

**Investigating establishment, functionality and sustainability of primary school
libraries**

by

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I would like to encourage my daughter to stay strong like me and do anything it takes to make her dreams come true.

Finally, I give thanks to my Lord and Saviour, Jesus Christ, who gives me strength and zeal to achieve my goals, and with whom I believe all things are possible.

Declaration

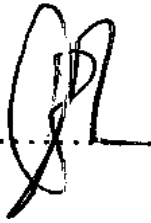
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Abstract

This research was conducted to examine and describe the status of the establishment of functional and sustainable libraries in primary schools of the Motheo District in the Free State province, South Africa. Within the South African context, research supports the view that libraries in schools contribute to improving literacy rates amongst learners in primary levels (Paton-Ash & Wilmot, 2013: 145). It has been argued that if a school has a functioning school library, learners' performance in reading may improve by up to 8% (DG Murray Trust, 2015). As far as can be established, very few studies have been conducted on the establishment of functional and sustainable school libraries within the context of South Africa. Furthermore, it is significant that to date no research has been conducted that investigates the establishment, functionality or sustainability of primary school libraries in any of the education districts of the Free State. To address this apparent gap, this study focused on the status of primary school libraries in the Motheo District of the Free State province. It further explored whether these libraries fulfil their purpose, as set out by the *National Guidelines for School Library and Information Services* (DBE, 2012) and the Free State Department of Education *Policy for Education, Library, Information Technological Services* (FSDoE ELITS, 2002a).

This study was informed by an interpretivist paradigm and was qualitative in nature. To collect data, I employed the following methods: a literature review, policy analysis, structured observation and semi-structured interviews. A literature review was conducted to determine the importance of school libraries as well as to explore to what extent other countries managed to sustain the functionality of libraries despite their own challenges. Secondly, a policy analysis was conducted to determine the South African policy framework for the establishment of functional and sustainable libraries in schools. In this regard, a content analysis of both the *National Guidelines for School Library and Information Services* (DBE, 2012) and *Free State Department of Education Policy for Education, Library, Information, Technological Services* (FSDoE ELITS, 2002a) was conducted. Thirdly, structured observations were employed in twelve primary schools

situated in the ten areas of the Motheo District. These structured observations were carried out during the initial phase of data collection to generate questions for the interviews that would follow, as well as to identify relevant research participants. Participants were identified at four primary schools and invited to clarify contributing and inhibiting factors of establishing and maintaining functional school libraries. Thematic analysis was employed to analyse both the semi-structured interview and structured observation data. Data analysis revolved around the three themes of library establishment, functionality and sustainability. This study provides a general description of the status of the establishment and functionality of libraries in primary schools in the Motheo District in the Free State province.

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CHAPTER 1: ORIENTATION

1.1. Introduction

The idea of establishing centralised school libraries in post-1994 South Africa was initiated in 1997. It was envisioned that these libraries should support curriculum delivery in schools by ensuring that a variety of multimedia resources (MMR) are accessible to all stakeholders (Farmer, 2012: 101). The purpose of establishing a school library is that it can operate as a classroom that has a functional programme that supports curriculum delivery by providing opportunities for the development of:

1. resource-oriented capabilities - this entails searching, accessing as well as testing resources in different formats;
2. thinking-oriented capabilities - abilities that focus on higher order thinking and the ability to analyse and create representations or products that show deep understanding and knowledge;
3. knowledge-oriented capabilities - being able to conduct research and enquiry; and
4. reading-based capabilities - abilities focusing on reading for enjoyment, reading for the love of reading, reading to gain information (International Federation of Libraries Association - IFLA) (IFLA School Libraries section, 2015a: 17-18).

The *South African Schools Act no 84 of 1996* (Republic of South Africa, 1996), indicates that all schools should possess a library space but the Act is silent on library staff and material provisioning (Mojapelo, 2018: 12). Furthermore, the *White Paper on e-Education of 2004* offers no support for school libraries as it simply states that “the current status of school libraries is inadequate to support resources-based learning in outcomes based education” (Paton-Ash & Wilmot, 2013: 12). Arguably, however, school libraries, similar to information communication technology (ICT), support curriculum delivery and should therefore be considered in the *White Paper on e-Education*, as inadequate library resources could affect resource-based learning and teaching.

The Department of Basic Education (DBE) has introduced a “new system of selecting and providing learner and teacher support material (LTSM) in 2011 since LTSM is part of the library collection, to address the gap between the national commitment and the reality in so many schools” (DBE, 2011: 18). LTSM includes textbooks, learners’ books, teachers’ guides and study guides. Multimedia resources that are made available through the school library include non-fiction and fiction books, reference works, print media, and audio as well as audio-visual material, and should support LTSM.

At a debate hosted by Equal Education on school libraries in South Africa, participants agreed that evidence exists that school libraries play an integral role in tackling the problem of poverty. It was therefore suggested that “libraries should be regarded as ‘agents of change’ and librarians as ‘transformational agents’, with their resources tying in with the school curriculum and meeting the needs of both staff and learners” (Equal Education, 2011: 2). Much focus is placed on the transformative potential of school libraries. For example, according to the DBE (DBE, 2014a: 7), Ms. Angie Motshekga, the Minister of Basic Education, shared this position at the official release of the Annual National Assessments (ANA) results for Grades 1 to 6 and Grade 9 on 4 December 2014. At this event, the Minister announced and declared the promotion of reading and library management and administrative services as a ministerial programme to support learner performance in literacy and numeracy. Again, on 11 March 2015 in the Five Year Strategic Plan 2015/16-2019/20, the Minister of Basic Education highlighted in her foreword that “functional and well-resourced school libraries will have a positive impact on the DBE’s efforts to improve reading” (DBE, 2015b: 4). Meanwhile, a collaboration between libraries in schools and in communities was considered in 2013, as attested to by the Strategic Guidelines 2013-2015 drafted by the DBE (Fraser, 2013: 51). The purpose of the collaboration was to establish fully functional school and public libraries (Fraser, 2013: 51). For this reason, the DBE and the Department of Sports, Arts, Culture and Recreation (DSACR) agreed that there was great potential in joint-use community and school libraries. It was suggested that these should be built close to schools to overcome the financial constraints caused by the backlog in the provisioning of school libraries (Hart & Zinn, 2015: 31). As a result, the DBE collaborated with the Department of SACR to secure

R78 million to provide library and information services to 1 020 Limpopo and Eastern Cape primary schools (DBE, 2015d).

In 2015, the Minister of Basic Education launched the 1 000 School Library Campaign to coincide with the 6th International Nelson Mandela Day. The aim of the campaign is to establish 1 000 functional libraries per annum in all needy South African schools. It is envisioned that this campaign will continue until 2019. In her keynote address delivered at the launch of this campaign, the Minister emphasised that the campaign aimed at making books available and accessible to all learners in South Africa. She further emphasised that literacy is the main focus of basic education for all and that it is, however, impossible to improve literacy without functioning school libraries. It was also highlighted that libraries in schools would help to expand learners' reading choices and that the DBE was steering the establishment of reading clubs, Spelling Bee projects as well as Book Flood campaigns throughout South Africa (DBE, 2015c: 2-3).

1.2. Rationale and statement of purpose

School libraries potentially have a positive influence on learners' academic achievement at the primary level as they support efficient and effective learning and teaching (New York State Education Department, 2011: 5). Within the context of South Africa, research supports the view that libraries in schools contribute to improving literacy rates among pupils (Paton-Ash & Wilmot, 2013: 145). It has, for example, been argued that if a school has a functioning library, learners' performance in reading may improve by up to 8% (DG Murray Trust, 2015). It is therefore necessary to provide adequate opportunities for literacy development during the primary school years (Prinsloo & Heugh, 2013) given the fact that literacy levels among the learners in South African primary schools are low in comparison to global levels (Bharuthram2012, et al., 2014). In addition, Robinson (2018) confirms that 78% of Grade 4 children in South Africa are unable to reach the lowest benchmark of literacy, as compared to the international figure of 4%. Robinson further argues that in June 2018, South Africa was placed last in a study regarding the state of literacy in different countries (Robinson, 2018: 1). This study assessed nearly 320 000

children in 50 countries, including 12 810 Grade 4 learners from 293 South African schools. Given the dire situation regarding literacy levels as indicated in this study, the necessity for the provision of literacy development opportunities is warranted. Since school libraries contribute to the improvement of literacy development, and the fact that such improvement should especially be encouraged at the lower levels of schooling, this study focuses on the establishment and functioning of libraries at primary schools within the Motheo District in the Free State, South Africa.

As far as could be ascertained, not many studies have been carried out on the establishment of school libraries within the context of South Africa. One such study was conducted in Cape Town in the Western Cape Province between 2009 and 2012. That study focused on the establishment of school libraries but not on their functionality and sustainability. The research indicated that only five of the 54 schools in Khayelitsha had established libraries, and as a result, learners struggle to access learning resources (Hart, 2014: 8). Furthermore, literacy levels were found to be very low in the schools that participated in the study. Research has also been conducted in Soweto, Gauteng, on the challenges faced by primary schools in relation to functional libraries. Paton-Ash and Wilmot (2015: 5) argue that these primary school libraries' functionality is affected by a lack of resources. They further state that in low and no fee primary schools in Soweto the resources available in the libraries are entirely depended on donations. It is significant that to date no research has been conducted that investigates the establishment, functionality and sustainability of libraries in primary schools of any of the education districts of the Free State province. The functionality of the library implies a sufficient and relevant collection that is managed by a qualified librarian as well as the full utilisation thereof. Sustainability of the library implies maintaining its functionality.

1.3. Problem statement and research questions

1.3.1 Problem statement

The Department of Basic Education determined that by 2011, libraries had been established in only 21% of primary and secondary schools in South Africa (Anonymous, 2011: 2-3). Fortunately, this problem is to be addressed by one of the terms of acceptable conditions of infrastructure at public schools, as prescribed by the Minister of Basic Education, in the Regulations relating to *Minimum Norms and Standards for Public School Infrastructure* (RSA, 2013) (hereafter Minimum Norms and Standards). One of these terms emphasises that all schools must establish a school library with a minimum collection that is relevant to the academic programme of the school. Such a library may be a mobile library, classroom library, cluster library, centralised library or school community library. According to subsection 3(d) of the *Minimum Norms and Standards* (RSA, 2013), “libraries will be phased in over a period of ten years from the date of publication”. Since the Minimum Norms and Standards were gazetted on 29 November 2013, 2023 will mark the tenth year since its publication. Equal Education argued that in order to address the dire circumstances around school libraries, a national policy on school libraries needs to be drafted and implemented (Hart, 2014: 4). This call was addressed, and in March 2012 the *National Guidelines for School Library and Information Services* (hereafter the *National Guidelines*) were developed (Khala, 2012: 1-2). According to the National Guidelines, the DBE has to provide library and information services in all schools. By implication, this means that they will have a school library that is fully resourced and functioning, which in turn will contribute towards the improvement of information literacy (DBE, 2012: 8). Paton-Ash and Wilmot (2013: 8) state that, according to the National Education Infrastructure Management System (NEIMS) report of 2011, out of 20.7% of South African public schools that have a dedicated space assigned for a library, 13.47% had no resources and only 7.23% had a functional library. With the 1 000 School Libraries Project campaign the DBE aims to provide 1 000 libraries per year to South African schools in need of libraries, over a period ending in 2019 (DBE, 2015c: 3). Paton-Ash and Wilmot also add that in the Free State province, only 9% of schools have libraries stocked with resources. This is despite the fact that the Education,

Library, Information and Technological Services and Learning Resourcing (ELITS & LR) section in the Free State Department of Education had drafted a policy for school libraries to enable the Department of Education to establish functioning school libraries (FSDoE ELITS, 2002a: 5). Given this, it is therefore surprising that only 9% of schools in the Free State have a functional library.

This study assessed the status of libraries of primary schools and explored whether the established centralised primary school libraries in the Motheo District of the Free State Province fulfil their purpose, as set out by the *National Guidelines* (DBE, 2012) and Free State Department of Education's *Policy for Education, Library, Information, Technological Services* (FSDoE ELITS, 2002a). The study also explored the challenges faced by primary schools, and the successes achieved in establishing sustainable and functional libraries in primary schools in the Motheo District.

1.3.2 Primary research question and subsidiary questions

Based on the above the primary research question is:

What is the status regarding the establishment of functional and sustainable primary school libraries in the Motheo District?

The subsidiary research questions that will assist in answering the main research question are:

- What is the importance of and practices involved in the establishment of functional and sustainable primary school libraries?
- What are the guidelines and directives regarding the establishment of functional and sustainable primary school libraries that are provided in the South African educational policy framework?
- What is the extent of implementation of the school library policies in the Motheo District?
- What are the realities of establishing and maintaining functional and sustainable primary school libraries in the Motheo District?

1.4. Research aim and objectives

The aim of the research was:

To investigate and describe the status of the establishment of functional and sustainable primary school libraries in the Motheo District.

1.4.1 Objectives

The following objectives will help to attain the aim of the study:

- To **review** the importance and practice of the establishment of functional and sustainable libraries in primary schools
- To **analyse** the South African policy framework for the establishment of functional and sustainable libraries in primary schools
- To **explore** the extent of implementation of school library policies in the Motheo District, and
- To understand the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District.

1.5. Research design

1.5.1 Research paradigm

The study adopted an interpretivist research paradigm. This paradigm allowed me to focus on the experiences of people, how they relate or interact with each other and how they create their social world by sharing meanings (Nieuwenhuis, 2012: 60). Understanding therefore occurs by sharing knowledge through collaboration and discussion. The aim is to understand the experiences of people. For this reason, I analysed what the policy framework states regarding the establishment of functional and sustainable school libraries. I also made use of observations, followed by face-to-face interviews with selected research participants. This allowed me to establish a complex view of the phenomenon under investigation. The goal of interpretivist research is to rely as much as possible on the views of the participants of the situation when they respond to open-ended, broad and general questions (Cresswell, 2014). In the case of this study,

I carefully considered the participants' views in order to contemplate their experiences in the establishment and maintenance of primary school libraries in the Motheo District.

1.5.2 Selection of research participants

Purposeful participant selection was decided upon because with interpretivist research it is recommended that two or more participants (representatives from participating schools) must have knowledge of a prior social experience (the establishment, or not, of a school library) (Draper, 2013: 4). I aimed to involve four research participants at four primary schools with whom to conduct one semi-structured interview each. Of these four schools, two schools had a functional library and two schools did not have a functional library. At the two participating schools without libraries, the principals were invited to participate in a semi-structured interview in order to clarify the factors that inhibited the establishment of a functional school library. In the two participating schools with libraries, the teachers responsible for the libraries were interviewed to provide information on the processes involved in the establishment and maintenance of the schools' libraries.

1.5.3 Research methods and data collection

Research methods refer to the various approaches used in educational research to generate data, which are to be utilised as a foundation for "inference and interpretation, for explanation and prediction" (Cohen, Manion & Morrison, 2007: 47). As stated, an interpretivist paradigm was employed which assumes the negotiation of a shared understanding of meaning amongst individuals whose interactions are based on a common interest (McKinley, 2015: 25). In the case of this study, the shared and common interests were taken to entail the establishment of functional and sustainable primary school libraries. Social constructivism recommends the use of a qualitative research design and supports a transactional method of inquiry through which a relationship is developed between the researcher and research participants (Hyett, 2014: 33-34). The goal was to rely on the participants' views of the situation when they responded to the interview questions (Cresswell, 2014: 37).

The following data collection techniques were employed to generate data to answer the research questions:

1. A literature study to determine the importance and practice of the establishment of functional and sustainable libraries in schools. Here I determined the importance of and practices involved in establishing functional and sustainable libraries in schools.
2. A document and policy analysis to determine the South African policy framework for the establishment of functional and sustainable libraries in schools. I determined and analysed what the documents and policy framework state regarding the establishment of functional and sustainable school libraries.
3. Structured observations and participant interviews to determine the extent of the implementation of school library policies in the Motheo District and to investigate the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District.

The employed methods in this study were aligned with and formed part of the qualitative research design.

1.5.3.1. Literature study

“A literature review is an evaluative report of information found in the literature related to a selected area of study, as it describes, summarises, evaluate and clarifies this literature” (University of Toronto, 2017: 2). In addition, it should provide the basis for the research and help the researcher determine the nature of his or her research. During the literature review, process I specifically focused on both the importance of and the practices involved in the establishment of functional and sustainable libraries in schools. The former demonstrates the importance of the establishment of functional and sustainable primary school libraries, despite certain challenges in both developed and developing countries. The latter deals with the practical steps involved in the establishment of school libraries. In order to address the subsidiary research questions, the literature review focused on the importance of functional and sustainable school libraries, as referred to by the

Department of Education and Training (2017).

1.5.3.2. Policy analysis

“Policy analysis is an attempt to measure the costs and benefits of various policy alternatives or to evaluate the efficacy of existing policy, that is, to produce and transform information relevant to particular policies into a form that could be relevant to resolve problems pertaining to those policies” (Le Roux, 2002: 427). Referring to the UNESCO Handbook on Education Policy Analysis (UNESCO, 2013: 24), any country’s national education policy incorporates the specific government’s main objectives and priorities regarding educational matters. These include aspects such as quality, access and teachers, or any specific issue or need at the sector and sub-sector levels. Policy analysis entails considering how a policy has been developed and to what extent it is based on sound analysis and research evidence about “issues and needs within the country’s context and about existing implementation capacity” (UNESCO, 2013: 24). I used critical policy analysis, which positions the policy in a historical and social context (Eppley, 2009: 1). I specifically used content analysis of the national and provincial school library policies, the National Guidelines and the ELITS policy of the Free State Department of Education, to verify the data collected at the schools regarding implementation capacity and implications. In another reference to Eppley (2009), I closely investigated the origins and consequences of the policy, focusing on equity and justice, in order to determine the South African educational policy framework and the status regarding the establishment of functional and sustainable primary school libraries.

1.5.3.3 Structured observation and semi-structured interviews

Structured observation is the process of collecting the required information without any respondents or interviewees but with some pre-defined rules or procedures (Kalpesh, 2013: 1). I observed the library structure and documents relevant to the library in each participating school, using a planned observation guide to get direct information that would indicate the status of functionality of the library. It assisted me to obtain evidence-based information. For this reason, I utilised the content of the planned observation guide

from the training manual for School Media Centre Administration and Management, which the Free State Department uses to train school library committee members and librarians in library administration and management. This manual was also submitted to the South African Council for Educators (SACE) for endorsement. In 2014, the Free State Department of Education received an endorsement certificate with 12 Personal Development points (valid for three years) from SACE.

Structured observations were done at the beginning of the data collection phase to generate questions for the interviews that followed, and to identify potential research participants. The observations were direct and structured to specifically assess the status of the library infrastructure and to investigate the administration of the library, existing library policies and the circulation of library resources (ACAPS, 2015: 6-8) in the participating schools. To assist with my observations I developed a checklist, which included the following categories: location, observation, significance and follow-up (Ulin, Robinson & Tolley, 2016: 48). Structured observations were conducted at twelve selected primary schools from all ten education areas in the Motheo District. I selected at least one primary school from all ten areas. In addition, I selected one extra primary school each in Bloemfontein and Botshabelo, as these education districts are much larger than the other areas. Twelve primary schools in total were therefore visited. When visiting a school, I requested to see the library. The following library documents were also requested from the relevant persons at the school: the school library policy, accession register and circulation/issuing register. The person responsible for managing the library was listed as a possible interview participant. All data obtained through the structured observations were compared to the responses provided by the interviewees. During the structured observations I also made extensive use of my notes, and have included my interpretations and reactions in reporting on the research where relevant. Where I did this, it was clearly labelled as such (Laurier, 2015: 12). Based on the structured observations, four schools were identified for interview participants to give clarity on the information collected during structured observation.

