



## Department of Arts and Culture

# Impact Assessment Study

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# 1 Executive summary of our findings and recommendations

## *Purpose of the report*

This report presents the findings and recommendations of Phase 1 of a project initiated by the South African government to address deteriorating service levels and lack of funding in the country's public and community library sector. More specifically it recommends how an initial R200 million that has been made available for this purpose by National Treasury for the 2007/08 financial year should be allocated.

## *Parties to the project*

The Department of Arts and Culture appointed KPMG Services (Pty) Ltd and Jacaranda Intellectual Property Business Consultants to design, in conjunction with the National Treasury, a model that would provide sustainable funding to the public and community library sector that is in line with the public finance budget framework.

## *Key findings*

- The most pressing needs for funding are for books and materials, ICT infrastructure, staffing and staff training (both at provincial and library level), technical services and maintenance of buildings and equipment.
- However, there is lack of clarity in many provinces about who has the legal mandate for providing, and therefore for funding, public and community library services.
- Consequently, because these lines of responsibility are not clear, there is a concern that municipalities, which are under enormous funding pressure generally, might deploy any additional funding they receive to other areas which they deem to be more pressing.

## *Our recommendations for Phase 1*

- We recommend that funding for the 2007/08 financial year be accessed by way of a conditional grant to ensure that it is used for the designated purpose.
- We propose that between R15 million and R30 million be allocated to each province, adding up to R200 million in total. This is supported by our needs analysis and the provinces' own estimations and analysis.
- We believe that because each province has its own unique circumstances (i.e. demographics, size of geographical area, operating structure etc), it should be given some discretion as to how it uses its allocation to improve library services.

Once Phase 1 is concluded, we recommend that the Department of Arts and Culture:

- Assess how much each municipality can contribute towards funding their library services.

- Evaluate the capacity at provincial level to efficiently disburse the proposed funding allocation.
- Apply for the conditional grant.

This should ensure that the additional funding for the 2007/08 financial year will be allocated effectively and with the desired impact.

## **2 Introduction to the project**

### **2.1 Background**

The South African Freedom Charter states that “the doors of learning and culture shall be open to all”. Since 1994, Government has placed pressure on public libraries to provide added information and services to local communities whilst maintaining and improving existing services, which has required increased emphasis on funding.

### **2.2 Reason for this assignment**

The Department of Arts and Culture (“DAC” or “the Department”) appointed KPMG Services (Pty) Ltd (“KPMG”) and Jacaranda Intellectual Property Business Consultants (“Jacaranda”) (collectively referred to as the “project team”) to develop a funding model for public and community library services (“libraries”).

### **2.3 Scope of the assignment**

This assignment will be conducted in three phases:

- Phase 1: To conduct an impact assessment study in all nine provinces for distributing an allocation of R200 million to provincial government for the expansion of public libraries. This sum has been set aside by the National Treasury for this task and will be made available for the 2007/08 financial year;
- Phase 2: To report on the status quo, and to develop of a funding model in terms of
  - the analysis of the current state of library and information services;
  - the clarification of the legal framework for community library services;
  - the development of a funding model; and
  - the recommendations for a standard reporting format for accounting and statistical information.
- Phase 3: To develop a plan of action that prioritises needs, sets the framework for implementation monitoring and proposes measures by which to evaluate the effectiveness of the funding model.

It is intended that from the 2007/08 financial year the Department will utilise the model to distribute the earmarked allocation to provincial and local governments in order to expand and transform the sector with the view to improving service delivery and achieving national policy objectives.

The above procedures do not constitute an audit or a review conducted in accordance with International Standards on Auditing. Therefore we do not express any assurance on the state of library functions or on the quality of the information that was provided for this study, or on any other facet related to this project. If additional procedures were required, possibly including the performance of an audit or review of the Department or libraries in accordance with International Standards on Auditing, different matters might have been identified.

## **2.4 Progress to date**

So far, the groundwork for Phase 1 has been completed. In doing so the project team followed a consultative process with provincial library services representatives. The following tasks have been completed:

- An inception workshop was held with representatives of the Department and provincial library services;
- Applicable legislation was reviewed;
- Interviews were conducted with provincial library heads; and
- Information was requested from the provinces. This was further reviewed and analysed (refer to Appendix B for a list of source documentation).

## **2.5 Purpose of this report**

This report is the final deliverable for Phase 1. It contains the findings from the impact assessment study that was performed to determine the broad priority or focus areas on which the R200 million allocated by National Treasury could be spent during 2007/08.

The findings and recommendations contained in the report have been made based on our understanding of the sector thus far and after having given due consideration to the nature and structure of service delivery in each province. Please refer to the report for Phase 2 for a full list of our recommendations. This draft report will be available in May 2007.

## **2.6 Reliance and limitations**

Data for this report has been obtained from various stakeholders. We have not attempted to verify this information, and accordingly we cannot guarantee its accuracy. However, where possible, the information has been checked for reasonableness and consistency.

We have based our analysis on the techniques described in this report. Therefore, our findings should be read in the context of these methods. We accept that other methods might have been used which could possibly have led to different conclusions.

The report should be read in its entirety as various sections rely on the assertions and assumptions made in other sections. Therefore, it would be inadvisable to extract any one section from the total report without reading it in context.

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## **2.7 Distribution of the report**

The report for Phase 1 has been distributed as follows:

- Department of Arts and Culture;
- National Treasury;
- Heads of Provincial Library Services; and
- National Council for Library and Information Services.

This list is not intended to be exhaustive. However, it includes all the stakeholders that have been identified key for Phase 1 and some of them might have contributed towards this report.

## **2.8 Acknowledgements**

We record our appreciation for the time and co-operation provided to the project team by management and staff of the national Department of Arts and Culture, and the provincial library and information services.

## **2.9 Structure of the report**

The report starts with Chapter 3 - an overview of our findings and recommendations for ease of reference. Chapter 4 contains the review of the legal mandate under which the sector operates, while in Chapter 5 we have briefly discussed the funding mechanisms available for utilisation of the funding during the 2007/08 financial year.

Chapter 6 contains a national needs analysis, as well as the overview of specific needs as have been identified in the provinces. The funding allocation recommendations are discussed in

Chapter 7, while Chapter 8 sketches the way forward in this process and Chapter 9 concludes the report.

For completeness, in Appendix A we have included the detailed findings from our provincial visits and assessments, while Appendix B contains the list of sources that have been used in our analysis.

## **3 Overview of the key findings and recommendations**

### **3.1 Legal mandate**

The legal mandate to provide public library services lies with the provincial sphere of government which has the responsibility to plan, budget and source funding for these services.

However, there can be exceptions to this rule. Where a province has assigned the function of rendering public library services to a municipality (in terms of section 156(4) of the Constitution of the Republic of South Africa, Act 108 of 1996 (“the Constitution”)), that municipality would have the legal mandate to provide the services and would be partly responsible for funding them.

In order to implement the legal mandate throughout South Africa, we would recommend that the Department formalises all those instances where municipalities still provide these services by way of an agreement between them and their provincial authorities.

Once the legal mandate for providing (and funding) these services is clear and the arrangements formalised, it will be possible to propose a sustainable funding model, which will allow funds to be channelled toward the fulfilment of this responsibility.

### **3.2 Funding mechanisms**

We believe that, as a first step, in order to access the funding for the 2007/08 financial year the Department should enter into discussions with the National Treasury to consider the option of applying for a conditional grant. It should be noted, however, that funding by way of a conditional grant is a short-term solution, and that the Department must in the meantime initiate efforts towards a more sustainable method of funding. At this stage, we perceive the funding process via the equitable share process to be the long term funding mechanism the Department should apply.

### **3.3 Needs analysis**

We have found that the severity of the problems faced by the sector differs substantially between provinces. This is especially true when looking at the existing library services infrastructure as well as the approaches that have been developed to manage the "conflicting" interests between the provincial and local spheres of government, that have arisen due to the misalignment of funding and functions.

Nevertheless, most of the needs appear to be common to most provinces, with:

- the resolution of the constitutional mandate;
- not enough funding to prevent the quality of library and information services from deteriorating;

- inadequate
  - books and materials;
  - staffing;
  - ICT infrastructure;
  - technical services; and
  - provision and maintenance of buildings, furniture and equipment

being the most pressing priorities.

In addition to the general problems listed above, each of the provinces has its own unique circumstances and needs, often relating to:

- the characteristics of the population which they serve (e.g. literacy programmes and specific language needs);
- the size of the geographical area (e.g. mobile libraries); and
- the operating structure at the provincial level (e.g. some of the provinces have departments whose sole function is to render services relating to arts and culture, whereas in other provinces arts and culture would form a “directorate” within a larger and more diverse department).

These issues have been considered in the proposed funding allocation recommendations that follow.

### **3.4 Allocation recommendations**

Using a needs-based approach, we assigned rankings to the needs that were found to be common among all provinces. We then used the rankings to establish the weights for each of the needs.

The common needs of the provinces were then ranked according to severity, firstly on a national level and then on a provincial level. Next, the funding allocation from the National Treasury of R200 million for the financial year 2007/08 was allocated to each need and subsequently to each province (based on the ranking of needs) in order to establish the proposed proportion of the funding that each province should receive.

The importance of each need (3: a critical need, 2: moderate and 1: low) and what funding allocation should be allocated to each, as determined by the project team, are shown in the table below.

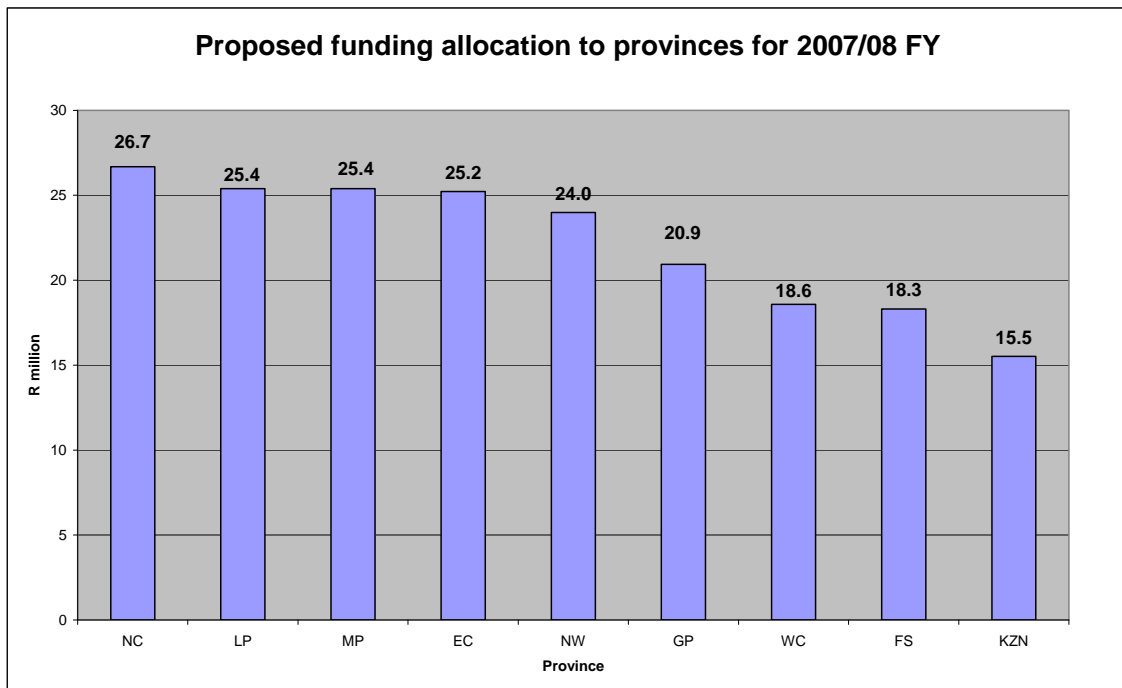
Table 1 – National ranking of needs and proposed funding allocation

Need	National Ranking	Proposed Funding (Rm)
Books / Library Material	3	40.0
Staff / Staff Training	3	40.0
ICT - Capital Expenditure	2	26.7
ICT - Operating Expenditure	2	26.7
Maintenance of Buildings	2	26.7
Indigenous Language Material	1	13.3
Security for library books and staff	1	13.3
Literacy Programmes	1	13.3
<b>Total</b>	<b>15</b>	<b>200.0</b>

Source: KPMG

Using the above, each province was then allocated a proportion according to the weights assigned to them by the rankings. This implies the following funding allocation to each province

Figure 1 – Proposed funding allocation by province



Source: KPMG

From the figure it becomes apparent that the newly established provinces (post-1994), have the most pressing needs and therefore have been allocated the most funding. This reflects the apparent infancy of provincial administration and functions. On the other hand, the well-established provinces with a long-term history of providing library services appear to be relatively better off. This has resulted in a smaller funding allocation.

In order to check the above allocation for reasonableness, the allocations were compared to the current library services funding allocation on various levels (provincial and municipal budgets, and overall public sector expenditure). We have found that while in nominal terms the additional funding allocations for each province are not excessive (ranging from R15.5 million to R26.7 million), in relative terms this may present a substantial increase in relation to the existing provincial budgets.

However, a substantial part of the funding is likely to be channelled to the municipalities where the actual operating needs reside. Using the additional funding expressed as percentage of total library services funding ranges from 5.9% for the KwaZulu-Natal to 70.5% for Mpumalanga. While this might still represent a significant increase compared to the baseline, we believe that the funding allocations presented by us are likely to be within the spending capabilities of the respective provinces.

In addition we also evaluated the proposed provincial allocations in relation to the "wish lists" compiled by some of the provincial library services. The proposed funding allocation for Gauteng is R20.9 million compared to the immediate identified need of some R30.7 million, for KwaZulu-Natal it is R15.5 million compared to R16 million that could be easily used, and R25.4 million for Limpopo whose requirements are in the region of R50 million. This evidence suggests that the provinces that prepared detailed needs costing are likely to cope with the proposed funding allocations. A similar, if less documented, ability to effectively utilise the additional funding is likely to be present in the other provinces as well.

### **3.5 The way forward**

We believe that there are three main processes that the Department should consider, following the finalisation of Phase 1 report. These are as follows:

- **Assessment of the contributions by municipalities:** We believe that in order for the public and community library sector to be sustainable, the municipalities should to be involved in operating and funding certain aspects of the library services functions. Therefore the provincial library services should assess which functions are deemed to be municipal functions. Formal agreements can then be compiled, taking into account the functions that municipalities would like to perform, and have the funding and capacity to perform.

This would allow the project team to quantify the potential requirements for replacement funding, as we believe that this might be required in the near future.

- **Improve provincial capacity:** Provinces are currently not structured to administer funds and their capacity needs to be addressed urgently, in order to facilitate the efficient allocation and disbursement of the proposed funding. This specifically refers to the administration of library mandate and duties; the preparation of budgets and funding allocations; the delivery of provincial services that are already being performed (e.g. technical services); the monitoring and evaluation of library services in local municipalities; and strategic planning.

These areas need to be considered timeously before the funding is received.

- **Applying for the conditional grant:** The provincial library services should be mindful of the need to provide the following information to apply for a conditional grant:
  - the purpose of the conditional grant;
  - the measurable outputs (e.g. number of books bought, staffed hired);
  - the monitoring mechanisms;
  - the responsibilities of the National Department; and
  - the allocation criteria to be used.

This information needs to be prepared and submitted to the National Treasury in order to support the conditional grant application and expedite the process of releasing the funds.

The prompt initiation of the three processes described above will ensure that the National Treasury's allocation of additional funding for library services is implemented effectively and with the desired impact.

## 4 Review of the legal mandate under which the sector operates

A key objective for this project is to identify a mechanism by which it would be possible to co-fund public and community libraries between the three spheres of government.

Before such a mechanism can be developed, it is essential to determine which one of the three government spheres in fact has the legal mandate and responsibility to provide library services to the public, as the responsibility to provide funding for the public library services will be lying with that particular sphere of government that has the legal mandate to provide these services. Once the legal mandate and responsibility for the provision (and funding) of these services are clear, it will be possible to propose a sustainable funding mechanism, which will allow funds to be channelled toward the fulfilment of this responsibility<sup>1</sup>.

### 4.1 Historic overview

In the past, library services were provided in terms of provincial ordinances of the then provinces of Natal, Transvaal, and Cape Province. The exception was the Orange Free State whereby there was no ordinance, but the service was rendered through Provincial Government Executive Committee decisions and resolutions. The provision of these services was undertaken in cooperation with municipalities. The functions that each sphere of government then rendered varied from province to province, and depended on the detail of the respective agreements between the provinces and municipalities on the one hand, and the detail of the ordinances or Executive Committee decisions and resolutions on the other. In most instances, however, the municipalities rendered public and community library services by funding library infrastructure, staff and library assets.

According to the relevant library ordinances the provincial administrator oversaw the daily running, control and management of the library services. Some provinces also provided the financial assistance for the rendering of library services and the maintenance of library assets and materials, while others only provided an oversight and advisory role.

At the time the task was easily manageable by the provinces and the municipalities as these services were predominantly focused on the small white population and were concentrated in urban centres and large cities. Townships, informal settlements and independent homelands were poorly catered for.

What has to be noted that before the interim Constitution (and the Final Constitution thereafter) the four provinces of Transvaal, Natal, Cape and Orange Free State offered public library services to only white citizens and to some degree other races. The majority of the black population was to be provided with services from the homelands from where they originated. Those who by virtue of work or otherwise found themselves within the "white jurisdictions" could not access those services.

With the onset of democracy there was a need to redistribute resources and address the inequalities of the past. This included access to public facilities like libraries.

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<sup>1</sup> The clarification of the legal mandate is particularly important for Phase 2 of this project, where the various funding mechanisms will be explored in more detail.

One would have expected the interim and final constitutions to take into account the way in which the public library services were offered in the past, especially the partnership nature of the provision of the services. However, there was a departure in this regard, and provinces have been solely mandated to render these services.

The experience of provinces in providing library services seems impossible both from a practical and financial perspective. Some provinces have tried to implement legislation for rendering public library service or assign responsibility to municipalities. To date the Free State is the only province which has formulated its own act (Library and Information Services Act No. 5 of 1999) to render public library services, but this objectives have not been achieved due to insufficient funding. Gauteng also commenced with the assignment of the public library responsibility to municipalities, but the process has also been hindered by lack of funding to support the assigned functions.

Municipalities are also weary to undertake this role without an expressly defined mandate. As a consequence certain municipalities have scaled down the provision of library services, or even resorted to closing of the libraries.

## **4.2 Current situation**

In 1996, the Constitution, in section 104(1)(b)(ii) and in Schedule 5 Part A, placed the mandate and responsibility for the provision of public and community library services with the provincial sphere of government, subject to section 44(2). The legal mandate and responsibility to provide these services is now therefore formally placed with the respective provinces.

But, when drafting the Constitution and assigning the mentioned responsibility (which previously to a certain extent rested with both the provincial and municipal spheres) exclusively to the provinces, the legislature did not spell out how issues such as the ownership and responsibility for existing infrastructure, staff and other library assets (which belonged to municipalities) should be addressed.

This resulted in the situation where, in most instances, municipalities continued to provide the service (and the funding), based on “goodwill” and the agreements that existed previously between themselves and the former provinces. However, during the impact assessment interviews, several provincial officials revealed to the project team that some of the municipalities are now questioning the status quo. According to the provincial officials, many of the municipalities are of the opinion that they do not have the legal mandate to provide the service and subsequently have started to reduce their budgets for library services.

Our impact assessment further revealed that not all provinces actively budgeted for library services. (Refer to Chapter 5 of the report, which sets out our findings in more detail.)

The fact that neither the provincial nor the local government sphere currently assumes full responsibility for the provision of public and community library services has resulted in the deterioration of these services to a level where a drastic intervention is necessary. However, in the light of the situation, we believe that the current legal framework is flexible enough to allow correction of the problems. In terms of section 156(4) of the Constitution, it is possible for a

province to assign certain functions to a municipality. Refer to paragraph 4.3 below, where this possibility is discussed in more detail.

