, status and conditions of employment (COE) across the LIS sector. LIS staff must be on an equal footing with other professionals and employees in the public service. This will counteract negative perceptions among potential recruits to LIS.

Equalising of COE in provincial and municipal/local authority LIS

Anomalies in LIS employment grades and conditions of service across provincial and municipal authorities must be eliminated;

Equalising of COE across LIS staff and staff in other government departments

Anomalies in conditions of employment between LIS staff and staff in other government departments must be eliminated.

Equalising of COE in schools and higher education institutions

The anomalies in conditions of employment in schools and higher education institutions between librarians and their teaching and academic colleagues must be eliminated.

6.9 Education and training

The LIS profession demands a broad education that develops well-rounded reflective graduates. The attributes required of LIS professionals have been described in the preceding section. Critically reflexive and intellectually curious practitioners are required who are able to identify and respond to the ever-changing information needs of their user communities. Basic LIS professional education has to include both technical and soft skills. It must include general LIS principles and theory as well as training in the practical knowledge and skills to be applied in the workplace. It thus must include a component of work-integrated-learning.

6.9.1 Partnerships in professional education and training

It is in the interests of the LIS profession as a whole that all LIS students have access to high quality work integrated learning (WIL). As with all professional education programmes, there must be a compact between the LIS schools and employing organisations to provide for this.

WIL agreements

LIS should offer WIL opportunities not only to students from their own province, but, in keeping with the ecosystem approach, be prepared to host students from other provinces.

6.9.2 Standardising professional programmes

The Council for Higher Education's initiative in July 2017 to draw up a standard for the basic and core LIS professional qualification, the 480-credit professional Bachelor of Library and Information

Science (BLIS) degree at NQF exit level 8, will do much to resolve the evident confusion over the nature and professional standing of LIS qualifications and programmes. The standard will:

- Establish benchmarks for the quality assurance of LIS education and training
- Enable the review of programmes by the CHE's National Review Committees
- Enable the accreditation of education and training programmes by the Higher Education Quality Committee (HEQC) of the Council for Higher Education (CHE) and NCLIS.

6.9.3 Graduate attributes and core knowledge areas

Generic graduate attributes will include critical and analytical thinking, problem solving, the ability to transfer knowledge and skills from familiar to unfamiliar contexts, the ability to work in teams, interpersonal skills, awareness of the need for lifelong learning, good time management and self-management.

The BLIS Standard Reference Group will identify the core knowledge areas and related competencies for the LIS profession. A foundation in the history and development of South African and African libraries and knowledge systems, including indigenous knowledge systems (IKS), is essential.

6.9.4 School LIS education and training

Given the shelving in recent years of school LIS programmes in the universities' LIS schools and the evident "greying" of today's cohort of professional teacher librarians (Reynolds, 2008), the LIS sector must pay special attention to the education and training of teacher librarians.

Reinstatement of education programmes in school LIS

To support the establishment of school LIS across South Africa's schools, LIS schools of library and information science (or LIS schools) must reinstate their education programmes in school LIS. The Advanced Diploma in Education in School LIS might serve to replace the defunct Advanced Certificate in Education (ACE) in School LIS (DBE, 2015)

6.9.5 Continuing professional education and development

To ensure a motivated customer-service-oriented workforce, the sector must address the developmental aspirations of both its professional and its so-called support staff. Many long-serving staff members have lacked access to education and training and promotion opportunities.

Systematic continuing professional development and career development programmes

Systematic professional development and career pathing programmes must be established and recognised by LIS authorities and employers. LIASA’s role, as the sector’s sole professional body, will be crucial.

Recognition of prior learning and certificate programmes

Long-serving dedicated library assistants and support staff must be given opportunities for advancement via recognition of prior learning and certificate programmes, such as those at UNISA.

6.10 Conclusion: Pulling the policy threads together

Each of the policy interventions listed in this chapter is aimed at meeting a specific challenge; and all aim at building stronger LIS that fulfil their full potential as agents of change and transformation that we caught glimpses of as we travelled across the country. However, there is a risk that our audience might compartmentalise the policy assertions and lose a sense of their broader import for libraries’ public services and user experience. Clearly, this would be counterproductive to the vision of the interconnected and malleable LIS ecosystem that we presented in the earlier chapters, where the emphasis is on the needs and interests of LIS users rather than organisational divisions and operational functions.

In Chapter 5 we reported some of the criticisms of the poor quality of service some users experience in their LIS – often attributed to a lack of professionalism and customer orientation. To meet these challenges, the different threads of policy in this chapter must be woven together to build services that cut across divisions and respond to the needs of specific communities. For example, in considering services for children, who are arguably the group most neglected, LIS must reach them wherever they are - in ECD centres, clinics, nursery schools, special needs schools, ordinary schools, and public LIS. The same comment might be applied to services to all community groups – people with disabilities, the elderly, TVET students, occupational groups, refugees, and marginalised groups like the LGBTI community.

In Chapter 3, we referred to LIS thought leaders like Lankes (2011; 2016), Connaway (2016) and Dempsey (2016), who are putting forward a new world view for librarianship. They assert, for example, that librarians should move out of their walls and consider “the library in the life of the user rather than the user in the life of the library.” They claim that the mission of all librarians,

wherever they are placed, is to “improve society through facilitating knowledge creation in their communities” (Lankes, 2016: 17). The knowledge creation comes from “conversation” and engagement with people. Thus their vision of a librarian’s role is far richer than a manager of a collection or a provider of information.

Chapter 7: Implementation Framework

The implementation framework is derived from the arguments presented in Chapter 6, providing a synthesis of all the policy statements and setting out the lead agency responsible for each, suggesting collaborating partners and indicating a timeframe. The policy elements are underpinned by an assessment of the benefits and likely outcomes associated with their implementation. Responsibility is assigned to lead agencies based on their current mandate and/or because they have the expertise and authority to assume the responsibility to champion the plan/s, and may include other parties as required. The lead agency will often assume oversight and coordination rather than an operational role. In its planning it must assess the risk of each policy, calculate milestones, and plan for sustainability, in accordance with precepts of the *Africa Regional Action Plan for the Knowledge Economy Framework* (Economic Commission for Africa, n.d.). Where no lead agency is indicated, individual libraries must take responsibility for the action, in line with their planning processes. Collaborating partners have been identified in instances where there is an inter-departmental or –agency interest in the matter; others may be identified.

The timeframes for planning to be initiated are indicated as short term, medium term and long term. In many instances the actions will be ongoing and will not have a finite end. Short term timeframe represents the most urgent actions for which planning must start immediately as they are fundamental, affecting the entire sector and often underpin actions to be taken at a later stage. Medium term actions are those that should be initiated in the next phase of implementation, following the logic of a rational sequence; and long term actions are those that should be implemented in the final stage, building on the previous sets of actions. Time spans are indicated only in the funding section where a phased approach was built into the funding scenarios for the build, refurbishment and provisioning of public libraries and school and classroom LIS. Once approved, the total cost of implementing NPLIS will be investigated in a Socio Economic Impact Assessment process. It is recommended that the LIS sector as a whole is consulted in order to prioritise and sequence the policy actions, ensuring that libraries of all types and in all spheres are included and are able to participate in their implementation. Once NPLIS has been accepted, the LIS sector is encouraged to canvass the policy options with each affected constituency recognising that:

The participation by the public on a continuous basis provides vitality to the functioning of representative democracy. It encourages citizens of the country to be actively involved in public affairs, identify themselves with the institutions of government and become familiar with the laws as they are made. It enhances the civic dignity of those who participate by enabling their voices to be heard and taken account of. It promotes a spirit of democratic and

pluralistic accommodation calculated to produce laws that are likely to be widely accepted and effective in practice. It strengthens the legitimacy of legislation in the eyes of the people (Ngcobo, 2006).

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
Governance, Leadership and Integration				
A communication strategy must be designed and carried out to inform all stakeholders about NPLIS and their role in its implementation – LIS professionals; library staff; LIS constituencies, communities and beneficiaries; role-players in related departments and spheres; civil society; government officials and politicians in all tiers of government.	All	NCLIS	DAC and other Government departments, Provincial counterparts, Public Service unions, LIASA, NGOs, NLSA, SALGA, CHELSA	Short
NCLIS to take the lead in monitoring the collaborative agreements designed to achieve the goals of ecosystem. LIS of all types and in all spheres, must be involved, including, for example, libraries in government departments and special libraries.	All	NCLIS	Libraries in all sectors	Medium
Managements, assigned the delivery of LIS in the various sub-sectors, must take up their leadership role.	All			Long
Amended legislation required to expand the remit of NCLIS to incorporate the regulatory function and to be granted executive function and requisite funding.	All	DAC	DHET, DBE, DST	Short
NCLIS to establish a Task Team comprising at least LIASA and LIS Schools HoDs' Forum to discuss the expanded portfolio of NCLIS and how the implementation of the new regulatory mandate can be effected and what regulations will be needed.	All	DAC	LIASA, LIS Schools' HoDs' Forum, NLSA	Short
Provincial councils to be set up made up of representatives from all library sectors in order to set up methods for collaboration and resource sharing.	All	NCLIS	Provinces	Medium
A school library sub-directorate to be established in DBE to take the lead in implementing the provisions of the school LIS policy.	School	DBE	Interprovincial Committee of Heads of Education LIS	Short
Provincial Education LIS to be at directorate level to facilitate the development of school LIS in their province.	School	DBE	Interprovincial Committee of Heads of Education LIS	Short
LTSM departments in provincial education departments must ensure that schools receive their requisite share for library materials in consultation with provincial EduLIS.	School	DBE	Provincial Education Departments	Short