Semi-structured interviews were conducted. These involved open-ended questions, and also contained some closed questions. It allowed me, as the interviewer, to use key questions to give definition to the areas to be explored. It also allowed me to elaborate on the collected data that was important to participants but might not have been previously recognised as important by the researcher (Gill, Stewart, Treasure & Chadwick, 2008: 2). The four participants who volunteered to take part in the research were also asked follow-up questions based on the structured observations conducted before the interview phase. All responses by the participants were audio recorded (Driscoll, 2011: 165). Two school principals were interviewed in schools without libraries to give clarity regarding factors that inhibited the establishment of a functional library at the school. Furthermore, two research participants from the primary schools responsible for the management of the library were interviewed to provide information on the functionality and sustainability of the libraries at their schools. Only one participant per school from the four selected schools was invited to participate in the research.

1.6. Data analysis and interpretation

The data collected via the literature study, the policy analysis, the structured observations, my field notes and the semi-structured interviews, were compared and integrated. Therefore, the set of gathered data was in line with the research design's requirements and purpose, and had an effect on the research outcome (Ohioze, 2013: 57). I employed thematic analysis to analyse data, and to identify, analyse and report patterns or themes within the data (Jugder, 2016: 2). The first step was to re-listen to the audio recordings of the interviews and to reread the transcripts a few times. Secondly, I set codes for the data, meaning that a shorter name is given to a segment of text, which can be in the form of a word, phrase, sentence or paragraph. These codes are based on information from the literature review and policy analysis. I organised the data according to themes, which may be expressed in longer phrases or sentences, and they are coded manually. I established patterns from my codes, which became themes and sub-themes that were relevant to issues of establishing sustainable libraries. I then looked for internal coherence in a specific theme and strong distinctions between the themes.

The found facts and ideas were compared to relevant policies to verify if schools followed policies to establish libraries. These library policies were analysed using critical policy analysis, in order to examine the origins and consequences of the policies by focusing on equity and justice (Eppley, 2009: 2). Interpretation and conclusions were made by comparing the collected data with information from the policy analysis and literature review, about the establishment of sustainable primary school libraries (Cresswell, 2014: 261).

1.7. Ethical considerations

I applied for and obtained ethical clearance for the research from the University of the Free State Faculty of Education Ethical Committee. The ethical clearance number is UFS-HSD2017/0511 (see Appendix A). Written permission to conduct my research in schools was also obtained from the Director's Office of Strategic Planning, Policy development and Research at the Free State Department of Education (see Appendix B). After permission was obtained, a letter was sent to the principals of the four selected schools

in the Motheo District requesting permission to conduct research at their schools. This letter explained how and why the research would be done, how the schools might benefit from the study, and the possible risks involved in participating (see Appendix C). Also included was the necessary information about providing written informed consent if they agreed to participate in the study. I have a responsibility of sharing results of the research with all the stakeholders and with the general public after the successful completion of the study. This I will do by submitting a copy of the research dissertation to the University of the Free State Library and Information Services, and to the Department of Education. I will also provide an electronic copy of the dissertation to all participating schools.

1.8. Demarcation of the study

1.8.1 Scientific demarcation

This study falls within the general ambit of Education Policy Studies as it involved investigating the implementation of education policies. It also sought to provide an analysis of the impact and effect of implementing the policies (Hoppe, Coenen & Van den Berg, 2016). The analysis of educational policy and practice in South Africa is necessary to enhance understanding of the long-term implications and effects of the present process of reform and change (Motala, 2001: 240). The study therefore sought to provide an analysis of the impact and effects on implementing library policy by focusing on the establishment of functional and sustainable primary school libraries. This was deemed necessary as research shows that very few school libraries have been established in South Africa so far, which arguably indicate that policy implementation is neglected.

1.8.2 Geographical demarcation

The study was conducted in the Motheo District (see Figure 1)¹, which consists of ten municipal areas (Bloemfontein, Thaba-Nchu, Botshabelo, Excelsior, Tweespruit, Ladybrand, Dewetsdorp, Wepener, Vanstadensrus and Hobhouse). To generate an

¹ *In Figure 1, the Motheo District is indicated as Mangaung.*

overview of primary school libraries in the Motheo District, all ten municipal areas were represented by one or two primary schools in the study, depending on how many primary schools there are in each area. It should be noted that some areas have only one primary school represented in this study. Of the ten municipal areas, ten primary schools were approached to participate in the study. Structured observations were conducted at these schools, and based on these observations, four relevant persons at four different schools were invited to take part in the study.



Figure 1: Map of the Motheo District. Here, indicated as Mangaung (available from https://en.wikipedia.org/wiki/List_of_municipalities_in_the_Free_State).

1.9. Value of the study

The study provides possible causes that could hamper or promote the functionality of school libraries. If a school establishes a library structure within the premises of the school for both teachers and learners it library is a centralised library. However, if schools in one

cluster establish a library such that resources in the library accommodate all schools' curriculum it is library is a cluster library. A community library has resources that satisfy the needs of the community members. The study also expands on the experiences of other countries that could contribute to address issues affecting the establishment of libraries in primary schools. The research provides a general description of the status regarding the establishment of functional and sustainable libraries in primary schools in the Motheo District. This reaffirms the policy directives for relevant stakeholders in the Free State Department of Education (FSDoE) to assess the situation concerning the implementation of the policies on school libraries. The study also provides an update to the officials of Motheo District regarding the implementation of the national library policy, the *National Guidelines* of School LIS and the provincial library policy, and the *ELITS policy* for FSDoE as far as primary school libraries are concerned. Lastly, the study potentially brings awareness to schools on the importance and practice of the establishment of functional and sustainable libraries in primary schools. It could also assist all stakeholders at the district level to be aware of the challenges faced by schools, in order to learn how they can better assist schools in making their libraries functional.

1.10. Research outline

The research is presented in six chapters. Chapter 1 orientates this research, while:

1. Chapter 2 consists of a literature review. The objective of the literature review is to determine the importance and practice of the establishment of functional and sustainable libraries in primary schools. In the literature review, I highlight the importance and practices involved in the establishment of functional and sustainable primary school libraries. I also consider factors that could contribute to improving the establishment of sustainable functional primary school libraries. Practical examples are drawn from countries like Sweden, the United States, Spain, Poland, India, Nigeria, Kenya, Swaziland, Lesotho, Malawi, Botswana, Uganda and South Africa.
2. Chapter 3 is a document and policy analysis in which I determine the South African policy framework for the establishment of functional and sustainable libraries in primary schools. I draw on the guidelines such as the *National Guidelines*, and

provincial policies such as the *FSDoE ELITS policy*. Furthermore, I consider the national and provincial library documents that include the *Minimum Norms and Standards*, *Free State training manual for School Library Administration and Management*, and *Training Manual for Information Skills*.

3. Chapter 4 presents the research design of the study. This chapter discusses the adopted research paradigm as well as the methodology I employed. A qualitative research methodology was employed to achieve the study's objectives.
4. Chapter 5 consists of the data analysis and discussion. In this chapter, I endeavour to understand the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District. Here I assess the status of primary school libraries, and explore whether the established centralised primary school libraries in the Motheo District fulfil their purpose as set out by policies discussed in Chapter 3.
5. In Chapter 6, I consider and assess the status regarding the establishment of functional and sustainable libraries in primary schools in the Motheo District. This chapter is based on the integration and analysis of the data in order to address the main research question. Assessing the current status of primary school libraries also highlights information relevant to the successes, weak points, strengths and challenges faced by all relevant stakeholders in the establishment of functional and sustainable primary school libraries in the Motheo District.

1.11. Conclusion

This chapter served to position the study. It introduced the aim of the study, which is to investigate and describe the status of the establishment of functional and sustainable primary school libraries in the Motheo District. To achieve this aim, the data collection techniques employed were briefly explained. These include a literature study, document and policy analysis, structured observations and participant interviews. The intention was to obtain the meaning of the phenomenon in the participants' own words, thus the questions were aimed at elucidating the participants' experiences, feelings, beliefs and convictions about the theme in question. An interpretivist paradigm allowed me to focus on the subjective experiences of school stakeholders, on how they construct their social

world of school libraries by sharing experiences and how they interact with or relate to each other. Interpretivism is closely associated with constructivism as it stresses that any individual is able to derive meaning. Also mentioned in this chapter were the subsidiary questions. In addition, the chapter specified how data would be analysed with ethical considerations in mind, and the value and demarcation of the study.

CHAPTER 2: LITERATURE REVIEW

2.1. Introduction

This chapter aims to determine (i) the importance of functional and sustainable primary school libraries, and (ii) the practices involved in the establishment of functional and sustainable primary school libraries based on the available literature. To do this I will first consider the importance of school libraries, after which I will describe the processes involved in the establishment of school libraries. Lastly, I will consider practices to ensure that school libraries remain functional and sustainable. Another aspect I will consider is how the education ministries and departments in various countries have responded to the challenge of establishing functional and sustainable school libraries. As such, I compare the situation in different countries with the situation in South Africa. I also consider the best practices involved in the establishment of functional and sustainable school libraries. The literature review offers me the opportunity to consider the different strategies that stakeholders in South Africa and other countries follow to establish, manage and sustain functional primary school libraries.

2.2. The importance of functional and sustainable primary school libraries

The importance of and practices involved in the establishment of school libraries should arguably be based on teaching and learning needs. The International Federation of Library Associations (IFLA) (2015b: 38) emphasises that a “school library is an essential component of teaching and learning in a school and therefore the goals of a school library should be aligned with the goals of the school”. These goals usually include aspects such as literacy and curriculum-based learning.

In this section, I review the importance of establishing primary school libraries. Referring to the *National Curriculum Interventions Report* (DBE, 2014a: 20-21) to improve the Annual National Assessment (ANA) results, the DBE provided library services for reading and literacy improvement purposes. For this reason, reading norms that are aligned to

the Curriculum and Assessment Policy Statements (CAPS) were established for Grades R - 12. For the same purpose, according to Paton-Ash and Wilmot (2015), international policies and guidelines for school libraries were established by various professional organisations like the Australian School Library Association. To refine my review, I draw on the Department of Education and Training's school library programme in Australia and support this with the role school libraries are understood to play in South Africa. The Australian school library programme sets out to raise awareness around four key areas to which school libraries contribute (Department of Education and Training (Queensland Government), 2017: 1). These four key areas are:

- (i) *Inculcating a reading culture* by supplying and marketing quality fiction to create and ensure that the habit of reading for pleasure is sustained amongst learners;
- (ii) *Improving literacy skills* by collaborating with classroom teachers in planning, implementing and evaluating programs that are based on inquiry and develop learners with skills such as collating, critically analysing and organising information, problem-solving and being able to communicate their findings;
- (iii) *Supporting the curriculum* by supplying teachers with relevant information in terms of the curriculum and professional development within and outside the school and opportunities to cooperatively plan, implement and evaluate learning programs; and
- (iv) *Assisting learner performance improvement* by equipping learners with the necessary skills that will enable them to be responsive to a technological, social and economic environment that is constantly changing.

Below I discuss each of these areas in turn.

2.2.1. Inculcating a reading culture

Both internationally and locally, there has been a focus on inculcating a culture of reading among learners. For example, the Spanish government has implemented specific policies to establish and sustain school libraries. Article 113 of the 2006 Organic Law on Education states that schools will have a school library and urges educational authorities to sustain

library implementation in state schools in Spain. These libraries seek to pursue two aims: to improve skills for reading and contribute to the provision of information access and other resources for learning, and for developing the critical use of these tools (Schultz-Jones & Oberg, 2015: 8). Similarly, in India the Right to Education (RTE) Act of 2010, together with the Indian government programme named *Sarva Shiksha Abhiyan*, make provision for “no school without a library” to enhance access to information with the help of non-governmental organisations (NGOs) such as Roots to Research and READ India (Das, 2010: 19). To promote the utilisation of the library by learners for reading, school libraries are regarded as a gateway to knowledge. The motto, “Catch ‘Em Young” is applicable to all school libraries in India to engage learners in library programs to instil a love for reading. In such programs, primary school learners have an hour per week for library visits. It is believed that these weekly visits will help inculcate a habit of reading among young learners. Despite the absence of good infrastructure, learners are still allowed and encouraged to borrow books from school libraries (Mahajan, 2010: 1).

The importance of regular and sufficient hours of operation for school libraries is highlighted by an example from Tanzania. Despite deliberate actions to inculcate reading among learners in public schools in Tanzania, restricted library hours are one of the major constraints that impede them from utilising library resources. In the relevant policies there are no directives for how long and when school libraries should be open for learners, so the majority of school libraries is only open for a short period and at random times. This affects the utilisation of the school library by learners. In addition, the lack of professional and full-time librarians to manage the library is one of the causes of the non-functionality of public school libraries in Tanzania (Benard & Dulle, 2014: 18).

Asselin et al (2012: 2) state that both the United Nations Children Fund (UNICEF) (2010) and the World Bank (2011) indicate that 21.4% of all illiterate adults across the world are from sub-Saharan Africa. They add that school libraries play an important role to promote reading and to develop literacy, and that the lack of school libraries throughout the African continent negatively affects the development of a reading culture from a young age.

Within the South African context, the National Guidelines support the development of a culture of reading among learners. For example, *Section 8.4 of the National Guidelines* (DBE, 2012) emphasises that the school library committee should promote reading for enjoyment. This can be done through activities such as establishing an annual reading programme to commemorate literacy days such as National Library Week in March, World Book Day in April, and International Literacy Day in September. Other activities that could form part of such an annual literacy programme include reading competitions, the provision of suitable material for reading for fun and to gain information, teaching and improving reading skills for Braille where applicable, arranging book and poetry readings by both teachers and learners, instituting and supporting reading clubs at schools, instituting incentives for reading or awards for school reading, and promoting writing for enjoyment (DBE, 2012: 31).

In order for school libraries to develop learners' literacy skills, learners in general, especially in primary schools, require access to a variety of books to read for enjoyment. This was highlighted by the Minister of Education in opposition to the false assumption that the need for school libraries has decreased (Equal Education (EE), 2010: 10). A school's library collection needs to accommodate diverse subject matter to cater for all users' needs and interests. For example, both fiction and non-fiction books should be available that cater for students with differing literacy levels, and graphic novels, periodicals, comic books and e-books should be available to attract non-readers. Apart from printed books, audio-visual and audiobooks should also be made available with learners with disabilities in mind. According to Paton-Ash and Wilmot (2015: 3) a well-stocked library "can balance or can make up for the effects of poverty on reading achievement". Education outcomes vary greatly in South Africa. Schools from the bottom income quintile of poverty distribution underperforms, compared to those schools in the top quintile (Department of Economics (University of Stellenbosch), 2014: 67). This shows that due to poverty, schools in the lower quintiles have less access to resources, which in turn affects the establishment and maintenance of libraries, which in turn impacts on literacy development.

Despite the lack of resources, utilisation of the available resources in school libraries could sustain reading and the functionality of libraries. In 2008, the Department of Education (DoE) embarked on a National Reading Strategy, to improve learners' reading competency. As one of the implementation strategies, the DBE's *Five year strategic plan 2015/16-2019/20* (DBE, 2015b: 26), later known as the LIS plan 2014-2019, was approved, according to the Comprehensive Sector Report for Reading Promotion and LIS for terms 1 and 2 of 2014 (DBE, 2015a: 64). The DBE also emphasised that library services are part of the strategic plan to improve library services with a focus on reading books and expanding library resourcing in schools. The challenge however remains that educators in South Africa are not skilled in promoting reading (Naidoo, et al., 2014: 157-158). Early in 2010 Equal Education launched a project called Equal Education's Youth Librarian Development Project. This was done for two reasons: firstly, to try to address young peoples' educational needs who attend school in disadvantaged communities by improving schooling in such areas, and secondly by ensuring that libraries are accessible and functional. To accomplish this, additional human resources as well as management capacity were provided in targeted libraries. A project called the Bookery was launched early in 2010 by Equal Education to open school libraries in Western Cape public schools. As a result, 14 libraries had been supported in this way by 2015 (DGMurray Trust, 2015: 1).

To inculcate a culture of reading, the DBE collaborated with the Department of Arts and Culture and secured R78 million in 2015 for the provisioning of library and information services in South Africa for 150 secondary schools and 1024 primary schools (DBE, 2017). In addition, the Minister of Basic Education initiated a campaign called "A reading nation is a leading nation". In supporting this campaign, a comprehensive plan was implemented so that every school in South Africa would have some type of library and information service by 2019 (DBE, 2017). Furthermore, the Nal'ibali Reading-for-Enjoyment Campaign (hereafter Nal'ibali), as a national campaign in partnership with the United States Agency for International Development (USAID), aims to stimulate the potential of children in primary schools by ensuring that they read and do storytelling

every day, and in this way instil a culture of reading in South Africa. Schools are encouraged to set aside a period for reading and curriculum time for reading for pleasure and for the development of related literacy activities. Nal'ibali also seeks to initiate at least three reading clubs per school, which are expected to stay functional and be managed by either teachers and/or volunteers in the community with the support of Nal'ibali staff. Grants to Nal'ibali will enable it to scale and deepen its operations for primary schools in the Eastern Cape and KwaZulu-Natal (Nal'ibali, 2016).

Research on the importance of inculcating a culture of reading indicated that in schools with a functional library, learners' performance in reading improved by 8%. In addition, learners in these schools performed better, achieving 10% and 15% higher marks in reading tests compared to learners who attended schools without a functional library (DG Murray Trust, 2015). Similarly, the DBE found academic improvement of 18% for learners from schools with functional libraries (DGMurray Trust, 2015). The importance of libraries in contributing to developing a culture of reading should not be underestimated. In the next section, I will specifically focus on the contribution that school libraries make towards the improvement of literacy skills amongst learners.

2.2.2. Improving literacy skills

The second aspect that I consider being important regarding the role of functioning and sustainable primary school libraries, is the role they play in contributing to the improvement of literacy skills. There is a link between the quality of a school's library and the learners' literacy levels, which includes basic learning skills such as listening, reading and writing skills (Primary School Library Association, 2015). In a submission to parliament, titled "*Comments on how to improve basic education with respect to school infrastructure and school libraries*", the Minister of Basic Education argued that the basic role of a school library is to ensure that learners attain strong literacy skills (Equal Education (EE), 2010: 11). In addition, library science and education literature confirm that everyday teaching and learning should be integrated with information literacy.

Learners need basic literacy skills to be able to determine why and how to find information, analyse it and utilise it to solve problems (Wessels, 2010: 38). The Minister further explained that learners, and particularly those in primary school, require access to a variety of books. This implies that an organised and well-resourced library with a variety of resources will enable learners to integrate resources in their everyday activities in a classroom. In addition, an attractive and well-stocked school library provides learners with positive encounters with books, computers and other media (Ofsted, 2011: 35). To support this, Wallace and Husid (2017) argue that school libraries help students engage in inquiry-based learning by being an inclusive, community space that enables a variety of learning styles and easy access to all types of resources. Wallace and Husid (2017), and *section 8.1 of the National Guidelines* (DBE, 2012), support the view that understanding enquiry and research involve the following: resources to inspire and inform inquiry learning, building a collection that supports inquiry, developing students' inquiry skills, and developing teachers' inquiry skills. The school library cannot be left out of such efforts because this is where information resources are found which promote quality education. In addition, section 3.2 of the FSDoE *ELITS policy* (FSDoE ELITS, 2002a) states that South African legislation and policy statements on the establishment of an outcome-based education system requires that both learners and teachers should utilise printed and electronic resources to support resource-based learning and teaching methodologies.