### 4.3 Addressing the current situation

In terms of Schedule 5 Part A of the Constitution, it is clear that the legal mandate and responsibility to provide public library services lies with the provincial sphere of government. Hence, the responsibility to adopt effective budgeting processes to provide adequate funding for public library services also lies with the respective provinces.

However, the Constitution allows for exceptions in this regard. Section 156(4) of the Constitution states the following:

*“The national government and provincial governments must assign to a municipality, by agreement and subject to any conditions, the administration of a matter listed in...Part A of Schedule 5... which necessarily relates to local government, if-*

- (a) the matter would most effectively be administered locally; and*
- (b) the municipality has the capacity to administer it.”*

According to the subsidiarity<sup>2</sup> principle written into section 156(4), it is possible for a province to assign the function of rendering public library services to a municipality.

Section 10 of the Local Government: Municipal Systems Act, Act No 32 of 2000 (“the Municipal Systems Act”) gives further guidance should organs of state wish to assign functions to a municipality. Section 10 states that:

*“If a function or power is assigned to a specific municipality in terms of a power contained in an Act of Parliament or a provincial Act, **or by agreement** in terms of section...126...of the Constitution, the organ of state assigning the function or power must, before assigning the function or power, submit to the National Treasury a memorandum –*

- (a) giving at least a three-year projection of the financial implications of that function or power for the municipality; and*
- (b) disclosing any possible financial liabilities or risks after the three year period; and*

*indicating how any additional expenditure by the municipality will be funded.* (Own emphasis and omission applied.)

In essence, if the conditions of section 156(4) and section 10 of the Municipal Systems Act were met, it would be possible for either the province or municipality to render the public library service. This would only depend on whether or not a province has assigned this function, by

<sup>2</sup> The principle of subsidiarity means that a service should be able to be provided at that sphere of government, closest to the people, wherever practical and possible. (It should further be noted that strong words are used in the Constitution, namely “must assign to a municipality”).

way of an agreement, to a municipality in its jurisdiction. In the event where a province has assigned this function to a municipality, that particular municipality would have the legal mandate to provide the public library service. On the other hand, if the province has decided not to assign the function, the province would retain the legal mandate to provide the service.

Regarding the question of funding, the same principle would apply. In the event where a province has assigned the function to a municipality, that particular municipality would share in the responsibility to provide funding for the provision of public library services<sup>3</sup>. On the other hand, if the province has decided not to assign the function, the province would retain the responsibility to budget for the provision of the public library services in order to give effect to government policy.

## **4.4 Recommendations**

The impact study revealed that in some instances municipalities provide the public library services, whereas in other instances these services are provided by the provinces. (Refer to Chapter 5 of the report, which sets out the detailed findings in this regard.)

Given this situation, we recommend that the Department makes use of the flexible mechanism which is provided in section 156(4) of the Constitution, and initiates a process whereby all those instances where the municipalities still provide the service, are formalised, by putting actual assignment agreements between the particular province and municipality into place.

The assignment agreements between the respective provinces and the libraries could virtually address anything the parties might want to negotiate. We would, for instance, envisage the following details to be incorporated into the particular agreement:

- the percentage of funding each party would contribute to the library services, and what the funding would be used for;
- the party that would contribute staff to the library;
- the party who would be responsible for providing the infrastructure (buildings, information technology, etc) of the library;
- the party that would be responsible for providing for the maintenance of the infrastructure; and
- any other details which the parties might consider relevant to the particular agreement.

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<sup>3</sup> This view is supported by the fact that section 156(4) has the condition that a municipality should have the capacity to deliver or administer the function. "Capacity", in this instance, could include the capacity to provide funding for the provision of public library services.

An aspect that should particularly be addressed in the agreement is the question as to the funding of the public library services, as this will provide the basis for the funding mechanisms, which could be considered<sup>4</sup>.

During Phase 1 of this project we have identified the funding mechanisms which we deem to be options for the Department to consider. Please refer to Chapter 4 of this report, which describes the conditional grant and equitable share mechanisms. For purposes of Phase 1, we have merely identified these mechanisms. Each one of these funding mechanisms will be explored in more detail during Phase 2 of this project.

## **4.5 Conclusion**

The constitutional mandate to provide public library services lies with the provincial sphere of government. As such, it is also the provincial sphere of government that has the responsibility to plan, budget and source adequate funding for the provision of these services.

However, there can be exceptions to this rule. In the event where a province has formally assigned the function of rendering public library services to a municipality in terms of section 156(4) of the Constitution, that municipality would have the legal mandate to provide the services. Consequently, that municipality would also be partly responsible to fund such services.

The impact study revealed that in some instances municipalities provide the public library services, whereas in other instances the provinces provide these services. Apart from Gauteng, however, we were not able to find formal agreements in place between a province and its municipalities, by which a province would formally assign the function to the municipality.

In order to clarify the legal mandate situation throughout South Africa, we would recommend that the Department initiates a process whereby all those instances where the municipalities still provide the service, are formalised. The Department would achieve this by arranging that provinces actually assign the function by way of an agreement to those municipalities who still render the services.

Once the legal mandate and responsibility for the provision (and funding) of these services are clear, it will be possible to propose a sustainable funding mechanism, which will allow funds to be channelled toward the fulfilment of this responsibility.

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<sup>4</sup> Our study revealed that even in the event where a province has formally assigned this function, the issue of funds was never properly addressed. The agreements between the Gauteng province and its municipalities serve as an example here.

## **5 Brief discussion of potential funding mechanisms**

We have established that most of the problems experienced by public and community libraries result from a lack of funding. Even those problems which are more of an administrative and technical nature,<sup>5</sup> arise because of inadequate funding. As such, there is an urgent need to resolve the funding source and allocation question.

At this stage of the project, we foresee the following funding mechanisms options<sup>6</sup>:

- For the short term (year 1 to 3):
  - Funding by way of a conditional grant
- For the long term (year 4 onwards):
  - Funding by way of equitable share

In the following sections we briefly discuss both mechanisms.

### **5.1 Short-term funding mechanism**

We believe that a conditional grant may be a suitable short-term mechanism through which the R200 million earmarked by National Treasury can be allocated<sup>7</sup>. Theoretically, the reasons for our view are the following:

- The funds are “ring-fenced”, which allows the receiving provinces to use the funds for the earmarked purpose of improving library services;
- The funds are used for a specific, pre-identified purpose. (This could be linked to the recommendations made in this report.);
- The outcome indicators, input requirements, key activities, allocation criteria, conditions attached to the funds and monitoring criteria are specified – this will enable the Department and National Treasury to monitor library and information service delivery performance through expenditure incurred;
- Although conditions are attached to the funds, the recipient has discretion to incur expenditure – as long as such expenditure falls within the approved grant framework; and

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<sup>5</sup> Skilled staff, adequate books, information technology, etc.

<sup>6</sup> The objective to identify applicable funding mechanisms is not part of the scope of Phase 1, but has been included as a deliverable for Phase 2. However during our Phase 1 investigations we have identified the available funding mechanisms, and plan to investigate the practical application and feasibility of these mechanisms in more detail during Phase 2. We envisage that the process of investigating the best options available will be done in close contact with DAC and the National and Provincial Treasuries.

<sup>7</sup> From information provided to us by the Department and National Treasury, it appears as if National Treasury is considering allocating funds by way of a conditional grant to the Department. At this stage, it appears as if the available funds will be R200 million in Year 1, R360 million in Year 2 and R490 million in Year 3.

- As with the equitable share funding, funds allocated by way of a conditional grant can be used for both capital and operational expenditure<sup>8</sup>.

However, it needs to be stated that the National Treasury does not liberally allocate conditional grants.

In theory, the conditional grant funding mechanism, in contrast to equitable share funding, is structured to provide funding in only four specific instances (objectives). An organ of state should therefore only initiate the application process should one of these objectives relate to the specific initiative. These instances are to:

- Compensate for inter-jurisdictional spill-overs resulting from services provided by sub-national government;
- Ensure fulfilment of national policy objectives involving the provision of standard levels of, and access to, government services;
- Effect transition by supporting capacity building and structural adjustments within recipient administration; and
- Address backlogs and regional disparities in economic and social infrastructure.

In this instance, we believe that the immediate allocation of funding of public and community library services could be seen as a situation that would “effect transition by supporting capacity building and structural adjustments within recipient administration”.

We believe that *the initial funding injection* should not be incorporated into the equitable share portion of funding for the following reasons:

- The promotion of public and community library services currently enjoys a national priority, and therefore funds should be earmarked to ensure that government achieves its overall objective in this regard;
- The additional funding that has been allocated should not replace the current "baseline" funding that is already being provided by provinces and municipalities for this service;
- The Department should have sufficient oversight and control in the strategic direction and actual enhancement initiatives arising out of this project; and
- Whilst the initial funds are allocated for the various purposes identified in the conditional grant during the 3-year Medium Term Expenditure Framework (MTEF) cycle, the Department can in the meantime gear the provincial departments that provide library services to prepare and investigate access to more long-term and sustainable methods of funding. An example of such a process would be to plan, budget and access funds through the equitable share budgeting cycle process.

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<sup>8</sup> Based on: Division of Revenue Bill, 2006 and related Division of Revenue Attachments

We encourage the Department to approach National Treasury and motivate reasons as to why, at least for the short term, the initial funding should be allocated via the conditional grant funding mechanism. Some of the recommendations made (refer to Chapter 6 of this document) could be used as input in the application process.

## 5.2 Long-term funding mechanism

In the medium- to long-term, we recommend that the Department accesses funding through the equitable share allocation process.

At this stage, we perceive the process of sourcing funds through equitable share as follows.

**Year 3:** The Department and the provincial departments rendering the public library services include the objective of enhancing the provision of public and community library services into their strategic plans<sup>9</sup>. The ideal forum would be for the Department and the provincial departments to workshop the specific objectives of each province in this regard to be in line with the overall national objective of prioritising and enhancing library services, and then to align their budgets to their strategic plans.

Those municipalities that have been assigned the function to render community and public library services, should include the objective of enhancing the library services into their Integrated Development Plans and align their budgets accordingly. Ideally, such a process should be parallel to and in co-ordination with the provincial departments' planning and budgeting process.

**Year 4:** The Department and the provincial departments rendering the public library services receive funds via equitable share allocations, and subsequently administer the funds in order to achieve the objectives set out in their strategic plans.

During Phase 2 of this project, this funding mechanism will be explored in more detail. General obstacles, critical success factors, and other factors which may influence the feasibility of this funding mechanism, will be investigated in close liaison with the National and Provincial Treasuries, as well as the Department.

## 5.3 Conclusion

In the short term, the Department should enter into discussions with the National Treasury to consider the option of applying for a conditional grant.

It should be noted however, that funding by way of a conditional grant is a short-term solution, and that the Department must in the meantime initiate efforts towards a more sustainable method of funding. At this stage, we perceive the funding process via the equitable share process to be the long term funding mechanism the Department should apply.

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<sup>9</sup> This process happens in terms of paragraphs 5.1 and 5.2 of the Treasury Regulations, issued in terms of the Public Finance Management Act, Act No 1 of 1999.

## **6 A national needs analysis and provincial circumstances**

### **6.1 Introduction**

The procedure used in acquiring information regarding the provincial library needs consisted of an interview with each of the provincial library services, where relevant questions were asked and information gathered. The questions focused on library services in the province, with emphasis on the rendering of services, including issues such as administration, technical services (i.e. cataloguing, classification and labelling), logistics, finances, organisational and corporate image issues, and other related matters.

The project team fielded questions to the panel of the appropriate provincial library services personnel, including the heads of provincial library services. Certain questions that could not be answered immediately at each interview, were answered at a later stage after clarification from the relevant official(s), or consulting the relevant documents. This information was received by fax, email, telephone and post.

The provincial library services panel also asked questions in relation to

- the project team mandate and the forthcoming grant;
- the constitutional mandate;
- the municipalities' stand on the project; and
- the sustainability of the grant.

The above approach applied to all nine provinces that were part of our investigation.

### **6.2 Overview of the national public and community library sector**

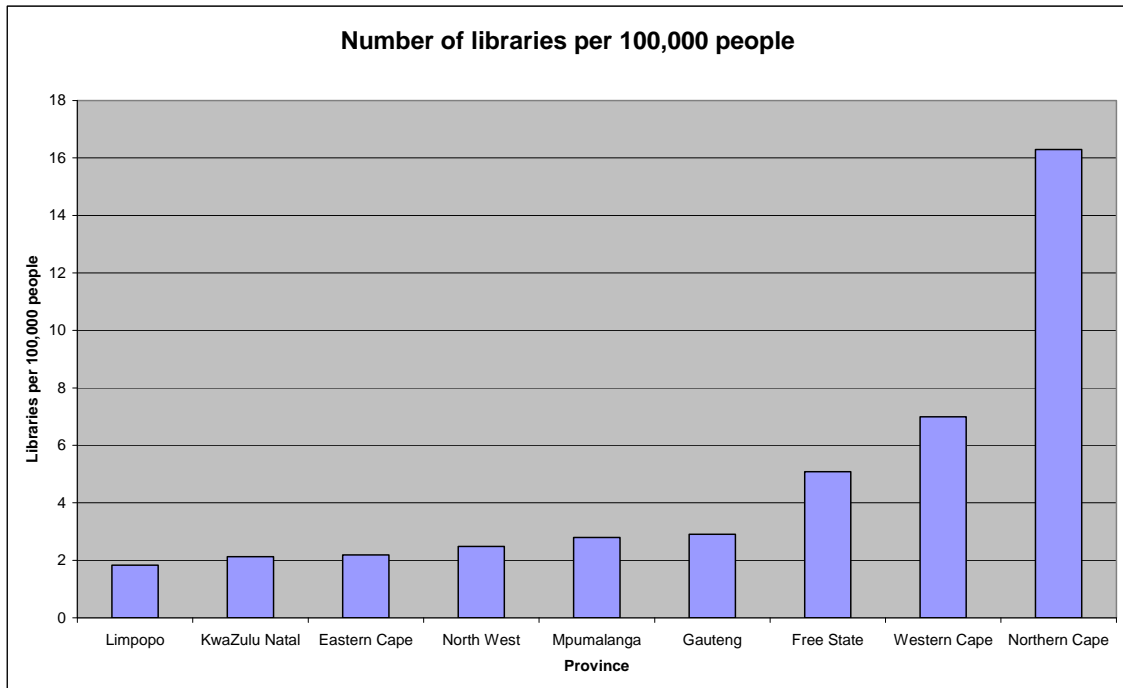
All nine provinces have established provincial library services. However there is significant disparity in the level of development of the libraries in their care. From our investigation it was clear that while some provinces have a very well-established and articulated library service, other provinces face ongoing challenges which include their own limited administrative capacity, strained relationships with the municipalities (mainly caused by the legal and funding problems) and diverse needs of the population which they serve.

The figure below shows the number of library service points per 100,000 people in each province<sup>10</sup>. This is an indication of the current library services infrastructure in each province, and the disparities that exist across provinces.

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<sup>10</sup> Please note that there are differences in size and quality of libraries. This makes "like-for-like" comparison between provinces more difficult.

Figure 2 – Number of library service points per 100,000 people per province

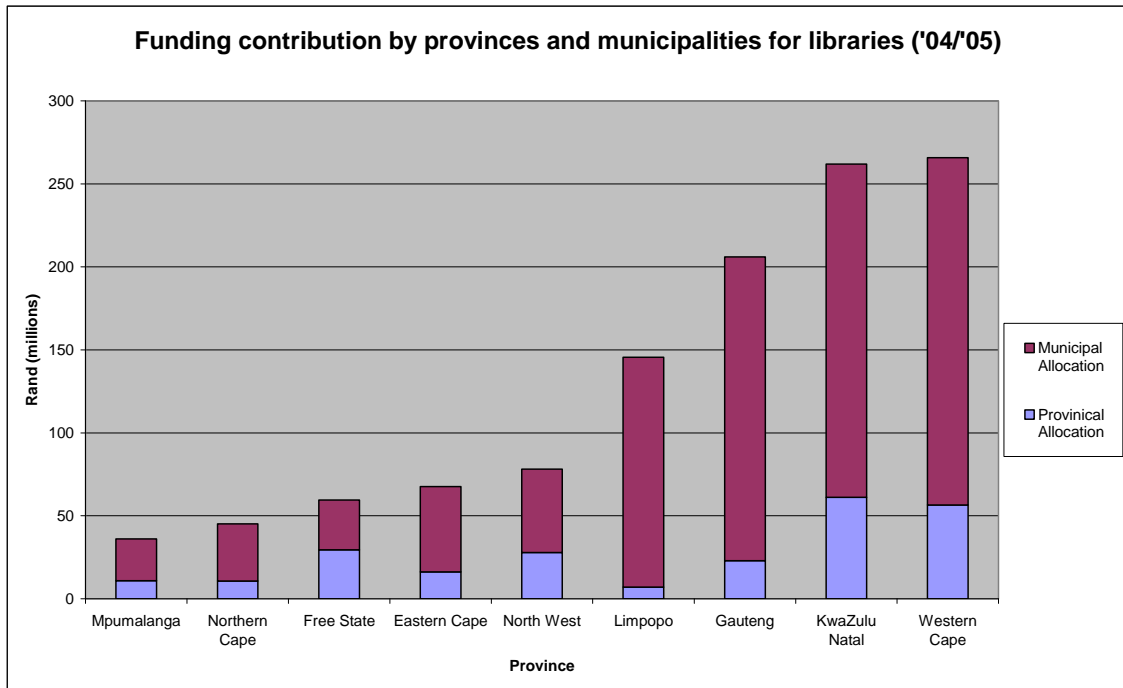


Source: Statistics South Africa, provincial library services

The figure above shows the difference in infrastructure that currently exists in the provinces, taking population figures into account. Although the Northern Cape has the highest number of libraries per 100,000 people, due to the low population density in the province as well as the geographical spread, this number is misleading as the existing library network is not easily accessible to the large part of the population.

In addition, the level of funding provided by both municipalities and provinces for library services is vastly different across the nine provinces, even taking into account their different sizes and therefore needs. As a result, certain provinces are in a better position to provide library services to the public than others. The figure below indicates the funding contribution by both municipalities and provinces towards library services for 2004/05.

Figure 3 – Municipal and provincial contribution to library funding (2004/05)



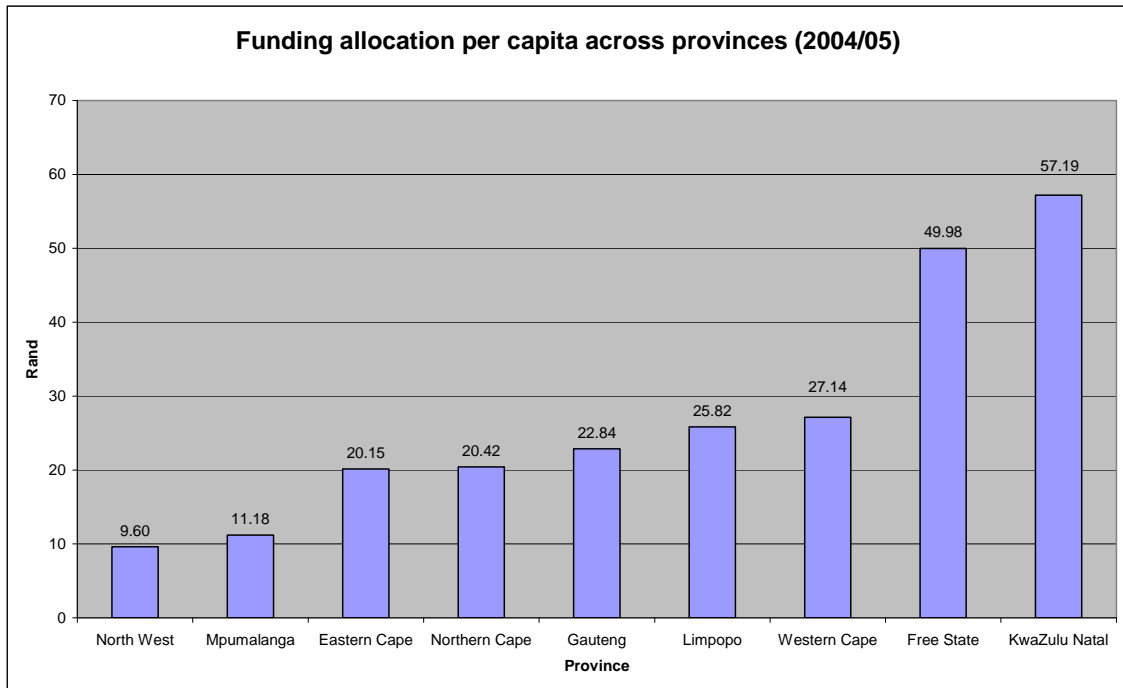
Source: DAC situation report on the funding and maintenance of libraries at national, provincial and local levels, 2004

From the figure it is evident that there are disparities in total funding among provinces, as well as differences in the proportion of funding from each source (municipalities and province). In most provinces the majority of funding comes from municipalities, despite the fact that it is a provincial mandate. The only exception to this is the Free State, where the expenditure is evenly carried by the province and the municipalities.