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
Guidelines for collaboration between schools and public libraries to be implemented at provincial level.	School	DAC, DBE	Provincial counterparts	Short
LIASA must play a leading role in continuing professional development.	All	LIASA		Long
All LIS will identify and collaborate with voluntary associations that can contribute meaningfully to their social mission.	All			
Funding				
LIS management in each sub-sector will take the lead in securing funds to ensure that budgets meet increased demands.	All			Long
LIS management will strengthen its advocacy in continuously informing political and other decision-makers of the important role of LIS in socio-economic development, education and social cohesion.	All			Long
Provinces must be fully funded from the Equitable Share so that they can fund the library function.	Provincial, public LIS	NCLIS	DAC, National Treasury	Short
Provinces must adhere to the stipulated purpose of the Public and Community Libraries Conditional Grant: namely, the redress of inherited disparities in LIS provision. They must ensure that the grants are fully and productively used.	All	Provincial LIS	DAC	Long
A conditional grant to be made available to DBE to set up school libraries in Quintile 1-3 schools, with the requisite professional support in the Provinces, over a phased period of 8 years. It is recommended that the funding for school and classroom libraries be made available over an extended period so that the increased budgets are phased in to achieve incremental improvements over a period of eight years. The total set-up costs of school libraries is R2.38 billion in 2019 and thereafter R2.2 billion per year, adding up to R19.9 billion by 2026/2027. The total ongoing costs of this implementation plan are R948 million in 2019 rising to R4.7 billion in 2026/27.	School	DBE, National Treasury	Provincial Education Departments, NCLIS, National Treasury	2018/2019-2026/2027
The total backlog of public libraries is estimated at R19 billion. The new build programme to start in 2019 and be completed in 2030.	Provincial, public LIS	DAC	NCLIS, National Treasury	2018-2030
The costs of school LIS and classroom libraries will be reduced by contracting provincial public LIS with capacity to take on the acquisition and processing of materials for schools and	School	DAC	Provincial counterparts	Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
community colleges.				
In order to ensure adequate funding to university libraries, DHET, in collaboration with CHELSA and USAF, will establish a committee to investigate the drafting of a funding formula to redress the inherited disparities in funding across the universities' LIS (see Appendix D) and to ensure their sustainability and growth. It will also investigate strategies to replace the unsustainable subscription system for scholarly electronic material, such as a national open access system.	University	DHET	CHELSA, University Libraries, University Financial Offices, South Africa (Usaf)	Short
Access to LIS				
Public LIS membership must be open and free to all who live in South Africa. LIS must be welcoming accessible places.	Public	DAC	Provincial LIS, public LIS, Local authorities	Short
Reading and information resources must be equally accessible to all library users regardless of technology, format, or methods of delivery.	All			Short
The fundamental principle of equal access to information dictates that information seekers at all service points can expect access to the broader LIS networks, with the lowest-possible-barriers-to-fulfilment. The generous provision of modern ICTs with reliable broadband Internet connectivity is crucial to this resource sharing.	All			Long
University and research LIS must facilitate open access to published knowledge and scientific research – in keeping with the international statements on open access such as the <i>Berlin Declaration on Open Access to Knowledge in the Sciences and Humanities (2003)</i> and the <i>African Open Science Platform</i> . The LIS sector must lobby for, and participate in, a national project to draft an Open Access policy to be promoted by DST, DAC, DHET, NRF, SANLIC and others. SANLIC will expand its remit to all library types so that they continue to secure favourable contracts with vendors until there is a transition to full open access, maintaining its leadership in this regard and building on its experience and networks.	University/ research	NCLIS SANLIC, NCLIS, DHET, CHELSA, DAC, DST, DOC, LIASA	CHELSA, SANRIC, SANLIC	Long Long
Dual use LIS in schools must be placed close to school entrances so that the adjacent community might share their facilities without intruding on the life of the school.	School Public	DBE DAC	Provincial counterparts Local authorities	Long
LIS must be located in positions that facilitate easy, safe and affordable access. Thus, public LIS will be close to public transport hubs, schools and colleges.	Public	DAC, DBE, Provincial LIS,	Local authority	Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
		Public LIS		
Every community must have a library and a professionally qualified librarian to serve a population of 25 000 by 2030.	Provincial, public LIS	DAC, Provincial DACs	SALGA, Local authorities	2019- 2030
Every secondary, combined, SNE school must have a library, equipped with a minimum of seven connected computers, and served by a dedicated librarian.	School	DBE	Provincial Education Department LIS (School library support services)	2019-2030
Run-down and empty school libraries must be refurbished and stocked. Annual LTSM funds will replenish the collections.	School	DBE	Provincial counterparts	2019-2030
Every primary school classroom must have a dynamic classroom library, regularly replenished with new books from LTSM funds.	School	DBE	Provincial Education Department LIS (School library support services)	2019 - 2030
In remote rural villages, dual purpose school/community LIS will serve the school community as well as the surrounding villages. They must be connected to and supported by the provincial and/or local authority LIS and the provincial education LIS. The roles and responsibilities of the various role-players, in the school, the community and the LIS authorities must be formally demarcated.	School Public	DBE DAC	Provincial counterparts Local authority	Short
DHET must investigate the provision of LIS in TVET colleges.	TVET	DHET	CHELSA	Short
University LIS resources and books will be available to the general public as long as the campus management is not disrupted and the interests of students and lecturers are not undermined.	University	NCLIS, CHELSA	LIASA	Long
All public LIS will be open at weekends and after working hours on weekdays; and allow for extended hours during examination periods.	Public	DAC	Provincial counterparts, Local authorities, SALGA, Public Service Unions	Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
School LIS will be available throughout the school day and after the school day.	School	DBE	Provincial counterparts	Long
Dual purpose school/community LIS will be open in the afternoons and at weekends and remain open during the school holidays. University LIS will be open in the evenings and at weekends – and allow for extended hours during examination periods.	School, Public University	DBE, DAC CHELSA	Provincial counterparts	Long Long
All LIS must provide resources and services for people with disabilities of all kinds, in consultation with users with disabilities and with specialist services like the South African Library for the Blind (SALB) and the universities' disability units.	All	NCLIS	SALB, South African Disability Alliance	Long
Regular access and transport to these services must be provided, with the support of partners in the community and local authorities.	All	NCLIS	Local authority	Long
In order to provide equal services, LIS authorities must ensure that training in the needs of people with disability is provided to staff on the ground – in consultation with activist groups and with specialist services.	All	NCLIS	SALB, South African Disability Alliance	Long
The Department of Trade and Industry will sign on to the Marrakesh Treaty so that people with visual disabilities have better access to the world's knowledge.	All	DTI	NCLIS SALB	Short
Children's and youth libraries in the public LIS sector must be resourced with attractive collections of books and multi-modal resources – with generous numbers of materials in children's mother tongues.	Public	DAC	Provincial counterparts Booksellers, Publishers	Long
Children's and school LIS must adapt their retrieval and discovery systems like their Public Access Catalogues for their young users, employing for example child-friendly graphic interfaces.	Public School	DAC DBE	Provincial counterparts Local authorities	Long
Public LIS must appoint qualified dedicated children's and youth specialists who have knowledge of young people's development and reading behaviours, and of children's and youth literature and multi-modal media.	Public	DAC	Provincial counterparts Public LIS, NGOs	Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
ECD programmes, including toy libraries, must be spread across all public library systems, in collaboration with ECD experts in the Department of Social Development and the National Development Agency.	Public	DAC	Provincial counterparts Public LIS	Long
Public LIS will serve as hubs for youth development and innovation programmes, in collaboration with young people and community groups such as MakerSpace.	Public	DAC	Provincial counterparts Public LIS	
Each LIS sub-sector must have sustainable programmes for all age groups for the promotion of reading, literacy and information literacy. They will have defined objectives and outcomes.	All	LIASA LIS Schools		Long
Initial teacher education programmes must include information literacy education, which will raise awareness of the role of LIS in quality learning and teaching.	School	DBE	Universities, LIS Schools	Long
LIS of all kinds will promote lifelong learning – promoting the value of their spaces, resources, facilities and programmes to the developmental state and to individuals’ well-being.	All			Long
LIS facilities like halls must be available free of charge to NPOs – so that LIS become community hubs.	Public LIS	DAC. Provincial counterparts	Local authorities	Medium
Infrastructure				
The library as an open civic space must be vigorously defended and promoted given the increasing drive towards the privatisation of public space. The library offers an inviting and safe space where people find conditions conducive for study, research and social interaction not afforded by the socio-economic conditions of the majority of citizens.	All			Long
Physical infrastructure must enhance the social functions that encourage knowledge sharing and knowledge production through interaction, collaboration and participation. Investment in new infrastructure must be based on sound needs assessment and fitness for purpose, learning from past best practice where suitable affordable library design has been used.	All			Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
Investment in new infrastructure (based on sound needs assessment and fitness for purpose) must be undertaken in consultation with town and city planners to identify opportunities for including library plans in, for example, renewal projects	All Provincial, Public LIS	DAC DBE	Provincial LIS, Local Authority, Town Planners	Long
Planning must take into account advances in green building technology and innovative building solutions such as modular building and extensions.	All			Long
The needs of people living with disability must be taken into account in the design and layout of buildings and interiors.	All		South African Disability Alliance	Long
Investments already made must be protected by a maintenance and renewal plan which allocates responsibility to the appropriate agency, lays down a budgetary framework, and sets out a renewal strategy.	All			Short
Buildings and facilities must be protected by suitable security arrangements. Where the building and services are provided by different authorities, budget and responsibility for security must be clearly allocated.	Provincial, Public LIS	Provincial LIS, local authority, relevant EduLIS		Short
Planning for new buildings and infrastructure must be a cooperative process, for example: between education departments' infrastructure planners and school LIS support services; between public LIS and school LIS authorities. Public LIS planning must be undertaken in consultation with town and city planners to identify opportunities for, for example, urban regeneration projects. Planning must be jointly done when interests of different agencies coincide.	Public School	DAC DBE	Provincial counterparts, Local authorities	Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
Public libraries offering public access to computers and Wi-Fi must develop a Renewal and Maintenance ICT Plan with the province and/or local authority to ensure that they can offer a stable and uninterrupted service to their users. Sufficient working public computers must be made available to match public demand, and plans made to ensure a stable Internet connection. The Mzansi Libraries Online Programme must share learning with public libraries transferring knowledge and skills to public libraries not in the programme.	Public	DAC	Provincial counterparts	Long
All libraries must provide a social space following the principle that physical infrastructure must enhance the social functions that encourage knowledge sharing and knowledge production through interaction, collaboration and participation.	All	DAC	Provincial counterparts, Public LIS	Long
Actively seek public/private partnerships for projects with a view to securing sponsorship and sharing of costs and benefits. Librarians' skills in fund-raising strategies to be developed	All	NCLIS, LIASA, NLSA, DAC, DBE	Corporates, philanthropic foundations	Medium
Collections and Resources				
Relevant collections, both print and electronic, must be built based on the established needs of the clients being served, in their preferred format and language, following consultation with the users of the library	All	Each library	Communities served	Long
Each library, or library system, must develop and follow a collection development policy that will include document delivery arrangements, taking into account the following principles: redress, language diversity, provision for people living with disability, opportunities for emerging writers, efficiency and economies of scale	All	Each library		Long
Public libraries must assist local schools to promote reading by arranging block loans which can be rotated on a regular basis. Similarly, they can assist ECD centres by arranging block loans of books and toys, providing pre-schoolers with the important early experience of storytelling and developmental shared play. Public libraries have an opportunity to intervene at an early stage in the development of community colleges by allocating materials to assist with their learning and teaching programmes.	Public School Public Public, PSET	DAC DAC DAC	Provincial counterparts Provincial counterparts Provincial counterparts, public LIS	Long Short