Having resources relevant to subjects offered at school will ensure that the integration of library and information resources in classroom plans (information literacy skills) remain a core focus (ALA/AASL, 2010: 16). However, schools with well-resourced and functional libraries are quite scarce in South Africa. This is evident from the 2014 statistics of school libraries that show that of 2 3740 schools in South Africa, only 2 066 had fully-fledged libraries with resources (NLSA (National Library of South Africa), 2015: 11). Arguably then, the country faces many challenges in promoting literacy through school libraries. Yet, literacy is an area of focus within the South African education landscape in which the quality of teaching and learning should be improved (Naidoo, et al., 2014: 155-159). According to Wessels (2010, pp: 29-31), a library is an ideal functional space for literacy. The library should for example provide a mat or desks and chairs to accommodate

children so that they can do their assignments and projects. Wessels also mentions that the unavailability of South African school libraries may negatively affect literacy development. The draft policy for National Guidelines (Mojapelo & Dube, 2015: 2) emphasise that libraries should “promote literacy and reading in schools through the development and encouragement of reading for creation, enjoyment and personal development”.

In research conducted by the DBE it was found that at least 61% of Grade 3 learners in South Africa could not read and write at their appropriate age levels (Naidoo, et al., 2014: 157). Similarly, the reading achievement of Grade 4 learners in South Africa is the lowest as compared to other countries (Mullis, et al., 2017). In addition, according to Bharuthram (2012: 206-207), the Revised National Curriculum Statement (RNCS) emphasises the importance of the development of language, especially in the primary grades. However, the RNCS does not provide teaching guidelines for literacy skills at this level, so teachers are not trained to teach literacy skills. Bharuthram (2012: 207) further argues that in South Africa, the problem of poor reading skills of primary school pupils tends to be transferred into secondary school and ultimately to the tertiary education sphere. As a result, many first year students in tertiary institutions struggle academically. The improvement of reading skills for Grades 1 to 6 has been identified as a priority, partly because of this. The Minister declared “*Reading promotion and library and information services*” a fast-track programme in May 2014 (DBE, 2011: 7).

2.2.3. Support of the curriculum

A third aspect that I deem relevant regarding the importance of functional school libraries is the manner in which they support curriculum delivery. Curricula can only be delivered with access to a well-managed library (National Library of South Africa (NLSA), 2014: 47). This was confirmed during the release of the Annual National Assessment results (DBE, 2014a: 4), when the Minister of Basic Education admitted that it was well known that schools in South Africa do not perform as they are expected. One strategy to improve this

is the provision of functional school libraries by the DBE. Manqele (2012: 24) also argues that the academic non-performance of South African schools is partly due to a lack of libraries in schools.

Section 8.1 of the *National Guidelines* (DBE, 2012) emphasises that it is necessary for teachers to collaborate with teacher-librarians to maximise the potential of the school library service. Teamwork should be a priority for teacher-librarians and teachers to achieve the following:

1. “develop, direct and evaluate learners’ learning across the curriculum;
2. develop, evaluate and assess learners’ information skills and information knowledge;
3. develop lesson plans and lesson modules;
4. prepare, execute and monitor special research project work that is to be done in an extended learning environment, including the school library;
5. integrate information technology and e-learning into the curriculum; and
6. make the importance of the school library and information services clear to parents” (DBE, 2012: 29-30).

Here, the *National Guidelines* emphasise that programmes such as the ones mentioned above, should ensure that research projects develop students’ higher-order thinking skills. This can be done through challenging questions compiled by teachers. Teachers must further ensure that learners have access to relevant resources. This encourages teachers to effectively utilise the school library for academic purposes that revolve around enquiry-based school projects.

School libraries’ role in support of curriculum is expressed in the *Five Year Strategic Plan 2015/16 - 2019/20* that includes a plan to provide infrastructure for library services that will support curriculum implementation (DBE, 2015b) . The DBE is in the process of planning and implementing projects identified through Operation Phakisa. Phakisa (“hurry up”) aims to follow up on the expedient delivery of priorities, as encompassed in the National Development Plan (NDP). The plan includes ensuring that the provision of

Learner–Teacher Support Material (LTSM) is improved before 2020. A major concern is that learners in South African schools fail to keep up with their peers in other countries. School libraries are also at issue in this context. Only 7.23% of South African learners attend schools with functional libraries, while 89% of learners do so in other African countries, as mentioned in Chapter 1.3.1. In some countries, such as Mozambique, Tanzania and Swaziland, only 50% of learners regularly take out books, while the other 50% utilises the school’s library at least once per week (Spaull, 2015: 34).

In recognising the important role that fully functional school libraries can play, the *Minimum Norms and Standards* (RSA, 2013: 10) highlight that each school should have a library with an adequate and suitable collection. This document also states that the core collection of the school library should be expanded regularly, according to the school’s needs, and this should be managed using one of the library models. These models include mobile, cluster, classroom and centralised libraries. Furthermore, the library should have a diverse collection as far as subject matter is concerned, in order to cater for the needs of all learners. It should contain multimedia resources on different levels, to accommodate all learners in a school for the benefit of curriculum delivery. A resourced library is in a better position to support everyday teaching and learning through its resources. According to Omenyo (2016: 55), school libraries give learners the opportunity to conduct research, acquire knowledge and learn independently through the provision of relevant sources that can be used by both teachers and learners.

Equal Education emphasises that because school libraries integrate well with school curricula, their role is very important. . This is specifically the case in grades where printed library material is utilised, and is an ideal aim behind the establishment of school libraries (Conyngham, et al., 2010: 5-7). To support this, the *National Guidelines* (2012: 22) highlights that the management and administration of South African school libraries function well when principals ensure that programmes for both reading promotion and information literacy is integrated into the curriculum, and are indicated on the school timetable. While offering curriculum support, school libraries are changing towards being well-resourced spaces for collaborative learning where learners can find relevant information. School libraries provide a variety of resources in relation to learners’ personal

interests and possible careers, as they promote a love and culture of reading amongst learners while also giving information skills training.

According to Idoko (2015: 2), a school library is generally established on the educational premise of improving the standard of curriculum delivery. The library should be well resourced to complement other education-related activities in the school. Idoko argues further that the school library should provide an environment conducive to learning. It is however highlighted in the Transformation Charter that in South Africa there is generally a failure to recognise the link between a resource-based curriculum and school libraries (Paton-Ash & Wilmot, 2013: 141).

2.2.4. Supporting learner academic performance improvement

At the official ANA results release in 2014, the Minister of Basic Education highlighted that there had been consistent improvement in learners' academic achievement and in basic reading and writing skills in Home Language (HL) conceptualisation for Grades R - 9, due to the establishment of classroom libraries in primary schools (DBE, 2014a: 2). However according to the Progress in International Reading Literacy Study (PIRLS) Literacy Assessment 2016, South Africa ranked last, being the worst performing country in the world, with an average scale of 406. Regarding Reading Achievement, South Africa's average scale score decreased from 323 in 2011 to 320 in 2016, in English/Afrikaans or Zulu (Mullis, et al., 2017: 33)

A study done in Massachusetts and Texas indicates that functional libraries with sufficient staff can produce students with good academic performance (Manqele, 2012: 25). In addition, Hughes (2013: 2-3) argues that "a student's achievement is improved by:

1. increasing the *number of full-time library staff* in a school;
2. employing *qualified teacher-librarians*;
3. increasing *library budgets*;
4. having *library collections* that are large, frequently updated and cover material in varied formats; and,
5. increasing students' use of the library, as indicated by the *circulation register*".

One can therefore deduce that learners' academic performance can be improved if they frequently use a school's library that has sufficient staff and an updated collection, with the assistance of a qualified full-time librarian on hand. It is vital that the librarian should work collaboratively with teachers to assist learners to "use the library resources for their project work, individual studies, group research and reading, among other things" (Omenyo, 2016: 28). Academic performance is furthermore affected by reading ability. For example, referring to Bharuthram's argument, the inability to read fiction and non-fiction impacts negatively on the performance and self-esteem of learners' academic performance and self-esteem (Bharuthram, 2012: 210). In addition, learners who are unable to read with understanding cannot use their reading skills to acquire new knowledge (Van der Berg, et al., 2016: 15).

Idoko (2015: 71-182) argues that the school library in Nigeria is used as a gateway to attract learners to different information programmes and resources. The library programmes and resources are selected by the school according to the prescribed syllabus of the Department. Teachers work well with librarians or library assistants in preparing their lesson plans. Udoh-Illomechine (2008: 1) mentions that school libraries in Nigeria provide library resources to learners according to their needs, so learners become involved in reading activities. As a result, schools that prioritised the improvement of library programs produce learners with reading assessment scores that were 8% to 21% better than schools with no library program.

Durnfort (2013: 10), in his analysis of 14 public schools in the Western Cape, concurs that "the presence of school libraries is associated with higher performance". He adds that schools without a library obtained a mean pass rate of 47%, compared to 66% for schools with a library. The higher pass rate for schools with a library is possible if the library's collection and other resources are organised to meet the needs of both teachers and learners. More importantly, the library collection should enhance the development of teaching and learning in the school (Omenyo, 2016: 22-23). The use of electronic resources like computers, TV and videos gives library users access to materials for teaching, learning and research without being restricted by time and space. Idiegbeyan-ose (2017: 1078) argues that the presence of a school library and computer facilities are

significant for school performance and learning infrastructure, and that 21st century libraries should provide a collection of multimedia with a relevant subject content for teachers and learners to support their knowledge and skills development.

Although the importance of establishing functional and sustainable libraries in primary schools has been clearly shown, at this stage we are not yet clear about the steps to follow to accomplish this. The following section will therefore give details about the practices involved in the establishing of functional and sustainable school libraries.

2.3. Establishing functional and sustainable school libraries

In this section, I discuss the practices involved in the establishment of functional and sustainable school libraries. It is important to know what the expectations of a functional library are, before reviewing the practices involved in its establishment. A functional school library is expected to be resourced with a relevant collection “to promote sound and effective teaching and learning activities, boost students’ reading habits and motivate students to produce desired academic outcomes” (Afolabi, 2016). One of the criteria of a functional school library is that learners can get the information they need and the books that they want to read for enjoyment (DBE, 2012: 14).

To review the practices involved in the establishment of functional and sustainable primary school libraries, I draw on Baird’s ideas (Baird, 2012: 1-3) on establishing a sustainable school library. He argues that organising and managing a library in a school is a lively and practical process that includes the library structure, furniture, and processing and shelving. I discuss these aspects in more detail below.

2.3.1 Library structure

The DBE’s *Norms and Standards for Schools Infrastructure* (RSA, 2013) confirms a library or media centre as a core area in every school in South Africa. A timeline of 10 years was given for the establishment of infrastructure for school libraries from 2013, the date when the Norms and Standards were published. The onus of the actual building of

library structures in schools rests on the DBE. To address this the DBE recommended collaboration and strengthening their partnership with the Department of Arts and Culture (DAC) in 2013 by the Council of Education Ministers (CEM) (DBE, 2015a: 64). Furthermore, the DBE (DBE, 2014b: 5) argues that through their collaboration with the Department of Arts and Culture (DAC) they have procured R78 million for the provision of library and information services to 150 secondary schools and 1 024 primary schools, especially in Limpopo and the Eastern Cape. The main objective of this collaboration is to ensure that all schools in the country have some type of library structure by 2019.

The library structure is described by the International Federation of Library Association's (IFLA) School Libraries Section Standing Committee (2015a: 16) in the following way: an accessible centralised space, set aside for the management, development, storage, circulation and use of a library collection of material, both printed and digital, for use as learning and teaching resources, as well as to encourage a culture of reading. The IFLA School Libraries Section (2015a: 16-17) argues that a school library is distinguished by features such as:

1. being serviced by a qualified full-time school librarian with formal education in school librarianship and classroom teaching.
2. providing a targeted high-quality diverse collection that supports the school's curriculum.
3. possessing a policy and plan for continuous growth and development.

This argument that a functional school library structure is informed by practices that ensure the establishment of a functional and sustainable library was confirmed at the 1st National Conference of the Botswana Library Association (Botswana Library Association, 2008: 65-66). These practices are as follows:

1. Identified library rooms, which are usually converted classrooms with shelves;
2. Articulated school library policies in the majority of countries and a library management system;
3. Importance of collaboration between the various stakeholders; and
4. Resources

2.3.1.1 Identified library room

A lack of sufficient library space in schools is one of the factors that prevents schools from encouraging information literacy and reading promotion (Mahajan, 2010: 1-7). Library advocacy should therefore be a priority, as is the case in India where it was done with the slogans “Every Village a Library” and “No School without a Library” (Das, 2010: 10-11). From one study it was clear that the majority of schools do not have libraries, while the few schools with libraries do not have qualified librarians. Some of the challenges experienced in India are a lack of budget, resources and training for librarians (Ramaiah & Pillai, 2013). One solution to encourage libraries in India was to use school libraries as community libraries (Kumbar & Pattanshetti, 2013: 3-4).

In South Africa, outreach and advocacy for libraries are encouraged by stakeholders such as Mandela Bangle with Long Walk to Freedom, Soul City, Rotary International, Read Foundation, Nelson Mandela Centre of Memory and the Department of Education working together in an initiative to supply fully-stocked “container libraries” (converted shipping containers) to as many disadvantaged schools in South Africa as possible. The Mandela Bangle bracelet was sold to raise additional funds. The aim of these projects was to deliver at least 100 containers to schools to start a library, each serving 700 to 1 000 children. As a result, 50 containers have been delivered (Staino, 2017: 1).

In South Africa, too, some school libraries were planned to be used as dual-purpose libraries, by both the school and the community. Fraser (2013: 51) argues that the Western Cape has the aim of establishing fully functioning dual-use school/community libraries, operating from wheelie wagons, container libraries, prefabricated buildings or existing classrooms in schools. In support of this the former Minister of Education Naledi Pandor and the former Minister of Arts and Culture Pallo Jordan officially approved the Library and Information Service (LIS) Transformation Charter.

As another intervention to establish libraries, referring to the Annual National Assessments (ANA) results for Grades 1 - 6 and Grade 9, the Department of Basic Education (DBE) identified two models to enhance access to and provisioning of library and information services. The two identified models were mobile or trolley libraries for

secondary schools and classroom or corner libraries for primary schools. These two models were declared as Ministerial fast track programme in May 2014 (DBE, 2016: 7-8).

In addition, the 1 000 School Library campaign was initiated by the DBE to establish 1 000 fully functional school libraries by 2019 (DBE, 2017). Referring to the 108th annual conference of the Professional Educators Union (PEU) (DBE, 2014b) the criteria for the selection of schools to benefit from this campaign were as follows:

- There must be an existing structure.
- The structure must have minimal resources.
- The structure must be located within a functioning school environment.
- The school must be serving historically disadvantaged learners.

The Library and Information Services of Provincial Education Departments have been cooperating in the planning of the campaign and have guided the selection of the schools in each targeted province. The pillars of the programme were:

- Provision of libraries;
- Provision of dedicated human resources;
- Provision of books and materials;
- Utilisation of the library to promote reading during and after school hours.

In a 2009 assessment of the status of school libraries in public ordinary schools in the Free State it was indicated that of 1 531 schools, 1 138 schools had no library, library materials or librarians. Only 253 schools had a library space but library materials and librarians were lacking. This implies that only 141 schools had stocked libraries (Conyngham, 2010: 23).

2.3.1.2 *Articulated school library policies*

As a business needs a business plan, so too a school library needs a policy, as it gives guidance in the establishment and functionality of the library. According to IFLA (IFLA School Libraries Section, 2015a: 22) “a school library policy should be devised bearing in mind the policies and needs of the school and should reflect the ethos, mission, aims and objectives, as well as the realities of the school”. Therefore, the purpose of the policy is to offer a foundation in a structured way, through which the circulation of library material is managed. The school library policy also sets out the library requirements, and the responsibilities of the principal, librarian and other stakeholders in relation to the library. It should furthermore clearly indicate the allocation of funds and a guideline regarding the expenditure of the funds, as well as fund-raising and the types of resources relevant for the school. South African school library policies can therefore be expected to reflect this. For example, the *Nigerian National Policy* on Education of 1991, sect.3, no’s 5 and 10, recommend that every Education State Ministry should supply funds for the establishment of school libraries and for the capacitation of librarians and library assistants (Ajegbomogun & Salaam, 2011).

The implementation of a school library has the effect of making the policy known to all stakeholders, focusing on its establishment and utilisation (Marquardt, 2011: 2-8). The absence of a library policy might therefore be one of the causes of the failure of a library’s functionality. For example, Mutungi, Minishi-Majanja and Mnkeni-Saurombe (2012, p. 5) argues that due to a lack of policy in the establishment of Kenyan school libraries, and the appointment of qualified librarians, the government could not purchase books as expected. In addition, in Nigeria, the government had not given enough financial backing to help with policy development (Ajegbomogun & Salaam, 2011: 97-100). As a result school libraries do not have enough resources. Schools recommended that the provision of relevant materials for school libraries should be the joint responsibility for the stakeholders i.e. the three tiers government, teachers, parents, learners, library minded individuals and philanthropists in the society (Ajegbomogun & Salaam, 2011: 97-100).

The absence of a national library policy in South African schools means that schools are not forced to accommodate a start-up a library if they are not willing to do so (DBE, 2011:

23). Hart and Zinn (2007: 102) recommend that a National School Library Policy should be drafted and that it should be up to the National Council for Library and Information Services to give advice on the policies of school libraries in South Africa (Equal Education (EE), 2010). Such a national policy on school libraries should provide for:

1. “a library for every school;
2. human resources – a trained librarian or library administrator working full-time in each school library;
3. required training to staff - the school librarians and library administrators’ qualifications must include university training, as both degree programmes and short courses;
4. books and equipment – expanding QIDS-UP to provide shelving, computers and three books per learner in every public school library;
5. operational funding – legislating that each school must allocate 10% of its (LTSM) funding for updating and maintaining the school library collection;
6. workshops for teachers, parents and School Governing Body SGB members concerning the role of libraries and their place in the school programme;
7. a weekly library period built into the curriculum for every class in every school;
8. monitoring and evaluation of the school library roll-out in order to ensure its effective implementation and measure its impact; and,
9. re-opening of the School Libraries Unit, as it existed under the DoE, which should in turn oversee the development of a national policy on school libraries as well as an implementation plan.

The following secondary recommendations were also made;

1. that the DBE should investigate the purchasing of books directly from publishers, rather than through book-sellers as they at times significantly increase the price of books;
2. that the Minister of Finance should investigate whether a valued-added tax exemption on books bought for school libraries would assist schools and provincial education departments without adversely harming government’s revenue income.”

In response to these recommendations in 2012, the Department of Education embarked on the publication of School LIS (Library and Information System) guidelines and a 10 year plan for school libraries in 2013 (Hart & Nassimbeni, 2014: 4-5). According to the LIS Transformation Charter (National Library of South Africa (NLSA), 2014:51-52) a *National school library policy* is the initial step to redress the dire situation of school libraries, as it provides *norms and standards* for the establishment, and provision of a library collection and human resource for the library. For this reason, the provincial education departments will recognise the need for libraries. The LIS Transformation Charter further emphasises that a national school library policy would persuade SGBs to establish their own policies for the library, and they should identify aspects that could add value to their school libraries (National Library of South Africa (NLSA), 2014: 51-52). The *National Guidelines*, for example, emphasise that the school library should have in place strategies to promote and market the library, and this should include library processes. These processes include the “organising of displays and exhibitions, publicising opening hours, services and collections, communicating the information literacy skills model that is in use in schools, and organising book fairs and reading and literacy campaigns” (DBE, 2012: 32).