Mpumalanga receives least funding out of all provinces, while in Limpopo the province plays a limited role in funding of libraries. During the financial year 2004/05, provincial expenditure ranged from R7 million in Limpopo, to R61 million in KwaZulu-Natal. The total funding for library services ranged from R36 million in Mpumalanga, to over R266 million in Western Cape.

In addition to total funding levels, funding per capita is shown below. This reflects funding while taking into account population levels in each province.

Figure 4 – Library services funding allocation per capita (2004/05)



Source: Statistics South Africa, DAC situation report on the funding and maintenance of libraries at national, provincial and local levels, 2004

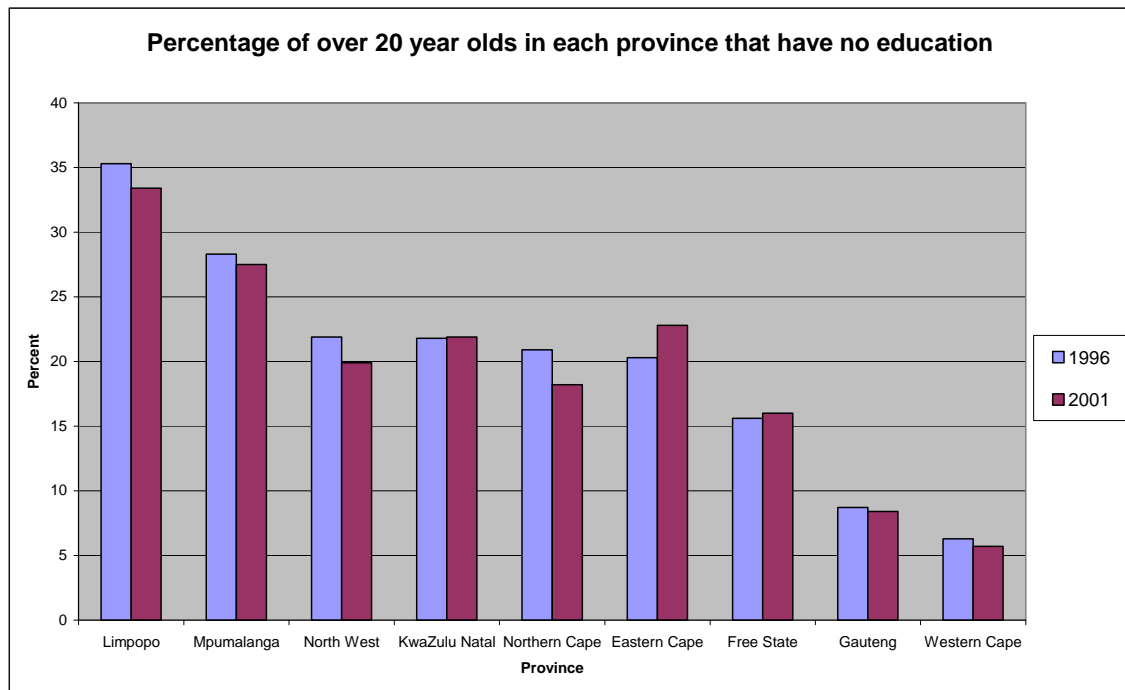
The figure shows the disparities that exist between provinces, when analysing funding on a per capita level.

Furthermore, we have found that the funding of libraries in some of the provinces is seen as a low-level priority in the financial resource allocation. Often this is evidenced by a budget allocation for library services that has been stagnant or declining over time.

Anecdotal evidence indicates that there is high demand for public and community library services across the country. This need is heightened by school children who, often for lack of functional libraries in the schools, utilise public libraries for school-related work. This has also challenged the libraries' focus on what type of library material should be collected. Thus some libraries now have the additional requirement to stock school books, as school children also need to be catered for. Unfortunately the demand for library usage has not been matched by the growth of public library services across the country.

A further important use of libraries is to help improve the low literacy levels that prevail in some provinces. By providing literacy programmes, books and teaching at public libraries, education and knowledge can be provided to those who have not had any formal schooling. As an indication of literacy levels in South Africa, we have used the proportion of over 20-year olds with no education (shown in the figure below) as a fairly accurate proxy for the number of people that might use libraries and literacy programmes.

Figure 5 – Educational attainment of over 20-year olds in each province



Source: Statistics South Africa

The figure shows that Limpopo, Mpumalanga and the North West Province had the highest percentage of over 20-year olds with no education in 1996. In the Northern Cape and Eastern Cape, the proportion of over 20-year olds with no education increased between 1996 and 2001. The high proportion of people without education in certain provinces provides further substantiation as to the importance of library services in the country. Running of literacy programmes and promotion of library services may contribute towards eradicating illiteracy.

Generally the provincial library services that we have interviewed welcome the current initiative of providing additional funding for the sector, as it is expected to address some of the critical areas that require attention. However, most provinces are cautious of the effect that the dispensing of this grant will have in relation to the current relationship with some municipalities. Some provinces are concerned that the additional funding allocated by National Treasury might result in municipalities withdrawing current staff and / or withholding resources for rendering library services as they have received indications to this effect from some municipalities. If this issue is not addressed at the outset by all stakeholders, this might lead to a drastic reduction in the quality of library services that are provided to the public.

Therefore there is an urgent need to address the state of public and community library services across the country, currently hampered by various problems. The review of these is included in the remainder of the chapter.

## **6.3 Detailed national findings**

### **6.3.1 Execution of the constitutional mandate**

While the constitution provides a mandate for provinces to ensure the provision of library services to the public, it is predominantly the municipalities that supply these services. There is therefore a need to clarify the relationship that exists between the two spheres of government. In most provinces, this relationship has become strained over the years, and both sides often blame each other for the poor state of library services.

The main concern raised by some of the provinces is the limited control that they have over the administrative process at the municipal level. There is a general concern that many of the municipalities are likely to reduce the funding that they currently allocate to library services, and use the National Treasury funding as "replacement" funding, thus reducing their own commitments towards library services.

The provinces strongly believe that there has to be a national directive for municipalities to maintain the status quo, or even improve it, while a permanent solution is investigated.

### **6.3.2 Funding levels**

From our provincial visits it is evident that all provinces could achieve much more if adequate funding was made available based on historical disadvantages and current situation and needs.

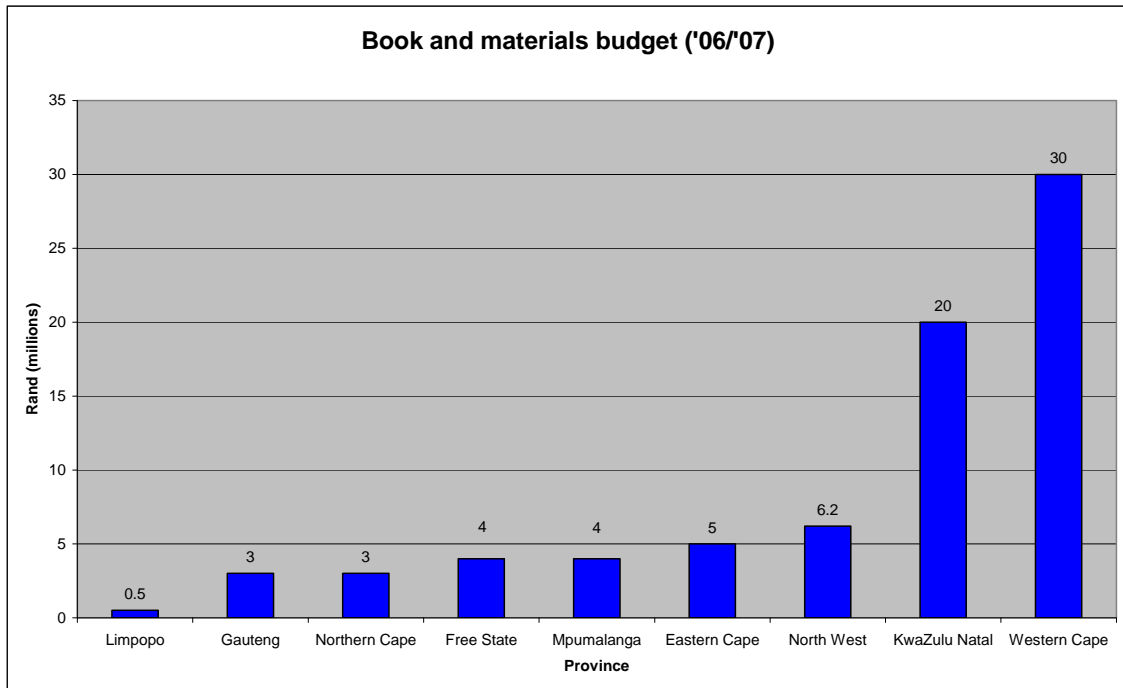
### **6.3.3 Books and materials**

A universal problem was highlighted during the provincial library visits, namely that libraries often lack adequate funding for the procurement of books and materials. Books, audiovisual materials, electronic resources and special materials (e.g. for the blind) are all in short supply.

Of particular importance is the general lack of books and other materials in indigenous languages. The economies of scale in the domestic publishing industry are such that a large number of books has to be published for it to be cost effective. There are numerous authors in indigenous languages but since there is an uncertainty in demand (especially from libraries), they are seldom published. Therefore it has been suggested that the library services should identify indigenous language needs, and communicate these to the publishing and printing industry. This would boost the efforts to bring indigenous literature to the bookstores and libraries. We believe that this is a long term-multifaceted problem that may be adequately addressed only through a consultative process between the suppliers and the users.

The figure below indicates the provincial book and materials budget for 2006/07 for the nine provinces.

Figure 6 – Provincial book and materials budget for 2006/07<sup>11</sup>



Source: Provincial Library Services

Immediately evident is the large disparity in the book and materials budget among each of the provinces. Limpopo Province has the lowest budget, with a mere R500,000 for the year. This is in contrast to the Western Cape, where the book and materials budget is approximately R30 million. The provincial book and materials budget is one area where the financial constraints are most visible.

An injection of funds into this area, especially to the provinces most in need, would allow libraries to procure more materials, newer editions and add more copies to their collections.

### 6.3.4 Staffing

In almost all provinces the staffing situation requires attention, both in terms of quality and quantity, as well as an upgrading of skills through training or continuing education. This aspect needs urgent attention because the quality of library services is directly a product of the human capacity. There is a need for qualified staff that have vision and political clout, are articulate and skilled in service provision. The achievement of this goal requires education, training and experience coupled with an enabling environment.

<sup>11</sup> Limpopo book budget is for 2005/06, there was no book budget for 2006/07 due to re-direction of funding to other priorities.

Many libraries do not have a sufficient number of staff to meet the public's service needs, especially those of providing advice on library information, and general administration of the libraries themselves.

Currently it appears that most municipalities do not have quality standards for the staff that are involved in the running of libraries, neither do they provide adequate training programmes.

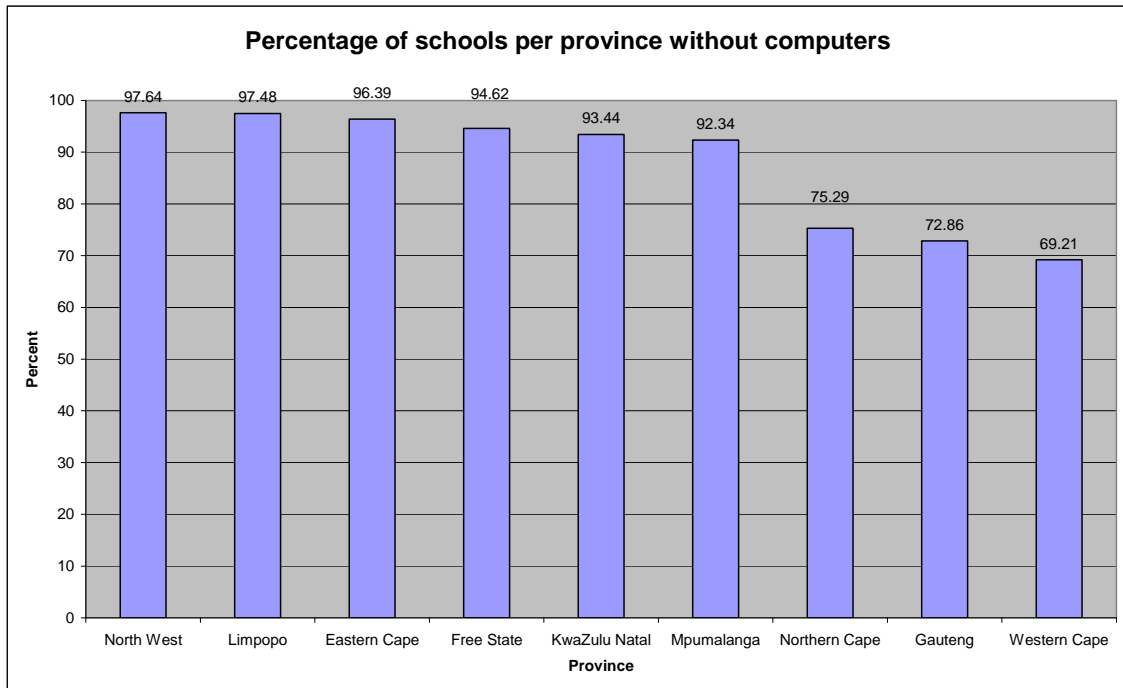
### **6.3.5 Information and Communication Technology (ICT)**

During the provincial visits it was found that most libraries are not automated and therefore use manual system for accessing records. This is normally labour intensive and time consuming. Computer technology may enhance the accessibility and utilisation of library material, not only within the library itself, but from other libraries as well. Spill-over effect of ICT may lead to improvements in computer skills, as well as market ICT usage in the communities.

Library automation, networking systems and the access to the Internet are in vast need in public libraries. Many information services are now available over the Internet. For example, most of South Africa's government information is now found on government websites and proper democratic governance cannot be achieved if a section of the public finds it difficult to access this information. Considering the fact that a large section of the South African public cannot obtain access to the internet on their own, it is imperative that the government, to follow-through its promise of free access to information, endeavour to provide this access. Public and community libraries are a good point of access to such information.

To emphasise the need for computer access in public libraries, an indication of computer access in schools is shown in the figure below.

Figure 7 – Percentage of schools per province without access to computers



Source: Education Policy Unit, University of the Western Cape, 1996

The figure indicates the percentage of schools in each province that have no access to computers. This does not imply that there are computers available for staff or for other use – the data shows schools that do not have any computers at all. A remarkably high percentage of schools, across all provinces, is without computer access. In Limpopo Province, less than 3% of schools have access to computers. Even in the Western Cape, an economically prosperous province, only approximately 30% of schools have computers.

The numbers highlight the constraints faced by the public education system and thus, the important role that public libraries may have to play in providing access to computers. It must be noted, however the survey sample was based on 1996 figures from the Human Sciences Research Council. This implies that the data is likely to be out of date. Nevertheless, it is still one of the more recent and relevant sources analysing computer access in schools. Even though computer access in schools is likely to have risen since the data was gathered, it still indicates the challenges faced by the public education system, and thus the responsibility that public libraries may have to play in providing access to this resource.

The 21<sup>st</sup> century has been held to be the information era whereby the Internet is the driver behind information and knowledge. The traditional library role has rapidly shifted from the book format (in a specific library building) to multi-media tools (computers, television, etc.) which can be located anywhere and information elsewhere in the world can be easily accessed.

There is an urgent concern from the policymakers and administrators that access to the Internet be made available to the broad public as soon as possible, based on the fact that most journals,

government information and other information can only be found on the Internet. As much as the Internet is a good tool for obtaining information, it also has long-term and far-reaching implications with respect to finance, human capacity and skills, business and entrepreneurship.

We believe that the importance of the ICT is sufficiently high to warrant a split between the two components, namely the (potentially once-off) purchase of the equipment and accessories (i.e. capital expenditure), and the recurring maintenance costs (operating expenditure). Therefore, in the ranking analysis presented in Chapter 6 we have treated these two areas as separate requirements.

### **6.3.6 Technical services (cataloguing, classification and labelling)**

There is generally a good implementation of technical services. In most of the provinces these services are centralised at the provincial level, with services like cataloguing, classification, and labelling all done at one central point.

In general, technical library services are handled at the provincial levels, while user services are seen as the mandate of municipalities. This seems to be a natural order considering that municipalities are administratively closer to the populace and have smaller geographical areas to cover (when compared to provinces). As long as there is goodwill between the two spheres of government, this arrangement is likely to work well. However, as mentioned previously, there is some dissatisfaction with the current state of affairs, in particular with the regulatory framework, inadequate financial support and levels and mechanisms of accountability of staff.

Some provinces provide or support user services for special populations, such as the deaf and the blind. It is commendable that some provinces also reach out to hospitals, prisons and other communities that cannot come to the designated library locations. Indeed, no category of the public should be excluded from this important service. Hence this could be extended to include services for wheelchair / housebound citizens as well as those in remote areas. Services for these groups can also be prioritised across provinces.

It appears that many public libraries provide services to school children and for many of these students public libraries are crucial to their studies as there are limited library services in the schools. Globally, public libraries are often considered as the “people’s university” and hence this role of supporting education is important. The added benefit of serving school students is the fact that the bond that is built at this level the students and the library is bound to continue and hence create future adults who use libraries.

### **6.3.7 Buildings, furniture and equipment**

Buildings, furniture and equipment facilitate the storage and use of information materials. Their procurement and maintenance has typically been the mandate of the municipalities. However, municipalities have felt that this has been a burden to them, as they seldom receive financial support from the provincial government for this purpose. This is particularly challenging since there are other social needs that they have to address.

It is important for municipalities to continue providing and maintaining these facilities, viewing them as public property, though there is a need for consistent and well defined financial support from the provincial government.

### **6.3.8 Other issues**

A number of other issues have come to light during the investigation. Some of the key issues include the following:

- Not all provinces receive adequate funding for the library service. This is an area of concern as the sustainability of public and community libraries rests on the ongoing availability of funding. In Phase 2 we will evaluate and determine the causes of this problem;
- Library services often do not receive sufficient priority in funding allocation at provincial and municipal levels. Thus, in some provinces there are departments whose sole function is to render services relating to library services, whereas in other provinces libraries form part of a larger and more diverse department. The net result is that the more visible programmes, such as sport, often take a disproportionate share of funds, leaving libraries with insufficient funding;
- Municipalities have autonomy of revenue collection and spending on services that they deem important. Thus, when provincial government assigns them responsibility of libraries, without complementary financial support, there is a potential for a serious conflict between the two parties; and
- Despite the fact that municipalities provide operational staff at the libraries, some municipalities do not appear to have set specific standards for the quality and quantity of such staff. The province has little or no control over the recruitment procedures. As a result municipalities do not have an incentive (nor compulsion) to employ qualified staff. Neither are they forced to dedicate this staff exclusively to the libraries. Thus they can, and do, redeploy staff as they deem most suitable for their purposes. This is not a good state of affairs for libraries that require professional and dedicated staff in order to dispense effective services.

While these problems are unlikely to be addressed during Phase 1 of the project, they will be explored and recommendations offered on solutions during Phases 2 and 3.

## **6.4 Provincial overview**

This section briefly reviews the particular needs that have been identified in each of the provinces during our visits.