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
In pursuit of efficiency and affordability, and in order to optimise maximum and seamless access to the nation's resources, a comprehensive national resource sharing and document delivery system must be expanded to include public LIS, university LIS, TVET colleges, community colleges and school LIS so that items required may be borrowed free of charge. The Policy will also take into account opportunities to build portals of freely available web material; this is of particular value in public LIS with limited materials budgets.	All	NCLIS	SABINET, DHET, DST, DAC, DBE	Short
Digitisation projects must be systematised and coordinated to ensure that collections of historic or strategic value may be preserved and easily discovered and accessed.	All	NCLIS	DST	Short
Supply Chain Management: If the value of the procurement per title is below the threshold value for procurement per tender, titles can be procured on a quotation base. This option will depend on efficient electronic procurement management systems in the LIS. The second option is to arrange a term contract in terms of the Preferential Procurement Act. Specifications must be drafted in such a way that only professional booksellers can tender and it must be made clear that the contract will be awarded to more than one contractor. No titles will be specified in such a contract and the basis for tendering and evaluation will be the discount given on the publisher's price of a book.	Public	Provincial LIS, Public LIS	Treasury, Publishers, Booksellers	Short
Discretionary fund for the purchase of books by local emergent authors and small publishers. Established service providers will be encouraged to enter into mentoring partnerships with emerging suppliers.	Provincial LIS, Local libraries	Provincial LIS, Local libraries	Provincial and Municipal Supply Chain Management	Short
Since national and local newspapers are an indispensable resource in contemporary society, a national system of e-newspapers, such as the PressReader app, must be available in all public LIS, the appropriate node for such an important facility.	Public	DAC	Provincial counterparts Public LIS	Long
Customer Care				
All LIS will develop and adopt a customer care and service delivery statement.	All			Long
Human Resources and Education & Training				
Libraries of all kinds must be managed by professionally qualified staff.	All	NCLIS	LIASA	Long

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
The numbers of staff per LIS will follow norms and standards to be formulated according to the size of the LIS and its community.	All			Long
The DBE must establish dedicated professional teacher librarian posts. The teacher-librarian must be on an equal footing with other teaching staff and will report directly to the principal or deputy principal.	School	DBE	Provincial counterparts	Short
Teachers who apply for teacher-librarian posts should be sponsored in enrolling in compressed school LIS programmes, such as UNISA's Short Learning Programme for Children's and Youth Librarianship.	School	DBE	Provincial counterparts LIS Schools, LIASA	Long
A cluster of schools might be supported by a qualified teacher-librarian, who works with teachers on the schools' reading and information literacy programmes while the day-to-day administration is carried out by library assistants.	School	DBE	Provincial counterparts	Long
Recruitment and appointments must adhere to professional human resources practices. They must be ruled by the published requirements of the position and applicants' qualifications.	All	NCLIS	LIASA	Short
Dual use school/community LIS must be managed by a teacher-librarian together with a librarian from the local provincial or municipal public LIS.	School Public	DBE DAC	Provincial counterparts	Long
Incentives, such as bursary opportunities, should be offered to bring young professionals to rural LIS and to school LIS.	Public School	DAC, DBE	NCLIS LIASA	Long
Anomalies in LIS employment grades and conditions of service across provincial and municipal authorities must be eliminated.	Public	DAC, Provinces, Local authorities	SALGA, Public Service Unions	Short
Anomalies in conditions of service between LIS staff and staff in other government departments must be eliminated. Entry level professional posts must be at a professional grade (Level 8).	All	NCLIS	DPSA, Government department	Short
Benchmarks must be established for the quality assurance of professional LIS education and training.	All	CHE, HEQF	Universities' LIS schools	Short
There should be a compact between the LIS Schools and employing organisations, whereby responsibility for Work Integrated Learning is assigned to local employing organisations. University, provincial and local authority LIS should offer WIL opportunities not only to students from their own province, but, in keeping with the ecosystem approach, be prepared to host	All	LIS Schools, Employing organisations,	LIASA	Short

Principle	Sector	Responsibility	Collaborating agencies	Timeframe
students from other provinces.				
LIS schools of library and information science must reinstate their education programmes in school LIS.	All	DBE	LIS Schools	Short
Systematic continuing professional development and career development programmes must be established and recognised by LIS authorities.	All	LIASA		Long
Long-serving dedicated library assistants must be given opportunities for advancement via recognition of prior learning and certificate programmes.	All	LIS authorities Universities	Service providers	Short

Chapter 8: Monitoring and Evaluation and Impact of NPLIS

8.1 Introduction

Having set out the policy interventions in the preceding two chapters, the final chapter turns to the questions of their implementation and the monitoring of their impact. The financial scenarios in Appendix C identify targets and roll-out plans for funding the policies regarding new build in the public and school library sector, establishment of classroom collections, restocking and refurbishment and the creation of structures to oversee the implementation in the school sector.

8.2 Monitoring and evaluation of NPLIS

Monitoring mechanisms will be set up to track the progress of the agreed policy and the timelines as set out in the implementation plan in the following chapter. Evaluation will take place to assess the extent to which individual sub-sectors are meeting (or have met) their targets, thus providing opportunity to identify remedial action or improvements. This is in line with the current administration's government-wide monitoring and evaluation (M&E) process, and the requirement for accountability in the investment of public money in the sector. The task of monitoring and evaluating the Policy will be assigned to NCLIS.

The M&E process will be based on an outcomes approach, in keeping with Government's stance set in motion in 2010 by the establishment of the Department of Planning, Monitoring and Evaluation (DPME), and will be informed by the goals set out in the Policy, taking into account targets and milestones indicated in the implementation plan. The process, conducted in phases, will be driven by the question "What constitutes success?" and will be measured against the Policy's desired outcomes which arise from goals formulated for and by the sector. The accompanying diagram illustrates the relationship between important concepts of relevance in the outcomes-oriented approach which is viewed as a series of inter-linked processes designed to ensure coherence in planning, and measurability of outcomes and (if required) impact (National Treasury, 2010).

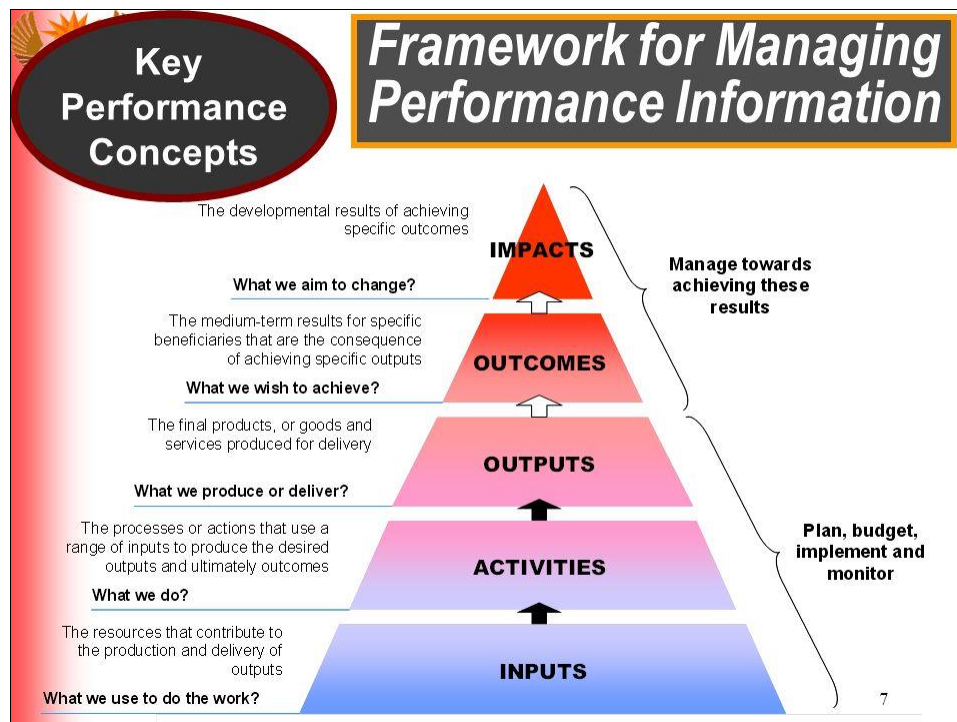


Figure 3. National Treasury's M&E Conceptual Framework (National Treasury, 2010)

Poll explains these concepts as applied in a library:

- Input: contribution of resources in support of library services;
- Process: set of interrelated activities which transforms inputs into outputs (e.g. cataloguing, lending, reference service);
- Output: products of library processes (e.g. no. of titles catalogued, loans, reference queries);
- Outcomes: direct, pre-defined effects of the output related to goals & objectives (e.g. no. of users, user satisfaction levels);
- Impact: difference or change in an individual or group resulting from the contact with library services; tangible or intangible (Poll, 2012)

This M & E approach, to be conducted by the proposed structure, is suitable at a macro level which will follow agreed sector-wide implementation timelines (See Chapter 7). A regard for public value creates an additional layer of complexity and granularity arising from a concern that, in addition to the efficiency and effectiveness drivers of this common administrative approach, any measurement system should incorporate democratic principles which will have regard for public value (Blaug, Horner & Lekhi, 2006).

8.3 Public value/impact

Public value is a useful way of considering and measuring the goals of a public service, extending measurement beyond mere outcomes (Kelly, Mulgan and Muers, 2002). Public value is created when the services of public sector organisations meet the needs of citizens (Spano, 2009: 330) and, in so doing, manifest “important civic and democratic principles such as equity, liberty, responsiveness, transparency, participation, and citizenship” (Moore and Khagram, 2004: 2). Thus the range of values that enhance administrative goals of efficiency and effectiveness in service delivery include the purpose of enhancing “quality of life, wellbeing and happiness social capital, social cohesion and social inclusion safety and security ...” (Hills and Sullivan, 2006: 7), all of which resonate with the goals of library service.

The creation of public value rests on a number of principles that are implicit in library programming, but they need to be surfaced systematically and consciously. These are the provision of services based on clear objectives, capable of meeting users’ needs and that merit public trust (Kelly, Mulgan & Muers, 2002: 9). Poll (2012) notes that value can only be measured from the perspective of the user or beneficiary of the library: describing it as the importance that the public attach to libraries which is related to the perception of actual or potential benefit (helpful or good effect). Town tells us that values are evident in what people do and the choices they make, and suggests that, because of the fluidity of the understanding of value which is highly context-dependent, we adopt a definition that has wide currency, viz. “the quality or fact of being excellent, useful or desirable” as a departure point for developing a framework for analysis (2011: 114). A library generates value – an activity that is encapsulated in its value proposition – and users enact value through their choice to use the library rather than do something else. He argues that we need to seek a holistic approach to a measure of value (that can encompass impact) that will incorporate the *transcendent* which recognises “intangible wider benefits” beyond the immediate and institutional goals but that which reflects “higher-order beneficial contributions to individuals, groups and societies” (2011: 115).

The logic of this conceptualisation is that the source of any value attributed to the use of a library or its services must be the user, and that the assessment must take into account the mission of the library and the goals of the programme/s. This is in keeping with the drive for a more inclusive and democratic approach to measurement and will locate each investigation at the point of interaction between the user and the service. Individual libraries and library systems now have a tool to assist them design the methodology – the authoritative ISO 16439/2014 *Information and documentation – Methods and Procedures for Assessing the Impact of Libraries which Touches on Value*. (International

Standards Organisation, 2014). This is a long-term project which can start by building and sharing a body of evidence emerging from individual or system-wide investigations based on expertise and experience already gained.