2.3.1.3 *Importance of collaboration between the various stakeholders*

It is suggested that a librarian alone cannot manage the responsibility of setting up a functional school library. It needs to be done in collaboration with other stakeholders so that the library belongs to everyone in the school. According to Silbert and Bitso (2015: 58), the SII (School Improvement Initiatives) project manager at the University of Cape Town noted that a group of library assistants and facilitators in South Africa formulated their own characteristics of a well-functioning school library. These are:

- “building relationships with the principal, heads of departments and teachers;
- building external links such as with the public community libraries;
- professional development: training and support of the library assistants;

- strong systems and structures such as policies, timetables and library monitors;
- integration and involvement of the library and library assistant in the school;
- alignment of library activities with the curriculum;
- usage of the library by classes in the school; and the
- amount of reading taking place across the grades” (Silbert & Bitso, 2015: 58).

The importance of coordination between various stakeholders in establishing functional libraries is also stressed by the American Association of School Librarians (MSL, 2014: 1) who argue that teachers and professional school librarians should coordinate to make learners ready for their future education through the creation of effective learning spaces. Teachers of all subjects should, accordingly, resort to school library resources and cooperate with teacher librarians to comprehensively prepare students for self-education, conscious searching and using information (Schultz-Jones & Oberg, 2015: 53). In addition, it is argued that coordination and interaction amongst the stakeholders contribute to functionality of the library. According to Williams, Coles & Wavell (2002: 29-30), the escalation of teamwork between teachers and librarians has been mentioned as a significant factor in higher test scores. Arguably, a functional library promotes collaboration amongst teachers, learners and librarians, and encourages learners to be independent, lifelong users and producers of ideas and information (Latham, 2013: 2). School libraries should also have multimedia resources, to serve the needs of learners who are technologically savvy (Kuhlthau, 2010).

Non-communication of the stakeholders with librarian staff may affect either the establishment, functionality or sustainability of the library.

In South Africa, the DBE (2012: 29) highlights that collaboration between the school’s principal or deputy principal, Heads of Departments (HODs), teaching and supporting staff and learners is needed to increase the implementation of a Whole School

Reading/Information Literacy Policy. However, in primary schools visited in the Gauteng province, the ignorance of teachers towards the library was not expected and the librarians' biggest challenge was the attitude of the teachers (Paton-Ash & Wilmot, 2015: 7). Many teachers do not see the relevance of the library towards the school's curriculum. Paton-Ash and Wilmot (2015: 7) also mention that the majority of principals overlooks school libraries and librarians as participants in the improvement of learner achievement. They conclude that advocacy for the school library amongst teachers is a necessity with the hope that teachers' perceptions and practices may change.

As the community is usually a user of the school/community library, there must also be a good relationship between the community and the school. According to the '*Library and Information Services (LIS) Transformation Charter*' (National Library of South Africa (NLSA), 2014: 51-52) the DBE and the DAC have identified strategies for collaboration in the Strategic Guidelines, the document drafted for partnerships between schools and public libraries. Fraser (2013: 51) reports on a Strategic Guidelines document for the partnership between community/public libraries and schools 2013-2015, drafted by DBE, which was awaiting input from LIS stakeholders in 2013. The document '*Strategic Guidelines for collaboration between community libraries and schools 2013-2015*' was still a discussion document that envisaged future collaboration (Peter, 2014:131). It seems as if there are still ideas to be discussed regarding collaboration, which includes the sharing of resources, services and expertise to the benefit of all South Africans. Seemingly, the discussion about collaboration was a success since Fraser (2013:51) mentioned that 20 functional dual-purpose libraries were established in Cape Town (Fraser, 2013:51). In addition, in 2018 the Ramatlabama Six-Hundred Dual Purpose Library was officially opened in the North West province by the Premier, Professor Job Mokgoro (RSA, 2018).

2.3.1.4 Resources

Resources in the school library context includes human and financial resources as well as the library collection (including multimedia resources). Below I discuss how each of these in turn contribute towards functional and sustainable school libraries.

2.3.1.4.1 Multimedia resources

To ensure and support efforts of sustaining the functionality of a library in a school, the library must provide resources that cover community languages (ALA council, 2017: 1). For example, if the school is situated in an Afrikaans community, then the library must have resources in Afrikaans even if the school does not offer Afrikaans as a language. Furthermore, members involved in the school's collection development process should consider the learners' age, grade levels, and reading levels. In addition, library-related policies, procedures and rules should recommend that the utilisation of library resources and services must support free and open access to information to both teachers and learners. School librarians must ensure that all learners have equitable access to resources and services by implementing specific policies and procedures. Benard and Dulle, (2014: 4) argue that the functionality of library programs depends solely on the ability of the library's resources to meet the users' needs.

As stated earlier in Chapter 1.1, inaccessibility of resources, which could be caused by many factors, affects library functionality. For example, a survey on public primary schools conducted in Bangalore in India, showed that in most public school libraries, a small classroom library could contain books of variable quality and relevance (Borkum et al., 2013: 1-2). The school libraries had neither relevant collections nor enough space due to financial challenges. For this reason, the Akshara foundation, a Bangalore-based NGO, collaborate with the state government, corporate sector and local citizens to provide hub schools that house libraries from which resources are borrowed on a temporary basis. Hub schools received a physical library room and a trained librarian (Borkum et al., 2013: 1-2).

Sometimes, inaccessibility is affected by the wrong choice of library resources. According to Nalusiba's research (Nalusiba, 2010) in Uganda in 2010, schools' library collections

consisted mainly of English fiction and a large number of textbooks, most of which were outdated, irrelevant to the schools' subject content and reflecting European and American cultures and background. On a generous estimate, about 80% of the books in stock would be neither relevant to the curriculum nor interesting reading for students in Uganda. It was suggested that probably 80% of the total book stock would be removed if there could be annual inventory to either weed outdated books, to rebind the ones that were torn, or to discard those books that were infested with insects. One of the factors that could help in supporting the resourcing of primary school libraries was the recommendation that up to 5% of school fees could be earmarked for the restocking of school libraries (Nalusiba, 2010).

Furthermore, due to a lack of library books in South Africa (Conyngham, 2010: 20), the IFLA/UNESCO school library manifesto emphasises that school libraries should stock at least ten books per learner. South African schools were categorised as either “no-fee schools”, where learners do not pay school fees, and “fee-paying schools”, where learners do pay school fees and buy their books. In “no-fee schools”, it is obvious that there is not enough or no money to buy books, unlike in fee-paying schools. The realities of this situation will be confirmed in Chapter 5. In a study on school libraries in Soweto, it was found that libraries in no-fee schools solely depended on donated books as their sources. As such, these schools could not throw away old books to replace them with new ones. Furthermore, it was found that most of the donated books were obsolete, were not age-appropriate and were not written in the children's mother tongue (Conyngham et.al, 2010: 20).

2.3.1.4.2 Financial resources

The money allocated to the school library has an impact on its establishment and functioning. The school library may sometimes be supported by donations from sponsors. For example, from 2012 - 2015 the Spanish government received financial contributions from regional governments to improve the situation of school libraries. Several of these regional governments adopted programmes to establish and develop school libraries, leading to improved resource allocation. As a result, schools increased and updated their

library collections, automated processes and services, renovated furniture and technological infrastructure, and in some cases library staff was sponsored (Schultz-Jones & Oberg, 2015: 42). However, in Poland, there has been no programme at the national level to support the purchase of books for school libraries. The budgets of school libraries are modest, and the collections are often made up of voluntary contributions from parents and resources obtained from sponsors and publishing houses. As of December 2014, the needs of school libraries were included in the National Programme of Readership Growth proposed by the Ministry of Culture and National Heritage, which would provide about 3 million złoty (about R10 108 000) for new titles. In addition, the Ministry of Education announced that they would spend 15 million złoty (or about R512 620 000) on a programme to support school libraries (Staniow, 2015: 4). However, according to the IFLA school library guidelines (2015a), as published in the Netherlands, there were no incentives to invest in libraries. No fixed budgets were allocated to school libraries.

According to the results of an Australian school library survey (Softlink, 2012: 3), the percentage of the school budget allocated to the library is another important measure that has a significant impact on test scores. In Australia, funds in primary schools were significantly less than in secondary schools. Schools with lower library funding achieved lower scores than the national average reading and literacy scores. Schools with better library funding, on the other hand, achieved higher scores (Softlink, 2012: 9). At the school level, it is the responsibility of the SGB to manage the school funds and the principal, as one of the members of the SGB, is also in the School Management Team (SMT). For this reason, it is obvious that the principal is involved in the school's library budget management. Kawalya (2009: 66) argues that in African countries like Uganda, all financial requirements of school libraries are expected to be met by allocations by the principal from the overall school budget. However, funds are always inadequate. In many instances, the expenditure for library books is combined with that for textbooks in a single budget. This combined budget is a very serious problem, especially because the textbooks usually get a higher priority. Kawalya (2009) suggests that a budget of about 5% of the school fees be allocated for library purposes. However, very few schools actually allocate 5% for library books.

Funding is one of the major obstacles that impede the establishment of functional school libraries in South Africa. Since the discontinuation of centralised library budgets in the 2007/2008 financial year, schools have been unable to purchase library resources and start corner or classroom libraries. Before the 2007/2008 financial year schools had been receiving 10% of the allocated grant, according to the Norms and Standards, to purchase resources for the library. In 2016, the DBE did not provide money for schools to purchase library resources (Mojapelo, 2016: 10).

To address this lack of funding, the DBE introduced a budgetary system based on the learner enrolment in schools. For example, a school with an enrolment of 0 - 200 learners would get R50 000 per annum, 201 - 499 would get R70 000 per annum, those with 500 - 999 would receive R100 000 and those with more than 1 000 would get R150 000 (Shandu, 2014: 19). The South African national school library policy, the *National Guidelines* (DBE, 2012), mandate all South African schools to allocate a percentage of the learning and teaching support material (LTSM) budget to purchase library. In Gauteng, the Provincial Department allocated 10% of each school's LTSM to library resources. This money, however, could also be used to buy consumables and non-consumables, depending on the needs of the school (Shandu, 2014: 3-5). The DBE's budgetary system is of benefit to school libraries, as according to the National Guidelines schools should allocate a percentage of the LTSM budget for library use.

As one of the interventions to budget for the establishment of libraries in schools, LIS Transformation Charter (2014: 50) shows that in a briefing of school LIS in August 2013 to parliament, the Department of Basic Education (DBE) admitted their neglect of LIS. On the other hand, the LIS Transformation Charter (2014:96) says nothing about the functionality of school libraries, but mentions that Correctional Services should establish functional libraries to meet the diverse needs of inmates. From this claim by the Charter, one may deduce that a functional school library must meet the diverse needs of its users. It also outlined its plan to remedy the situation. The DBE's plan was the procurement of R700 million over the following three years for centralised school and classroom libraries in secondary and primary schools respectively. In analysing the state of libraries in South Africa, (NLSA (National Library of South Africa), 2015: 20) highlights that the budget for

school libraries' budget in South Africa is diminishing. In addition, Mojapelo (2015:49) indicates that even in 2015 it is quiet about Treasury's response to this request. Even now, nothing tangible is mentioned concerning Treasury's response to DBE's request.

2.3.1.4.3 Human resources

Every school library should be staffed as part of the school's teaching and learning support and it should be open from 08:00 until 18:00 each day of the week (Primary School Library Association, 2015).

A functional library is expected to have a professional, full-time and committed librarian, who should manage the library and provide information. The school librarian must have library qualifications since she/he has to manage and run the library. With the support of teachers, she/he is supposed to not only inculcate a love for reading, but also help to develop information literacy amongst the school's learners. This understanding of the important role of the librarian is confirmed by Douglas and Wiltinson (2011: 9) when they argue that employing a qualified librarian should be a priority in primary school libraries. The role of the teacher/school librarian is to analyse learners' information needs. This is usually done in conjunction with the teachers. As such, she/he must be able to communicate well, make decisions and know teachers' needs for their curriculum. She/he must be good in training both teachers and learners on information skills, and should assist teachers to use different teaching strategies. The librarian should also assist learners with project work, individual study, group research, reading, and ICT. In developing countries, it has been noted that schools without librarians do not perform as well as schools with librarians (Lance & Hofschire, 2012).

In addition, the principal plays an important role in the establishment of a school library (Paton-Ash & Wilmot, 2015: 3). As a member of the SGB whose responsibility is to manage school's finances, the principal is also a member of the school library committee who manages the library. In Spain, for example, library managers often perform the SGB role of managing the school's finances. Some of these managers take specific courses offered by regional educational services or universities, but most of them lack any kind of

training. According to Baró et al. (2015), school libraries are not addressed at all in the basic training of teachers in Spain and many library managers receive no specific training regarding school libraries. Furthermore, libraries are rarely used in curriculum development.

Abarbanel et al. (2013) argue that learners at schools with functional libraries with trained librarians often have higher test scores than in the case of libraries without facilities and staff. School/teacher librarians are vital partners to create schools that capacitate learners to learn through a variety of resources. Teachers and librarians interact for the sake of the learners. The basis of Abarbanel et al.'s research is the fact that today's independent school libraries grow and change continuously with the development of technology tools, but performing schools still prioritise libraries, and professional librarians are still their choice to achieve their goal. The goal is to focus on learning, from reading to research to production and information sharing. In addition, independent school libraries host workshops and employ specialist in locating, evaluating and using information (Kuhlthau, 2010: 19). In Kenya, even though primary schools do not actually have libraries, school librarians or teacher librarians have been appointed and they are being trained (Boelens et. al, 2012: 9;31) . On average, these schools with librarians in Kenya demonstrated 10% more students reaching the minimum academic performance than those schools without librarians. This was at all educational levels (Boelens et. al, 2012: 9;31). Some schools need librarians although they may not have libraries, but only library resources that are kept in storerooms or classrooms. Librarians in schools without libraries but with library resources should monitor and evaluate library resources, and network to promote reading (Govender, 2007). The amount of work they do differ, depending on whether they are employed full-time or on contract basis. Barack (2012) highlights that in America, full-time school librarians work 30 hours per week but part-time school librarians only work a few hours per week because they usually teach subjects in the same school.

In most African countries, very often the librarians are teachers assigned by the principal to take charge of the library, in addition to teaching. They are expected to perform library duties in their spare time, without an adjusted teaching load to pay back for library duties and without being paid a responsibility allowance. For example in Uganda, teacher

librarians are chosen by teachers to work in the library on a voluntary basis when they have free time during school hours or at the end of the school day. Their main task is to run the library, lend out books, supervise the study period, re-shelve, repair books and clean the library (Haidar, 1978: 24-27). The role of a librarian is changing from locating resources and providing information when a learner asks for assistance, to the teaching of information skills and information literacy. This implies accessing, evaluating and using information from a variety of sources (Idoko, 2015: 3). Hence, a library cannot function without a librarian.

Due to a shortage of school library posts, most of the private and model C schools in South Africa appoint full-time librarians in internally funded posts using school fees. Unfortunately, in Botswana, teachers who obtained library qualifications in colleges of education are not regarded as full-time library teachers, as the education system emphasises the teaching of major subjects. Mostly, teachers run primary school libraries. English language teachers are usually responsible for running the library, with no payment for the extra library work. They are usually expected to perform these duties in their spare time at school (Botswana Library Association, 2010: 92). In the Free State province, the DoE adopted a model of appointing 100 information workers (student librarians) on a contract basis. These information workers were qualified unemployed Free State teachers and they were trained by ELITS officials at district level to work in five schools per week (Conyngham, 2010: 32-33).

The South African Department of Basic Education planned to place library assistants in targeted schools in a learnership programme funded by the Public Sector Education and Training Authority (PSETA) in 2010 in Gauteng. These librarians must be appointed, capacitated and assisted to run established school libraries (Silbert & Bitso, 2015).

This plan has however not yet been implemented. Dlamini and Brown (2010) argue that using teachers as librarians is a problem, as these teachers do not have library qualifications or relevant experience. The situation is different in fee-paying schools, which often have professional librarians.

The staffing procedure, according to the *South African Schools Act (SASA) Number 84 of 1996* (RSA, 2011) provides school governing bodies (SGBs) the power to establish committees at schools. The SGBs and school management teams (SMTs) in each school are responsible for developing a library committee to cater for the teachers and learners' needs for curriculum enhancement in each school (Mojapelo & Dube, 2015: 6). Furthermore, referring to the *National Guidelines* (DBE, 2012: 22), it is the responsibility of a school's library committee, which is composed of a member from school management, teaching staff, SGB and the library staff, to ensure that there is sufficient budget allocated for the library and to prepare the school library policy. The *Free State Department of Education ELITS Policy* (FSDoE ELITS, 2002a) emphasises who should be members of the school library committee, what their responsibilities are, as well as the steps to consider when establishing a school library.

2.3.2 Furniture

School library furniture and its arrangement differ, depending on the level of the school. In this regard Baird (2012: 20-22) argues that bookshelves in primary schools should be no more than 120cm in height. Primary school shelves should also have desks and chairs or mats and cushion for a reading area. There should be magazine display racks, an information/circulation desk for issuing books, and there should be catalogue cabinets to help users find library resources. "The spaces and component parts of a library should be planned in terms of how the library functions, just as a cook carefully plans a kitchen so that the sink and the chopping block, the refrigerator and the stove, the workspace and the cooking utensils, are planned in careful relation to each other" (Hand, 2010: 296). The furniture in a school library should be arranged in such a way that learners have a space that is conducive to learning (Benard & Dulle, 2014: 16).

If one considers an example from the South African school library context, the situation is not unproblematic. It was found by Paton-Ash and Wilmot (2015: 6) that most no-fee schools in Gauteng that had school libraries had issuing desks or computers with a library software programme. Referring to research in Gauteng in 2014 by Shandu (2014: 87),

school libraries do not have enough tables and chairs for students to sit and study, and as a result, students have to sit on the floor. Seats in most libraries work on a first-come-first-served basis.

2.3.3 Processing and shelving

Proper processing and shelving of library books are crucial for easy access by both learners and teachers. If not done correctly, the functionality of the library might be affected. For example, in developed countries like the USA, school libraries tend to shelve books according to reading level. Learners are required to loan books from their determined reading level shelves. It has, however, been pointed out that, this approach is discriminating against learners and restricting them from accessing a variety of library resources. Furthermore, it may also inhibit learners to use the library because they might fear being negatively labelled by their peers (ALA, 2016: 5-10).

In India, according to the research done by Mahajan (2010: 1-8) in 2010, school library books are not arranged on shelves. Most of them are locked in cabinets, so they are not easily accessible to learners. However, despite this challenge, library resources were catalogued using the Dewey Decimal System. In most of the schools, librarians managed to circulate the books despite the unavailability of functional library infrastructure. The learners were allocated an hour per week for library use, so that learners could read storybooks as a way of inculcating reading habits. In addition, a Botswana study found (Botswana Library Association, 2008: 70) that the non-utilisation of the catalogue diminished the effectiveness of the libraries' organisation, as it is almost impossible to get a specific resource without consulting the catalogue. An absence of processing material and cataloguing tools were the primary issues. The main cause of this challenge is that most librarians or teachers responsible for the libraries were not adequately trained.

The technical processing of library collections was also found to be a problem causing the poor utilisation of school libraries in Tanzania, as resources were neither catalogued nor classified in the majority of these libraries (Haidar, 1978: 26,52). Paton-Ash and Wilmot (2013: 4-6) suggest that the Dewey Decimal Classification (DDC) system should be employed to process school library books, as the DDC system helps learners to retrieve the information they need on their own.