### **6.4.1 Eastern Cape**

Before the interim and the final Constitution came into effect, the current provinces of the Eastern Cape, Western Cape and Northern Cape were all part of the Cape Province. Provision of library services was based on the Provincial Library Service Ordinance No 16 of 1981. With the

advent of the Interim Constitution, the governance of this ordinance was assigned to the individual provinces by Proclamation No 115 of 17 June 1994.

At the time, the provision of library services was the responsibility of the province under the stewardship of the provincial administrator. Local authorities could also establish, control, conduct or close libraries, but this could only occur with the approval of the administrator. The Proclamation also provided for the establishment of “urban areas”, namely Cape Town, Port Elizabeth and East London. The municipalities in these urban areas were allowed to establish, control, manage and close their own libraries independently of the provincial administrator. As a result these libraries did not form part of the provincial library service. Therefore the provision of library services was a shared responsibility between the province and the municipality as the provincial administration also subsidised the library expenditure of municipalities that established, controlled and managed their own libraries.

Currently, the libraries in Eastern Cape operate under collaboration between the provincial and local (municipal)\_governments. However, there are no formal agreements in place to regulate this relationship. The provincial library service of Eastern Cape provides professional and technical services (acquisition, classification and cataloguing) for public and community libraries in the province. The province has a network of 152 libraries, which operate chiefly under the local municipalities, including the Nelson Mandela Metro. However, most of these libraries are not functioning well because of a number of serious problems.

Specifically, there are **insufficient libraries** to meet the needs of rural communities. 152 fixed libraries (plus two mobile libraries) serve a population of over 7 million people. Hence on average each library (including mobile libraries) has to serve over 45,000 people.

The second problem concerns the lack of **books and other information materials**. This is exacerbated by the need for materials in the local indigenous language, as well as in Afrikaans. The current collections are small and often out-dated. The annual provincial budget of R5 million translates on average to R32,000 per library, which is insufficient considering the high price of books and periodicals, let alone subscriptions to electronic databases.

Lastly **ICT services** are nonexistent in these libraries, and hence the public library users are not only excluded from accessing the vast amounts of electronic information, but they are also denied the opportunity of becoming information literate.

## **6.4.2 Free State**

The library and information service was managed in terms of the executive decisions and resolutions of then erstwhile provincial government Executive Committee. There was no specific ordinance or regulations which governed the provision of library services. The decisions and resolutions in this regard involved an arrangement whereby the library and information services were rendered in partnership with the municipal government. In this regard, the municipal governments had an ordinance (the Local Government ordinance 8 of 1962) which stated that the council of a municipality may establish, maintain and conduct libraries with permission of the provincial administrator who makes rules for administration of libraries, whilst the control of the library vests with the board of management of the library which the municipality would establish.

In tandem with the new Constitutional mandate the Free State adopted the Library and Information Services Act No. 5 of 1999. This confirmed what the Orange Free State used to do, namely building, maintaining and provisioning of libraries.

Libraries in the Free State Province currently operate under informal partnerships between the provincial and municipal governments (and some school governing bodies) as there are no formal agreements. The provincial library service provides library materials, professional and technical services (acquisition, classification and cataloguing of books), ICT infrastructure and its maintenance, the development of new library services, a reference and resource-sharing service, as well as some library buildings. There are 150 libraries, of which 136 are operated by municipalities.

The major problem is that of **role clarification** as municipalities refuse to sign service level agreements (which include staffing standards, maintenance of buildings and infrastructure, provision of library materials, etc.). The provincial government has no way of enforcing the responsibility for the provision of library services. This brings about issues in matters of **staffing** (e.g. municipalities not adhering of provincially set standards), opening hours and other levels of service delivery. Thus there are generally inadequate staff levels and quality across the province varies resulting in **poor service delivery**. Another negative effect of the lack of agreements is the **lack of control and accountability** as staff recruited by municipalities do not report to provincial authorities. **Monitoring** and proper control of services is therefore difficult. Another problem is the **high rate of books and other materials losses**, especially for the rural communities. In light of that, the provincial book budget of R4 million appears to be inadequate.

### 6.4.3 Gauteng

Before the Interim and the Final Constitution the provinces of Gauteng, Limpopo, Mpumalanga and North West formed the Transvaal Province. Provision of library services was based on the Provincial Library and Museum Service Ordinance No 20 of 1982. With the advent of the Interim Constitution the governance of this ordinance was assigned to the individual provinces by Proclamation No R30 of 7 April 1995.

In terms of this ordinance the provision of library services was the responsibility of the provincial administrator. The administrator was responsible for the establishment, control and management of library services in the province. Where the administrator wanted to establish a library within the jurisdiction of the local authority, the administrator could do so only after consulting the affected municipality.

Currently 75% of the libraries in Gauteng (out of a total of 223) are in the three metros (Erkhululeni, Johannesburg and Tshwane), and operate under co-operation agreements between the provincial library services and metropolitan municipalities. The remaining 25% are served directly by the provincial library service.

The municipalities establish and operate the libraries, including the appointment of staff using their own staffing structures, collectively spending about R190 million per year on library services. The provincial library service of Gauteng spends about R13 million on books, periodicals and other support services to municipal libraries. The provincial library service provides professional and technical services (acquisition, classification and cataloguing) for

public and community libraries in the province, however the interaction between the municipalities is hampered by incompatibility of **different operating systems** that are used.

#### **6.4.4 KwaZulu-Natal**

In the previous dispensation the provision of library services in the province was rendered in terms of the Natal Provincial Library Service Ordinance No. 5 of 1952. In terms of this ordinance, the provincial administrator was responsible for the establishment, control and management of the provincial library service. This service entailed central organisation, a central reference library, and such regional libraries as the administrator may from time to time determine.

The ordinance also allowed any borough, town board, or health committee to establish, control and manage a public library, and branches thereto as long as the service was provided for free within the area. The ordinance further allowed any area which was under the control of the Development and Services Board, a State school, a State-aided school, a private school, any hospital, prison or military camp and any centre of a population which is not a borough, township or health committee area; to establish a library depot that provided free library services. The ordinance gave the provincial administrator the power to offer assistance to public libraries and library depots, and admit them to the provincial library service. The provision of public library service was therefore a shared responsibility between various institutions and not just a partnership between the provincial and local governments.

The public library service in the KwaZulu-Natal Province is currently based on co-operation between the provincial and municipal governments. The service is well established, co-ordinated and maintained. The provincial library service provides library materials, professional and technical services (acquisition, classification and cataloguing of books), ICT infrastructure and its maintenance, development of new library services, reference and resource-sharing service for the public and community libraries in the province. The provincial library service is able to provide actual infrastructure (libraries) to communities on top of the professional services they offer. This can be achieved due to the annual infrastructure budget of some R20 million, while another R20 million per annum is allocated for books.

There are 50 public and community libraries in the Ethekwini Metro and another 167 libraries in the rest of the municipalities. Even though most of these libraries are functioning well, there are a number of current problems that need to be addressed.

The major problem identified is lack of tertiary textbooks for distance learners among the local populations. Transforming and automation of libraries is another important issue in the province. The current system that is used to administer most libraries (PALS) needs to be replaced by web-based system so that all resources and control of issues can be maintained.

Other issues include losses of books and information materials through theft and defaulters, and the need for training and access to computers. The province envisages employing young people who are computer literate to teach library users how to use computer as an effective information source. Most libraries close between 4pm and 5pm, and these closing times often exclude the working community members. Therefore extended opening hours would be a solution to this problem of accessibility.

#### 6.4.5 Limpopo

Before the Interim and the Final Constitution the provinces of Gauteng, Limpopo, Mpumalanga and North West formed the Transvaal Province. Provision of library services was based on the Provincial Library and Museum Service Ordinance No 20 of 1982. With the advent of the Interim Constitution, the governance of this ordinance was assigned to the individual provinces by Proclamation No R30 of 7 April 1995.

In terms of this ordinance, the provision of library services was the responsibility of the provincial administrator. The administrator was responsible for the establishment, control and management of library services in the province. Where the administrator wanted to establish a library within the jurisdiction of the local authority, the administrator could do so only after consulting the affected municipality.

Currently Limpopo library services operates under the provincial Library and Information Act No.7 of 2001, however there are no formal agreements to define the relationship between the provincial and local government.

The provincial library service of Limpopo provides books, professional and technical services (acquisition, classification and cataloguing) and monitoring services for municipal public and community libraries in the province. The province has only 55 public and community libraries, which are supplemented by 23 mobile libraries, one container library, 12 non-governmental libraries, 4 school community, 3 Multi-Purpose Community Centres (MPCCs) and 9 departmental libraries. In spite of the strained relationship between the two spheres of government, municipalities continue to provide and maintain the library buildings are responsible for staffing and day-to-day operations (including the control of operating costs). However, most of these libraries are not functioning well because of a number of serious problems.

Firstly there is a shortage of **books and other information materials**, and even those that are available are often irrelevant and outdated. Moreover, some materials are lost through theft, thus further exacerbating the problem even further. At the same time the book budget in the 2005/06 was only R0.5 million, while it was nil<sup>12</sup> in the current financial year (2006/07).

Also there is an inadequate **number of libraries**, especially in the rural communities. In some cases, the distribution points are also forced to provide services directly to the public.

#### 6.4.6 Mpumalanga

Before the Interim and the Final Constitution the provinces of Gauteng, Limpopo, Mpumalanga and North West formed the Transvaal Province. Provision of library services was based on the Provincial Library and Museum Service Ordinance No 20 of 1982. With the advent of the Interim Constitution, the governance of this ordinance was assigned to the individual provinces by Proclamation No R30 of 7 April 1995.

In terms of this ordinance, the provision of library services was the responsibility of the provincial administrator. The administrator was responsible for the establishment, control and

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<sup>12</sup> This was due to re-direction of funding to other priorities within the department.

management of library services in the province. Where the administrator wanted to establish a library within the jurisdiction of the local authority, the administrator could do so only after consulting the affected municipality.

Public library services in Mpumalanga Province are currently provided based on co-operation between the provincial and municipal governments as there are no formal agreements. The province has only 89 public and community libraries, and one mobile library. The provincial library service of Mpumalanga provides books, professional and technical services (acquisition, classification and cataloguing), reference and resource sharing services, and monitoring and other support services for municipal public and community libraries in the province. Municipalities on the other hand provide and maintain the library buildings, are responsible for staffing and day-to-day operations. Some municipalities have threatened to close the libraries because the provincial library service is not meeting its financial obligations.

Most of these libraries are not functioning well because of a number of problems, such as inadequate **number of libraries**, especially for the rural communities. Furthermore, some of the buildings are in poor state, requiring urgent renovations and maintenance. Also most libraries are in a serious need of basic **library equipment** such as photocopiers.

#### 6.4.7 North West

Before the Interim and the Final Constitution the provinces of Gauteng, Limpopo, Mpumalanga and North West formed the Transvaal Province. Provision of library services was based on the Provincial Library and Museum Service Ordinance No 20 of 1982. With the advent of the Interim Constitution, the governance of this ordinance was assigned to the individual provinces by Proclamation No R30 of 7 April 1995.

In terms of this ordinance, the provision of library services was the responsibility of the provincial administrator. The administrator was responsible for the establishment, control and management of library services in the province. Where the administrator wanted to establish a library within the jurisdiction of the local authority, the administrator could do so only after consulting the affected municipality.

Currently some public library services in the North West Province operate under goodwill collaboration between the provincial and municipal governments. Other municipalities have signed an Affiliation Agreement with the Provincial Library Services.

The provincial library service gives conditional grants to municipalities mainly for the maintenance and upgrading of buildings, staffing and procurement of equipment. It also provides library materials, professional and technical services (acquisition, classification and cataloguing of books), ICT services, reference and resource-sharing service for the public and community libraries in the province. The book budget for the current year is R6.2 million. There are 95 public and community libraries operated by municipalities.

Problematic issues include the **loss of books** and other materials due to lack of **security systems**, low profile of library services in the community and poor usage of existing libraries, poor **maintenance**, and transport for staff from remote areas to attend training.

#### 6.4.8 Northern Cape

Before the interim and the final Constitution came into effect, the current provinces of the Eastern Cape, Western Cape and Northern Cape were all part of the Cape Province. Provision of library services was based on the Provincial Library Service Ordinance No 16 of 1981. With the advent of the Interim Constitution, the governance of this ordinance was assigned to the individual provinces by Proclamation No 115 of 17 June 1994.

At the time, the provision of library services was the responsibility of the province under the stewardship of the provincial administrator. Local authorities could also establish, control, conduct or close libraries, but this could only occur with the approval of the administrator. The Proclamation also provided for the establishment of “urban areas”, namely Cape Town, Port Elizabeth and East London. The municipalities in these urban areas were allowed to establish, control, manage and close their own libraries independently of the provincial administrator. As a result these libraries did not form part of the provincial library service. Therefore the provision of library services was a shared responsibility between the province and the municipality as the provincial administration also subsidised the library expenditure of municipalities that established, controlled and managed their own libraries.

There are some municipalities which co-operate with the Northern Cape provincial library services. Other municipalities are threatening to close their public and community libraries contending that library services are the responsibility of the provincial government. Currently there are 102 libraries within the province, supplemented by 45 mobile libraries. The provincial library service provides library materials, professional and technical services (acquisition, classification and cataloguing of books), ICT infrastructure, services and maintenance, reference and resource-sharing service. The book budget for the current year is R3 million.

There is an inadequate **number of libraries**, especially for the rural communities. Furthermore, some of the buildings are in very bad state requiring urgent renovation and maintenance. The high rate of **book and materials losses** is also a problem, especially in the rural communities.

#### 6.4.9 Western Cape

Before the interim and the final Constitution came into effect, the current provinces of the Eastern Cape, Western Cape and Northern Cape were all part of the Cape Province. Provision of library services was based on the Provincial Library Service Ordinance No 16 of 1981. With the advent of the Interim Constitution, the governance of this ordinance was assigned to the individual provinces by Proclamation No 115 of 17 June 1994.

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provincial administration also subsidised the library expenditure of municipalities that established, controlled and managed their own libraries.

Over the years, public community library services in the Western Cape have been rendered on a partnership arrangement between the provincial government and municipalities. However, the new constitution's bestowal of this responsibility to the provincial government has negatively impacted the services as municipalities ideally would prefer to stop providing these services. However, municipalities have now entered into interim agreements to ensure the continuation of these services until an acceptable solution is found.

There is a problem with **staffing** levels. Currently there is a 40% vacancy rate and it is constantly worsening. This has a negative effect on service delivery.

## 6.5 Conclusion

In this chapter we have provided a high level review of the public and community library services sector as it stands at the moment. It is important to have a good understanding of the situation on the ground before any funding recommendations can be made. (The situational analysis will be extended further in the Phase 2 and the Status Quo report.)

While performing our interviews and analysis we have found that the severity of the problems faced by the sector differs substantially between provinces. This is especially true when looking at

- the existing library services infrastructure (e.g. the number of libraries per 100,000 people ranges from 2 in Limpopo to 16 in the Northern Cape);
- the per capita funding towards library services from all sources (between R9.60 to R57.20as for the 2004/05 financial year); well as
- the approaches that have been developed to manage the "conflicting" interests between the provincial and local spheres of government (ranging from "goodwill" arrangements to well-defined service level agreements).

Despite the differing severity of needs among provinces, the nature of the needs is common to most provinces. The resolution of the constitutional mandate; insufficient funding levels; inadequate books and materials, staffing, ICT infrastructure, technical services and provision and maintenance of buildings, furniture and equipment are the most pressing priorities.

In addition to these general problems, each of the provinces has its own unique circumstances and needs, often relating to the characteristics of the population which they serve (e.g. literacy programmes and specific language needs), the size of the geographical area (e.g. mobile libraries), and the operating structure at the provincial level (e.g. stand-alone department versus a part of a larger and more diverse department). These issues need to be considered in any funding allocation recommendations that follow.

## **7 Funding allocation recommendations**

This chapter details the process that was followed with regard to the translation of the needs identified in Chapter 5, into a funding allocation mechanism between the provinces.

### **7.1 Data collection**

The project team undertook provincial visits to each of the nine provincial library services to gain insight into the current conditions of libraries at a provincial level. The visits highlighted the main issues that the provinces are facing.

Additional information was requested and obtained to substantiate the quantitative aspects of the needs analysis.

### **7.2 Key needs**

The challenges that are consistently faced by all of the provinces include the following needs that can be addressed through an additional funding allocation:

- Insufficient funding for books and other library materials;
- Inadequate number and quality of personnel (including staff training);
- Provision of ICT infrastructure (short-term capital expenditure as well as operational expenditure);
- Maintenance of buildings, furniture and equipment;
- Inadequate indigenous language materials;
- Improved security for library books and staff; and
- Introduction / improvement of literacy programmes.

These needs were then ranked or prioritised according to the methodology described below.

### **7.3 Rankings**

The rankings used in our analysis are reflective of the needs-based approach that was adopted. Although this approach does not take into account the provincial population (by allocating funding to provinces on a per capita basis), it prioritises the allocation of funding according to needs. By taking this approach, the existing situation of libraries is considered as the base for the proposed allocation.

We have used rankings of 1, 2 or 3 to indicate the seriousness of the need. A score of 1 indicates a limited or non-critical need, 2 indicates an average need, and 3 indicates a critical need.

### 7.3.1 Methodology

Using a needs-based approach, we assigned rankings to the needs that were found to be common among all provinces. We then used the rankings to establish the weights for each of the needs. It is important to note that these rankings were determined by the project team according to the information obtained from the provinces and other stakeholders. Ranks were given intuitively according to the perceptions gained and emphases placed on each need by each province, as well as our own analysis. The provinces did not explicitly rank the needs themselves, however they provided the necessary input into the analysis.

The common needs of the provinces were then ranked according to severity, firstly on a national level and then on a provincial level. Next, the funding allocation from the National Treasury of R200 million for the financial year 2007/08 was allocated to each need and subsequently to each province (based on the ranking of needs) in order to establish the proposed proportion of the funding that each province should receive.

### 7.3.2 Findings

According to the assessment performed by the project team, the severity of each challenge is shown in the table below.

Table 2 – National Ranking of needs

Need	National Ranking
Books / Library Material	3
Staff / Staff Training	3
ICT - Capital Expenditure	2
ICT - Operating Expenditure	2
Maintenance of Buildings	2
Indigenous Language Material	1
Security for library books and staff	1
Literacy Programmes	1
<b>Total number of parts</b>	<b>15</b>

Source: KPMG

The ICT needs appear twice in order to separate the (potentially) once-off nature of capital expenditure, from the recurring operating expenditure.

The main needs of all the provinces were ranked according to the emphasis they placed on each of the problems discussed above. Below is the table of rankings for the main needs identified by the provinces.

Table 3 – Ranking of needs by province

Need	EC	FS	GP	KZN	LP	MP	NW	NC	WC
Books / Library Material	3	3	3	3	3	3	3	3	2
Staff / Staff Training	3	3	2	1	3	3	3	3	3
ICT - Capital Expenditure	2	1	3	1	3	3	3	3	2
ICT - Operating Expenditure	2	1	2	2	2	2	2	2	2
Maintenance of Buildings	3	1	1	1	3	3	2	3	1
Indigenous Language Material	2	1	1	1	1	1	2	2	1
Security for library books and staff	2	2	1	1	2	2	1	1	1
Literacy Programmes	1	1	2	1	1	1	1	2	1

Source: KPMG

According to these rankings, the provinces that have the largest number of pressing needs are the Eastern Cape, Limpopo, Mpumalanga, Northern Cape and North West. The rankings above effectively act as the weights assigned to each identified need.