8.4 Responsibility for M&E and assessment of value/impact

The National Council tasked with M&E will carry out two parallel processes – one that specifically examines the achievement of the goals of the policy in the different sub-sectors. It will design its own methodology based on the principles and practice described above. In addition, NCLIS will encourage among all libraries a culture of value/impact assessment by creating opportunities for skills development and sharing, and by coordinating activities among libraries/library systems engaged in such exercises. NCLIS must ensure that libraries of all types cooperate so that an inclusive process will reach and involve the following LIS: public, school, university and research, libraries with a national mandate, government departments, special and corporate. These activities must be harmonised with any system to be established in the future for the monitoring of norms and standards as they are developed for each sub-sector.

8.5 Norms and standards

The development and acceptance of norms and standards is an essential step in redress and the transformation of the whole sector as they provide objective measures against which to assess progress. The enactment of the *Public Library and Information Services Bill* will provide impetus for the public library sector; it is assumed that DAC will establish a unit charged with the monitoring and evaluation of norms and standards once they have been agreed. Norms and standards for school libraries need to be formulated and agreed – the DBE's *National Guidelines for School LIS* (2012) and the KZN Province's draft school LIS policy (2016) provide a useful departure point. CHELSA should be tasked with coordinating the norms and standards framework for university libraries.

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Appendix A: Evidence Gathering Methodologies and Procedures

This Appendix contains details extracted from the official commissioning documentation and describes in greater detail the procedures that are too voluminous to include in the chapter.

Commissioning of the project

The Department of Arts and Culture (DAC) commissioned the National Library of South Africa (NLSA) through the Conditional Grant to develop a national policy framework for all libraries in South Africa. DAC took this action because in its role of developing and monitoring policies for the LIS sector, it had identified as a challenge the absence of national legislation to govern the provision of library and information services. Moreover, it noted that the LIS Transformation Charter indicated the absence of a national strategy necessary to guide the development of the sector. The work towards the NPLIS was initiated at a meeting of 8 November 2017 convened by the National Library of South Africa (NLSA) during which a Technical Team was tasked with the responsibility of drafting the Policy as per approved terms of reference and project plan (outlined below). The Technical Team (TT), consisting of Professor Muxe Nkondo (Chair), Extraordinary Professor Genevieve Hart, and Emeritus Associate Professor Mary Nassimbeni, was appointed by the National Library of South Africa (NLSA) on the recommendation of the National Council for Library and Information Services (NCLIS). The Planning Meeting of 8 November further agreed that project would be managed by the NLSA on behalf of DAC and NCLIS – the project manager being Mr Andrew Malotle of the NLSA, assisted for part of the project by Ms Robertha Henney, with technical support by Ms Rose Phasha of DAC. The planning and work was overseen by a Reference Group of experts - Mr Francois Hendrikz (Director SALB), Dr Eddy Maepa (Executive Director NLSA), Ms Koekie Meyer (Director Gauteng Provincial LIS), Mr Mandla Ntombela (President of LIASA) and Professor Lesiba Teffo (UNISA). The Technical Team would be accountable to Professor Rocky Ralebipi-Simela (CEO NLSA) who would represent the Technical Team and report to DAC, the national and international sector and to Dr Andrew Kaniki (Chair of NCLIS).

The Terms of Reference (ToR) of the NPLIS were set out by Mr Puleng Kekana at the same meeting as follows:

- The NPLIS is for the entire LIS sector with the aim of redressing the inequalities of the past.
- The NPLIS will demonstrate how the LIS sector will contribute to the National Development Plan (NDP).

- The members of the Technical Team (TT) will decide on guidelines for the development of the policy framework will identify relevant stakeholders to assist with the formulation of the policy.
- The TT will ensure inclusion and full participation of all stakeholders and role-players and mobilise resources conducive to developing the framework.
- The TT will ensure a joint planning process, implementation plan and encourage partnerships between formations interested in the sector.
- The TT will conduct research, assessment and analysis of the LIS environment.
- The TT will provide support and guidance, review progress reports and provide feedback.
- The TT will review and endorse the project operational plan and project performance against set targets.
- The TT will deliberate and recommend remedial actions for project target deviations.

Purpose and scope of work

The Terms of Reference enjoined the Task Team to do the following:

- Draft the NPLIS in consultation with the National Council for Library and Information Services (NCLIS) and DAC.
- Identify and consult all the stakeholders within the sector.
- Conduct research, assess and analyse the LIS environment.
- Consider government priorities and include economic growth, environmental sustainability, social cohesion and security to ensure efficiency and effectiveness.
- Draft and finalise the NPLIS in close cooperation with DAC and NCLIS

Objectives

The objectives of the Task Team were to:

- Make a contribution to socio-economic development with specific reference to the implementation of the National Development Plan (NDP).
- Solicit strong government support for the recognition of the essential role of libraries in socio-economic development in South Africa.
- Provide guidance for the development of the sector by redressing the inequalities of the past
- Draft and finalise, through consultation with stakeholders and consulting relevant literature and legislation a National Policy for LIS that will determine the provision, access and implementation of LIS in South Africa.

- Organise and facilitate workshops in consultation with NLSA and DAC to consult stakeholders where necessary.
- Finalise and present the NPLIS to the NCLIS and DAC; the copyright of which will be retained by DAC.

Outcome

The Technical Team will produce a final copy of the National Policy for LIS to be approved by NCLIS, NLSA and DAC.

Work method

The Technical Team will draft the NPLIS as follows:

- Be contracted after a briefing session with the NLSA, NCLIS and DAC.
- Study all relevant legislation and publications relevant to the LIS sector.
- Identify stakeholders, request their written input in the matter and study their input.
- Arrange and facilitate workshops/meetings with the affected government departments and agencies to discuss the matter and obtain their inputs.
- The arrangement for the workshops, and travel and arrangement for the contractor to be carried by NLSA.
- Draft and finalise the NPLIS, which will include recommendations and submit it electronically and in hard copy to the Director: Library Policy and Coordination Department of Arts and Culture

The national launch of the project at the Stakeholders' Conference

The NPLIS project was officially launched at a National Stakeholders' Conference hosted by NLSA on 23 January 2017. Its purpose was to inform the LIS sector on the scope and intention of the project, and to consult and receive input from members of the profession. The debates at the Conference assisted the TT to set the policy agenda, frame the debate and they informed the data collection methods to be used.

Provincial Consultations

The Technical Team and as many of the Reference Group as possible visited the provinces for the consultations in the following order:

- Eastern Cape (East London) 26 - 27 January 2017 Eastern Cape, 92 delegates
- Free State (Bloemfontein) 2 - 3 February 2017, 70 delegates

- KwaZuluNatal (Durban) 9 - 10 February 2017, 112 delegates
- Limpopo (Polokwane) 16 - 17 February 2017, 82 delegates
- Mpumalanga (Nelspruit) 23 - 24 February 2017, 117 delegates
- Northern Cape (Kimberley) 2 - 3 March 2017, 163 delegates
- North West (Mmabatho) 8 - 9 March 2017, 139 delegates
- Gauteng (Pretoria) 16 - 17 March 2017, 37 delegates (clashed with an important national LIS event)
- Western Cape (Cape Town) 23 - 24 March 2017 (28 delegates, clashed with local LIS activities)

The following questions were posed at each Indaba:

1. What is the purpose of policy?
2. Whose behaviour will the LIS policy shape?
3. What particular questions should we pose to our various stakeholders?
4. In broad terms what are the barriers to access to information in your situation in this province?
5. Do you have any suggestions on how South African libraries might attract more people?
6. Why do you think libraries (public, university, and school) have been damaged in protests over the past few years?
7. What do you think of LIS infrastructure and facilities in your area?
8. What needs to be done to foster cooperation and collaboration across the various parts of the LIS ecosystem in the province?
9. How are your libraries providing for people with disabilities?
10. Do you have any comments on the collections (print, multimedia and electronic) in your LIS?
11. Do you feel, for example, that they have adequate coverage of South African literature and languages?
12. How can libraries, educational institutions, archives, and museums collaborate in deepening appreciation of African intellectual traditions?
13. How do you feel about the staffing situation in your library?
14. What are the basic professional competencies that cut across all LIS types?
15. What comment do you have on the professional education and training of LIS staff?
16. What difference do you think a national LIS policy might make to LIS in this province?
17. In South Africa we often fail to implement policy. What suggestions do you have on how the LIS sector might ensure that the new national policy is successfully implemented?

The following questions framed the meeting with local LIS staff:

1. It seems that only 11% of South Africans ever use a library. Do you have any suggestions on how South African libraries might attract more people? What should be done to get more people to use their services?
2. Why do you think some libraries (public, school and university) have been damaged in protests over the past few years?
3. You probably know people who never come into the library. Do you have any ideas on why they do not use the library? And what do you think you can do to attract these people?
4. What things to do with your library would you like to change or improve? Explain.
5. What do you think of its infrastructure and facilities?
6. Do you have any comments on its book collection?
7. What would you like to see more of in your book collections? Do you feel, for example, that they have an adequate coverage of South African literature and languages?
8. What do your users do when they have a problem finding information or using the computers or other facilities?
9. How do you feel about the staffing situation in your library?
10. What do you think are the basic professional competencies needed for a professional librarian situation?
11. What are the basic competencies needed for library assistants who might not have formal professional qualifications but who are so important in the day-to-day running of the library?

The following questions were posed to the users in the library assembled for the purpose of interacting with the Technical Team and Reference Group:

1. Why is the library important to you? What do you use it for?
2. You probably know people who never come into the library. Do you have any ideas on why they do not use the library?
3. It seems that only 11% of South Africans ever use a library. Do you have any suggestions on how South African libraries might attract more people? What should be done to get more people to use their services?
4. There are new technologies to facilitate access to information. What should be done to ensure equitable access to these technologies?
5. What, in particular, do you like about your library?

6. What things to do with your library would you like to change or improve?
7. What books and materials would you like to see more of in the library?
8. Do you feel that there is enough coverage of South African literature and languages?
9. Do you always find what you need in the library? Why is it difficult at times?
10. When you have a problem finding information or using the computers or other facilities, what do you do?
11. What kind of help do you get from the library staff?
12. How do you feel about the library staff in general? For example, do you feel respected by them? Do they give you competent professional service?