2.4. CONCLUSION

In this chapter, I determined the importance of functional and sustainable primary school libraries, as well as practices involved in their establishment, based on the available literature. I described the processes involved in the establishment of school libraries in ensuring that the libraries remain functional and sustainable. The need to establish school libraries has been argued with reasons, giving examples of libraries from different countries. The research also showed how other countries managed to sustain the functionality despite their own unique challenges.

The literature review offered me a chance to consider the different strategies that stakeholders in other countries as well as South Africa follow to establish, manage and sustain functional primary school libraries. Having mentioned that, the establishment of functional and sustainable libraries should be guided by policies, so the following chapter will explore South African library policy framework on the establishment of functional and sustainable libraries in primary schools.

CHAPTER 3: POLICY ANALYSIS

3.1 Introduction

In pursuit of achieving the aim of this study, the previous chapter focused on a literature study in which I determined the importance of functional and sustainable primary school libraries, as well as practices involved in the establishment of functional and sustainable primary school libraries based on the available literature. In this chapter, I will conduct a policy analysis in which I will explore the South African policy framework for the establishment of functional and sustainable libraries in primary schools. This objective feeds into the aim of this study, which is to investigate and describe the status of the establishment of functional and sustainable primary school libraries in the Motheo District. In order to respond to this objective, in this chapter I will be analysing relevant national and provincial education policies with regard to the establishment of functional and sustainable school libraries. For this analysis, I will be using Critical Policy Analysis. As part of my policy analysis, I will first define the concepts policy and policy analysis, and present an overview of what Critical Policy Analysis entails. Thereafter I will look closely at selected policies with an eye towards justice and equity in order to determine what South African educational policies pronounce on the establishment of functional and sustainable primary school libraries.

3.2. A brief description of policy

A policy is “a specific decision or set of decisions together with related actions designed to be implemented” (Palao, 2013, p. 1). Palao (2013: 1) further explains that “policy represents basic principles by which a government is guided or declared, or objectives which a government seeks to achieve and preserve in the interest of the national community”. Policy is also described as whatever governments choose “to do or not to do”, or it is “a projected programme of goals, values and practices” (Le Roux, 2002: 424). As a public policy, one could therefore deduct that an education policy is a set of rules developed to guide education in achieving certain objectives or goals in the interest of the school community, in particular, and society in general.

Since the term “policy” is general, it is important to differentiate between various types of policies before focusing on the concept of policy analysis. Zikode (2017: 39) differentiates between three types of policies, namely, distributive, redistributive and regulatory policies. Distributive policies are concerned with the allocation of new resources to different rightful recipients. In addition, whilst redistributive policies focus on the distribution of already existing resources, regulatory policies concern specific conditions for individual or collective behaviours. The policies under scrutiny in this study can be classified as distributive policies as they focus more on the distribution of new libraries to rightful recipients. These recipients are schools that do not currently have libraries, but who are, given the SA government’s commitment to justice, equity, redress and quality education, morally and rightfully entitled to functional libraries. For example, the *South African Schools Act (SASA)* addresses matters to promote schools’ best interests by providing quality education for all learners (Zafar, Kgobe, Napo & Parker, 2005: 15). A policy on school libraries therefore provides a guiding framework for the provision, establishment, functionality and sustainability of school libraries (Mojapelo & Dube, 2014: 3).

In South Africa, community development and service delivery are enhanced in policy decisions, which are made by all three spheres of government, namely national, provincial and local. The different spheres of government have their different responsibilities, for example the national government is responsible for the development of national policies, the nine provincial governments deal with provincial matters, and local government deals with service delivery to the people within the immediate context. Therefore, the National Department of Education develops national policies on school libraries and related aspects, while the Provincial Department of Education develops provincial library policies that are in line with those of the National Department. The end result of the education policy processes at provincial and local government levels will be policy texts that set out what government and the people believe to be the best aims and objectives for education (RSA, 2007, p. 11). It is with the above in mind that I now explore the concept policy analysis.

3.3 Policy analysis

“Policy analysis includes looking into how a policy has been developed and the extent to which policies have been based on sound analysis and research evidence about issues and needs within the country’s context and about existing implementation capacity” (UNESCO, 2013: 24). “Policy analysis is also an attempt to measure the costs and benefits of various policy alternatives or to evaluate the efficacy of an existing policy” (Le Roux, 2002: 427). Information about specific policies is therefore produced or adapted into a form that could be relevant to resolve problems pertaining to those policies. In addition, policy analysis does not only involve activities that aim at developing knowledge relevant to the formulation and implementation of the policy, but it also attempts to explain existing policies (Angell, Whitley, Hoseine & Davies, 2007: 51).

“Policy analysis is also described as a multi-disciplinary field that cuts across existing specialisations to employ whatever theoretical or methodological approach is most relevant to the issue or problem under investigation” (Critical Policy Analysis, 2011, p. 24). Although there are various approaches to policy analysis (Samuel, 2017: 9), Le Roux (2002) suggests that “when doing a policy analysis one should follow the following steps:

1. Identify the problem
2. Specify the objectives
3. Decide on criteria
4. Select alternatives
5. Analyse alternatives
6. Compare alternatives
7. Implement chosen alternatives
8. Monitor and evaluate the results”

Other approaches to policy analysis include academic policy analysis (APA), which is more descriptive and informative in nature, and critical policy analysis (CPA), in which judgement can be made in an effort to determine whether or how a policy can improve the lives of the involved stakeholders. Policy analysts usually begin the process of

analysing a policy by overtly declaring the type of theoretical frameworks, which inform how they will read the policy. Some might conduct a strongly historical-political analysis of the policy (sociological analysis), while others might focus on an interpretation of how the policy constructs the conception of the role and identities of the teachers (teacher identity analysis) (Samuel, 2017: 9). From the various approaches to policy analysis, I opted to use critical policy studies as framework of analysis to analyse the pronouncements made in a number of South African policies concerning the establishment of functional and sustainable primary school libraries.

The interpretive paradigm, as employed in this study, focuses “on shedding light on invisible but significant values that have been ignored within the current education system” (Joo & Kwon, 2010). “The interpretive paradigm is underpinned by observation and interpretation, thus to observe is to collect information about events, while to interpret is to make meaning and sense of that information by drawing inferences of judging the match between the information and some abstract pattern” (Creswell, 2008: 295-296). Critical policy analysis examines policy as an “outcome of historical and social context and power relations” (Eppley, 2009: 1). As such, CPA offers a lens for policy investigation, critically identifies a policy’s origins, outcomes and underlying values, and attempts to understand how those values relate to policy mechanisms like contents and associated structures (Joo & Kwon, 2010: 225).

This analysis also needs to be an educational policy analysis, however, as it specifically addresses an educational issue. This is further described below.

3.3.1. Education policy analysis

UNESCO (2013: 24), argues that a country’s national education policy develops the main goals and priorities followed by the government in matters of education at different sectors or levels regarding specific aspects such as access, quality and teachers, or to a given issue or need. “The value of education policy analysis in general is therefore to illuminate

evidence that guides decision making, social practice and conventional policy studies in education in particular” (Joo & Kwon, 2010: 226).

For purposes of realising the aim of this study, which is to investigate and describe the status of the establishment of functional and sustainable primary school libraries in the Motheo District, I intend to focus my analysis on two South African education policies. These policies are the *National Guidelines* (DBE, 2012), which was promulgated by the DBE, and the *Free State DoE ELITS Policy* (FSDoE ELITS, 2002a), which was developed by the Free State DoE. These two policies are supposed to lay down guidelines that support the establishment and functionality of sustainable libraries in schools. CPA also embraces intertextuality, which acknowledges the interrelatedness of various policies (Taylor, 2011). I therefore also plan to draw on pronouncements found in various other South African policies, such as the *Draft Law on Copyright* (Electric Information For Libraries (EIFL), 2016), the *South African Schools Act no. 84 of 1996* (SASA) (RSA, 2011), the *National Education Policy Act, (NEPA)* (RSA, 1996), and the *White Paper on E-education* (DoE, 2006). I will also consult various other national documents, such as the *Library and Information Services (LIS) Transformation Charter* (National Library of South Africa (NLSA), 2014), the *Minimum Uniform Norms and Standards for Public School Infrastructure* (RSA, 2013), the *DBE Five Year Strategic Plan 2015/16 - 2019/20* (DBE, 2015b), the *DBE-DAC collaboration* (Fraser, 2013), and the *1 000 School library campaign* (DBE, 2015c). I regard these documents as important and of relevance to this study, as all of them in some way inform the establishment of functional and sustainable primary school libraries. I will analyse the documents through the lens of Critical Policy Analysis.

3.3.2 Critical Policy Analysis

In this study, I will employ critical policy analysis (CPA). According to Taylor (1997), CPA investigates three aspects of a policy, namely the context, the content or text, and the consequences of the implementation of the policy. Policy texts need to be analysed within their contexts, as the implementation of the policy is significantly influenced by the context. The policy analyst must have a good understanding of who should be involved

in the implementation of the policy, their incentives for participation, social problems, and the condition and strength of these relationships. Policy implementation requires the analyst to confront a “world of multiple institutional actors whose cooperation and perhaps coordination are needed for implementation success” (DeGroff & Cargo, 2009: 49-51). If educational policies and practices are consistent with our moral vision, then CPA should pay attention to the processes of policy establishment and implementation, and also to the content of the policy. CPA aims to understand the context in which a policy arises, to assess its content in terms of a particular set of educational values, to investigate whose interests the policy serves, to explore how it might contribute to political advocacy, and to examine how a policy has been implemented and with what outcomes. With the above in mind it is clear that policy analysis cannot be located in any particular disciplinary tradition, but in the context in which the policy arises (Critical Policy Analysis, 2011: 20). In this way, it can promote an understanding of the policy by explaining the links between local practises and the relevant external contexts.

The concept CPA was initially developed in the field of policy studies, and its scope may vary depending on researchers’ adjustment of the policy to their particular enquiries (Joo & Kwon, 2010: 224). Within this study, CPA will be employed to analyse the pronouncements made in specific educational policies concerning the establishment of functional and sustainable primary school libraries.

Taylor (2004) confirms that in CPA, there must be a concern with reform and change. In addition, CPA is also a value-laden activity, which can judge whether a specific policy actually improves matters or not. “CPA also provides a way of linking the global and the local” (Rata, 2014: 347-348). By so doing, CPA asks how the state utilises the policy to regulate the disjuncture between the ideals that inform the national democratic polity and inequalities produced by global capitalism.

Education is regarded as a way to promote national equality, so the study of education policies is particularly important in examining how education engages with and ties in with endeavours to solve the inequality issue. Rata (2014) also argues that an analysis can

be limited to information influenced by interests and experiences, by focusing on the history of the policy. This is similar to “the historical contexts of policy help to illuminate the ‘why’ and ‘why now’ questions in CPA” (Taylor, 2011: 45). Context refers to “the antecedents and pressures leading to the gestation of a specific policy. These antecedents or pressures could include many factors such as economic, social and political factors. Related to these factors are the influences of pressure groups and broader social movements, which force government to respond through the articulation of a policy statement” (Pettigrew, 1987: 650). When doing the context analysis of the *National Guidelines for School Library and Information Services* (DBE, 2012), which is shortened as *National Guidelines* and the *Free State DoE ELITS Policy* (FSDoE ELITS, 2002a), I will therefore have to look into social, economic and political factors that influenced the development and the establishment of school library policies. With this, I am hoping to find out the background to and the reasons behind the development of the *National Guidelines* as well as *Free State Educational Library, Information and Technological Services (ELITS)* policy.

“Whereas context analysis looks into the historic development of a policy, content analysis entails the examination of specific propositions contained within the text itself. In content analysis, the analyst aims to outline or summarise and possibly critique the proposals contained within the policy document itself” (Samuel, 2017: 8). This is confirmed by (Dudley-Marling, et al., 2007:3-5), who assert that in content analysis a researcher can be engaged in the text of a policy by responding to the following three questions: whose perspectives are presented or silenced? What logic is utilised in the text? What are the intended material effects of the policy text? These questions relate amongst others to the simplicity of the facts, the author’s intentions in producing the text in order to affect public policy, and the implications of the policy. In this study, the emphasis of the content analysis will be on the values, aims and objectives as well as the pronouncements and silences or omissions in the selected library policies.

In addition to the context and the content analysis, implications of policy implementation indicate what should be in place for a policy to be effective. “Clear implications for

implementation are important since different interests can give very different emphases to various aspects of the policy, which could result in distortions and gaps in policy implementation” (DeGroff & Cargo, 2009: 51).

Taylor (2011: 25) argues that “the scope of CPA has been enhanced by discourse, that is, the complexity of notions, categories, ways of thinking, and ways of communicating that constitutes a power-infused system of knowledge. The most obvious influence in this is the increasing focus on policy documents as texts. Library policy documents will be analysed to document new textual formations in policy texts, and to indicate possibilities for highlighting marginal discourses and silences in the texts and for tracing discursive shifts in the implementation of policy processes”. In South Africa, all educational policies, whether on national, provincial or local level, are supposed to be developed in accordance with pronouncements in the *National Education Policy Act* (1996). The aim of this Act was to consolidate the different South African education systems of the pre-democratic regime into a single system, serving the needs and interests of the entire population while upholding their fundamental rights. As a result, the *National Guidelines for School Library and Information Services* (DBE, 2012) was developed to take the responsibility for all library policies of public schools, the interests of education, and provincial educational needs.

3.3.2.1 A critical policy analysis of the National Guidelines for school LIS (Library and Information Services) and the FSDoE ELITS policy (2002)

“The *National Education Policy Act no. 27 of 1996* pronounces that the Minister of Education is responsible for the development of the school library policy as a means of improving the quality and standard of education in South Africa” (Mojapelo & Dube, 2014: 4). Hence, the *National Guidelines for school LIS (Library and Information Services)* (DBE, 2012) and the *ELITS (Education library, Information and Technological Services) policy for Free State Department of Education (2002)* are analysed respectively. In line with my framework of CPA presented above, I will now embark on an analysis of the context of these policies, after which I will also look into their contents or texts, and the implications of their implementation.

3.3.3 Context analysis of the National Guidelines (DBE, 2012) and the ELITS (2002)

This section will start with the events, policies and legislation prior to 2002 when the *ELITS policy* was established, and follow it until 2012 when the *National Guidelines* were established.

In the aftermath of the 1976 events in South Africa, black politicians and educationists realised that sectional interests did not provide effective learning for the black child. It was only in the 1990's, after years of objections against Bantu Education and the oppressive social conditions Black people were subjected to, that education in South Africa was transformed and replaced with Outcome Based Education (OBE). OBE was an activity-based approach, emphasising the use of various resources in a classroom and "its main focus was to ensure that learners are able to apply what they have learnt in the classroom" (Nyundu, 2005: 12). One of the critical outcomes of OBE was that learners should be able to collect, analyse, organise and critically evaluate information. As a result of this, OBE promoted resource-based teaching and libraries became places of hope to achieve the aims and objectives of OBE.

In 2002, "the Report of the Review of Curriculum 2005 found that OBE was doing well in the former white schools because these schools were better resourced" (Hart & Zinn, 200: 93), also in terms of the provisioning of libraries. To ensure that the curriculum and essential and specific outcomes of OBE were reached, required of educators and learners to have access to library resources. A lack of resources in schools probably hindered the effective implementation of the new curriculum, and therefore also the transformation of education from the Bantu Education with under-resourced schools, to an education system that catered for the needs of all South Africans. "As a result, school library policies started to promote the idea that curriculum and school libraries should be linked" (Nyundu, 2005: 17-19).

Provinces such as the Free State started to develop their own library policies, including the *FSDoE ELITS policy* (2002a). These policies were developed to confront the pressure

put on libraries to support the new curriculum. The development of policies to guide the establishment of libraries were therefore prompted and regarded as imperative because “the South African school curriculum is, in essence, a resource-based curriculum and it is to attain the objective of integrating resources in order to develop information literate learners and a culture of reading, that these guidelines were developed” (DBE, 2012: Introduction).

Apart from curriculum demands that prompted the development of school library policies, the dire situation that schools found themselves in during the previous dispensation could also be regarded as an impetus in this regard. This according to a survey done in 2006, which shows that by 1996, 75.6% of all public schools were without libraries (RSA, 2010: 17). This situation could possibly be linked to “the provision of school libraries in apartheid South Africa, which reflected the unfair allocation of funds across the racially separated school system” (Hart & Zinn, 2015: 20,23). The skewed allocation of funds also impacted on the provision of effective school libraries to public schools in South Africa, particularly traditionally Black schools.

This situation is acknowledged by the *National Guidelines* (DBE, 2012: Preamble), where the Minister of Education states: “many of our children, unfortunately, had to go through the education system without this vital service to support them in their learning and equip them to function effectively in an increasingly information and knowledge-based world”.

Progress with the eradication of imbalances in the provisioning of school libraries saw a decline in 2006 with the number of schools without school libraries standing at 60,5% (RSA, 2010: 17). Although some progress was made with the provision of school libraries, their functionality was still a challenge. In 2007, “only 7.23% of South African ordinary public schools with libraries, had functional libraries” (Paton-Ash & Wilmot, 2013: 8). So, although progress was made in the establishment or provisioning of school libraries, scant progress was made in getting these libraries functional and operational. These libraries were not functioning because of a lack of resources and the absence of librarians. In “2011 the National Education Infrastructure Management Systems (NEIMS) reported that

only 21% of state schools had libraries, 7% had stocked libraries and 79% had no library at all” (Paton-Ash & Wilmot, 2013). This report also testified to a decline in the number of librarian posts over the years. In 2011, it was clear that in South Africa, school library development and practice needed to have been improved. Unfortunately advancement, coordination and commitment in the development of the legal and policy framework for school libraries were lacking, so there was an increase in the number of schools without libraries. This “pointed out to the development of innumerable policy drafts and guidelines” (Mojapelo & Dube, 2014: 5). For this reason, in the following year, 2012 the *National Guidelines for School Libraries* was published. Mojapelo and Dube (2014) added that “the *National Guidelines* (DBE, 2012) could therefore be sanctioned as a blueprint for re-engineering, planning, standardising, coordinating and managing school library development, ethos and practice in South Africa.”

The situation in the Free State needs to be considered, as the study focuses on one of the districts in the Free State province. The school library statistics of 2014 was compiled in the standard report of the National Education Infrastructure Management System (NEIMS) (IFLA, 2015c:20) . From this it could be seen that of 1 303 schools in the Free State, there were 298 with centralised school libraries with resources, 131 centralised school libraries without resources, 580 schools with classroom collections of library resources, and 362 schools serviced by a mobile library service. In reference to the “*Regulations Relating to the Minimum Uniform Norms and Standards for public school infrastructure*” (RSA, 2013), which states that each school must have a library, this report confirms that more functional libraries need to be established in Free State schools.

To initiate a process to address the inequalities in the provision of quality education to all, and in particular to address the need for functional libraries, in 1997 the Department of Education promulgated the first policy draft of the National Policy for School Libraries. This first draft was followed by a second in 1998. Both these drafts proposed a sliding scale of seven models with the aim of providing LIS to all South African schools. However, the shortage of school libraries in South Africa persisted, and ultimately propelled the establishment of a movement called Equal Education (EE) in 2008 by parents, learners, teachers and community members (Conyngham et. al, 2010: 1). This

movement aims at quality and equality in South African education through analysis and activism. In 2009, EE launched a campaign called “One school, one library, one librarian”. With this campaign, EE aimed to draw the attention of policy makers to the pressing need for libraries in South African schools. It is against this background that plans to provide schools with libraries were informed by the DBE’s developmental approach towards the provision of quality education with this vital service to equip learners to function effectively in an information, research- and knowledge-based world.