## 7.4 Proposed Financial Implications

The National Treasury funding for the time period under consideration (financial year 2007/08) is R200 million. To allocate this funding on a needs basis, the total allocation was divided into 15 parts (the sum of the national rankings above). Each ranking was then multiplied by 1/15<sup>th</sup> of the R200 million. This resulted in the following proposed funding allocation for each need:

Table 4 – Proposed national funding allocation per need

Need	Proposed Funding (Rm)
Books / Library Material	40.0
Staff / Staff Training	40.0
ICT - Capital Expenditure	26.7
ICT - Operating Expenditure	26.7
Maintenance of Buildings	26.7
Indigenous Language Material	13.3
Security for library books and staff	13.3
Literacy Programmes	13.3
<b>Total</b>	<b>200.0</b>

Source: KPMG

Using the above proposed funding allocation, each province was then allocated a proportion according to the weights assigned to them by the rankings. This implies the following funding allocation to each province:

Table 5 – Proposed provincial allocations per need

Financial Implications (R mil)	EC	FS	GP	KZN	LP	MP	NW	NC	WC	Total
Books / Library Material	4.6	4.6	4.6	4.6	4.6	4.6	4.6	4.6	3.1	<b>40.0</b>
Staff / Staff Training	5.0	5.0	3.3	1.7	5.0	5.0	5.0	5.0	5.0	<b>40.0</b>
ICT - Capital Expenditure	2.5	1.3	3.8	1.3	3.8	3.8	3.8	3.8	2.5	<b>26.7</b>
ICT - Operating Expenditure	3.1	1.6	3.1	3.1	3.1	3.1	3.1	3.1	3.1	<b>26.7</b>
Maintenance of Buildings	4.4	1.5	1.5	1.5	4.4	4.4	3.0	4.4	1.5	<b>26.7</b>
Indigenous Language Material	2.2	1.1	1.1	1.1	1.1	1.1	2.2	2.2	1.1	<b>13.3</b>
Security for library books and staff	2.1	2.1	1.0	1.0	2.1	2.1	1.0	1.0	1.0	<b>13.3</b>
Literacy Programmes	1.2	1.2	2.4	1.2	1.2	1.2	1.2	2.4	1.2	<b>13.3</b>
<b>Total (1)</b>	<b>25.2</b>	<b>18.3</b>	<b>20.9</b>	<b>15.5</b>	<b>25.4</b>	<b>25.4</b>	<b>24.0</b>	<b>26.7</b>	<b>18.6</b>	<b>200.0</b>
% of total (2)	12.6	9.2	10.5	7.8	12.7	12.7	12.0	13.3	9.3	100.0

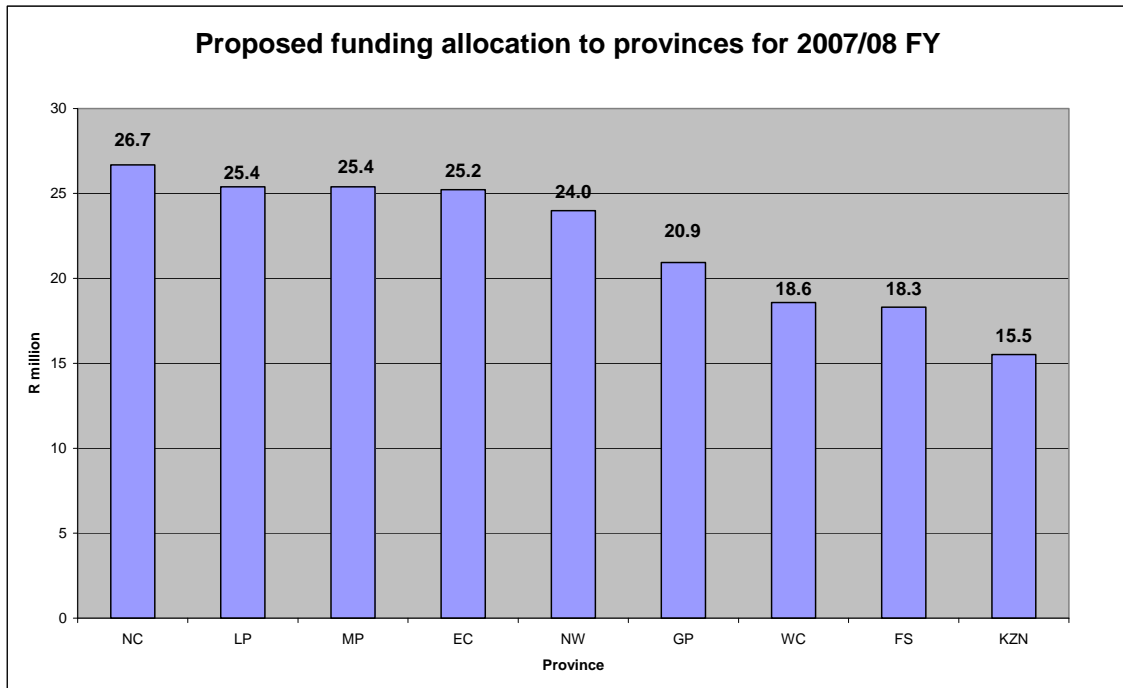
Source: KPMG

Each row represents the quantum of the national funding, and each column represents a provincial allocation towards that need. The total (1) represents the total proposed additional funding that each province is expected to receive for the 2007/08 financial year, while % of total (2) represents the provincial share of the R200 million available for allocation.

It is important to note that this funding allocation breakdown has been recommended at a level of identified needs. The provinces should therefore take the above needs allocation into account in their budgeting process.

The figure below illustrates the proposed funding allocation to each of the nine provinces.

Figure 8 – Proposed funding allocation by province for the 2007/08 financial year



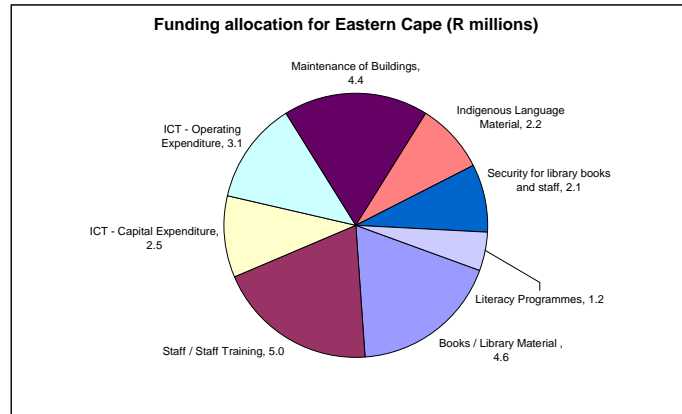
Source: KPMG

From the figure it becomes apparent that the newly established provinces (post-1994), have the most pressing needs and therefore have been allocated the most funding. This reflects the apparent infancy of provincial administration and functions. On the other hand, the well-established provinces with a long-term history of providing library services appear to be relatively better off. This results in a smaller funding allocation.

In the following sections we illustrate the composition of funding that each province could be allocated according to the methodology adopted according to the process followed above. Please note that this expenditure allocation is a recommendation and provinces might need to have discretion to allocate the funding that they receive.

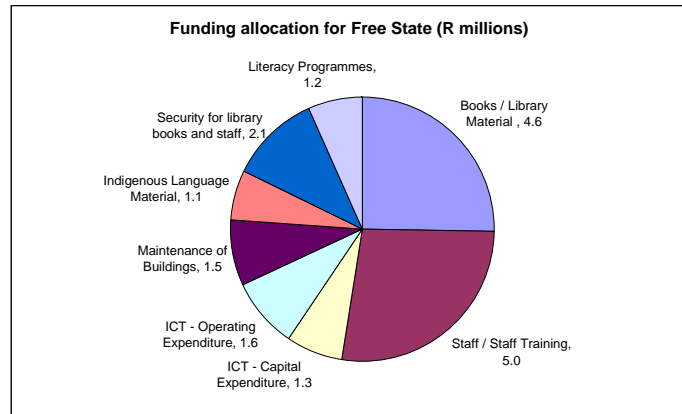
**7.4.1 Eastern Cape**

It is proposed that the Eastern Cape be allocated a total of R25.2 million. The majority of this funding has been designated for Books and other library materials (R4.6m) and Staff and training (R5.0m).



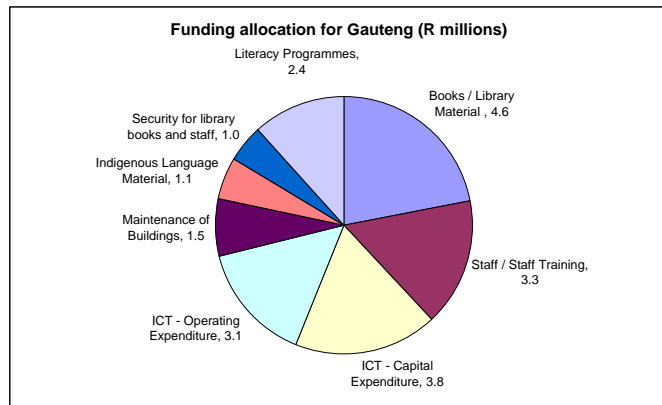
**7.4.2 Free State**

It is proposed that the Free State be allocated a total of R18.3 million, with the majority of this funding designated for Books and other library materials (R4.6m) and Staff and training (R5.0m).



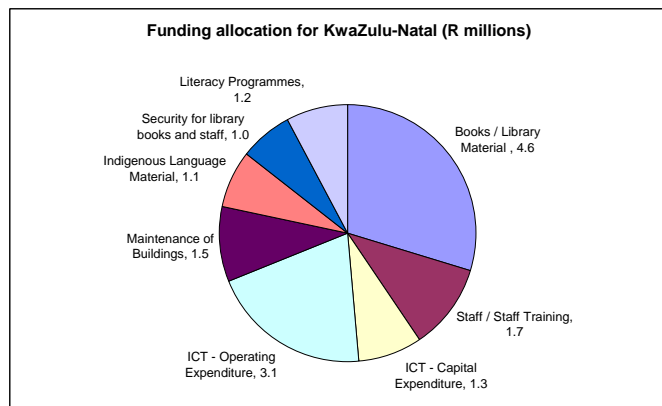
**7.4.3 Gauteng**

It is proposed that Gauteng be allocated a total of R20.9 million, with the majority of funding for Books and other library material (R4.6m) and ICT capital expenditure (R3.8m).



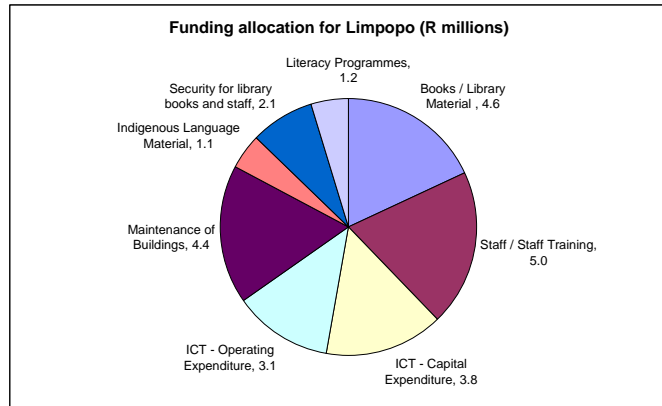
**7.4.4 KwaZulu-Natal**

It is proposed that KwaZulu-Natal be allocated a total of R15.5 million, with the majority of this funding for Books and library materials (R4.6m) and ICT operating expenditure (R3.1m).



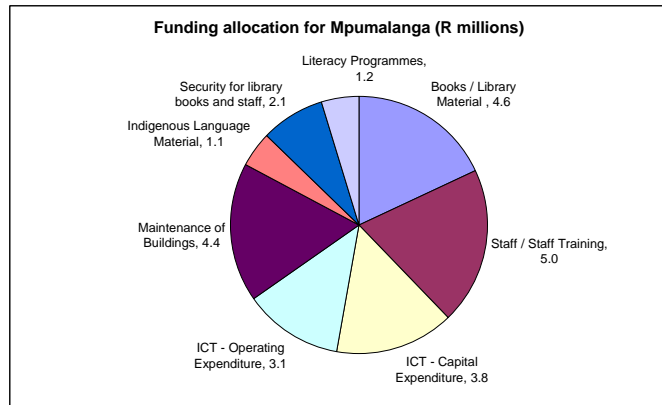
**7.4.5 Limpopo**

It is proposed that Limpopo be allocated a total of R25.4 million, with the majority of this funding is for Books and other library material (R4.6m) and Staff and training (R5.0m).



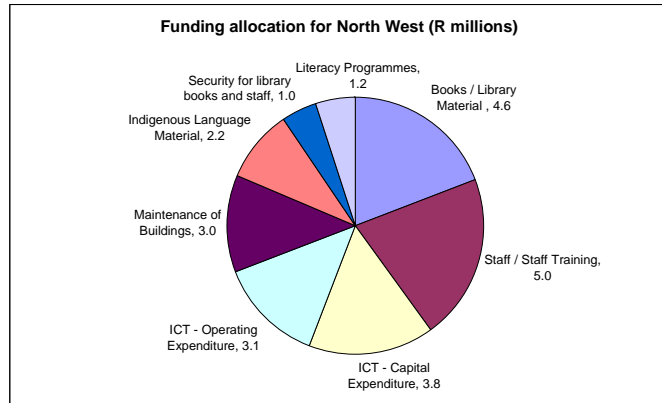
**7.4.6 Mpumalanga**

It is proposed that Mpumalanga be allocated a total of R25.4 million, with the majority of this funding for Books and other library material (R4.6m) and Staff and training (R5.0m).



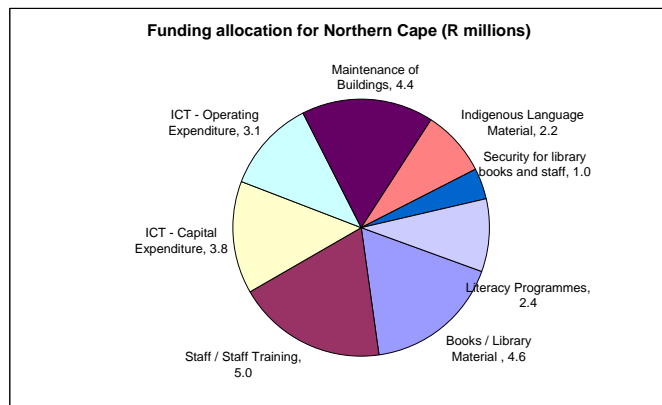
**7.4.7 North West**

It is proposed that the North West be allocated a total of R24.0 million, with the majority of this funding for Staff and staff training (R5.0m) and Books and materials (R4.6m).



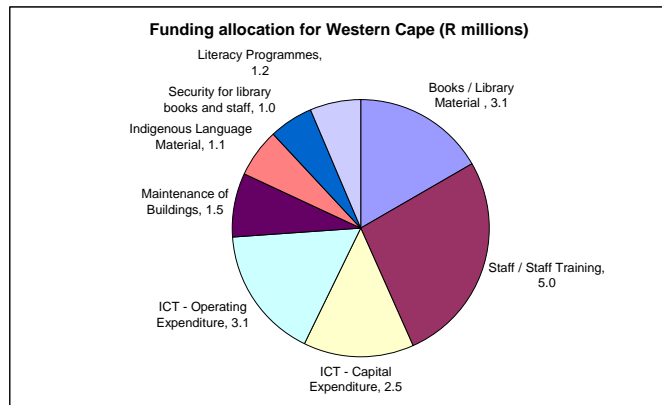
**7.4.8 Northern Cape**

It is proposed that the Northern Cape be allocated a total of R26.7 million, with the majority of funding for Books and other library material (R4.6m) and Staff and training (R5.0m).



### 7.4.9 Western Cape

It is proposed that the Western Cape be allocated a total of R18.6 million, with the majority of this funding for Staff and training (R5.0m), Books and library materials (R3.1m) and ICT operating expenditure (R3.1m).



## 7.5 Feasibility assessment

In order to check the above allocation for reasonableness, the allocations were compared to the current library services funding allocation on various levels (provincial and municipal budgets, and overall public sector expenditure). These results are shown in the table below:

Table 6 – Proposed funding as a proportion of current allocation

	EC	FS	GP	KZN	LP	MP	NW	NC	WC
1. Proposed funding allocation (Rm)	25.2	18.3	20.9	15.5	25.4	25.4	24.0	26.7	18.6
2. Provincial Allocation (2004/05) (Rm)	16.2	29.5	23.0	61.1	7.0	11.0	27.9	10.8	56.5
3. Percentage of current provincial allocation (%)	156	62	91	25	361	231	86	247	33
4. Municipal Allocation (2004/05) (R m)	51.4	30.0	206.0	200.8	138.5	25.0	50.2	34.3	209.2
5. Current municipal and provincial allocation	67.6	59.5	229.0	262.0	145.5	36.0	78.1	45.1	265.7
6. Percentage of current municipal and provincial allocation (%)	37.3	30.8	9.1	5.9	17.4	70.5	30.7	59.2	7.0

Source: KPMG, DAC situation report on the funding and maintenance of libraries at national, provincial and local levels

The table above shows the total proposed funding allocations (line 1) as proportions of current provincial allocation (line 3) as well as the combined municipal and provincial allocations (line 6). The percentage of current provincial allocation shows what proportion the proposed additional funding allocation represents in the relation to the current provincial allocation. It

must be noted that this proposed funding is over and above the current funding that is being supplied on both a provincial and municipal level.

The Eastern Cape will be receiving a proposed allocation that is 156% of the current provincial funding. In terms of both provincial and municipal funding, the proposed allocation for the Eastern Cape will be 37.3% of the current total funding received. The provinces with the highest allocations of funding in proportion to current municipal and provincial allocations are Mpumalanga, Northern Cape and Eastern Cape. Those with the lowest proportions are KwaZulu-Natal, Western Cape and Gauteng.

While in nominal terms the additional funding allocations for each province are not excessive (ranging from R15.5 million to R26.7 million), in relative terms this may present a substantial increase in relation to the existing provincial budget (ranging from 25% to 361% of the current provincial budget - line 3 in the table). Obviously this raises a concern whether the provincial library services are able to budget and expend these amounts.

However, it is not necessarily intended that all the additional funding should be spent by the provincial authorities, as a substantial part of the funding is likely to be channelled to the municipalities where the actual operating needs reside. In order to make the comparison more appropriate, we have included municipal expenditure as the "baseline" of our comparison. Due to the fact that municipalities are currently the largest contributors towards the funding for the provision of the library services, the additional funding expressed as percentage of total library services funding appear less material. This indicator ranges from 5.9% for the KwaZulu-Natal to 70.5% for Mpumalanga.

While this might still represent a significant increase compared to the baseline, we believe that the funding allocations presented by us are likely to be within the spending capabilities of the respective provinces.

In addition we also evaluated the proposed provincial allocations in relation to the "wish lists" compiled by some of the provincial library services. The proposed funding allocation for Gauteng is R20.9 million compared to the immediate identified need of some R30.7 million, for KwaZulu-Natal it is R15.5 million compared to R16 million that could be easily used, and R25.4 million for Limpopo whose requirements are in the region of R50 million. This evidence suggests that the provinces that prepared detailed needs costing are likely to cope with the proposed funding allocations. A similar, if less documented, ability to effectively utilise the additional funding is likely to be present in the other provinces as well.

## **7.6 Conclusion**

In this chapter we developed the linkage between the key national library services needs (as represented by the eight identified areas) and the proposed funding allocation of the R200 million that has been made available by the National Treasury for the financial year 2007/08.

We then proposed an allocation of funding between the provinces based on the severity of each need (critical, moderate or limited). In this way we proposed that the funding be allocated amongst the nine provinces, with individual allocations ranging from R15.5 million to R26.7 million.

We then tested the ability or likelihood of each province to use the proposed allocation in order to address the identified needs. One of the indicators that we evaluated was the proportion of the proposed additional funding in relation to the existing provincial and municipal library services budgets. The other indicator was the evaluation of the proposed allocation in relation to the "wish lists" compiled by the provincial library services. We have found that our proposals were typically in line with or below the amounts requested in the provincial "wish lists". This suggests that the proposed funding allocation is broadly in line with the funding requirements of each individual province.

## **8 The way forward**

We believe that there are three main processes that the Department should consider, following the finalisation of Phase 1 report. These are as follows:

### **8.1 Assessment of the contributions by municipalities**

We believe that in order for the public and community library sector to be sustainable, the municipalities should be involved in operating and funding certain aspects of the library services functions. Therefore the provincial library services should assess which functions individual municipalities would like to take on as their responsibility (and contribute the required funding).