The following meetings took place, were recorded, and contributed to our understanding of particular issues:

- CHELSA on 6 April in Pretoria, to discuss issues of particular relevance to university libraries.
- Durban University of Technology staff and students on 24 April, to gather information about LIS education.
- Publishers, Booksellers, SABDC, and provincial acquisition librarians on 25 April in Cape Town, to gather information about the relationship between libraries and other stakeholders in the book industry.
- Department of Higher Education and Training officials on 9 May in Pretoria, to brief them on the national project and to hear of their concerns in this area.
- National Treasury, on 31 May to meet officials to brief them on the policy process and signal our intention to present high level cost estimates to implement the policy.
- Council on Higher Education (CHE), in Pretoria on 13 June, a meeting to brief members on the policy and to solicit their advice; CHE Stakeholders' Conference in Pretoria on 14 June to interact with CHE and LIS schools to learn about the need for and process to formulate a standard for LIS education.
- Department of Basic Education in Pretoria on 21 June, to brief DBE officials on the policy process and to invite their participation in the Reference Group.
- SALGA, in Pretoria on 4 July, to brief officials about the policy process and to hear of their work and concerns in this area.
- National Treasury, on 5 July in Pretoria, to present preliminary costing figures. At this meeting the Technical Team was requested to work on financial implementation scenarios for school and public libraries taking into account cost savings and reduction of duplication.

- Financial Planning Workshop in Pretoria on 30 August, facilitated by Cornerstone Economic Research with LIS stakeholders to generate idea about implementation scenarios.
- Meeting in Pretoria on 29 September with LIS stakeholders, including LIASA, to discuss the need for a regulatory framework and its relationship to a voluntary advocacy formation such as LIASA
- Meeting in Pretoria on 30 October with representative of CHELSA and SANLIC to discuss issues germane to university libraries, e.g. funding and OA.
- Meeting with National Treasury on 31 October to present financial implementation scenarios for public and school libraries.
- Meeting in Pretoria on 13 December with Professor Ahmed Bawa of Universities South Africa (Usaf) to discuss issues pertaining to university libraries - funding and OA.
- Meeting with officials from DBE
- Meeting with officials from DHET.

Conference participation

One member of the Technical Team attended the special Workshop convened by Universities South Africa (USAf) and hosted by SANLIC to discuss Open Access initiatives, on 22 May at Umhlanga. The Technical Team made a presentation about the national policy at the annual LIASA Conference on 3 October at Birchwood.

Drafting the Policy

The meetings were recorded forming the basis of a report of each event, which was generated using content analysis in each instance. Both the Indabas and the site visits yielded much useful data and evidence which have been analysed and synthesised to create an analytical account of current challenges that cluster around a number of common categories (see Chapter 5). This analysis, in turn, allowed us to generate a framework to formulate policy options to address the problems underlying their manifestation (see Chapter 6). Various sections and chapters of the policy were assigned for drafting to different members of the Technical Team. Four Writing Workshops provided the TT an opportunity to ensure the identification of gaps and comments on early drafts. The first draft was circulated in advance of a workshop on 30 November attended by the Reference Group and representative stakeholder groups to discuss the draft and receive comment from them. A second draft was completed on the basis of this input for submission to and comment by NCLIS on 9 February 2018 in Pretoria. Their comment was incorporated into a final draft which was presented at the National Feedback Conference on 13 March 2018.

APPENDIX B: Legislative and Policy Documents Consulted

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Costing of School Libraries and Updated Implementation Scenarios for Public Libraries

Final

October 2017

Research commissioned by the National Library of South Africa

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Introduction

This short report discusses the costing of centralised and classroom libraries in South African public schools. The purpose of the costing is to estimate the total cost of equipping existing yet un-stocked school libraries and providing new school libraries and classroom libraries at Quintile 1-3 schools where they currently do not exist.

These cost estimates have been prepared at the request of the National Library of South Africa, manager of the project, National Policy for South African Library and Information Services, commissioned by the National Council for Library and Information Services of South Africa and are intended to be used as a basis for preparing funding scenarios as requested of the Technical Team and Reference Group of the National Policy for South African Library and Information Services by National Treasury at a meeting on 5 July 2017 from National Treasury.

The costing model can also be used to assist the national Department of Basic Education and provincial Departments of Education with developing implementation plans and budgets for school libraries.

Three different implementation scenarios are developed in Section 4 using the School Libraries Costing Model. They are:

- Baseline Scenario which estimates the cost of providing the standard of library services shown in Table 1 below in Quintile 1 to 3 schools.
- A Low Road Scenario which estimates the cost of cheaper furnishings in centralised school libraries in Quintile 1 to 3 schools and a longer implementation plan for stocking existing libraries than the Baseline Scenario.
- Norms and Standards Scenario which estimates the cost of stocking libraries in Quintile 1 to 3 schools with as many books as required in the Department of Basic Education's 2012 *National Guidelines for School Library and Information Services: Indicative Costing* (referred to as the DBE Library Guidelines).

Also as part of this project, the model used in the Costing of the Public Libraries and Information Services Bill in 2013 was updated. Three implementation scenarios using that costing model are presented in the last section of this report.

1 Methodology and Assumptions

The School Libraries Costing Model is built around the key assumptions shown in **Error! Reference source not found.** below. The methodology used is as follows:

- The most recently available Schools Master List was accessed from the Department of Basic Education's website. The only change made to the list was that Intermediate schools were classified as primary, combined or secondary schools. In most instances, it is clear from the name of the school which type of school each one is.
- The assumptions shown in **Error! Reference source not found.** were applied at the level of each targeted school. Taking into account the assumptions in Table 2, in the three scenarios discussed below all schools in Quintiles 1 to 3 are included in the target group.
- By applying the assumptions per school, a cost per school is estimated. These costs per school are used to aggregate total costs by province and for the country as a whole for each of the costing and implementation scenarios.

The prices shown in **Error! Reference source not found.** are based on prices used in the costing model from the "Project to cost the South African Public Library and Information Services Bill" in 2013

or prices shown in the DBE Library Guidelines. The price information from these sources was inflated to 2017 levels using the consumer price index (CPI).

1.1 Key Assumptions

The main assumptions used in the costing of the three scenarios are shown below. The assumptions below represent the Baseline Scenario. For the other two scenarios, the only changes are those discussed above.

TABLE 1: KEY ASSUMPTIONS UNDERLYING THE COSTING OF CENTRALISED AND CLASSROOM LIBRARIES

Staffing Arrangements for Libraries (by size of school)	Small	Medium	Large	Mega
Teacher Librarian / School Librarian	.5	1	1	1
School Librarian				
Salaries Costs per School with Centralised Library	120 260	240 519	240 519	240 519
Set-Up Assumptions of New Centralised Libraries by size of school	Small	Medium	Large	Mega
Size of Library in m ²	120	120	120	120
Cost of Core Collection	20 000	20 000	20 000	20 000
Costs that differ by size of school	Small	Medium	Large	Mega
Number of Computers	3	7	7	10
Price per Computer	12 500	12 500	12 500	12 500
Cost of Software Licences	10 000	10 000	10 000	10 000
Cost of Multimedia Pack per School	25 000	28 750	33 063	38 022
Cost of office equipment (printer, scanner, photocopier)		17 700	20 886	24 645
Furnishing and Installation Costs per m ²	3 125	3 393	3 683	3 998
Construction Costs per m ²	14 500	14 500	14 500	14 500
Set up Cost per Centralised Library	72 500	143 950	151 449	197 667
Number of books per learner per phase for start up collection	Foundation	Intermediate	Senior	FET
Fiction	5	4	3	3
Non-Fiction		1	2	2
Price per book				
Fiction	75	95	120	120
Non-Fiction	95	120	145	175
Cost of start up collection per learner	375	500	650	710
Set Up Assumptions for Classroom Libraries	Foundation	Intermediate	Senior	FET
Number of books per learner				
Fiction	5	4	3	3
Non-Fiction		1	2	2
Average price of books in book package				
Fiction	75	95	120	120
Non-Fiction		120	145	175
Cost of books per learner	375	500	650	710
Cost of shelving or book cupboard per classroom library	10 000	10 000	10 000	10 000
Maintenance of collections	Foundation	Intermediate	Senior	FET
Number of books replaced per year per learner	3	3	3	3

The Technical Team requested that New Centralised Libraries use a standard size of 120m² per library regardless of the size of the school. Cornerstone is of the view that the size of centralised libraries should be aligned with the size of schools. The costing model has been built to allow the size of library to be changed according to the size of schools. Changing this one-size-fits all assumption will impact on the costing results.

1.2 Taking into account existing school library infrastructure

We were provided with a summary of the NEIMS data¹ on the number of libraries per province. The data, adapted for the use in the scenarios is shown below.

TABLE 2: EXISTING LIBRARIES

¹ The NEIMS data referred to was collected in 2016

Column label	Per cent of schools with centralised or classroom libraries	Per cent of schools with Libraries that are stocked		
		Primary	Secondary	Combined
	a	b	c	d
Eastern Cape	8.45%	100.00%	4.69%	4.69%
Free State	34.96%	100.00%	16.30%	16.30%
Gauteng	63.32%	100.00%	42.63%	42.63%
KwaZulu Natal	24.17%	100.00%	17.18%	17.18%
Limpopo Province	6.49%	100.00%	2.82%	2.82%
Mpumalanga	19.07%	100.00%	7.93%	7.93%
North West	23.16%	100.00%	13.00%	13.00%
Northern Cape	27.90%	100.00%	20.04%	20.04%
Western Cape	55.30%	100.00%	30.12%	30.12%

The columns are explained as follows:

- a: the NEIMS data shows a per cent of schools with libraries. We have assumed this value applies to centralised and classroom libraries and equally across all Quintiles.
- b: it is assumed that if a school has a classroom library it is stocked, hence the 100%.
- c and d: the NEIMS shows a value for the per cent of libraries stocked. We assume this value applies to both secondary and combined schools and equally across all Quintiles.

In the in the implementation scenarios the values in Table 2 were used to estimate the number of libraries already in schools in 2018/19.. Data on the distribution of this infrastructure across school quintiles or by phase of schools was not provided. If the Department of Basic Education gave access to the information at school level this could be easily factored into the costing model, which would increase its costing accuracy.

2 High level summary of costing results

The table below shows the number of Quintile 1 to 3 schools per province by phase of school. Note that intermediate schools have been classified into one of these three phases based on the name of the school, as mentioned above.

TABLE 3: NUMBER OF SCHOOLS IN QUINTILES 1 TO 3 BY PROVINCE

	Total number of Schools in Quintiles 1-3			
	Primary	Combined	Secondary	Total
Eastern Cape	2 454	1 981	790	5 225
Free State	555	220	208	983
Gauteng	726	56	299	1 081
KwaZulu Natal	3 432	102	1 284	4 818
Limpopo Province	2 365	79	1 320	3 764
Mpumalanga	822	191	352	1 365
North West	904	119	301	1 324
Northern Cape	225	107	67	399
Western Cape	540	11	110	661
Total	12 023	2 866	4 731	19 620

In the remainder of this section, the costing results are based on the total number of Quintile 1 to 3 schools shown in the above table.