As a result, “national guidelines were developed to provide access to credible, quality library and information services to support the implementation of the curriculum” (DBE, 2012: 1). “The Department of Basic Education (DBE) continues to work hard to ensure quality education for all the children of South Africa. An essential element in this journey is to provide access to credible, quality library and information services to support the implementation of the curriculum” (DBE, 2012: Preamble). In addition, “the vision of the Department of Basic Education (DBE) is that schools will have well-resourced and functioning school library and information services, which will contribute towards ensuring that all learners and teachers are information literate and independent lifelong learners and readers” (DBE, 2012: Introduction).

It is furthermore the vision of the DBE (2012: Introduction) “that school library and information services must provide learners and teachers with access to a wide variety of curricular support resources, exposing learners to diverse ideas, experiences and opinions. This service must also instil a culture of reading and writing, promote respect for intellectual property and support the acquisition of information literacy skills to access, process and use information resources in various formats, including digital formats, where accessible and appropriate” (DBE, 2012: Introduction).

It is within this context that various initiatives were launched by the Department of Education to establish school libraries in all school. Amongst these is the development of the *Library and Information Services (LIS) Charter* (LIS, 2014: 24) and the 1 000 School Libraries Project.

With the 1 000 School Libraries Project, the DBE aims to provide 1 000 libraries per year to South African schools in need of libraries over a period ending in 2019 (DBE, 2015c: 3). The need for functioning school libraries is also articulated in the Minimum Norms and Standards which confirms that “all schools must have a school library and a minimum, adequate and suitable library collection” (RSA, 2013: 29).

It is against this contextual background that the *National Guidelines* (DBE, 2012) and the *ELITS policy* of the FSDoE ELITS (2002a) was developed. What follows is an analysis of these policies in terms of the pronouncements (or lack thereof) they make regarding the establishment of functional school libraries.

3.3.3.1 Content analysis of the National Guidelines (DBE, 2012) and the ELITS policy of the FSDoE (2002)

As indicated, content analysis focuses on the content of a policy. In CPA the content analysis is concerned with, amongst others, the aims and objectives of the policy, its values and silences, contradictions and omissions. However, critical policy analysis also looks at propositions contained within the text. The analysis of the National Guidelines, presented below, will therefore reflect all the propositions contained within the text.

3.3.3.1.1 Scope of the guidelines and the policy

“Policy scope guides the development of a policy, provide a summary of a proposed policy, and ensure that those who might be affected by a policy are identified, considered and consulted” (Anonymous, 2018: 1). Based on its scope, the *National Guidelines* (DBE, 2012) are aimed at schools, education district offices, and provincial education offices. This document is intended “to provide guidance, information, ideas that are fundamental to the provision of the school library and information services for all teachers and learners at schools” (DBE, 2012), at a national level. As such, the *National Guidelines* (DBE, 2012) should influence all subsequent provincial and/or local school policies. Provincial Departments of Education are not only obliged to develop policies to suit their own

province-specific needs, but also to amend existing policies to be in line with the pronouncements and responsibilities set out in the *National Guidelines* (DBE, 2012). The implication of this is that the *FSDoE ELITS policy* (2002a) needs to be revised and aligned to the National Guidelines.

Contrary to the *National Guidelines*, the *FSDoE ELITS policy* (2002a) was developed to guide school library services of and in the Free State province. In addition, it is also supposed to support the needs of all the employees of the Free State Department of Education, with a library service within a district supporting schools' and districts' needs for effective curriculum delivery (FSDoE ELITS, 2002a).

3.3.3.1.2 Vision of the National Guidelines (DBE, 2012) and the FSDoE ELITS policy (2002a)

“A vision is a picture of the real results of real efforts, which an organisation can use to communicate values and goals” (Graham, 2015: 1). In this regard, the vision of the DBE as spelled out in the *National Guidelines* (DBE, 2012: 3) is that “all schools would have well-resourced and functioning school libraries that could contribute towards ensuring that all learners and teachers are information literate and that they are independent lifelong readers”. For this reason, the DBE intends to provide library services, consisting of “classroom libraries in primary schools and mobile libraries in secondary schools” (DBE, 2014a: 6). Similarly, the vision of ELITS, for the FSDoE, is that “ultimately in the province every school will have its own professionally staffed school library supported by Educational Library, Information and Technological Services. Furthermore, the *FSDoE ELITS policy* (2002a) envisions that school library use will be integrated into the curriculum by providing professional support, guidance and the use of information resources to improve the quality of learning and teaching” (FSDoE ELITS policy, 2002a).

3.3.3.1.3 Aim and objectives of the National Guidelines and FSDoE ELITS policy

The aim of the *National Guidelines* (DBE, 2012) is “to assist the education system in managing the huge financial, infrastructural, human and material resources, and the logistical implications of working towards a fully functional library and information service for schools”. In addition, the *National Guidelines* (DBE, 2012) envisions that the “library

service must instil a culture of reading and writing, promote respect for intellectual property and support the acquisition of information literacy skills to access, process and use information resources in various formats, including digital formats, where accessible and appropriate”. “The South African school curriculum is in essence, a resource-based curriculum and it is to attain the objective of integrating resources in order to develop information literate learners and a culture of reading that these guidelines were developed” (DBE, 2012). Similarly, the aim of the *FSDoE ELITS policy* is to assist the FSDoE to coordinate the efforts of improving school library provision because it is where information resources are found which promote quality education (FSDoE ELITS, 2002a). These aims spell out what appears to be a commitment to improve teaching and learning in South African schools by providing all schools with functional school libraries.

To realise the above aim, the *National Guidelines* (DBE, 2012) strives to provide services ranging from “classroom libraries and cluster, mobile and school community libraries to fully-fledged libraries and information services in all schools”. In addition, *the National Guidelines* also strives “to provide information and ideas that are fundamental to the provision of library and information services for learners and teachers at schools, as they address a number of audiences who work with schools, including district and provincial education offices; and to provide school library and information services that will instil a culture of reading” (DBE, 2012: 1).

In a similar vein, the *FSDoE ELITS policy* also aspires to support every school in the province to have its own professionally staffed school library. Some of the other aims include to promote school library use to be integrated into the curriculum so that it keeps on providing professional support, guidance and use of information resources to improve the quality of learning and teaching, and to improve the quality of education in the Free State. It also aims to provide ELITS services to all members of the community as well as serving the information needs of all the Free State Department of Education employees without prejudice (FSDoE ELITS, 2002a). The realisation of these aims and objectives and the establishment of functional school libraries are guided and informed by various

values. These values are expressed in the *National Guidelines* and in the *FSDoE ELITS policy*.

3.3.3.1.4 Constitutional values that informs the National Guidelines and the ELITS policy of the FSDoE

“Generally, value has been taken to mean moral ideas, general conceptions or orientations across the world or sometimes simply interests, preferences, needs, sentiments and dispositions. Our values are the basis of our judgments about what is desirable, beautiful, proper, correct, important, worthwhile and good as well as what is undesirable, ugly, incorrect, improper and bad” (Mondal, 2017) . According to Farooq (2014: 1), values are cultural products as standards, won by people living in society as prizes of high importance. The concept “values” is also defined as “socially approved desires and goals that are internalised through the process of conditioning, learning or socialisation, and that becomes subjective preferences, standards and aspirations” (Mukerjee, 1950: 1736). In general, education in South Africa is guided by the values as articulated in the *Constitution of South Africa* (1996). Since the Constitution is the supreme law of the country, all other laws and regulations are supposed to be aligned with the pronouncements and values of the Constitution. It is therefore essential that guidelines and policies, such as the *National Guidelines* (2012) and *FSDoE ELITS policy* (2002), which inform the establishment of school libraries, are also informed by these values.

My analysis of the *National Guidelines* (DBE, 2012) and the *FSDoE ELITS policy* (2002a) suggests that these documents are informed by the values of access, diversity and democracy. These values will subsequently be explained against the background of the *National Guidelines* and the *FSDoE ELITS policy*.

Access

“The right to access of information is protected by the South Africa Constitution” (RSA, section 32). In response to this right, both the *National Guidelines* (DBE, 2012) and the *FSDoE ELITS policy* (2002a) determine that it is every school’s responsibility to ensure

that the library collection is managed and organised for easy access. The *National Guidelines* (DBE, 2012) also states that “the overriding principles of resource provision are that each and every learner and teacher needs access to a range of quality resources that are age appropriate, current and relevant, and which inculcate a love of reading and encourage the enquiring mind. To ensure accessibility, resources, including digital resources, should be accessible throughout the school day and after school and administered by a knowledgeable person” (DBE, 2012). “The *White Paper on e-Education* should also be viewed in tandem with the *National Guidelines* for School Library and Information Services, as there are many considerations regarding resource provision and access to information that these two documents have in common. Hence, the *National Guidelines* aims to provide access to credible, quality school library and information services to support the implementation of the curriculum, to ensure quality education for all the children of South Africa, and to provide learners and teachers with access to a wide variety of curricular support resources, exposing learners to diverse ideas, experiences and opinions” (DBE, 2012).

Referring to the “Interpretation of the *Library Bill of Rights*” (ALA council, 2017), the corollary right to have access to information, together with freedom of speech, is protected and promoted by libraries and librarians, regardless of the format employed to disseminate information. In conjunction with these policies, the *White Paper on e-Education* (DoE, 2006), aims at “introducing teaching and learning methodologies in which teachers and learners will have access to high quality, relevant and diverse resources, beyond what school libraries are currently providing.”

Diversity

The protection and promotion of diversity is a national priority embedded by the Constitution (RSA, 1996: Section 192), and embraced by various fundamental education policies (cf. RSA, 2011, section 45A). In line with this, the *National Guidelines* (DBE, 2012) emphasise that “school libraries should embrace principles of diversity by providing

a broader base of provision including an information service to the youth, the building of community and social capital, reflecting the culture and values of the school and broader community”. As such, the *National Guidelines* as well as the *FSDoE ELITS policy* (2002a) not only acknowledge the diversity of the South African community in what it envisions to provide, but also try to promote and cater for diversity.

The *National Policy for an Equitable Provision of an Enabling School Physical Teaching and Learning Environment* (RSA, 2010: 33) highlights that within the South African context, where there is a compelling need for equity and redress, the key challenge is to set standards while not losing sight of the diversity and uniqueness required to promote innovation. “The *White Paper on e-Education* (Department of Education (DoE), 2006) also commits Education to ensure that every school has access to a wide choice of diverse, high-quality information and communication services, which will benefit all learners and local communities”. IFLA (LIS, 2014: 52) also highlights that library resources should “cater for all ages, abilities and backgrounds”.

In the same vein, the *FSDoE ELITS policy* (2002a) aims to “provide ELITS to all members of the school community regardless of race, gender, age or religion, language, professional or social status and including learners with special needs” (Free State Department of Education ELITS policy, 2002a). For this reason, generic library standards were established, based on the principle of equity as applicable in diverse schools across the Free State province. In support of this, the *National Guidelines* envisions that access to a wide variety of resources will expose “learners to diverse ideas, experiences and opinions” (DBE, 2012: 3).

Democracy

South Africa is a democratic state, and democratic values and principles are defined, protected and promoted in the Constitution (RSA, 1996: Preamble). The *National Guidelines* (DBE, 2012) gives expression to the value of democracy by acknowledging the different spheres of school governance – national, provincial and local. In this regard,

the *National Guidelines* (2012) recommend “four levels of library and information service in the education system, namely national, provincial, district and school level”. In addition, the *National Guidelines* (2012) also recommends collaborations of all these levels with each other, and working in synergy. As mentioned earlier the *National Guidelines* (DBE, 2012) states that school libraries should embrace the principle of democracy. The policy also recommends the involvement of the community in the functioning of the school library by volunteering for library duties.

Democratic principles are also protected by the *EIFL draft law* (EIFL (Electronic Information for Libraries), 2016: 33), which states that a library provides information to the public. With this stipulation, the EIFL wants to enhance democracy by facilitating a vibrant news media sector that can inform and enlighten the public, and thereby increasing transparency and accountability. The principle of democracy is also expressed in the *FSDoE ELITS policy* as it encourages the establishment of ELITS in three different levels, namely provincial education resource centres, district-based ELITS, and multi-purpose libraries at a school level, serving the needs of the school (FSDoE ELITS, 2002a).

In addition, the school library should validate the principles of democracy within library functionality. The school library “should operate as a:

- dedicated physical and digital space in a school that is open and accessible to all;
- information space providing equitable and open access to quality information sources across all media, including print, multimedia, and curated digital collections;
- safe space where individual curiosity, creativity, and an orientation toward learning are encouraged and supported and where students can explore diverse topics, even controversial topics, in privacy and safety;
- instructional space where students learn the capabilities and dispositions for engaging with information and for creating knowledge;
- technological space providing a diverse range of technology tools, software, and expertise for the creation, representation, and sharing of knowledge;
- literacy centre where the school community nurtures reading and literacy development in all its forms;

- centre for digital citizenship where the learning community learns to use digital tools appropriately, ethically, and safely, and learns strategies to protect identity and personal information;
- information environment for all in the community through equitable access to resources, technology, and information skills development that are not always available in homes; and
- social space open for cultural, professional, and educational events (e.g., events, meetings, exhibits, resources) for the general community” (IFLA School Libraries Section Standing Committee, 2015: 17).

3.3.3.1.5 Pronouncements

Pronouncements are formal authorisations or responsibilities shared by officials at different levels.

Levels of school library and information services

In order to realise the above aims and objectives (cf. 3.3.3.1.3), and give effect to the values of diversity, access and democracy (cf. 3.3.3.1.4), the *National Guidelines* (BDE, 2012) makes provision for various levels of school library and information services. These levels are national, provincial, district and school level. An Important stipulation regarding the various levels of services is that the various “levels must work in synergy to ensure access to quality library and information services for all” (DBE, 2012, Chapter 2). With this stipulation, the *National Guidelines* (2012) acknowledges the multi-layered governance structure of South African education, but it also acknowledges that the different levels need to work together to provide quality library services to all.

Each of these levels have particular responsibilities in order to realise the aims and objectives of the *National Guidelines* (2012), as it pertains to the establishment of functional school libraries.

Responsibilities

According to the *National Guidelines* (2012), the LIS is responsible to provide various forms of leadership to provinces, districts and schools. This leadership includes developing National Guidelines for School LIS for the provinces as well as monitoring their implementation, and leading and coordinating regular feedback on implementation of national information literacy programmes from the provinces via the Curriculum Management Committee (CMC). The LIS is also expected “to share expertise and ideas and also report on school libraries and information programmes and projects at national and provincial level; and coordinate local and international partnership and library days. In addition, LIS should form partnerships with, relevant stake-holders and interest groups, and it should also coordinate joint selection and evaluation of library resources and school LIS on a national and provincial level” (DBE, 2012). To support this, both the *National Guidelines* (2012) and *FSDoE ELITS policy* (2002a: 5) also “makes provision for integration of information literacy and promotion of reading into the National Curriculum; as well as monitoring and evaluation in order to ensure that effective delivery takes place.” To give effect to all these, “schools’ governing bodies are required to develop their own library and information policies” (LIS, 2014). Likewise, both the *National Guidelines* (DBE, 2012: 22) and the *FSDoE ELITS policy* (FSDoE, 2002a: 7) state that “the school LIS is responsible for developing a school library policy.”

Provincial Education School Library and Information Service (LIS)

The *National Guidelines* (2012) expects the Provincial Education School Library and Information Service to perform certain crucial responsibilities in pursuit of the establishment of school libraries. In this regard, it is expected from provincial library services to coordinate, monitor and evaluate the implementation of the National Guidelines and provincial school LIS-related programmes. The provincial LIS is also expected to lead and coordinate meetings with district officials and plan jointly for, and report on school LIS projects at provincial level.

District library services

School LIS at district level includes the staff of the district education libraries and resource centres, and also school library advisors at district offices. In terms of their responsibilities, as outlined in the *National Guidelines (2012)*, education library staff/resource centre staff should manage the libraries at the education/resource centres, and school library advisors should visit schools and present workshops to support the establishment of school libraries.

According to the *National Guidelines (2012)*, “staff members at school LIS at district level who are stationed at the Education Libraries and Resource centres are expected to assist and provide guidance at education libraries, resource centres, as well as mobile libraries in districts. They should coordinate or process school library resources; provide support to the district office, district officials and teachers in their task of teaching; managing education libraries, education resource centre and mobile library services to schools.”

“School library advisors at school LIS at district level, who are the officials stationed in district offices are expected to provide professional support to all development models in school LIS through visits to schools; providing guidance and support in budgeting and procurement by maintaining and managing core collection and with the implementation of national information literacy programmes; provide advocacy strategy, professional development and training in the effective utilisation of school library and information resources for teachers and teacher-librarians; promoting the establishment of school library discussion groups or forums in the districts and networking with local NGOs and partnerships” (DBE, 2012: 7-8). According to the *FSDoE ELITS policy (2002a: 12)* “school library advisors and the Media Learning Facilitators (MLF), must train educators in library management and fund raising. These officials must also support schools on how to establish functioning school libraries and other duties related to the establishment of a school library in their districts.”

School library services

According to the *National Guidelines (2012)*, the school LIS at school level is expected to develop a school library policy, and provide adequate, appropriate and current LTSM, reading material and access to efficiently organised relevant curriculum-related

resources. In addition, “school library services are also supposed to provide online access, standard library automation programmes and a safe haven for studying after school hours, whilst it is encouraging independent learning” (DBE, 2012: 9). School library services are also responsible for, “facilitating the lending and retrieval of library material; facilitating and promoting reading in the school community in a conducive atmosphere; implementing the national information literacy programme and working in conjunction with teachers to ensure the integration of the service across the curriculum” (DBE, 2012: 9). All these functions are aimed at creating functional libraries in South African schools, and include the following: library physical infrastructure, staffing and training, and collaboration and sharing of resource with public/community libraries.

Library physical infrastructure

The *National Guidelines* (DBE, 2012: 17) states that “the use of a centralised library must be incorporated in the planning of new library building or renovation of the existing one to ensure full utilisation of the facilities. In this regard, the following should be considered: the physical building must be attractive and be sustainable to accommodate the needs of the school community; the location must be central and be easily accessible to physically challenged library users. In addition, the library should have sufficient study spaces, reading areas, computer workstations, display areas, staff working areas and a circulation (issue) desk”.

Staffing and training

Both the *National Guidelines* (DBE, 2012: 19) and the *FSDoE ELITS policy* (2002a: 9) recommend that “libraries be staffed with a librarian with qualifications and experience in library science and teaching in school libraries and that such a person gets support from the School Library Committee, teachers, library monitors and school community members.” Besides the teacher librarian, a library may also be staffed with a library monitor, a library assistant or a parent/community assistant who can report to and be trained by a teacher librarian. The *National Guidelines* (DBE, 2012: 21) states that “the district and provincial school library advisors should organise training and that the provincial and school library advisors must provide regular professional development

opportunities to teachers and teacher-librarians”. Similarly, the ELITS (2002: Section 7:16:3) mentions that “the Media Learning Facilitator must assist the provincial office in the development of training programs and training manuals for teacher librarians.”

Cooperation and resource sharing with public /community libraries

To provide in the need of libraries, the *National Guidelines* (2012) recommends the cooperation, when necessary, between the school LIS and public or community libraries. However, according to the *National Guidelines* (DBE, 2012: 13), such cooperation should be governed by clear written cooperation agreements. Such “agreements should clearly lay down guidelines in terms of class visits to the public/community library; joint reading; block loans to schools by the public library, budget; selection, purchasing, processing and circulation of material; staffing and management.”