This would allow the project team to quantify the potential requirements for replacement funding, as we believe that this might be required in the near future.

### **8.2 Improve the provincial capacity**

The capacity of the staff within the provincial library services might need to be improved in order to facilitate the efficient allocation and disbursement of the proposed funding. This specifically refers to the following areas:

- Administration of library mandate and duties;
- Preparation of budgets and funding allocations;
- Delivery of provincial services that are already being performed (e.g. technical services);
- Monitoring and evaluation of library services in local municipalities; and
- Strategic planning.

These areas need to be considered timeously before the funding is received.

### **8.3 Application for the conditional grant**

The provincial library services should be mindful of the need to provide the following information to apply for a conditional grant:

- the purpose of the conditional grant;
- the measurable outputs (e.g. number of books bought, staffed hired);
- the monitoring mechanisms;
- the responsibilities of the National Department; and

- the allocation criteria to be used.

This information needs to be prepared and submitted to the National Treasury in order to support the conditional grant application and expedite the process of releasing the funds.

## **8.4 Conclusion**

The relatively tight timeframes of the national budgeting cycle, as well as this project, make the prompt initiation of the three processes described above a priority for the National Department of Arts and Culture. This will ensure that the process that has been initiated by National Treasury's allocation of additional funding for library services in the current three-year MTEF cycle, is implemented effectively and with the desired impact.

## **9 Conclusion**

Phase 1 of the project, which is covered in this report, primarily dealt with the impact assessment of the initial, R200 million funding allocation by the National Treasury. It also briefly touched on the legal mandate of the provinces in terms of the provision of library services. This issue will be evaluated in detail in Phase 2 of the project where recommendations will be made on how the provinces can discharge their constitutional obligations in partnership with local municipalities.

The available funding mechanisms for disbursing the funding were also assessed by the project team. It is clear that the conditional grant is the preferred method of funding to be used by National Treasury to allocate the funding to provinces.

During this phase we also conducted provincial visits to gather the required information and discuss the situation and the needs of the different provincial library services. We then analysed and ranked the needs on a national level that were common to most provinces. Thereafter the needs were ranked at the province level, based on the severity of those needs in the particular province.

Using the national and provincial rankings, we derived the allocation mechanism for the proposed funding and each province was allocated funding from the R200 million made available for the 2007/08 financial year.

Phase 2 of the project is scheduled to commence at the beginning of September 2006, and will contain detailed status quo analysis (on a provincial, municipal and library level) and will lead to the development of a funding strategy or model that will maintain and improve service levels at existing libraries, while encouraging transformation of the public and community library sector as a whole.

## **A Detailed findings from our provincial visits and assessments**

### **A.1 Eastern Cape**

In the Eastern Cape, there are currently 152 community libraries, which serve the local community, school and academic needs of the province. Increasing pressure is being placed on these community libraries to cater for school children's needs, as most schools in the province do not have functional libraries. Over and above the community libraries, there are 2 mobile libraries which are currently being rolled out, which will provide library services to some of the municipal regions. These mobile libraries predominantly service peri-urban areas that are not easily accessible, as well as the very rural areas, which are generally impassable because of the terrain.

There are 7 district offices in the province, which act as distribution points for local municipalities. These are:

- Nelson Mandela Municipality (18 libraries)
- Amatole Municipality (39 libraries)
- Cacadu Municipality (31 libraries)
- O.R.Tambo Municipality (8 libraries)
- Chris Hani Municipality (25 libraries)
- Ukhahlamba Municipality (18 libraries)
- Alfred Nzo Municipality (2 libraries)

The function of the 7 district offices is to act as a liaison between provincial library services and the community libraries in the distribution process, and also to articulate the needs of the municipal libraries to the provincial library services.

Please note that there are Nelson Mandela Metropolitan provides library services to 22 urban public libraries, while the Nelson Mandela District Municipality services 18 public libraries which are mostly rural.

The province would like to expand the mobile library services to all the outer areas of the community. They believe that this will inform them (the provincial library services) on the readiness and utilization levels by the communities on the provision of permanent library structures.

#### **A.1.1 Immediate needs**

In consultation with the provincial library services, the areas below have been identified as urgent priorities.

### *Staffing*

There is a need for appropriately qualified and trained staff who are able to provide quality library services to the public. They should also receive proper training in customer service. The current staff shortages and deployment of unqualified staff in many libraries has resulted in library services not being able to meet the public's needs appropriately, and hence there is dissatisfaction and despondence from the community.

### *Books and materials*

The provincial book and materials budget is R5 million for the current year (2006/07). Even though the budget has been steadily increasing for the past 3 years, it is not sufficient to meet the needs of the community. There is an urgent need to improve funding of libraries in this province to address the need of buying more books, especially in indigenous languages spoken in the province (mainly Xhosa and Afrikaans). Because the local stocks of information materials are limited, sometimes the users receive their information after long delays, or in a language that they cannot understand and interpret easily.

### *ICT infrastructure*

ICT services and automation of libraries are non-existent in the Eastern Cape. There is an urgent need to connect the communities to the outside world by having access to ICT and for general library automation for easy access to available information.

### *Internal security*

There is a need in this province to improve security of both books and the library buildings.

### *Mobile libraries*

There is a need to introduce mobile libraries in most municipal areas in the province that currently do not have libraries. Some people have to walk very long distances to access libraries, while for others it is not within walking distance, nor can they afford the transport to the library. Mobile library services could be provided to more rural areas which are currently un-serviced, and while provision of permanent library structures and services is addressed.

### *Restoration and maintenance*

Restoration of some library buildings is a major concern for this province. In some libraries, water seeps through the walls which damages the books and infrastructure in the library.

### *Office equipment*

Provision of office equipment, such as faxes, photocopiers, and scanners, could improve the usage of some libraries in the province.

### A.1.2 Prioritisation of needs

We have translated the immediate needs identified above into a priority ranking in the table below. The table shows the urgency of each need and prioritises the needs in terms of importance. For the Eastern Cape, staffing is the main priority, followed by books and then ICT.

Table 7 – Ranking of needs for Eastern Cape

NEED	Priority
STAFFING	3
BOOKS AND MATERIALS	3
ICT INFRASTRUCTURE	2
INTERNAL SECURITY	1
MOBILE LIBRARIES	1
RESTORATION / RENOVATION	1
OFFICE EQUIPMENT	1

For the Eastern Cape, funding for the aforementioned needs would enable the province to make an impact on their current needs, and the anticipated changes are described below.

### A.1.3 Anticipated impact

If the Eastern Cape were to receive adequate funding to attend to the main needs and concerns, then the provincial library services representatives believe that the following impact would be felt.

#### *Staffing*

Training and development of staff, as well as providing them with competitive remuneration, it is anticipated to improve service levels in line with the principles of Batho Pele. Furthermore, since the success and effective utilisation of a library is dependent on the staff that dispense library services, the staff will be able to create a public appreciation of the service that the library provides.

#### *Books and materials*

Acquisition of more books could be used specifically for books in indigenous languages, such as Xhosa and Afrikaans. There is also a need for the provision of more current and relevant editions of books.

### *ICT infrastructure*

By installing ICT services, libraries would be able to keep up with the current trends in ICT services as well as provide for gradual the automation of libraries. Currently, there is no single library that has standard<sup>13</sup> ICT infrastructure in the province, and this is hampering access to information.

### *Internal security*

Improving security measures in libraries would ensure availability of books for other users. It also reduces wastage of resources used for replacing stolen books. Improved security ensures the safety of staff and the users of the public library.

### *Mobile libraries*

An increase in the number of mobile libraries in the province would enable more people to have access to library and information services. The population in the province is geographically dispersed, and hence the public is not able to access the few municipal and community libraries that exist. Increasing and improving mobile library services would provide remote communities with the relevant information, including access to government information (application for grants and services). This also has the potential to improve the literacy levels in the province and foster a culture of learning.

### *Renovations and maintenance*

Renovation of libraries would create an environment conducive to learning and would also eliminate some of the damage to books and furniture, and hence save future replacement costs.

### *Office equipment*

Basic library and office equipment would help the libraries to function better. Photocopiers, for instance, are very essential in the library for making copies. Access to this equipment would attract and keep members of the public interested in the utilisation of the public and community library services.

## **A.1.4 Other issues and considerations**

Although the above are the key needs and challenges, there are other issues in the Eastern Cape which are worth noting. Although these issues are not as critical as those mentioned above, they might prove to be obstacles to the effective running of libraries in the province.

- Currently there are no formal agreements between the provincial and municipal governments over the rendering of library and information services. The parties are

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<sup>13</sup> Here the standard refers to automation, ability to access the internet, journals and also other libraries with similar systems.

generally working on goodwill. Municipalities are well positioned to provide library services to the public. Therefore the relationship should be formalized, the necessary funding allocated and they should continue rendering this service.

Currently the provincial library service provides subsidies for the construction and maintenance of library buildings. However, technical and professional services (i.e. cataloguing and classification, procurement, monitoring etc.) are all centralised at the provincial headquarters. The provincial library service performs the selection and the ordering of the books, which are classified and catalogued before being distributed to the respective municipalities using the 7 district offices. There is a reference library at the provincial library services head office from where books and other materials are lent to municipal libraries and also to other provincial libraries (in other provinces).

- Accountability of staff is currently a challenge that the province faces. The provincial library service subsidises municipal libraries in terms of certain materials and funds for certain projects. The province has been channelling these funds to the municipalities through transfers for the various library services. However, there is a problem of accountability as people working in community libraries are employed by municipalities, and in cases of misuse the provincial library services cannot discipline them. Provinces believe agreements are ideal as the terms can be defined therein.
- Because of the high levels of illiteracy, the province has set itself a target that by the year 2015 it would have eradicated illiteracy in the province.
- Public library staff often cannot attend important training and seminars that are arranged by the provincial library services because the public library services cannot afford to provide staff with the transport to attend such sessions.
- Certain municipal areas do not have electricity. Therefore it is important that while exploring ways of assisting such communities (e.g. with computers and other electronic equipment) it is important to explore alternative sources of energy (e.g. solar power, generators) that will enable libraries to be fully utilised.
- The school library system is not in place in most of the schools in the province and this exacerbates pressure for books, reading space and other facilities at the public libraries. This can generally be witnessed in the afternoons when the scholars are out of school.
- The provincial library services believe that they need to be given guidelines as to the areas for the use of funding, by when the funding is to be used and that they should not be penalised by under-spending if they were not the cause of any delay.
- The province anticipates a lot of problems should the functions of library services be transferred solely to provinces. This will create severe logistical and integration problems.
- The issue of people with disabilities is addressed at municipal level in liaison with the Library for the Blind. The provincial library provides material in large print for the partially blind, but they do not provide audio visual materials for this purpose. The province acknowledge that this is an area has been neglected and more focus and emphasis should be placed on it.

These issues were highlighted by the provincial library services representatives, and although these needs might not be adequately addressed in the initial funding allocation for the 2007/08 year, the funding model that will be developed in Phase 2 should take these issues into consideration.

The findings for the Eastern Cape indicate that the province is in need of additional funding for a variety of issues and challenges that are currently being faced. With an increased allocation in funding the province will be in a better position to address the provision of library and information services to the public.

## **A.2 Free State**

There are 150 public libraries within the jurisdiction of the Free State Province. Some of these libraries also provide business corners, whereby the public receive basic business information. The provincial library service in the Free State serves the public predominantly through 136 municipal public libraries that are affiliated to the service. The provincial library service also provides library services to school / community libraries. These are libraries which are situated in schools and serve school children in the morning and the general community in the afternoon. Depot services are also offered at institutions like hospitals, prisons and military bases.

The provision of public library and information services in the Free State is on an informal partnership nature between (a) the provincial and municipal governments and (b) the provincial and some school governing bodies. There are no formal agreements between these bodies.

The provincial government provides the following professional and technical services to public libraries:

- book selection (which is done in conjunction with the public libraries),
- cataloguing, classification, etc,
- monitoring of public library operations,
- staff training,
- inter library loans etc.

Beside the provision of professional and technical services, provincial library services also render the following services for the public libraries:

- building and maintenance of libraries,
- provision and maintenance of ICT infrastructure and related services,
- provision of library materials (books, periodicals, audio visual and electronic material),
- promotional services such as special events, publications,

- development and implementation of new library services e.g. toy libraries, government information services, community information services.

The provincial library also provides resource-sharing services, which are controlled centrally from the Head Office, for public libraries. This acts as a support service to municipal libraries that do not have sufficient materials. The provincial library thus, ensures the provision of books, reference and information services, and research services.

Municipalities on the other hand, are responsible for the daily administration and management of the public libraries.

There are five services centres (districts) which service the various public libraries in their regions. The five districts are:

- Motheo
- Xhariep
- Fezile Dabi
- Thabo Mofuntsanyane
- Lejweleputswa

The **book, audio and DVD** budget for the Free State for 2006/2007 is R 4 million.

### **A.2.1 Immediate needs**

Through information received in the provincial interview process, the following areas were highlighted as urgent priorities for extra funding.

#### *Staffing*

More staff are needed in the province's public libraries, to improve service levels to the public in line with the Batho Pele principle. There is no proper control over staff appointed by municipalities, as well as a lack of qualified staff. Also, some libraries in the province are served by qualified staff (either by virtue of experience or training), but they get moved to work in a different department or position not related to library services in the municipality. The library is then left without a librarian or, a new unqualified person is given the responsibility of running the library.

#### *Books and materials*

The current book and material's budget is not adequate to upgrade and expand library collections. More up-to-date editions of books are needed, as well as more material that is

relevant to the needs of the community. The province has indicated that to meet the needs of the community they need at least R10 million per year for books and audio visual material.

*ICT infrastructure*

ICT infrastructure in the province needs to be expanded and upgraded. Currently there are only two libraries that are automated in the province. A central electronic database and library management system should be in place in all libraries in the province.

*Internal security*

Security at libraries needs to be upgraded with electronic security systems and CCTV.

*Office equipment*

Basic equipment to libraries, namely photocopiers and audio visual equipment needs to be provided.

**A.2.2 Prioritisation of needs**

The immediate needs identified above have been prioritised and tabulated below. The rankings of each of the needs indicate the importance of each of the needs.

*Table 8 – Ranking of needs for Free State Province*

NEED	Priority
STAFFING	3
BOOKS AND MATERIALS	3
OFFICE EQUIPMENT / ICT	2
INTERNAL SECURITY	1

For the Free State Province, the most urgent priority is staffing, although funding will be used for each of the needs identified above.

**A.2.3 Anticipated impact**

If the Free State Province were to gain funding for the needs identified, the following impacts are believed to be felt.

### *Staffing*

Increasing the number of staff as well as continuously educating the staff (to equip them with the new changes in the industry) would improve the quality of service rendered to the public in line with the Batho Pele principle.

### *Books and materials*

Upgrading and expanding basic library material will ensure that the community is provided with relevant reading material that will have a beneficial value. This will inculcate a culture of reading in the province, as well as make the populace well informed and able to make informed decisions. The support that the materials would provide to the school children could lead to improved performance with further positive knock-on effects.

### *Office equipment*

By providing the libraries with funding for equipment, namely photocopiers and audio visual equipment, the libraries would be able to provide these essential services to the public. Photocopying services are very important in a public library service as the public may want to make copies in regard to government documents in the library i.e. legislation and also this will make access to most of the library material easy especially material that is only in audio visual or DVD formats.

### *Internal security*

By improving security measures in the libraries, this will ensure the availability of books for other users and also reduce wastage of resources used for replacing stolen books. On the other hand improved security ensures the safety of staff and the users of the public library.

## **A.2.4 Other issues and considerations**

The above key needs remain the priority in getting addressed, but the following considerations are also worth taking note of.

- Representatives from the Free State provincial library services have expressed concerns regarding the urgent needs expressed above, if there is no guarantee of recurrent funding after the three year period has lapsed. If there is no guarantee that the grant will be included in the Department of Arts and Culture's baseline allocations after the 3 years, it is very risky to undertake projects with recurrent financial implications. Most of the areas mentioned above have such recurrent elements and hence, if the funding is not sustained, service levels may start deteriorating again.
- Once the additional funding is allocated, municipalities in the Free State may consider any additional money they spend on libraries as unauthorized because public library services are not a municipal competence. There is a real fear that while the province may maintain what

they are expending on library services, the municipalities would possibly stop any funding they extend to libraries.

- Any appointment of staff on contract basis at public libraries with the additional funding may be regarded by municipalities as replacement staff. They may therefore immediately stop funding posts currently filled.
- The province believes that funds should be made available, on a recurrent basis, for the administration of public libraries as a first step to normalize and improve public library services in the province.
- The province considers it a risk that money will be allocated before basic policy and legal issues are resolved;
- It constitutes a material risk to undertake any major project if the basics are not in place, namely:
  - proper understanding and resolving of regulatory and governance issues,
  - resolving of funding issues,
- Municipalities are refusing to sign service level agreements;
- Municipalities are not adhering to set standards i.e. staffing, library hours, etc; and
- There is a high rate of stock losses, resulting from a lack of service level agreements.

The findings for the Free State Province indicate that additional funding for the province would enable them to address the current challenges that hamper the adequate provision of library and information services.

### **A.3 Gauteng**

The provincial library service in Gauteng provides library services to about 25% of the local municipal libraries; while the three metropolitan municipalities, Johannesburg, Tshwane, and Ekurhuleni serve about 75% of the municipal libraries. There is a total of 223 libraries in the province. The provincial library service also provides 39 depot services in prisons and rehabilitation centres, which are operated by volunteers. Furthermore, the provincial library service provides library services to the Chris Hani Baragwanath Hospital as well as staff to the Departmental Resource Centre.

In 1999, Gauteng Province signed affiliation agreements in with municipalities. These agreements determine the conditions under which a provincial library service will provide assistance to municipalities. The provision of public library and information services in Gauteng has been assigned to municipalities. Municipalities establish, operate and maintain libraries as well as appoint staff. They also determine their own tariff structure for libraries. Municipalities across the province spend about R190 million per year on library services.

The provincial government on the other hand spends R13 million on support services to municipalities. From this money, newspapers and periodicals are provided to the municipal libraries. Moreover, books and other information resources are provided from this budget to local municipalities that do not fall under the metropolitan municipalities. It is important to note that the library budget has been declining rapidly over the years. The current **book budget** is R1.6 million while the newspaper and other subscription budget is R1.4 million. In the current year, funds will be transferred to municipalities to implement reading programs and ICT.

The provincial library also provides resource-sharing services (commonly referred to as reference services), which are controlled centrally from the Head Office, for public libraries. This acts as a support service to municipal libraries that do not have sufficient materials, whereby the provincial library ensures the provision of books, reference and information services and research services.

This service has been tremendously affected since the restructuring of the Department of Arts, Sports and Culture in the province started. There is currently a restructuring process happening in the whole department which has tremendously affected the effective provision of library services.

### **A.3.1 Immediate needs**

In consultation with the provincial library services representatives, the following needs have been prioritised as urgent.

#### *Books and materials*

There is an urgent need for more books in the province, as well as to upgrade the current stock that is in the libraries. Books in depots are also outdated and this makes it difficult to serve the needs of the community e.g. correctional services, hospitals, etc. This is even more urgent in Tshwane where in the current financial year (2006/07) the municipal council forgot to allocate a budget for libraries.

#### *ICT infrastructure*

The expansion and upgrading of ICT infrastructure in the province is also an important factor that is still lacking in many areas of the province.

#### *Office equipment*

Library resources are very scarce and operational costs need to be financed in a sustainable manner.

#### *Library Programs*

Library programs i.e. reading programs, literacy programs etc

### A.3.2 Prioritisation of needs

The above needs have been prioritised and tabulated below.

*Table 9 – Ranking of needs for Gauteng Province*

NEED	Critical
BOOKS AND MATERIALS	3
ICT	3
OFFICE EQUIPMENT	2
LIBRARY PROGRAMS	1

From the rankings above, it is possible to see that books and materials constitute the greatest priority in the Gauteng Province.

### A.3.3 Anticipated impact

If the aforementioned needs were to obtain funding, the following impacts are likely to be felt.