2.1 Centralised school libraries

The following table shows the cost of equipping, stocking and constructing school libraries in **all** Quintile 1 to 3 schools in the country.

TABLE 4: TOTAL COST OF STOCKING AND EQUIPPING CENTRALISED LIBRARIES AT ALL QUINTILE 1-3 SCHOOLS

R 000s	Stock and Equip Centralised School Libraries			Construct Centralised School Libraries			Total
	Primary	Combined	Secondary	Primary	Combined	Secondary	
Eastern Cape	1 623 114	1 541 550	779 862	4 269 960	3 446 940	1 374 600	13 036 025
Free State	438 948	195 339	236 589	965 700	382 800	361 920	2 581 296
Gauteng	769 804	63 212	422 850	1 263 240	97 440	520 260	3 136 807
KwaZulu Natal	2 547 834	97 953	1 258 104	5 971 680	177 480	2 234 160	12 287 211
Limpopo Province	1 825 278	67 094	1 230 617	4 115 100	137 460	2 296 800	9 672 350
Mpumalanga	672 385	175 866	381 135	1 430 280	332 340	612 480	3 604 486
North West	743 597	96 226	325 260	1 572 960	207 060	523 740	3 468 843
Northern Cape	169 473	95 376	69 361	391 500	186 180	116 580	1 028 470
Western Cape	448 833	11 739	151 605	939 600	19 140	191 400	1 762 317
Total	9 239 266	2 344 355	4 855 385	20 920 020	4 986 840	8 231 940	50 577 805

Based on the assumptions in Table 1 it will cost R50.6 billion to provide school libraries to **all** no fee schools, i.e. all schools classified as Quintile 1, 2 and 3 schools. The costing in the above table does not take into account the fact that some of these schools may already have school libraries (see further analysis below).

The table below shows the composition of the set-up costs of stocking and equipping centralised school libraries.

TABLE 5: COMPOSITION OF SET-UP COSTS OF CENTRALISED SCHOOL LIBRARIES

R 000s	Primary	Combined	Secondary	Per cent of total		
				Primary	Combined	Secondary
Computers	991 563	245 288	439 850	11%	10%	9%
Software	120 230	28 660	47 310	1%	1%	1%
Office Equipment	199 434	52 243	95 523	2%	2%	2%
Furnishing	5 123 322	1 230 210	2 090 221	55%	52%	43%
Core Collection	240 460	57 320	94 620	3%	2%	2%
Start-up Collection	2 189 364	640 256	1 931 194	24%	27%	40%
MultiMedia	374 893	90 378	156 667	4%	4%	3%
	9 239 266	2 344 355	4 855 385	100%	100%	100%

The percent of total shows the share of each cost of the total cost in aggregate across the three groups of schools. Note that for Secondary schools' furnishings is at 43 per cent whereas the start-up collection is 40 per cent of the total. The cost of furnishing includes shelves, tables and other internal furnishings such as carpets.

2.2 Classroom libraries

The cost of establishing classroom libraries in all Quintile 1 to 3 schools is shown in the table below.

TABLE 6: TOTAL COST OF STOCKING AND EQUIPPING CLASSROOM LIBRARIES AT ALL QUINTILE 1-3 SCHOOLS

R 000s	Start up Collections			Other equipment in classroom libraries			Total
	Primary	Combined	Secondary	Primary	Combined	Secondary	
Eastern Cape	268 713	377 352	297 935	156 750	173 220	109 535	1 383 504
Free State	120 882	62 324	103 834	70 515	28 609	38 174	424 338
Gauteng	294 477	26 761	222 387	171 778	12 284	81 760	809 447
KwaZulu Natal	542 512	34 337	471 961	316 466	15 762	173 515	1 554 553
Limpopo Province	417 660	20 181	432 488	243 635	9 264	159 003	1 282 231
Mpumalanga	177 062	58 385	159 736	103 286	26 801	58 727	583 996
North West	199 270	25 851	136 907	116 241	11 867	50 334	540 470
Northern Cape	40 029	30 325	27 698	23 351	13 920	10 183	145 506
Western Cape	128 757	4 740	78 248	75 109	2 176	28 768	317 797
Total	2 189 364	640 256	1 931 194	1 277 129	293 903	709 998	7 041 843

The promotion of literacy and reading for enjoyment is more easily achieved when books are in easy and convenient reach of the learners, such is the case with classroom libraries. In addition, setting up classroom libraries is significantly cheaper than centralised libraries, because they do not require the same level of infrastructure and equipment cost. However, classroom libraries are not a practical arrangement for secondary schools where learners move to different classrooms for different subjects.

The ideal is that each school should have a centralised school library, with primary schools having both a school library and as well as classroom libraries for each class.

2.3 Total cost of libraries for all Quintile 1 to 3 schools

For the baseline scenario it is proposed that primary schools receive classroom libraries, while combined and secondary schools receive centralised school libraries. The table below shows the estimated cost of providing this combination of libraries to all Quintile 1 to 3 schools (i.e. not taking into account existing libraries).

TABLE 7: TOTAL COST OF CLASSROOM AND CENTRALISED LIBRARIES FOR ALL QUINTILE 1 TO 3

R 000s	Classroom Libraries	School Libraries		Total
	Primary	Combined	Secondary	
Eastern Cape	425 463	4 988 466	2 154 464	7 568 393
Free State	191 397	578 139	598 513	1 368 049
Gauteng	466 255	160 653	943 120	1 570 028
KwaZulu Natal	858 978	275 433	3 492 266	4 626 677
Limpopo Province	661 294	204 554	3 527 413	4 393 262
Mpumalanga	280 348	508 207	993 619	1 782 173
North West	315 511	303 285	849 003	1 467 799
Northern Cape	63 380	281 556	185 941	530 877
Western Cape	203 866	30 880	343 008	577 753
	3 466 492	7 331 173	13 087 347	23 885 012

The above costs include only classroom libraries at primary schools and only centralised school libraries at combined and secondary schools. The total cost of the above scenario, referred to as the baseline scenario, is R23.8 billion.

2.4 Salary expenditure on provincial staff to manage school library function

Each provincial education department will need staff to manage the procurement and processing of books. It is proposed that there be a minimum of two staff in each provincial education department responsible for managing and overseeing the procuring and processing of collections for school

libraries. The cost per year for each provincial education department for this capacity will be R992 000 in 2018/19 salaries. This is the salary costs of a Deputy Director (Salary Level 11) and Assistant Director (Salary Level 9), which are the appropriate levels to ensure the staff have the required managerial and administrative skills.

If the Department of Basic Education were to establish a sub-directorate for overseeing libraries in schools, the staff composition would most likely be a similar to that mentioned above (Deputy Director and Assistant Director) and therefore similar annual costs.

The table below shows the salary costs of staff required to process books that would be procured for school libraries under the baseline scenario. It is assumed that staff who process books are on a salary level 3 (annual package of R107 886).

TABLE 8: SALARY COSTS OF STAFF REQUIRED TO PROCESS BOOKS PROCURED FOR SCHOOL AND CLASSROOM LIBRARIES

Provincial head office staff to process new book collections in school and classroom libraries									
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Eastern Cape	539	755	971	1 187	1 295	1 510	1 726	1 942	2 158
Free State	324	324	432	432	539	539	647	647	755
Gauteng	539	647	755	863	971	1 079	1 187	1 295	1 403
KwaZulu Natal	647	863	1 079	1 295	1 510	1 834	2 050	2 266	2 481
Limpopo Province	432	647	863	1 079	1 187	1 403	1 618	1 834	1 942
Mpumalanga	324	432	432	539	647	755	755	863	971
North West	324	324	432	539	539	647	755	863	863
Northern Cape	108	108	216	216	216	216	216	216	324
Western Cape	216	324	324	324	432	432	539	539	539
Total Processing Staff	3 452	4 423	5 502	6 473	7 336	8 415	9 494	10 465	11 436
Including Management Staff	12 381	13 352	14 431	15 402	16 265	17 344	18 423	19 394	20 365

The rapid growth in numbers is a result of the compounding effect of adding new libraries to the calculation each year. It is possible that certain provinces may have sufficient staff in their library and information services directorates within their department of arts and culture to support the department of education with the cataloguing of new books, therefore provinces may not need to incur all of the above costs.

In addition, schools with centralised libraries should have a teacher-librarian to manage the library. The following table shows the cost off appointing teacher-librarians for Quintile 1 to 3 schools as centralised libraries are rolled out. It is assumed that teacher-librarians will be appointed at level 7, notch 5 (i.e. R240 519 in 2018/19).

TABLE 9: SALARY COSTS OF TEACHER-LIBRARIANS AT QUINTILE 1 TO 3 SCHOOLS WITH CENTRALISED LIBRARIES

Teacher-librarians for schools with centralised libraries									
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Eastern Cape	77 104	141 340	205 576	269 811	334 047	398 283	462 519	526 755	590 991
Free State	53 328	60 515	67 702	74 889	82 077	89 264	96 451	103 638	110 826
Gauteng	71 731	75 211	78 691	82 171	85 651	89 131	92 611	96 090	99 570
KwaZulu Natal	101 214	128 582	155 950	183 318	210 686	238 054	265 422	292 790	320 158
Limpopo Province	32 965	66 677	100 388	134 099	167 811	201 522	235 234	268 945	302 656
Mpumalanga	38 946	50 539	62 131	73 724	85 317	96 909	108 502	120 094	131 687
North West	32 858	41 277	49 696	58 116	66 535	74 954	83 374	91 793	100 213
Northern Cape	14 579	17 845	21 111	24 377	27 642	30 908	34 174	37 440	40 706
Western Cape	23 422	24 867	26 313	27 758	29 204	30 649	32 095	33 540	34 985
	446 147	606 852	767 558	928 264	1 088 969	1 249 675	1 410 381	1 571 087	1 731 792

The above costs will depend on the creation of teacher-librarian posts by the Department of Basic Education.

2.5 Training

The table below shows the estimated cost of training new school librarians each year.

TABLE 10: SCHOOL LIBRARIAN TRAINING COSTS PER YEAR

Training Costs per Year									
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27
Eastern Cape	2 605	7 047	7 047	7 047	7 047	7 047	7 047	7 047	7 047
Free State	1 997	773	773	773	773	773	773	773	773
Gauteng	1 836	362	362	362	362	362	362	362	362
KwaZulu Natal	2 422	2 919	2 919	2 919	2 919	2 919	2 919	2 919	2 919
Limpopo Province	1 284	3 634	3 634	3 634	3 634	3 634	3 634	3 634	3 634
Mpumalanga	1 512	1 221	1 221	1 221	1 221	1 221	1 221	1 221	1 221
North West	1 067	896	896	896	896	896	896	896	896
Northern Cape	342	348	348	348	348	348	348	348	348
Western Cape	762	150	150	150	150	150	150	150	150
	13 826	17 351	17 351	17 351	17 351	17 351	17 351	17 351	17 351

The above cost estimates are based on the following assumptions:

- Each newly appointed librarian attends a course at a cost of R25 000
- A new librarian is hired for each library that is stocked or built and stocked.
- Half time librarians at small schools are sent on the full training course

The cost of training per year is aligned with the implementation of the baseline scenario. Librarians would be trained the year a library is stocked or for new libraries, the year after it is established. Therefore, fully equipped libraries (new and the restocked) will be staffed by trained school librarians. The total cost of training in 2018/19 is estimated at R13.8 million and then R17.4 million per year thereafter. The figure in 2018/19 is lower than subsequent years as only librarians at newly stocked libraries are trained in that year. These are included in the set-up costs shown below.