Management and Administration

According to the *National Guidelines* (DBE, 2012: 22), school libraries should be governed by the following quality management principles: “Library integration facilitation; Effective communication with the principal, teachers and learners; Involvement of staff in the selection of the school’s library resources”. Adherence to these principles are important to ensure that the libraries established at schools throughout the country function effectively and deliver on the vision of the National Guidelines.

In addition, a School Library Committee should also be established (DBE, 2012: 22). “Such a committee will amongst others consist of the principal as one of the members; representation from the teaching staff, School Governing Body (SGB) and the library staff. This committee has the responsibility to draft the School Library Policy, which clearly outlines the management factors of the school’s library. In addition, as the manager of the school, the principal has a duty to ensure that a reading promotion programme, the information literacy programme and library integration into the curriculum are embedded in the school timetable” (DBE, 2012: 22).

In terms of the administration of the library, its resources must be accessible to all learners at least once a week for each grade for research purposes (DBE, 2012: 23). Libraries should also be open in the afternoons and on Saturday mornings, for learners who have no supervision at home to do their homework, and may be supervised by community members who are willing to be trained to do so (DBE, 2012: 23).

In addition, the *National Guidelines* (DBE, 2012: 23-24) also states that “ICT must be developed in school libraries to search and retrieve information. Such ICT must be guided by the following fundamental strategies: access to curriculum-related electronic resources; general information retrieval; professional development; partnerships and networking; communication with internal and external stakeholders, such as booksellers.” Furthermore, library resources must circulate, allowing both learners and teachers to loan resources under the control of a circulation policy, which outlines the management plan of the circulation process (DBE, 2012: 24).

Funding and Budgeting for School Library and Information Services

The *National Guidelines* (DBE, 2012: 24) highlights that the “teacher librarian is responsible for managing the budget allocated to the library. In this regard, a percentage of the LTSM budget of each school should be allocated for the acquisition of the library and information resources” (DBE, 2012: 25). In managing the allocated budget, the teacher librarian should identify the library needs and draw up a budget plan that includes furniture, stock and its maintenance, as well as staff salaries.

Collection Development

It is the schools’ responsibility to ensure that they develop a variety of resources and curriculum support material in support of learners and teachers. Hence the *National Guidelines* (2012) states that “the school library collection should consist of a wide variety of resources that support curriculum delivery and promote reading in different languages” (DBE, 2012: 27). Such diverse material should enhance teachers’ effectiveness and support learners’ growth, while meeting individual needs and interests. To give effect to

this and to cater for the diverse needs of teachers and learners, the collection should include print resources, electronic resources, reading material written in Braille, photographs, world globes and models as well as educational games (DBE, 2012: 28).

Marketing and advocacy

In order to enhance the visibility of school libraries, the *National Guidelines* (DBE, 2012: 32) stipulates that the “School Library Committee in collaboration with the SMT and the teaching staff should compile a written marketing and promotion strategy for the library. This strategy should include organising of library displays; publicising opening hours; organising book fairs, reading and literacy campaigns; and initiating liaison with other organisations like public libraries and museums. These strategies are designed to attract the attention of learners and teachers to the library.”

Monitoring and evaluation

According to the *National Guidelines* (2012), “it is the responsibility of the School Library Committee to monitor and evaluate the library functions and programmes in accordance with the School Library Policy. This evaluation might be qualitatively by interviewing the users to find out how their needs are met or quantitatively using survey to verify information like, total number of visits per member and number of loans per member.” In addition, the *National Guidelines* (2012) recommends “regular visits to the library by the district school library advisor to ensure that support is provided when and where necessary, as well as submission of report to the district office and to the provincial office will ensure timely and relevant interventions.”

3.3.3.1.6 Implications for implementation

Implications for implementation deals with those aspects that need to be in place in order to ensure that a policy is effectively implemented, and that its aims and objectives are achieved. Ignorance to these aspects could presumably result in the poor or non-

implementation of the policies, and in this case might lead to the non-functionality of school libraries. Therefore, to ensure the effective implementation of the policy, and, by extension, the establishment of functional libraries, pronouncements derived from the analysis of both the *National Guidelines (2012)* and the *FSDoE ELITS policy (2002)* should be adhered to. The *National Guidelines* (DBE, 2012: 19) stipulates that “it is important that a qualified full-time teacher-librarian should manage a school library and that school library committees should be established in all schools that have a library”. In this regard, it is possible that either new library structures may be built or unused classrooms may be converted into libraries (DBE, 2012: 17). It will be of no use if structures are erected and teacher-librarians appointed if the library is not well resourced. Hence, the *National Guidelines* (DBE, 2012: 3) stipulates that “all established primary school libraries should be well resourced, which according to this policy indicates that a well-resourced library has resources that contribute towards ensuring that all learners and teachers are information literate and independent lifelong learners and readers”. The *National Guidelines* (DBE, 2012: 27-28) prescribes specifications in terms of the type and nature of resources. For example, libraries should be equipped with material in all languages, especially those in use at the school, reference material, fiction and non-fiction, magazines, periodicals, newspapers and digital and audio-visual material. Moreover, if a school does not have a donor or a budget to purchase library resources, it will be impossible for the library to sustain its functionality, which could inhibit the development of teachers’ and learners’ information illiteracy. All schools should therefore budget for library resources in their annual budgets. Funds should be allocated to libraries from schools’ LTSM budgets and from school funds, and the librarian should be responsible for managing that budget and procuring resources and equipment for the library. In addition, committed funding by the ELITS directorate at provincial level should be allocated annually for establishing functioning school libraries and for maintaining existing functioning school libraries (FSDoE ELITS, 2002a: 8). Once the school allocates the library budget, the school should purchase a library collection relevant to its library. Hence, the Guidelines stipulates that “district school library advisors must provide support with the selection of suitable school material for each library, taking into account the context of the province, the budget, current provision, language and the level of the

learner.” Therefore, it should be District Management Team’s responsibility (DMTs) to appoint enough school library advisors at district level to ensure that all schools are reached and assisted. According to the *FSDoE ELITS policy (2002a: 6)*, each school must conduct an assessment of cognitive and curricular needs in relation to library-based resources, conduct a regular evaluation of its provision of library-based resources, and compile a minimum collection ratio for resource provision of items per learner. Once the collection is in place the school libraries are expected to be functional, and they should ensure that their collection is utilised by all users. Therefore, both teachers and learners must have access to the school library and utilise the collection as much as they need. In addition, all primary schools should have a library period to make provision for learners or teachers to visit the library during school hours. This could be a designated hourly period in the school timetable, where each class would go to the library to do projects or assignments utilising library-based resources. This will add to the effective use and sustainability of the school library. This implies that more activities should take place in the library, and it is important for schools with libraries to establish a school library committee. This committee, together with SMT and teaching staff, should draw up a school library policy for the marketing and promotion strategy of the library.

3.3.3.1.7 Silences and omissions

CPA suggests that specific policy silences and omissions regarding values and pronouncements can be corrected by stressing the scrutinising of inequality and oppression (Joo & Kwon, 2010: 225).

The *National Guidelines (2012: 27)* states that “each school should allocate a percentage of the LTSM budget to the acquisition of library and information resources.” Firstly, in the absence of clear and unambiguous guidelines as to what percentage should be allocated for library use, schools will not feel obliged to allocate a budget for library use. Secondly, the policy is silent about the MMR (multimedia resources) budget from the DBE. Schools need to buy library shelves, furniture and multimedia resources with the available annual budget. Now schools are expected to take a percentage of the LTSM budget from the DBE for library use, instead of the DBE providing an additional MMR, as it is doing with LTSM. Instead of using the LTSM budget as the policy stipulates, the department should

have a specific library budget. LTSM only includes textbooks, teachers' and learners' guidelines, teachers' copies, learners' workbooks. As opposed to this, the MMR (multimedia resources) budget includes only the library collection.

The *National Guidelines* (DBE, 2012) stipulates that it is important for schools to have a professional full-time teacher librarian, but it is not specific about the conditions of the appointment of these teacher-librarians. For example, should such people be appointed through the Employment of Educators Act or via SGB posts? Moreover, who should pay them? How will the appointment of such a person influence the staff allocation of a school? Will that person be expected to also teach academic subjects?

Again, the *National Guidelines* (2012: 27) stipulates that "school LIS should support the school curriculum and reading by providing a quality, current, relevant, appropriate and interesting range of fiction, non-fiction and reference material", yet it says nothing about how schools will get "quality, current, relevant, appropriate and interesting" resources. It would have been better if the Guidelines stipulated the screening of resources and the compilation of a catalogue from which schools could select resources for their libraries. It could also be indicated who these screeners would be. Library resources from several publishers could be screened to ensure that all schools get relevant library resources. Such resources should support all learning areas/subjects (Grades R – 12), and the languages offered at the school.

3.4 Conclusion

This chapter intended to explore both the possibilities and impossibilities of the implementation of the *ELITS policy* for FSDoE and the *National Guidelines*. It has argued for a deeper understanding of what policy studies entails, and how school library policies are shaped by the education system.

CHAPTER 4: RESEARCH METHODOLOGY AND DESIGN

4.1 Introduction

In this chapter, I present the methodology and research design employed to conduct this study. As such, I will discuss the research paradigm, design, sites and research participants, methods for data collection and data analysis techniques that were utilised during the research process (Nalusiba, 2010: 35). In my study, I also include ethical considerations, such as the ethical clearance (see Appendix A) granted to me by the University of the Free State. Also included is written permission (see Appendix B) from by the Director's office of Strategic Planning development and Research section in the Free State Department of Education, to conduct the fieldwork for this research, and a request letter to schools as well as a written informed consent letter (see Appendix C).

4.2 Research paradigm

The study employed an interpretivist paradigm, which allowed me to get in participants' shoes, and interpret and clarify the participants' worlds through information sharing by different participants. This paradigm allowed me to focus on the subjective experiences of school stakeholders, on how they construct their social world of school libraries by sharing experiences and how they interact with or relate to each other (Nieuwenhuis, 2012: 60). Interpretivism focuses on three principles, namely "the social world is constructed and given meaning subjectively by people; the researcher is part of what is observed; and, that research is driven by interests" (Vosloo, 2013: 308). What we know and what we understand is mostly limited to what we have been exposed to, to what we experience and the meanings we have imparted. Interpretivism is closely associated with constructivism as it stresses that any individual is able to derive meaning. In addition, interpretivism looks for "culturally derived and historically situated interpretations of the social life-world" (Gray, 2004: 20). The researcher will also be able to provide insight into participants' realities and observe the participants' world from within, through the direct experience of their world (Nieuwenhuis, 2012: 60). For this reason, I was able to

understand the way in which principals and librarians make sense of their own experience in school libraries, since my co-responsibility as the Media Subject Advisor (MSA) is to support schools to establish functional and sustainable libraries. The data collection process started by observing the primary school libraries in order to understand the perceptions of the participants, and to be able to construct relevant questions for the interviews. Nieuwenhuis (2012: 62) indicates that one of the greatest strengths of an interpretivist approach is the reliability and knowledgeable of exploration and description it provides.

4.3 Research methodology

Manqele (2012: 43) confirms that a qualitative research approach maintains that the situational context is efficient in understanding behaviour, and that human actions are strongly inspired by the setting in which they occur. I conducted structured observation and semi-structured interviews to gather research data. In addition, qualitative research must be informed by certain methodological and technical criteria and it “relies on linguistic rather than numerical data and employs meaning rather than statistical forms of data-analysis” (Nieuwenhuis, 2012: 53). Qualitative research is an approach in which procedures are likely more informal while the scope is undefined, and it views reality as subjective (Wessels, 2010: 48). Qualitative research explores issues that are assumed, implicit and have become part of the participants’ common sense. It achieves resonance through transferability, or naturalistic generalisation. Transferability is a practice through which researchers create reports that invite transferability by providing rich description. This is achieved when readers feel they may apply or transfer the research ideas to their own situation. Naturalistic generalisation is a “practise that leads to resonance while formal generalisation assumes that knowledge is what leads to improved practice and that the feeling of personal knowledge and experience is what leads to improved practice” (Tracy, 2010: 843-845). For this reason, data was collected using a qualitative approach, as this allowed me to consider participants’ perceptions of the world. Semi-structured interviews preceded by structured observation were employed to get more information on the establishment, functionality and sustainability of primary school libraries in the Motheo District. However, the structured observation sheet led to quantification in the form of a

table to clearly display detailed information about the condition and situation of visited areas. The questions targeted participants' experiences, feelings, beliefs and convictions about the theme in question. The intention was to obtain the meaning of the phenomenon in the participants' own words (Groenewald, 2004: 13).

4.4 Research Design

A research design "is the programme that guides scientific research from beginning to end" (Wessels, 2010: 44). A research design is employed to use relevant methods of research to attain the research goals and objectives. It emphasises that "any attempt to understand social reality has to be grounded in peoples' experience of that social reality" (Gray, 2004: 21). In this study, I was concerned with the participants' perceptions and experiences in the establishment and functionality of sustainability of libraries in their respective primary schools. Therefore, I employed a qualitative research approach, as it would address the research questions and research aim. Semi-structured interviews allowed me to elaborate on information valuable to the participant. In addition, it allowed the divergence to pursue a detailed idea or response (Gill et al., 2008: 291). These helped me to obtain detailed information about the establishment, functionality and sustainability of primary school libraries in the Motheo District.

4.5 Research sites and research participants

As a qualitative researcher, I would wish to impose some structure on the study in terms of the questions to be asked, and the selection of the research sites and participants. According to Gray (2004: 321) the required quantity in terms of structure relies on factors such as available time and how much of the phenomenon is already known. In addition, "qualitative research often works with small samples of participants" (Gray, 2004: 323).

4.5.1 Research sites

Of the five Education Districts in the Free State province, I focused on only the Motheo District. The Motheo District is composed of ten areas (see Figure 2). These areas are Ladybrand, Excelsior, Tweespruit, Thaba Nchu, Botshabelo, Bloemfontein, Dewetsdorp,

Hobhouse, Wepener and Vanstadensrus. The study involved at least one primary school from each of the ten areas of the Motheo District. The Bloemfontein and Botshabelo areas house many more primary schools than the other eight areas, so based on this I decided to include two primary schools from these areas as opposed to the single primary school from each of the other areas. In all, twelve primary schools participated in the study. Of these, eight schools are classified as quintiles 1, 2 or 3 schools and four schools are classified as either quintile 4 or 5 schools (see Table 1). I invited four primary schools. Two of these were quintile 4-5 schools, one with a library and the other without a library. Two more schools were classified as quintile 1-3, one with a library and the other without a library. The aim was to get clear information on the establishment, functionality and sustainability of school libraries from both urban and township schools.

Table 1: Ten areas visited during the structured observations

District	Towns	Areas	Quintile level	Library structure (centralised library)
Motheo	Ladybrand	Urban	5	Yes
	Dewetsdorp	Urban	4	Yes
	Botshabelo	Township	1	No
	Bloemfontein	Urban	5	Yes
	Bloemfontein	Township	3	No
	Botshabelo	Township	3	Yes
	Thaba Nchu	Township	1	No
	Tweespruit	Urban	5	No
	Excelsior	Township	2	No
	Hobhouse	Township	1	No
	Wepener	Township	3	Yes
	Van Stadensrus	Township	1	No

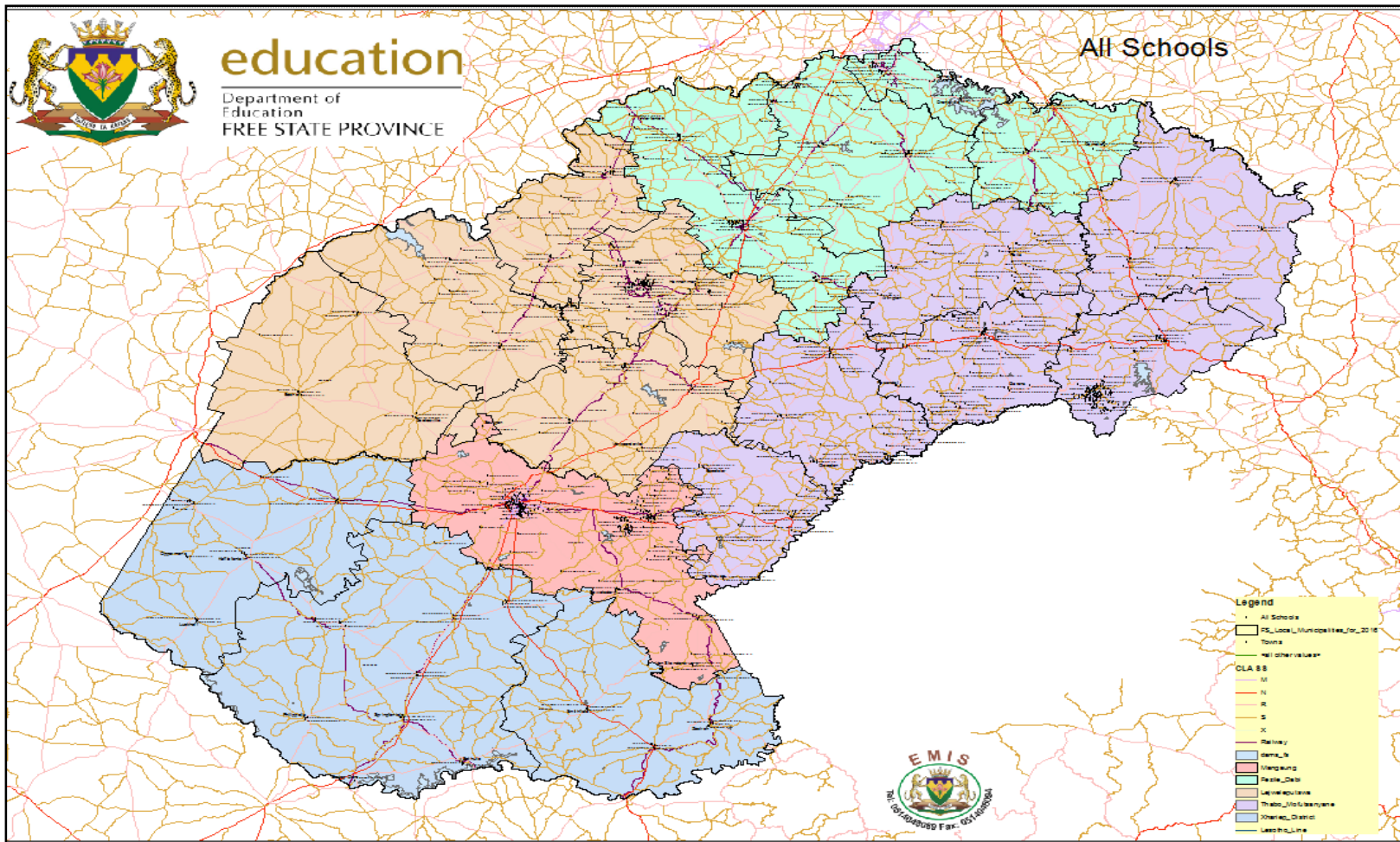


Figure 2: Map of education districts in the Free State province

4.5.2 Research participants

Since the study intended to collect data from participants with experience in school libraries, purposeful participant selection (Palinkas, 2013: 2) was decided on. One representative from each of the four participating schools who had knowledge and experience on the establishment of a school library were invited to participate in the research. On the other hand, one representative each from schools that did not have libraries were invited to share their experiences with regards to the establishment of libraries. I aimed to involve four research participants (two who worked at primary schools without libraries and two who worked at primary schools with libraries) with whom to conduct one interview each. At the participating primary schools without libraries, the principals were invited to take part in the study to clarify the factors that inhibit the establishment of functional primary school libraries. In participating primary schools with libraries, the teachers who had been members of the school library committee for more than a year took part in the study to provide information on the establishment of the school's library. These two participants were not professional librarians but received informal training on library administration and management offered by Media Subject Advisors, the ELITS official in the Free State DoE.