#### *Books and materials*

The acquisition of more books would improve the culture of reading in the province and also help the province to stock libraries that have been developed by the municipalities.

#### *ICT infrastructure*

Expanded and upgraded ICT Services and library automation systems would be fundamental in ensuring that people can access resources that are only available electronically.

#### *Library resources and operational costs*

In terms of library resources and operational costs, the provincial library service envisages upgrading and providing more facilities such as faxes, photocopiers, scanners, etc. This will ensure that the utilization of the library resources is maximized.

#### *Internal security*

By improving security measures in the province's libraries (e.g. inserting the tattle tape system) this will ensure the availability of books for other users as well as reduce wastage of resources used for replacing stolen books. Furthermore, improved security ensures the safety of staff and the users of the public library.

### *Library programs*

Library programs such as reading programs and literacy programs need urgent expansion to other municipal libraries to improve the levels of reading and literacy. This will improve usage of library services by the community.

## **A.3.4 Other issues and considerations**

During the interview, attention was brought to various other issues and considerations.

- The Daveyton public library had a pilot project whereby the library was opened for 24 hours a day. The usage of the library increased and the results of the matriculants in that area improved (100% pass rate). This project produced positive effects and therefore, more funding is needed to extend library hours to accommodate those who are unable to access the library during current regular hours.
- There are still many areas in Gauteng that are without libraries.
- There is no legislation that addresses municipal library services, as well as no standard bylaws or policies
- Currently the Gauteng Department of Arts, Culture, Sports and Recreation is undergoing a restructuring. The impact of this process on the provision of library services is uncertain at this point in time.
- The provincial library services proposed that the report should propose a “consistent model for funding”.
- There is a need for the Public Libraries Act to give guidance to public libraries right across the country.
- There is a need to streamline processes and procedures linked to PFMA and the Preferential Procurement Act in order to fast-track the delivery of services to the public.
- The province received funding from the Carnegie Corporation for 2 projects for the Johannesburg Public Library Services.
- SEDA funded a business information corner in Kungwini and the Goethe Institute funded training for librarians and also provided a German collection by German authors.
- The province has indicated that there are human capacity (staffing) problems as there are several posts that have not been filled and those that are filled are filled by persons not trained in the library sector.
- Lack of library expertise, to be able to render a satisfactory service to the public, it is important to be able to meet the public’s expectations in terms of the quality of services.

This can only be attained through staff that are well trained and/or highly experienced. Such staffs are currently lacking.

- There are different library systems in operation, such that there is no interoperability between the various libraries. This renders sharing of resources and services difficult.
- There is inadequate managerial support, especially for strategic direction, funds and staff not 'ring-fenced'. The current managerial staff, because they are shared tend to pay more attention to other departments other than the library. Not giving equal attention to all units, especially to the library has undermined the provision of these services. In some instances it has resulted in the library budget deteriorating tremendously while in other instances in the staff of library services being moved to other departments, without replacement.

The provincial interviews indicated that Gauteng Province would be able to make use of additional funding to address the current challenges that are being faced in library and information services.

#### **A.4 KwaZulu-Natal**

The provincial library service in KwaZulu-Natal has been in existence for the past 52 years. The service is well established. Ethekwini Metro has 50 libraries which are independent whereas there are 167 affiliated libraries that are the responsibility of the different municipalities.

The book and infrastructural development budget for 2006/2007 is R40 million. The book budget for the province is R20 million The infrastructural development budget is R20 million, which is for the construction of new libraries and the upgrading of existing libraries.

The provision of public library and information services in KwaZulu-Natal is based on cooperation between the Provincial Library Services and the Municipal Local Authorities. The provincial library service is responsible for almost all of the functions performed in municipal libraries except staffing, ICT and the maintenance of buildings. There are four library depots which act as distribution centres for the various municipal libraries. The four depots are:

- Northern Depot
- Midlands Depot
- Coastal Depot
- South Coast Depot

Technical services are all centralised at the provincial headquarters. Here, new information materials are ordered, catalogued, classified and bar-coded. The central and the depots services hold meetings with the affiliated municipal libraries whereby books are selected to address users' needs. User services include reference services, which are controlled centrally from the head office to support municipal libraries that do not have essential reference materials. The provincial library also renders general reference services including inter-library loans

facilitation, the costs of which are paid by KwaZulu-Natal Provincial Public Library and Information Services (KZNPPLIS). The inter-library loans coordination is well facilitated as all their libraries are automated. There is also an Audio-Visual Library Service at the provincial library, which involves access to videos, DVDs and CDs on request. Training of staff members is conducted by the provincial library. The provincial library services and affiliated libraries meet regularly throughout the year and through conferences that they organize.

#### **A.4.1 Immediate needs**

Through consultation with the provincial library services representatives, the following needs were classified as priorities.

##### *Material supporting tertiary study*

The public expects the libraries to have learning materials for tertiary students. However the provincial library service cannot afford them and would like to see the books sourced directly by libraries as they are better placed to understand the demand.

##### *Transforming automation of libraries*

The existing system is extremely expensive to maintain for municipalities. There is a system in the market called UNICORN which is already used by eThekweni and universities. This system allows libraries to use the web to acquire records from the province for inter-library loan purposes.

##### *Extension of opening hours*

Opening hours of libraries are seldom suitable for the working public. The provincial library services would like to see libraries being opened for longer to cater for the working public. Funding this initiative is likely to improve service delivery in the province.

##### *Supporting computer training and access*

The public wants to learn to use computers not only for internet searches, but also for other applications, such as word processing, presentations, etc. This knowledge could go a long way in providing IT skills to the community. The provincial library services wants to fund computer literate youth (“cyber cadets”) and deploy them in different libraries to train communities in the abovementioned applications.

#### **A.4.2 Prioritisation of needs**

The above needs have been prioritised and tabulated below.

Table 10 – Ranking of needs for KwaZulu-Natal

NEED	Priority
BOOKS AND MATERIALS (MAINLY TERTIARY)	3
ICT DEVELOPMENT	2
EXTENDED LIBRARY HOURS	2
INTERNAL SECURITY	1

The table indicates that funding for school books is the most urgent priority for KwaZulu-Natal, but the other needs will still require funding.

#### A.4.3 Anticipated impact

If the province were to receive funding for the aforementioned needs then they anticipate that the following impacts would be felt.

##### *Material supporting tertiary study*

Funding of tertiary textbooks for distance learners is likely to help communities in the rural and poorer areas to access textbooks that they cannot afford to purchase themselves.

##### *Extended library hours*

In extending the library hours, the provincial library services will give more users access to the libraries and resources. It is especially important for those who work and study and have no time to use the library during regular hours. Despite boosting library use this will also help empower and inform people.

##### *Upgrading of library system*

Implementing a web-based system in the libraries will provide them with easy access to provincial records and inter-library loans.

##### *Supporting computer training and access*

This initiative could help in improving the IT skills in rural communities and thus empower them.

#### **A.4.4 Other issues and considerations**

As well as the above challenges, various other issues and considerations were noted during the provincial interviews.

- Mobile library services are not offered in KwaZulu-Natal Province.
- All the libraries in the province have telephone lines.
- The provision of library services is guided by provincial ordinances and regulations which also give local authorities power to set bylaws on how to administer libraries.
- Provincial libraries in the province do not have a problem with equitable sharing.
- Interest groups exist and are willing to share information and participate in new projects.
- Since the province is rich in indigenous knowledge, there is a need to explore the possibility of integration of this knowledge and other cultural systems into the local library services (e.g. women telling folk stories, teaching African proverbs etc.). This would not only attract greater usage of libraries by communities, but also provide a platform for capturing and disseminating relevant information.
- The province would like to increase their collection of indigenous language books and other material. Unfortunately there is very little relevant material that can be useful for the library to satisfy the needs of the community.
- There is a need for investigation for the integration of Indigenous Knowledge and Cultural Systems into the library system so that the communities can have a forum whereby (a) this knowledge is perpetuated and (b) this knowledge is acquired by the public.

The provincial interviews in KwaZulu-Natal indicated that although the province is better off than most of the provinces in terms of the provision of library and information services, it has the resources to absorb additional funding that would be used to address their main issues and concerns.

#### **A.5 Limpopo**

The provincial library service in Limpopo was established and is run in terms of the Provincial Library and Information Act No.7 of 2001. Following on section 126 of the Constitution, which provides for assignment, this function has been assigned to the municipalities. However, as a result of lack of financial support from the provincial government to execute the assigned functions, some municipalities have refused to enter into the agreements assigning library responsibilities.

The provincial library service has six district libraries that serve 55 public libraries; 23 mobile libraries, 1 container library, 12 Non-governmental libraries, 4 school community, 3 Multi-Purpose Community Centres (MPCCs) and 9 departmental libraries.

There is a very limited budget in the province (approximately R0.5 million) for the provision of books to the public libraries. As a result, many public libraries in the province do not have books at all, or have outdated books that are irrelevant.

In spite of the poor relationship, the provincial library service plays a central role in the provision of library services to municipal libraries. The provincial library services supplies municipal libraries with library materials, technical services and monitoring services. The provincial library service is supposed to provide ICT infrastructure, but have not yet done so. However, they expect to network a public library in Soetfontein in the current financial year. In-service training of staff is also done by the provincial libraries across the province at service points and municipal libraries.

On the other hand, the municipal governments provide, own and maintain the library buildings and infrastructure. They are also responsible for staffing and the day-to-day administration of the services. They are responsible for the control of running costs and account to provincial library services for any losses incurred by the library.

#### **A.5.1 Immediate needs**

During the provincial visit, the following needs were classified as urgent. Funding for these needs would greatly benefit library services in the province.

##### *Books and materials*

The provision of library material i.e. books, magazines and periodicals is an important need in the province. There is a shortage of books in the province that are relevant and current.

##### *Interns for data capturing*

A data capturing internship for the processing of library materials (cataloguing, classification, bar-coding and linking) would greatly aid the province in providing better library services.

##### *ICT infrastructure*

A uniform computerized library system is needed for 31 libraries (purchasing and running of the system), as well as funding for minor fixes for networking in 17 libraries. In the province, 98% of the libraries are without a computerised library system or access to the internet by both staff and the public.

##### *Staffing*

Staffing at public libraries and training of library staff is an urgent priority in the province. The staffing shortage, as well as unqualified staff has caused a serious backlog in the technical services of the libraries (cataloguing, classification, bar-coding, etc), as well as problems in the procurement of library material. Currently, some libraries open only once a week and others are

on the brink of closing because there is no staff to run them. Municipalities need assistance with attracting and retaining qualified staff. Staff training is also not regular.

#### *Operational costs*

Funding for the daily running of the municipal libraries is another urgent need in the province that was expressed.

#### *Infrastructure*

Furniture for use in the library, both for books and the public, is in vast need by the province. Also, 18 container libraries for six districts (3 per district) are needed in the province. The need for container libraries is very urgent to meet the needs of the outlying and remote communities that have no permanent library structures. Residents of such communities have to travel several kilometres to use a library.

#### *Material for the disabled*

Obtaining material for the disabled currently involves arrangements between the municipal libraries and the library of the blind in Grahamstown. However, the material often takes time to reach the client. This is thus, a fruitless expenditure for both libraries.

### **A.5.2 Prioritisation of needs**

If the following needs were to be prioritised, the table below shows how these needs would be ranked.

*Table 11 – Ranking of needs for Limpopo Province*

<b>NEED</b>	<b>Priority</b>
BOOKS AND MATERIALS	3
INTERNS TO CAPTURE DATA	3
ICT	2
STAFFING	1
OPERATIONAL COSTS	1
INFRASTRUCTURE	1

MATERIAL FOR THE DISABLED	1
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The table indicates that the most urgent priority in the province is books and materials. Without these resources, the library services are not able to provide adequate services to the public.

### A.5.3 Anticipated impact

If the province could obtain funding for the aforementioned needs, they believe that the following impacts would be felt.

#### *Books and materials*

An injection of funds for books and materials would enable the community to have access to basic reading material that is current. This would inculcate a culture of reading, which would help to make the populace well informed and be able to make informed decisions. In addition, school children who use the public library for their studies and homework, would have access to more current books which would lead to improved performance among school children in the province.

#### *Interns for data capturing*

Bibliographic control (cataloguing, classification and indexing) is the kingpin of access to library materials and information. Ensuring that all backlogs are cleared will mean that more materials are available and can immediately be retrieved and used, thus making libraries more user-effective and user-friendly. In order to clear the backlogs in technical services, data capturing could be done by outsourcing (e.g. a private company by agreement could maintain the system).

#### *ICT infrastructure*

ICT services and the automation of libraries is well overdue in the province. A uniform computer system for all the libraries would ensure that there is interoperability, sharing of resources and also ability to access the other libraries' available records and data.

#### *Staffing*

By improving staffing levels (quality and quantity), the quality of service rendered to the public would be heightened, in line with the Batho Pele principle. There is a need to continually train staff to ensure that the available staff remain competent in the changing nature of library and information science.

#### *Operational costs*

The need for monitoring is essential to ensure accountability and maintenance of standards in all municipal libraries. Daily running costs incurred by public libraries have to be met adequately and on time, otherwise there may be disruptions to services i.e. power cuts and suspended telecommunication for non-payment.

#### *Materials for the disabled*

Obtaining materials for the blind and deaf would ensure the inclusion of blind and deaf people in the mainstream of service provision.

### **A.5.4 Other issues and considerations**

During the provincial visits, other issues and considerations were discussed. The following points highlight some of these challenges.

- The province should budget for new library buildings in partnership either with the municipality or the department of public works.
- The maintenance of library infrastructure should remain the responsibility of the municipality.
- The management and recruitment of staff should remain the responsibility of municipal government, but the funds for these functions should come from the province, with appropriate representation and accountability in place.
- The daily running costs of municipal libraries should be the responsibility of the municipality but with proper accountability to the province.
- While Sekhukhune and Vhembe are meant to be District service points (depots) for the public libraries, they also function as public libraries because there are no libraries in the surrounding areas.
- Loss of library materials and failure by municipal libraries to reimburse provincial libraries for lost items in the libraries is currently a major concern.
- There are tensions between municipalities and the provincial library services, as the latter are not meeting their (agreed) obligations.

The findings for Limpopo Province show that the province has an urgent need for more funding to address the challenges that are being faced in library and information services. The province will be able to use the additional funding to address the current backlogs as well as provide for the future adequate provision of library and information services.

## **A.6 Mpumalanga Province**

The provincial library service in Mpumalanga has been in existence for about 10 years. The Mpumalanga Province has 89 libraries in total and one mobile library. They also have container libraries which serve areas that do not have permanent library structures. These container libraries are mostly supported by donor funding. The province anticipates converting the current container libraries into mobile trucks / mobile homes which they believe would reach many outlying regions of the province.

There are three municipal districts with two regional libraries, namely Ekangala and Gert Sibande.

There are six service centres which act as distribution centres for the various municipal libraries. The six service centres are:

- Nelspruit Regional Library
- Lydenburg Regional Library
- Ermelo Regional Library
- Standerton Regional Library
- Middleburg Regional Library
- KwaMhlanga Regional Library

The provision of public library and information services in Mpumalanga is based on cooperation between Provincial Library Services and the Municipal Local Authorities. The provincial library services provide the furniture, books and other library accessories as well as other library support services such as ICT support and the training of library personnel.

The technical services in the province are all centralised at the provincial headquarters, whereby material/s to be included in the existing stock are procured, catalogued and classified. The provincial library service provides reference services which are controlled centrally from the Head Office. These services are provided only to municipal libraries that do not have standard reference materials. The provincial library renders services such as research for information, tracing of specific books and block loans.

The provincial library service has a book budget of about R4million, which is spread among the provision of books, audio visual material and other publications across the six regional libraries.

The municipalities on the other hand have the responsibility of developing and maintaining infrastructure, i.e. developing and maintaining buildings for library use. However, some municipal libraries also provide their own (limited) budget for books (these are the exceptions rather than the norm). It is also the responsibility of the municipal library to provide staff to run and maintain the libraries. Yet there are some municipalities that are threatening to close library services or to sue the provincial government for amounts owed to them in respect of services that they render to the community which in essence are the responsibility of the province.

There are only two municipal libraries that are automated in the province and hence there is an urgent need to automate the other libraries. There is a book selection meeting for all municipal libraries held annually whereby the available titles are presented by suppliers and the libraries decide which items are needed. The provincial library then purchases the chosen books in bulk.

The main problem currently is that there is inadequate municipal staff, while the majority of the existing staff are not well qualified to offer satisfactory professional library services, to meet the Batho Pele principle which is a measure of service delivery to the public.

### **A.6.1 Immediate needs**

During the provincial interviews, the following immediate needs were identified. Funding for these needs is urgent, as these issues are hampering the libraries' ability to offer library services to the public.

#### *Staffing*

Staffing the libraries with qualified staff that can provide fast and efficient library service to the public is an urgent need in the province. This is critical at the moment, because the available staff are ill equipped to provide library services. Retaining staff in municipal libraries is a major problem partly because of the arbitrary movement of staff from library services to other unrelated departments, which results in the library being incapacitated, or staffed by people who are without library knowledge or expertise.

#### *Books and materials*

There is an urgent need to acquire books for the public libraries. Many of the popular titles are not stocked because they cannot afford them, or the number available is minimal. There is also a need to update the stock with the latest editions of certain books. The needs of school students also need to be met, as there are very few schools in the province with functioning library services. Most scholars actually depend on the community libraries for materials for study and school projects.

#### *ICT infrastructure*

An important need is for ICT Services and the automation of libraries in the province, as there are only two libraries that are automated in the province.

#### *Maintenance and renovation*

Maintenance and renovation of some libraries is very urgent as there are some libraries that are in a very bad state and need urgent repair.

### *Furniture and equipment*

Library furniture and equipment is urgently required (e.g. photocopiers, fax machines, scanners) to enable the library to deliver the required quality of service to the public in line with the principle of Batho Pele.

## **A.6.2 Prioritisation of needs**

The above needs have been ranked below according to urgency.

*Table 12 – Ranking of needs for Mpumalanga Province*

<b>NEED</b>	<b>Priority</b>
STAFFING	3
BOOKS	3
ICT	2
MAINTENANCE AND RENOVATIONS	1
FURNITURE AND EQUIPMENT	1

From the table it is possible to see that staffing is the most urgent priority for Mpumalanga Province. However, funding is also needed for the other issues currently facing this province.

## **A.6.3 Anticipated impact**

If funding for the aforementioned needs was available, the province envisages that the following impacts would be felt.

### *Staffing*

Attracting, retaining, and continuously educating the staff (to equip them with the changes in the industry) would improve the quality of service rendered to the public in line with the Batho Pele principle. This would address the current situation whereby some libraries are served by unqualified library staff, or inadequate staff, while other libraries lose experienced staff to other departments (not even related to library services).

### *Books and materials*

By providing library materials that are currently not provided due to lack of funds, many local people will have access to basic reading material. This will inspire a culture of reading in the province, which will help to make the populace well informed. For school students, more up-to-date books could lead to improved scholar performance in the province.

### *ICT infrastructure*

ICT services and the automation of libraries are urgently needed as there are only two municipal libraries that are automated in the province.

### *Maintenance and renovation*

The maintenance and renovation of library buildings is fundamentally important not only for the image of the library but also for the safety and comfort of both the staff and the public. Furthermore given that the contents in the library i.e. books, CDs, DVDs can easily get damaged, there is a need for the proper maintenance of the library buildings that house these resources.

## **A.6.4 Other issues and considerations**

During the provincial visit, the following other issues were raised as being important in Mpumalanga's library service provision.