3 Implementation scenarios

Three possible implementation scenarios are discussed below:

- Baseline Scenario
- Low Road Scenario
- Norms and Standards Scenario

All scenarios have the following in common:

- All Quintile 1, 2 and 3 schools are included in the target group. This means that schools in Quintiles 4 and 5 are excluded.
- 100 per cent of the primary schools in the above target group are to be provided with classroom libraries.
- all combined and secondary schools in Quintiles 1 to 3 without libraries as per the values shown in Table 2 are to be provided with centralised school libraries
- all combined and secondary schools in Quintiles 1 to 3 schools with un-stocked libraries, as per Table 2, are stocked.

The last two assumptions determine the number of schools that require libraries or whose existing libraries require stocking. Applying the information in Table 2 to the information in Table 3, gives the following requirement for centralised and classroom libraries in Quintiles 1 to 3:

TABLE 11: NUMBER OF SCHOOLS IN QUINTILES 1 TO 3 REQUIRING LIBRARIES

	Total number of Schools in Quintiles 1-3 assumed not to have libraries				Total number of Schools in Quintiles 1-3 assumed to have libraries that are unstocked			
	Primary	Combined	Secondary	Total	Primary	Combined	Secondary	Total
Eastern Cape	2 247	1 814	723	4 783		93	37	130
Free State	361	143	135	639		36	34	70
Gauteng	266	21	110	397		24	127	151
KwaZulu Natal	2 602	77	974	3 653		18	221	238
Limpopo Province	2 212	74	1 234	3 520		2	37	39
Mpumalanga	665	155	285	1 105		15	28	43
North West	695	91	231	1 017		15	39	55
Northern Cape	162	77	48	288		21	13	35
Western Cape	241	5	49	295		3	33	36
Total	9 451	2 457	3 790	15 698		228	570	798

Note that it is assumed that for primary schools it is assumed that if they have a classroom library, then it is also assumed that such a library is stocked.

The proposed rollout plan for the Baseline Scenario, starts in 2018/19, is as follows:

TABLE 12: IMPLEMENTATION SCHEDULE FOR THE BASELINE SCENARIO

Year by which the following is achieved:

- Schools without centralised libraries receive fully equipped libraries
- Unstocked libraries at schools are furnished, equipped, stocked and staffed
- Classroom libraries are provided (stocked and equipped)

2026/27

2018/19

2026/27

The target date for stocking existing libraries is earlier than the other targets dates as this is a priority issue. It has been proposed that 70 per cent of total expenditure on establishing school libraries in a particular year should be allocated stocking existing school libraries and establishing classroom libraries in primary schools. In the Baseline Scenario the cost of stocking existing libraries and establishing classroom libraries in Quintile 1 to 3 schools comes to R3.2 billion, or 15.8 per cent of the total cost of implementing the scenario. The cost of stocking existing unstocked libraries is R180 million or less than 2 per cent of the total cost of the scenario.

The **Low Road Scenario** differs from the above scenario in two variables only. First, in trying to save on furnishing and equipping costs per square metre of library. This cost is reduced to R1 250/m², which is down from the weighted average cost of R3 586/m² in the baseline scenario. This is a significant cost reduction and may compromise the quality of the library experience for learners. In addition, the use of cheaper inputs (shelving etc.) will result in higher repair and replacement costs. The second variable that is changed is all targets for this roll out plan are to be achieved by 2026/27.

In the **Norms and Standards Scenario**¹ there are two changes from the baseline scenario:

- The number of books per learner in the start-up collection is increased to 20 per learner per phase, which is in line with the DBE Library Guidelines, but greater than the international norm of 10-12 books.
- The proposed targets for the implementation plan are 2026/27.

The costing results for each of the scenarios are shown below. Note that all costs are shown in 2018/19 Rands – and therefore do not account for inflation over the period shown.

3.1 Baseline Scenario

The total set-up costs of this scenario is R2.38 billion in 2018/19 and thereafter R2.2 billion per year. Note that the required allocation drops after 2018/19 as that is the year in which all existing, but unstocked libraries will be stocked.

TABLE 13: BASELINE SCENARIO – TOTAL IMPLEMENTATION COSTS 2018/19 TO 2026/27

¹ We are aware that the DBE Library Guidelines are guidelines and not Norms and Standards. We use Norms and Standards as a name for the scenario as we expect the meaning of it to be familiar to most people.

Total Implementation Costs - Set up of Centralised Libraries and Classroom Libraries										
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Eastern Cape	808 447	780 915	780 915	780 915	780 915	780 915	780 915	780 915	780 915	7 055 769
Free State	109 081	96 679	96 679	96 679	96 679	96 679	96 679	96 679	96 679	882 509
Gauteng	100 322	74 113	74 113	74 113	74 113	74 113	74 113	74 113	74 113	693 225
KwaZulu Natal	497 650	439 834	439 834	439 834	439 834	439 834	439 834	439 834	439 834	4 016 324
Limpopo Province	490 648	463 179	463 179	463 179	463 179	463 179	463 179	463 179	463 179	4 196 083
Mpumalanga	166 677	154 334	154 334	154 334	154 334	154 334	154 334	154 334	154 334	1 401 351
North West	127 838	120 348	120 348	120 348	120 348	120 348	120 348	120 348	120 348	1 090 624
Northern Cape	41 868	40 803	40 803	40 803	40 803	40 803	40 803	40 803	40 803	368 288
Western Cape	35 062	30 213	30 213	30 213	30 213	30 213	30 213	30 213	30 213	276 770
	2 377 592	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	19 980 944

The table below provides a summary of the main costs of the implementation plan.

TABLE 14: BASELINE SCENARIO – SUMMARY OF MAIN COSTS

Summary of Main Costs										
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Centralised Libraries	1 851 262	1 851 262	1 851 262	1 851 262	1 851 262	1 851 262	1 851 262	1 851 262	1 851 262	16 661 359
Classroom Libraries	331 806	331 806	331 806	331 806	331 806	331 806	331 806	331 806	331 806	2 986 253
Stocking Existing Libraries	180 698									180 698
Training librarians	13 826	17 351	17 351	17 351	17 351	17 351	17 351	17 351	17 351	152 634
Total Set-up	2 377 592	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	2 200 419	19 980 944
On-going Costs										
Library Staff	446 147	606 852	767 558	928 264	1 088 969	1 249 675	1 410 381	1 571 087	1 731 792	
Maintenance of Collection	501 830	805 107	1 108 384	1 411 661	1 714 938	2 018 215	2 321 492	2 624 769	2 928 046	
Total On-going	947 977	1 411 959	1 875 942	2 339 925	2 803 907	3 267 890	3 731 873	4 195 855	4 659 838	
Required collection maintenance:	2,939,467	2,939,467	2,939,467	2,939,467	2,939,467	2,939,467	2,939,467	2,939,467	2,939,467	

The total ongoing costs of this implementation plan are R948 million in 2018/19 rising to R4.7 billion in 2026/27. The increase is due to the roll-out of more libraries each year. These costs exclude the cost of staff in the provincial departments.

The row at the bottom of the table “Required collection maintenance” is the cost of maintaining collections at a rate of 3 books per learner for all learners. **Error! Reference source not found.** shows the pricing assumptions. Funding for this should come out of province’s existing learning teaching and support materials (LTSM). The estimated cost of the “Maintenance of Collection” grows from a low level in 2018/19 as this is linked to the number of libraries established per year. However, provinces should, annually, be allocating the amount shown in the “Required Collection Maintenance” row as learners need these books today. Note however, this amount is not linked to the implementation plan: it is an estimate of total current need.

The **Baseline Scenario** is the recommended scenario.

3.2 Low Road Scenario

The Low Road Scenario explores one option to effect costing savings, namely reducing the cost of furnishings.

TABLE 15: LOW ROAD SCENARIO – TOTAL IMPLEMENTATION COSTS 2018/19 TO 2026/27

Total Implementation Costs - Set up of Centralised Libraries and Classroom Libraries										
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Eastern Cape	699 054	706 019	706 019	706 019	706 019	706 019	706 019	706 019	706 019	6 347 203
Free State	88 293	88 959	88 959	88 959	88 959	88 959	88 959	88 959	88 959	799 963
Gauteng	72 132	72 321	72 321	72 321	72 321	72 321	72 321	72 321	72 321	650 703
KwaZulu Natal	409 887	412 558	412 558	412 558	412 558	412 558	412 558	412 558	412 558	3 710 348
Limpopo Province	421 644	425 144	425 144	425 144	425 144	425 144	425 144	425 144	425 144	3 822 793
Mpumalanga	140 198	141 310	141 310	141 310	141 310	141 310	141 310	141 310	141 310	1 270 678
North West	109 958	110 769	110 769	110 769	110 769	110 769	110 769	110 769	110 769	996 112
Northern Cape	36 577	36 911	36 911	36 911	36 911	36 911	36 911	36 911	36 911	331 865
Western Cape	28 727	28 800	28 800	28 800	28 800	28 800	28 800	28 800	28 800	259 128
	2 006 471	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	18 188 792

By reducing the furnishing costs and extending the target dates for implementation for the stocking of existing unstocked libraries, the required set up costs per year is reduced from R2.2 billion in the Baseline Scenario to R2.02 billion in the Low Road Scenario from 2019/20 onwards.

TABLE 16: LOW ROAD SCENARIO - SUMMARY OF MAIN COSTS

Summary of Main Costs										
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Centralised Libraries	1 653 051	1 653 051	1 653 051	1 653 051	1 653 051	1 653 051	1 653 051	1 653 051	1 653 051	14 877 459
Classroom Libraries	331 806	331 806	331 806	331 806	331 806	331 806	331 806	331 806	331 806	2 986 253
Stocking Existing Libraries	20 078	20 078	20 078	20 078	20 078	20 078	20 078	20 078	20 078	180 698
Training librarians	1 536	17 856	17 856	17 856	17 856	17 856	17 856	17 856	17 856	144 382
Total Set-up	2 006 471	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	2 022 790	18 188 792
On-going Costs										
Library Staff	331 041	496 374	661 706	827 039	992 371	1 157 704	1 323 036	1 488 369	1 653 701	
Maintenance of Collection	374 367	681 080	987 793	1 294 506	1 601 220	1 907 933	2 214 646	2 521 359	2 828 072	
Total On-going	705 408	1 177 454	1 649 499	2 121 545	2 593 591	3 065 636	3 537 682	4 009 728	4 481 773	
<i>Required collection maintenance</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	

3.3 Norms and Standards Scenario

In this scenario, the cost of closer alignment with the DBE Library Guidelines is explored. The key change is the number of books required for the start-up collection. In the first two scenarios the start-up collection is five books per learner, in this scenario it is 20 books per learner.