- An information and technology company has been contracted to do an assessment to establish information technology needs of the libraries in the province.
- The provincial library services do not have a problem with equitable sharing of funding, as long as the history and the dire developmental needs of each specific area are taken into account. For instance some areas have functional libraries and are in close proximity to the communities, while others do not have any functional libraries at all.
- There is a perception that the problem with library services is not with the constitution or any other legislation; rather it is with the lack of funding. Provinces find themselves unable to meet their library mandate, which causes a ripple effect among municipalities rendering them incapable of providing necessary services to the public. Most municipalities cannot meet the public's expectation on a mandate which is not theirs. Yet the provincial library service, whose mandate it is, seems to be doing very little or nothing about this issue financially or otherwise.
- There is a need for flexibility in the use of these grants to execute the projects that may be identified by the province, given that the processes and the execution of the projects may be delayed by administrative processes (i.e. tender processes or appointment of staff). This may result in some of the allocated funding not being spent in the financial year in question.
- There is an urgent need to provide library services in the Bushbuck Ridge area which has recently been transferred to Mpumalanga province and has no library service at all.

The findings for Mpumalanga highlight the urgent need for more funding for the provision of library and information services in the province. There are some major challenges that need to be addressed so that the service can be adequately provided.

## **A.7 North West**

The North West Provincial library service is about ten years old and has 78 staff members. They have 4 district offices with a total of 95 libraries. The provincial library services inherited 3 former administrations, i.e. Bophuthatswana, Transvaal Provincial and Cape Provincial Administration. The areas that previously fell under Bophuthatswana have no public libraries, as the Bophuthatswana government was operating as an independent state and focused on the National library. The Transvaal and Cape Provincial administration both had municipal libraries under them.

The relationship between the North West provincial library services and the local municipalities is based on the status quo that existed before the constitution mandated the provision of library service as the competency of the provincial government. Subsequent to this, the North West provincial library services have signed Affiliation Agreements with some of the local municipalities to render library services. The rest is based on goodwill.

The provincial library services give conditional grants to local municipalities. For this to happen, local municipalities submit business plans and sign Memorandums of Agreement with the provincial library services on these conditional grants. The conditional grants are predominantly used to buy library equipment, maintenance and upgrading of library buildings and staffing

The professional and technical services in the province are all centralised at the provincial headquarters. These include cataloguing, classification, referencing, procurement and ICT services. The book budget for 2006/2007 is R6.2 million. The provincial library services provide books and audiovisual materials to all the libraries in the 4 district offices.

There are four district municipalities which act as distribution centres for the various municipal libraries:

- Central District
- Southern District
- Bojanala District
- Bophirima District

The provincial library provides access to reference services which are controlled centrally from the Head office. These services are provided only to municipal libraries that do not have these materials.

### **A.7.1 Immediate needs**

If the provincial library services could obtain extra funding, the following areas are seen as urgent priorities.

### *Staffing*

The North West provincial library services sees staffing as the critical element that needs to be addressed once funding is in place. Staffing does not only mean an increase in the number of people employed by the library but training of the existing staff and the employment of professional or qualified staff to work in public libraries.

### *Books and materials*

Books are the core component of any library, therefore, the provincial library services would like to increase their book collection, in particular the indigenous language books (Setswana).

### *ICT infrastructure*

The public libraries have no internet access, copiers, faxes and printers. Lack of these facilities impacts on the service delivery provided to communities by public libraries. The libraries need to have access to ICT for easier and faster access to library materials. ICT should be sustained at all costs as computer technology changes almost everyday.

### *Internal Security*

A security system needs to be installed that will be used to safeguard the books in the libraries and reduce theft of books.

### *Marketing /Promotion*

Promotion, usage of libraries and marketing of services that the library renders is important so as to increase the number of users for the libraries and to provide an awareness of the importance of libraries.

### *Maintenance of libraries*

This does not only include taking care of library buildings it also includes the acquisition of furniture and electronic equipment used in public libraries.

### *Transport*

Due to the rural nature of the North West Province, some of the areas in the province do not have proper public transport. As a result, library staff miss out on important workshops and training courses.

### *Operational budget*

The library requires a greater operational budget for public libraries so that the libraries can function.

### A.7.2 Priority of needs

The above needs have been translated into tabular form below, with each of the needs ranked according to importance.

Table 13 – Ranking of needs for North West Province

NEED	Priority
STAFFING	3
BOOKS AND MATERIALS	3
ICT INFRASTRUCTURE	2
INTERNAL SECURITY	1
MARKETING / PROMOTION	1
MAINTENANCE	1
TRANSPORT	1
OPERATIONAL BUDGET	1

The table indicates that staffing, and books and materials are the most urgent needs in the North West Province. ICT infrastructure is also vital for the efficient running of libraries in the province.

### A.7.3 Anticipated impact

If funding for the aforementioned needs was obtained, the following impacts are expected to be felt.

#### *Staffing*

Staffing will improve the quality of service in the public libraries and alleviate the problem of “one man libraries” (where a library gets closed when the librarian is on leave). More staff will help in increasing the hours of operation for libraries to cater for those community members that work during the regular opening hours.

#### *Internal security*

Security systems in the public libraries will enable libraries to reduce theft of books and other library materials thus reducing the cost of replacing books and library materials.

#### *Marketing /Promotion*

Promotion and usage of libraries needs to be driven by awareness campaigns and promotions.

#### *ICT infrastructure*

ICT services / automation of public libraries will enable communities to have access to the information that is in cyber space.

### **A.7.4 Other issues and considerations**

In the provincial interview, the following issues and concerns were also raised.

- The North West Province's Department of Sport, Arts and Culture has made a commitment to build three libraries a year.
- Municipalities are generally slow to work on business plans.
- There is a lack of reporting from municipalities in terms of expenditure of funds and operational issues.
- Sustaining of services in the rural areas is difficult due to lack of staff. The provincial library service is looking at ways of providing incentives to take jobs in the rural libraries.
- Affluent areas such as Rustenburg, Potchefstroom and Klerksdorp have a concentration of resources. These resources should be shared with the needy rural areas.
- Most municipalities do not have libraries in their Integrated Development Programs (IDPs) and this makes it difficult for libraries to become a priority in municipalities.
- Provincial library services would like to have mobile libraries in order to reach the rural areas.
- A toy library program is a program that the provincial library services are engaging in to promote the culture of learning at an early age.
- The Bophirima district runs four programs per month per library with different themes e.g. August: Women issues.

The provincial interviews in the North West Province revealed that the province is facing many challenges in the provision of library and information services. By acquiring additional funding, inroads may be made to eradicating these problems.

## **A.8 Northern Cape**

There are 102 community libraries in the Northern Cape Province, which serve the local communities, as well as scholars' needs, since there are no school or academic libraries. Besides the community libraries, there are 45 mobile libraries which provide library services to rural communities. These mobile libraries were originally funded from donor funding for four years, which subsequently has lapsed. There are also depot services which serve the mines, prisons and farming communities; as well as departmental libraries which are run by the provincial library services.

There are four library district offices which act as distribution centres for the various municipal libraries. Each district office determines the community library needs and forwards them to the provincial office, which in turn assesses the needs in accordance with the available resources. However, as a result of scarce resources, there is a system called inter-block loan among the four district offices whereby popularly used books are loaned among the libraries for a period of two months.

The four district offices are:

- Francis Baard District - Kimberly
- Pixley-Ka-Seme - De-Aar
- Namaqua - Calvinia
- Siyanda - Upington

Technical services are all centralised at the provincial headquarters, where new information materials are ordered, catalogued and classified centrally. The province has provided 80 libraries with internet access courtesy of Telkom SA, which was all done within a month's period. However, the Telecommunication Bill which provides for reduced internet rates for schools and universities does not apply to community libraries and hence access to internet is limited to staff and is not available to the public.

The book budget for the province is R3 million for 2006/2007. The provincial libraries have been transferring funds to the municipalities for various library services. However, there is a problem of accountability, as people working in community libraries are employed by municipalities, and in cases of misuse, the provincial library services cannot discipline them.

While there are some municipalities which are cooperating with the province in providing library services in the Northern Cape, library services are experiencing problems with certain municipalities. Some municipalities are threatening to close libraries while others have refused to pay staff. Their contention is that library services are the province's responsibility, as per the constitution. Nevertheless, the provincial library services are negotiating with the municipal and local government union/s and SALGA to resolve the problem.

### **A.8.1 Immediate needs**

If the province were to receive extra funding, the following needs have been classified as important needs that would utilise the funds.

#### *Literacy development*

Literacy development programs for the community are in important need in the Northern Cape. Outreach programs to promote library services are also vital. Community libraries need to promote not only the books and other materials that they have, but also train and encourage members of the public to consult these materials on a regular basis. This can be done through outreach programs that target specific groups depending on identified needs.

#### *Books and materials*

Books and other information materials are needed in the province as there is a shortage of books that are relevant and current. The book budget is very small and as a result the needs of the community cannot be satisfied.

#### *Staffing*

Staffing as well as the training and development of staff is important for the Northern Cape Province. Staffing shortages as well as many unqualified staff has caused a serious backlog in technical services (cataloguing, classification, bar-coding, etc), as well as problems in the procurement of library material. Currently the Northern Cape is finding it difficult to attract qualified staff, and often the staff that they do develop leave for other provinces that can afford to offer competitive salaries and benefits.

#### *Corporate image*

Corporate image is needed in the province so that libraries and library services are visible to the general public.

#### *ICT infrastructure*

ICT services / automation of libraries is a priority in the province as there are only two libraries that are automated in the province

### **A.8.2 Prioritisation of needs**

The above needs have been prioritised below and tabulated. The needs are ranked according to importance.

*Table 14 – Ranking of needs for Northern Cape*

NEED	Priority
LITERACY DEVELOPMENT	3
STAFFING	3
BOOKS AND MATERIALS	2
CORPORATE IMAGE	1
ICT INFRASTRUCTURE	1

From the table, literacy development is the most important priority for the Northern Cape, followed by staffing, and books and materials. The rest of the needs are lower priorities, but nonetheless are important concerns for the province.

### A.8.3 Anticipated impact

If funding were available for the province for the needs mentioned above, then the following impacts are anticipated to be felt.

#### *Books and materials*

The province would be able to increase the number of books they purchase for each depot to supply to the municipalities. As a result the community will receive the books or information timeously.

#### *Staffing*

The success and effective utilisation of a library is dependent on the staff that dispense library services to the public. Should staff training and development take place, the province would be able to keep staff by providing them with market related remuneration. This would also enable the sustenance of acceptable library services to the community.

#### *Literacy programs*

Should the province be able to provide literacy programs, many more people would have access to library and information services. The maintenance and creation of more mobile library services is likely to improve the literacy levels in the province and change the Northern Cape's status as the province with the highest levels of illiteracy in the country.

### *Corporate image*

Corporate image is important in announcing a library's presence to the public and public libraries should be visible. By creating a better corporate image, libraries in the Northern Cape would obtain better library usage and support.

### *ICT infrastructure*

By obtaining funding for ICT infrastructure, the smoother and more efficient running of library services in the province would be possible.

## **A.8.4 Other issues and considerations**

During the provincial visit, the following issues were also raised.

- There are tensions between municipalities and the provincial library services because the latter is not meeting their (agreed) obligations.
- The Northern Cape provincial libraries have only been in existence for ten years and they are hence still in a developmental phase. This should be taken into account for funding considerations.
- The province does not support the equitable method of delivery used by the National Treasury. Some provinces, such as the Northern Cape are big but sparsely populated, and thus receive only a small portion of the equitable share funding. Servicing a sparse but widely distributed population has its challenges and these have to be taken into account.
- The Northern Cape provincial libraries aspire to be an all embracing body in the province, providing guidance to municipal libraries as well as having authority for staffing (including payroll function), providing books and other materials.
- The province is interested in forming community library forums which can monitor service levels to the community.
- Should the province receive a large amount of money, they would certainly appoint a finance manager and municipal library coordinating manager on a contractual basis to help in the optimal utilisation of the funds.
- The issue of people with disabilities is addressed at municipal level in liaison with the library for the blind.
- In the collection development policy, the province tries to promote the provision of books in accordance with the dominantly spoken languages. However, it is very difficult to find publications in indigenous languages to stock the libraries.
- The provincial library service is undertaking to maintain the current funding that is in place. They are committed to utilise any additional funding that they will receive to improve the

current situation, especially the mobile libraries which serve the sparsely populated areas. These services are under threat of collapse as they are currently serviced by volunteers.

- Library services compete with other pressing community needs, but these have to be balanced in order to educate and inform the community on some of the essential issues around them i.e. health, housing etc.

The provincial interviews in the Northern Cape showed that the province is currently facing many challenges in the provision of library and information services. By acquiring additional funding, the province can begin to address these problems.

## **A.9 Western Cape**

The Western Cape library service has been in existence for the past 50 years. There are currently 317 public libraries in the province and 8 trolley services. Trolley services are the mobile trolley units that go out to rural areas that have no libraries as well as to the densely populated urban areas.

The provincial library service in Western Cape provides a centralised service to public library services. The provision of library material, professional and technical services i.e. training, monitoring, research, cataloguing and classification are centralised at the province. The municipal government provides the staff, library structures (including their maintenance) and the daily administration and management of the service.

Over the years the Western Cape has rendered library services on a partnership arrangement between the provincial government and municipalities. With the advent of the new constitution, this responsibility was bestowed solely onto the provincial government (in terms of schedule 5-A). As a result, municipalities no longer wanted the responsibility of providing these services. Realising the damaging effect that this would have on the delivery of library service to the public (and before proper transition arrangements were mapped), the provincial library services and the municipalities entered into interim agreements to ensure the continuation of these services. Until an acceptable solution is found, the service is to date still rendered on the basis of this agreement.

Through the cooperation between Provincial Library Services and the Municipal Authorities, there are 15 regional libraries which act as conduits from provincial library services to the local libraries in the respective regions. The provincial library service provides all public libraries with library material needed for local service delivery at an approximate total cost of R49,903 million. Furthermore, the provincial library service sometimes extends financial support to municipalities for the building of new libraries. Because of the increased usage and demand for library services in the province, there is an urgent need to provide more library space in the existing libraries as well as to establish new libraries.

The municipal governments on the other hand, provide services to the public at the grassroots level. Municipalities provide for the needs of people with disabilities - most libraries are designed to facilitate easy access by the disabled, and public libraries generally ensure that there is relevant material and special assistance for the blind or deaf readers. They supplement their

own collections with materials from the library for the blind, which is in Grahamstown (with some financial support from provincial library services). The provincial library services in collaboration with the economic department of the Western Cape provide business information in the public libraries, through the business corners.

The current library structures in certain municipal areas are inadequate, as there is a serious shortage of library space and the need to establish new libraries. As a result of the shortage in library space and libraries in certain areas, the standard of service is compromised and in some cases, there is no service at all. As the population grows in most municipal areas the need to provide more library service points also grows. The areas most affected are Boland and Outeniqua in the city of Cape Town.

Currently, municipalities collectively spend in excess of R236 million annually for the provision of library services to the local communities and the amount increases annually. On the other hand the provincial library service spends just over R57million in the provision of library material, professional and technical services for the public libraries.

The provincial library provides access to reference services through inter library loans services which are controlled centrally from the head office. These services only supplement municipal library services that need such assistance. This service is also extended to other libraries across the country.

The automated library system across the province enables the public libraries across the province to know what titles are available for acquisition and according to their needs they submit their requests for particular titles to be ordered.

### **A.9.1 Immediate needs**

In consultation with the provincial library services representatives, the following areas have been identified as high priorities for additional funding.

#### *Constitutional mandate*

The province would like more funds for their constitutional mandate i.e. to be able to deliver at least a minimum level of library service to the community. These funds are especially important in assisting some public libraries which are on the verge of closure because of financial constraints.

#### *Staffing*

There is a dire need for improvement of staffing levels and the quality of staff. Most staff members performing library functions are either inadequately trained or not qualified to dispense library services. According to current figures, to meet the absolute minimum levels of service in the libraries, there is a shortage of 40% in all libraries across the province. While there has been an increase in library use across the province, there has not been a corresponding staff increase. This has been caused by the view by municipalities that the funding of public library services is not their mandate. Therefore over the years, municipalities have reduced staff through non-appointment (in the case of vacated posts) and the rationalisation of library services

with other municipal staff functions. The lack of sufficient staff has negatively affected the level of library service tremendously.

#### *Books and materials*

The need for library material is very acute. In addition, based on the fact that there are very few schools with libraries that are fully functional, most scholars resort to the public library and there is thus, an urgent need for public libraries to stock materials that will satisfy scholars' information needs.

#### *ICT infrastructure*

There is a need to improve the ICT infrastructure in the public libraries. Even though some libraries have ICT infrastructure, there is more that still needs to be done. Internet access in all the libraries was pointed out as an urgent need because the majority of the users would like to supplement their traditional use of the library with the use of electronic resources of information.

### **A.9.2 Prioritisation of needs**

The above needs have been tabulated below and ranked according to urgency.

*Table 15 – Ranking of needs for Western Cape Province*

<b>NEED</b>	<b>Priority</b>
FUNDS TO ADDRESS CONSTITUTIONAL MANDATE	3
STAFFING	3
BOOKS AND MATERIALS	2
ICT	1

The table shows that the most urgent need is for the provincial library services to obtain funding to address their constitutional mandate. Staffing is also a large concern in the Western Cape Province.

### **A.9.3 Anticipated impact**

If funding was obtained for the aforementioned needs, the following impacts are anticipated to take place.

#### *Constitutional mandate*

Upon the provision of adequate funding, the provincial library services would be able to draw up permanent agreements either by transfer, assignment or delegation of functions to the municipalities. They would be able to enter into the relevant service level agreements. In this regard, the public libraries would be able to render the least minimum basic standard for library services across the province. This will also be in tandem with the public service principle of Batho Pele.

#### *Staffing*

Should more funds become available to train and develop staff, and provide them with competitive remuneration, the public's needs would be appropriately met. The provision of sufficient staff would also reduce theft of library material that is rampant at present.

#### *Books and materials*

Additional funding for books and materials will help to empower the communities. The communities will be able to access the information necessary to enable them to make informed decisions in exercising their rights in a democratic society - especially government related information. Furthermore, serving school students would boost the scholars' performance at school.

#### *ICT infrastructure*

If more libraries in the province could become automated, this would help to address the public's needs and grant them access to important information and resources.

### **A.9.4 Other issues and considerations**

During the provincial visit, the following points were also noted.

- The Western Cape has one of the best-developed and networked library service in the country.
- To increase the number of books in indigenous languages within the provincial libraries, there is need for cooperation between the libraries, i.e. to identify their communities language needs, consolidate these needs and approach publishers who can produce the necessary books.
- Library buildings are not in accordance with accepted provincial standards due to financial constraints as well as the perception that complying with such standards is not a municipal responsibility.
- The provincial library services would like to have a 50-50 partnership with municipalities in the provision of the library services to the communities.

- The municipality through its political establishment has expressed their support for library services, as long as the provincial library services meet them with half of the cost.
- If the municipalities were to assume the entire responsibility of providing library services, they would lose the current economies of scale achieved by the bulk ordering that is done through the provincial library service. Furthermore, there would be a lot of duplication of activities by each municipality.
- The province proposes a phasing-in approach in expending the grant that should be extended by treasury for improving library services. Furthermore, in the assumption of any functions that may be assigned to either party, each party would have to build their own capacity to be able to deliver adequately.
- The province needs flexible terms in expending money that will be given to them. They acknowledge the importance of procurement procedures but point out that this often causes serious obstacles as the procedures normally take long.

The provincial interviews in the Western Cape highlighted that the province is currently better off than most of the other provinces in terms of providing library and information services. However, they do have the ability and infrastructure to absorb additional funding to address the issues that still hamper their service delivery.

## **B List of sources that have been used in our analysis**

### *Annual Reports*

Annual Reports for 2004/05 for provincial departments of Arts, Culture and Tourism

### *Legislation*

The Constitution of the Republic of South Africa, Act 108 of 1996

The Division of Revenue Bill, 2006 and related Division of Revenue Attachments

The Local Government: Municipal Systems Act, Act 32 of 2000

The Public Finance Management Act, Act No 1 of 1999 and related Treasury Regulations

### *Ordinances*

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Transvaal Provincial Library and Museum Service Ordinance No. 20 of 1982

Western Cape Provincial Library Service Ordinance No.16 of 1981

### *Situation Reports*

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### *Government websites*

Statistics South Africa, [www.statssa.gov.za](http://www.statssa.gov.za)

National Treasury, [www.treasury.gov.za](http://www.treasury.gov.za)