TABLE 17: NORMS AND STANDARDS SCENARIO – TOTAL IMPLEMENTATION COSTS 2018/19 TO 2026/27

Total Implementation Costs - Set up of Centralised Libraries and Classroom Libraries										
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Eastern Cape	1 107 739	1 114 704	1 114 704	1 114 704	1 114 704	1 114 704	1 114 704	1 114 704	1 114 704	10 025 368
Free State	147 987	148 652	148 652	148 652	148 652	148 652	148 652	148 652	148 652	1 337 204
Gauteng	147 660	147 850	147 850	147 850	147 850	147 850	147 850	147 850	147 850	1 330 462
KwaZulu Natal	883 675	886 345	886 345	886 345	886 345	886 345	886 345	886 345	886 345	7 974 438
Limpopo Province	771 901	775 400	775 400	775 400	775 400	775 400	775 400	775 400	775 400	6 975 102
Mpumalanga	241 923	243 035	243 035	243 035	243 035	243 035	243 035	243 035	243 035	2 186 200
North West	193 746	194 557	194 557	194 557	194 557	194 557	194 557	194 557	194 557	1 750 205
Northern Cape	56 914	57 248	57 248	57 248	57 248	57 248	57 248	57 248	57 248	514 898
Western Cape	55 207	55 280	55 280	55 280	55 280	55 280	55 280	55 280	55 280	497 451
Total	3 606 752	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	32 591 328

The total implementation cost per year is R3.6 billion per year in the first year and R3.62 billion for the rest of the implementation plan.

TABLE 18: NORMS AND STANDARDS SCENARIO - SUMMARY OF MAIN COSTS

Summary of Main Costs										
R 000s	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	Total
Centralised Libraries	2 553 437	2 553 437	2 553 437	2 553 437	2 553 437	2 553 437	2 553 437	2 553 437	2 553 437	22 980 934
Classroom Libraries	980 640	980 640	980 640	980 640	980 640	980 640	980 640	980 640	980 640	8 825 760
Stocking Existing Libraries	71 139	71 139	71 139	71 139	71 139	71 139	71 139	71 139	71 139	640 252
Training librarians	1 536	17 856	17 856	17 856	17 856	17 856	17 856	17 856	17 856	144 382
Total Set-up	3 606 752	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	3 623 072	32 591 328
On-going Costs										
Library Staff	331 041	496 374	661 706	827 039	992 371	1 157 704	1 323 036	1 488 369	1 653 701	
Maintenance of Collection	374 367	681 080	987 793	1 294 506	1 601 220	1 907 933	2 214 646	2 521 359	2 828 072	
Total On-going	705 408	1 177 454	1 649 499	2 121 545	2 593 591	3 065 636	3 537 682	4 009 728	4 481 773	
<i>Required collection maintenance</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	<i>2,939,467</i>	

4 Cost savings and issues of funding

The following cost savings are possible:

- Reduce the cost of furnishings.** A potential impact of this option on total costs is shown in the Low Road Scenario. As discussed, the per/m² cost used in the other scenarios is based on information used in the costing of the Public Libraries and Information Services Bill and is therefore realistic. This cost can be reduced by purchasing cheaper equipment, which creates a false economy as over the long term the repair and replacement costs are greater. Or fewer furnishings can be purchased, but this means the library is not properly equipped. This is likely to create libraries in which learners cannot access books because there are not enough shelves for the books and/or learners do not have enough chairs and tables to make proper use of the libraries. As shown in Table 4, the total expenditure at combined and secondary schools is a little over R3.3billion in total.

- **Reduce the number of books in the start-up collection.** The total estimated for start-up collections at all the targeted schools is R4.76 billion. This is based on 5 books per learner. The prices vary by phase. This number needs to be compared to the international norm. The Chartered Institute of Library and Information Professionals (CILIP) of the UK recommends 10-13 books per pupil, so 5 books per learner is already much lower. It is possible to reduce this overall cost by buying cheaper books and fewer books per learner. This is obviously not a desirable option as fewer books means less quality learning and teaching. Cheaper books most likely means less relevant content and books of a lower physical quality/standard that do not last as long as they should.
- **Make better use of existing classroom equipment for classroom libraries.** It is assumed that the furniture and equipment of a classroom library is R10 000. The total cost of this at Quintile 1 to 3 schools is R2.28bn. In an ideal world, there should not be the need for such an expense as classrooms should already have cupboards with shelves where the classroom library could be stored. But many primary school classrooms are less than ideal and unfortunately lockable cupboards are a necessity in many schools to prevent theft. That said, there is likely to be some space to bring this cost down by using existing classroom furniture in some instances.
- **Exclude computers from libraries.** The costing estimates R1.67bn is required for computers to be located in school libraries. An argument could be made that schools should have separate computer facilities that are used for teaching. Therefore, the only computers that are needed in libraries are for the librarian. It is not known how many schools have functional computer rooms. Consideration could be given to excluding the cost of computers from the budget bid this document is intended to inform.
- **Build less expensive libraries.** The costing has assumed that all school libraries are 120m² and need to be constructed from brick and mortar. New libraries at most schools should be no smaller than this, however alternative options may be available. For instance, unused classrooms are likely to exist in many schools and therefore this cost can be reduced. In addition, lower cost construction methods can be explored such as using prefabricated buildings.
- **Reduce salary costs through innovative approaches.** This is not a cost that should be included in the budget bid, but library staff costs are estimated at a total of R1.8bn at the end of the implementation period. The salary levels may be higher than what is typically paid and therefore this expense can be reduced. In addition, some schools may be able to rely on volunteers such as parents and/or students.

On issues of funding:

- Only funding for stocking, furnishing, equipping, training librarians and constructing libraries should be requested through a conditional grant (the expenses shown in Tables 4 and 5). These are once off expenditures that must be used for a specific purpose and therefore it is appropriate to request conditional grant funding for them.
- Provincial staff discussed above and library staff should be employed full time by the province and schools respectively. As these are ongoing commitments, it is our view that they should not be covered by a conditional grant, but funded from the province's discretionary funds (provincial equitable share and own revenues).
- The maintenance of the collection, which is estimated at R2.94bn per year is an expense that should come out existing LTSM budgets. As this is an ongoing expense and core to teaching, it should not be funded from a conditional grant.

5 Implementation Scenarios for Public Libraries

The Library Costing Model which was used to cost the Public Libraries and Information Services Bill in 2013 was updated as part of this project. Government salary information was updated with the latest available official salary scales. All other price information was updated using CPI data.

Three implementation scenarios are proposed below. These differ by the number of libraries that are built in each municipality. In the original model, the population size of a municipality was used to calculate the number and size of Basic Public and Branch Public libraries allocated to each municipality. This is shown in the section of the tables below under “Minimum Libraries per Threshold”. Municipalities would receive a minimum number of these libraries as shown, but could receive more depending on the size and population density of individual wards.

Municipalities with a population over 100 000 people were allocated additional libraries as shown in tables below under the sections “Libraries per population (rounded down)”.

These variables were amended to create three scenarios:

- Original Scenario: this is the scenario costed in the original costing in 2013, but updated with 2017 price information.
- Scenario 2: the largest two sizes of libraries were excluded from the allocation calculations.
- Scenario 3: the cuts to Scenario 2 remained and the allocation of smaller libraries were reduced. In Scenario 2 all large municipalities receive Central Public Libraries, but Scenario 3 these were allocated to municipalities with populations over 1 million people.

These are shown below. The assumptions where changes have been made are shown in yellow.

TABLE 19: LIBRARY ALLOCATION ASSUMPTIONS – ORIGINAL SCENARIO

Minimum Libraries per threshold							
	Less than 25 000	25 000 - 49 999	50 000 - 99 000	100 000 - 199 000	200 000 - 399 000	399 000 - 1m	More than 1m
Basic Public Library	1	2	3				
Branch Public Library			1	3	3	5	
Libraries per population (rounded down)							
	Number of Libraries per population amount						
Central Public Library				1	1	1	1
Regional Public Library				1	1	1	1
Mega Public Library							1

TABLE 20: LIBRARY ALLOCATION ASSUMPTIONS – SCENARIO 2

Minimum Libraries per threshold							
	Less than 25 000	25 000 - 49 999	50 000 - 99 000	100 000 - 199 000	200 000 - 399 000	399 000 - 1m	More than 1m
Basic Public Library	1	2	3				
Branch Public Library			1	3	3	5	
Libraries per population (rounded down)							
	Number of Libraries per population amount						
Central Public Library				1	1	1	1
Regional Public Library							
Mega Public Library							

TABLE 21: LIBRARY ALLOCATION ASSUMPTIONS – SCENARIO 3

Minimum Libraries per threshold							
	Less than 25 000	25 000 - 49 999	50 000 - 99 000	100 000 - 199 000	200 000 - 399 000	399 000 - 1m	More than 1m
Basic Public Library	1	1	2				
Branch Public Library			1	2	2	4	
Libraries per population (rounded down)							
	Number of Libraries per population amount						
Central Public Library							1
Regional Public Library							
Mega Public Library							

For each of the above scenarios, three implementation plan scenarios are presented below. These are similar to implementation plan scenarios presented in the report on the Costing the South African Public Library and Information Services Bill.

The three implementation scenarios are:

- Implementation over 5 years
- Implementation over 10 years
- Implementation by 2030 (which in 2018 means over 12 years).

The results are presented below:

TABLE 22: IMPLEMENTATION SCENARIOS FOR PUBLIC LIBRARIES

R 000s	Original Scenario		Scenario 2		Scenario 3	
	Costs	Number of Libraries	Costs	Number of Libraries	Costs	Number of Libraries
Cost of building libraries (if none existed)	29 989 850	4 170	27 699 781	4 097	25 036 734	3 885
Total Libraries Backlog	19 141 360	2 762	17 582 202	2 689	15 277 515	2 477
Annual cost of addressing backlog						
Over five years	3 828 272		3 516 440		3 055 503	
Over ten years	1 914 136		1 758 220		1 527 751	
Addressing backlog by 2030 (NDP Target)	1 595 113		1 465 184		1 273 126	

The total backlog is estimated at R19 billion in the original scenario and at R15.3 billion in Scenario 3. Note that reducing the allocations per municipality does not proportionally bring down the total cost of each scenario as the model ensures there is a minimum allocation of libraries per municipality. It is recommended that the original scenario is still pursued as that will ensure a mix of public library services in all municipalities that achieves access to libraries services envisaged in the proposed norms and standards.