4.6 Research methods

Research methods are the methods employed in the gathering of data by the researcher in the process of undertaking the study. Research methods have a serious effect on the research outcome. The set of collected data has to be in line with the research design's requirements and purposes (Ohioze, 2013: 57-58). Methods mean "the range of approaches used to gather data, which are to be used as a basis of inference and interpretation for explanation and prediction" (Cohen, Manion & Morrison, 2007: 47). The methods employed in this study were aligned with and formed part of the qualitative research design. Different techniques on qualitative data collection were used to achieve the research objectives, and the research methods employed, namely literature review, policy analysis, structured observation and semi-structured interviews are discussed below.

4.6.1 Literature review

A literature review is an “evaluative report of information found in the literature related to the selected area of study, as it describes, summarises, evaluate and clarifies this literature. In addition, it should give a theoretical base for the research and help the researcher determine the nature of his research” (University of Toronto, 2017: 2). During the literature review process, I specifically focused on two aspects, namely the importance of and the practices involved in the establishment of functional and sustainable libraries in schools. The former demonstrates the importance of the establishment of functional and sustainable primary school libraries, despite the challenges faced by both developed and developing countries. The latter deals with the practical steps involved in the establishment of libraries in the South African school context. To address the subsidiary research questions, the literature review dealt with the importance of functional and sustainable school libraries, as referred to by the Department of Education and Training (2017). To do this, I considered how the education ministries and departments in various countries responded to the challenge of establishing functional and sustainable school libraries (cf. Chapter 2). As such, I compared the situation in other countries with that of South Africa, but also considered the best practices involved in the establishment of functional and sustainable school libraries. The information from the literature review will enhance the outcome of my research results. I will integrate the information I gleaned from the literature review in my research results, and add other countries’ strategies in the establishment of school libraries to my research recommendations.

4.6.2 Policy analysis

Policy analysis is “an attempt to measure the costs and benefits of various policy alternatives or to evaluate the efficacy of existing policy. That is, to produce and transform information relevant to particular policies into a form that could be relevant to resolve problems pertaining to those policies” (Le Roux, 2002: 427). According to UNESCO (2013: 24) a country’s national education policy establishes the main goals and priorities pursued by the government in education-related matters at the sector and sub-sector levels, regarding specific aspects such as access, quality and teachers, or to a given

issue or need. Policy analysis contains the development steps of the policy and the degree of the policy's basis regarding sound analysis and research evidence about issues and needs within the country's context and about existing implementation capacity (UNESCO, 2013: 24). I used critical policy analysis to examine the policy and check whether "it is positioned as an outcome of historical and social context and power relations" (Eppley, 2009: 1). I analysed library policies to determine the South African policy framework for the establishment of functional and sustainable libraries in schools. In this regard, I determined and analysed what the library policies, *National Guidelines for School Library and Information Services (2012)* and *FSDoE ELITS policy (2002a)* frameworks state regarding the establishment of functional and sustainable school libraries. Also referring to Eppley (2009), I looked closely at the origins and consequences of the two library policies with an eye towards justice and equity in order to determine the framework of the South African educational policy and its status regarding the establishment of functional and sustainable primary school libraries. I will integrate the policy analysis information about Free State schools in my research results.

4.6.3 Structured observations and semi-structured interviews

Ohioze (2013) highlights that qualitative data is collected through interviews, observations or artefacts and documentary sources, including audio and visual material, among others. An observational approach is the direct watching or noting of a phenomenon in an ongoing event while the interview approach is a method of asking structured or semi-structured questions by the interviewer (Ohioze, 2013: 58). I conducted structured observations and semi-structured interviews to achieve one of the study's objectives, which is to "determine the extent of the implementation of the school library policies in the Motheo District and to investigate the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District".

4.6.3.1 Structured observation

During structured observations, I observed the library structure and documents relevant to the library in each participating school, using a planned observation guide to get direct

information that would indicate the functionality status of the library. Getting direct information assisted me to obtain evidence-based information.

Structured observations were done at the initial stages of data collection to generate questions for the interviews that would follow, and to identify key research participants. This observation was direct and structured to specifically assess the status of the library infrastructure and investigate the administration of the library, library policies and circulation of library resources (ACAPS, 2015: 6-8). A checklist, which shows items and registers with observed content, has been added as Appendix D (Ulin, Robinson & Tolley, 2016: 48). Structured observations were conducted at the 12 selected primary schools from all 10 towns in the Motheo District. During my visits to the selected primary schools, I collected the required information without the aid of any respondents or interviewees, but with pre-defined rules or procedures in mind (Kalpesh, 2013: 1). I requested to see the library and the library documents. I spent approximately one hour at every school, observing the following: library structure to check the size, furniture and arrangement; accession register to check the quantity of the resources in the library; the circulation register to check whether the books are processed or not, whether books are used or not, and who are using them; the school library policy to establish what portion of the school budget is allocated to the library; whether the school has a library committee and its responsibilities, if there is one; and lastly, the school's time-table to check if a library period has been allocated or not. An observation sheet (see Appendix D) was completed for 12 schools from the ten Motheo District towns during my observations. I made extensive use of my notes and included my interpretations and reactions in reporting on the research. I clearly labelled these (Laurier, 2015: 12). All data obtained through the structured observations were compared to the interviewees' responses to the interview questions (see Appendix E). The person responsible for managing the library was listed as a possible research participant to be interviewed (see Appendix F). Based on the structured observations, four schools were identified at which research participants were interviewed (cf. 4.5.1 and 4.5.2).

4.6.3.2 Semi-structured interviews

During semi-structured interviews, an interviewer utilises the interview guide (see appendix E) that shows a list of questions and topics to be asked during the interview, but the interviewer is able to “follow topical trajectories in the conversation that may stray from the guide” (Cohen & Crabtree, 2008). As highlighted by Cohen and Crabtree (2008), my interview guide included open-ended questions, as preceded by observation, and this gives participants the freedom to express their views. The questions selected (see Appendix E) for the semi-structured interviews were based on the items and observed school library documents, in order to obtain more details and explanations regarding the data gathered during observation. In addition, these questions responded to the implementation of school library policies and to the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District. During the interviews, which took approximately 30 minutes per participant, I explained the purpose of the interviews as well as how schools may benefit from the study. This was followed by the interviews themselves. The entire interview process was audio-recorded and notes were taken. The taking of notes helped me to review the participants’ answers as well as to ask follow-up questions to gain clarification. Transcripts were done in a question-by-question format to capture each research participant’s response for each question (Gill et al, 2008).

4.7 Data analysis

After data were collected through different data collection techniques, it was compared and integrated. The collected data was analysed, using thematic analysis, which is a data analysis method to identify, analyse and report patterns or themes within the data (Jugder, 2016: 2). I decided to work with three themes (establishment, functionality and sustainability) to respond to the research questions and aim of the study. I developed codes for each of these themes from the literature review and the policy analysis. I also worked with the findings from the structured observations to identify the codes for these themes. The information from the observations did not fully resonate with the subsidiary questions of this research project - for example, the realities of establishing and maintaining functional and sustainable primary school libraries in the Motheo District.

Therefore, I had to consider the semi-structured interview data. Given this, I repeatedly listened to the audio-recordings and reread the interview transcripts a number of times, sorted the data and categorised it according to the codes related to the three themes of establishment, functionality and sustainability. Data from the interview process complemented the findings from the observation process, as the observation process does not answer the how and why questions. In considering the data, I looked for internal coherence in a theme and strong distinctions between themes (Ruggunann, 2013: 16-31).

The found facts and ideas were compared to relevant policies to verify if schools followed the various national and provincial policies to establish libraries. These library policies were analysed using policy analysis, to examine the policy and look closely at the origins and consequences of the policy “with an eye toward justice and equity” (Eppley, 2009: 2). I interpreted the data and drew conclusions by comparing the findings with information from the policy analysis and literature review. In support of this Nalusiba (2010: 38) argues that data analysis entails the reduction and display of data, as well as drawing of conclusions and verification. In my study, the data I collected were sorted and categorised according to codes in order to bring together related themes. The codes I employed were confirmed as keywords or characteristics that could lead to the functionality, establishment and sustainability of school libraries, according to the *Free State Manual for School Library Administration and Management* (FSDoE ELITS, 2002b), *FSDoE ELITS policy* (FSDoE ELITS, 2002a) and the *National Guidelines* (DBE, 2012) (see Table 2).

Table 2: Themes and codes used to categorise the structured observation and semi-structured interview information

Theme		
Establishment	Functionality	Sustainability
Codes		
<ul style="list-style-type: none"> Library policies 	<ul style="list-style-type: none"> Use of library/reading and research 	<ul style="list-style-type: none"> Library period/reading periods

<ul style="list-style-type: none"> • Library committee • Library structure • Librarian • Resources • Furniture 	<ul style="list-style-type: none"> • Book processing • Utilisation of the available resources • Curriculum support • Issuing/loaning/circulation 	<ul style="list-style-type: none"> • appearing in school's timetable • Collaboration with NGOs • Stakeholders' attitude towards the library • Annual budget • Training • Library marketing
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4.8 Research credibility and transferability

Credibility deals with the extent to which the research findings are congruent with reality, as well as the assurance of whether the reader will believe my findings (Nieuwenhuis, 2012: 123). Credibility of my research was ensured by the design of the research that complements the research question. In employing an interpretivist approach, the aim was to understand people's experiences. I therefore asked additional questions to the participants to allow them to freely share their views and experiences on the establishment and maintenance of primary schools in the Motheo District. In addition, I analysed what the policy framework states regarding the establishment of functional and sustainable school libraries. Nieuwenhuis (2012: 124) argues that transferability should be used in qualitative research, not to involve generalised claims but to invite readers of the research to make connections between the study elements and their own experience. In my study, I increased transferability by presenting a complete understanding of the context under study to allow readers to determine if the research is transferable to their own context. I also gave careful thought towards purposeful sampling by selecting participants that represent the whole population in terms of the studied context. All ten towns in the Motheo District were represented for observation to select two primary schools with libraries and two primary schools without libraries for interview sessions.

4.9 Ethical considerations

Tracy (2010: 847) argues that in qualitative research a variety of practices relate to ethics. These include procedural, situational, relational and existing ethics. For this study to be procedurally ethical, I ensured that participants knew the nature and the potential consequences of their participation in the research. Furthermore, participants received consent letters that clarified that their participation in the study was voluntary, and that they could withdraw from the study at any time without any consequences (See Appendix C). I applied for ethical clearance from the Ethics Committee of the Faculty of Education at the University of the Free State. Permission was granted to conduct the fieldwork for this research. The ethical clearance number is UFS-HSD2017/0511 (see Appendix A). Permission (in writing) to conduct my research was also obtained from the Director's Office of Strategic Planning, Policy Development and Research at the Free State Department of Education (see Appendix B). Relational ethics allowed the recognition of interdependence and respect between me and the schools, and the sharing of findings. After permission was obtained, I wrote a letter to the principals of the selected schools in the Motheo District requesting permission to conduct research at their schools. The request letter explained how and why the research would be done, how the schools might benefit from the study, and also the possible risks involved for participating (see Appendix C). Also included was the necessary information about providing written informed consent if they agreed to participate in the study. I considered the best methods of presenting the research to avoid any unjust or unintended consequences. I have a responsibility of sharing the results of the research with all the stakeholders and with the public after the successful completion of the study. This I will do by submitting a copy of the completed dissertation to the University of the Free State Library and Information Services, the Free State Education Library and the Department of Education. I will also provide an electronic copy of the dissertation to all participating schools.

According to Gray (2004), it may not be simple to prove conclusively that the data gathered during observation are sufficient to represent a true reflection of events. This however may be solved if the researcher displays a sound understanding of the context being investigated. I observed library items and registers, as taken from the *FSDoE ELITS*

policy (2002a) and the *Free State Manual for School Library Administration and Management* (FSDoE ELITS, 2002b) with the use of an observation sheet (see Appendix D). Participants were safe and not harmed or injured in any way by the research. I informed participants of the reason for the conducting interviews. The consent letter included the overall purpose of the research, the role of the study, the length of the interview sessions, reiterating their anonymity in the study and that the signing of the consent letter is their choice.

4.10 Research Trustworthiness

“Trustworthiness consists of the following components: credibility, transferability, dependability and confirmability” (DeVault, 2018). The first two components have already been discussed (cf. 4.8). Here I briefly consider dependability and confirmability to affirm the trustworthiness of my research. It is confirmed that qualitative researchers believe that it is not compulsory to discuss dependability separately if credibility is discussed. To confirm transferability I employed purposive sampling in contrast to random sampling, by purposely selecting different schools and participants (Siegle et al., 2018). Referring to DeVault (2018), in my study the art of qualitative research and trustworthiness is demonstrated in the organisation of my data into three themes, namely establishment, functionality and sustainability, in order to respond to the research questions and aims.

4.11 Conclusion

In this chapter, all methods employed to collect data in this study were discussed. These are the literature review, policy analysis, structured observation and semi-structured interviews. The literature review focused on the importance of the establishment of functional and sustainable primary school libraries, despite the challenges. It highlighted the practical steps involved in the establishment of school libraries in both developed and developing countries, as well as the African context. The policy analysis dealt with the analysis of the guidelines and a library policy, namely the *National Guidelines* and the *FSDoE ELITS policy* for the Free State DoE. The data collection process started by observing twelve selected primary school libraries from towns from all ten Motheo

Districts to understand the perceptions of the participants and to be able to construct relevant questions for the interviews. Structured observation and semi-structured interviews helped to collect detailed information on the establishment and sustainability of functional libraries in the primary schools of the Motheo District. During the data analysis process, I first collected all the data from the literature review, policy analysis, structured observation and semi-structured interviews. I then compared it, integrated it and analysed it using thematic analysis. Once the data was analysed, it was ready to be presented and discussed.

CHAPTER 5: PRESENTATION AND DISCUSSION OF FINDINGS

5.1. Introduction

This chapter aims at understanding the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District. In this chapter, I assess the status of primary school libraries, and explore whether the established centralised primary school libraries in the Motheo District fulfil their purpose as set out by the policies discussed in Chapter 3. I also interrogate how sustainable they are. The set of data that was gathered was in line with the purpose of the research and so had an effect on the research outcome (Ohioze, 2013: 57). In this chapter, as stated in chapter 1.6, data collected by means of a literature study, policy analysis, structured observations, my field notes and semi-structured interviews are compared and integrated. I first present the findings from the structured observation and semi-structured interviews in primary schools with and without libraries when investigating the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District.

5.2 Structured observation

Structured observations were conducted at 12 selected primary schools from all ten areas in the Motheo District. I found that of the observed schools, only five schools had libraries, while the other seven did not have libraries (see Table 1, cf. 4.5.1). An observation sheet (see Appendix D) was employed to guide my observations. I furthermore selected items and library registers to be observed in schools based on both the *FSDoE ELITS policy* (FSDoE, 2002a) and the *Free State Training Manual For Library Administration and Management* (FSDoE ELITS, 2002b). These selected documents informed my structured observations, since they provide clear guidelines for a well-established and functional school library (cf. 1.5.3.3). I was particularly interested in the accession and circulation registers of the libraries (FSDoE, 2002b, pp: 24, 38). The accession register is an indication of the number of resources in the library, the processed resources and how the

school obtained the resources. The school may get resources from their own budget, from donors or from the provincial Department of Education. The circulation register, on the other hand, is an indication of which resources were utilised, by whom, and for how long.

5.2.1 Primary schools without libraries

Of the 12 primary schools I observed, seven had no library structures. Two of the seven schools without library structures (in Thaba Nchu and Hobhouse township areas) do however have containers, which serve as replacements for permanent library structures. The schools without libraries were quintile 1 schools in Botshabelo, Thaba Nchu, Excelsior, Hobhouse and Vanstadensrus township areas, one quintile 3 school in Bloemfontein and one quintile 5 school in Tweespruit. I found it interesting and unusual that a quintile 5 school did not have a library. The quintiles were explained earlier (cf. 4.5.1). I therefore invited participants from the school for an interview to explore the reasons for the school not having a library. I discuss this further below (cf. 5.2.1.1).

5.2.1.1 *Library structure*

The school in Botshabelo township area where I conducted observations had no library. Instead, the school had lockable trolleys, donated by the cellphone company Vodacom, on which library books were placed. These trolleys have wheels so they can be moved between classrooms. The schools in the township areas of Bloemfontein, Botshabelo, Vanstadensrus, Tweespruit and Excelsior where I conducted observations, all have established library corners or classroom libraries (see figure 3).



Figure 3: Classroom/ corner library in Thaba Nchu

The classroom library usually occupies the corner of the classroom, or it is comprised of a cupboard with books. Referring to section 13.2 of *Regulations Relating to Minimum Uniform Norms and Standards for Public Schools* (RSA, 2013), a collection of school library must be managed using one of the following models: classroom library, centralised library, cluster library or mobile library. In addition, referring to the literature review (cf. 2.2.1), the Minister of Basic Education initiated a campaign, *A reading nation is a leading nation*, for which a comprehensive plan was developed so that every school in South Africa would have some type of library and information service by 2019 (DBE, 2017). Given this, it is clear that these classroom libraries can be considered to adequate, at least to some extent, within the policy framework (cf. 3.5.2.2). Despite the unavailability of a permanent library structure, these corner libraries contain readers, fiction books and sets of encyclopaedias. In addition, in the small towns of Hobhouse and Thaba Nchu, I observed primary schools with half classroom-sized containers with shelves and books inside which are used as libraries. These two schools received these containers as a donation in 2013 from two non-governmental organisations (NGO's) through provincial ELITS, namely Breadline Africa (see figure 5) and the South African Rugby Union (SARU) (see figure 4).

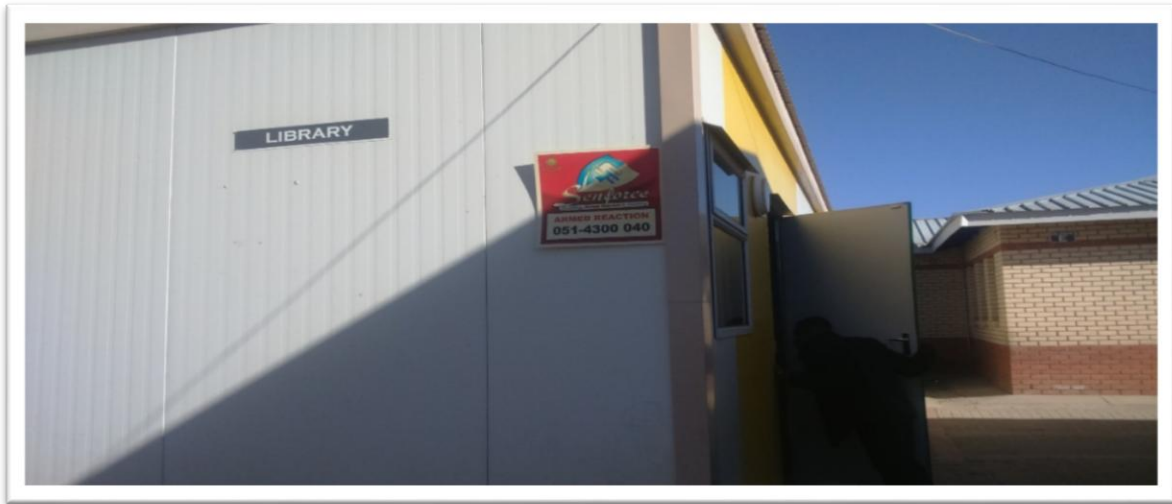


Figure 4: Containers donated by SARU used as a library

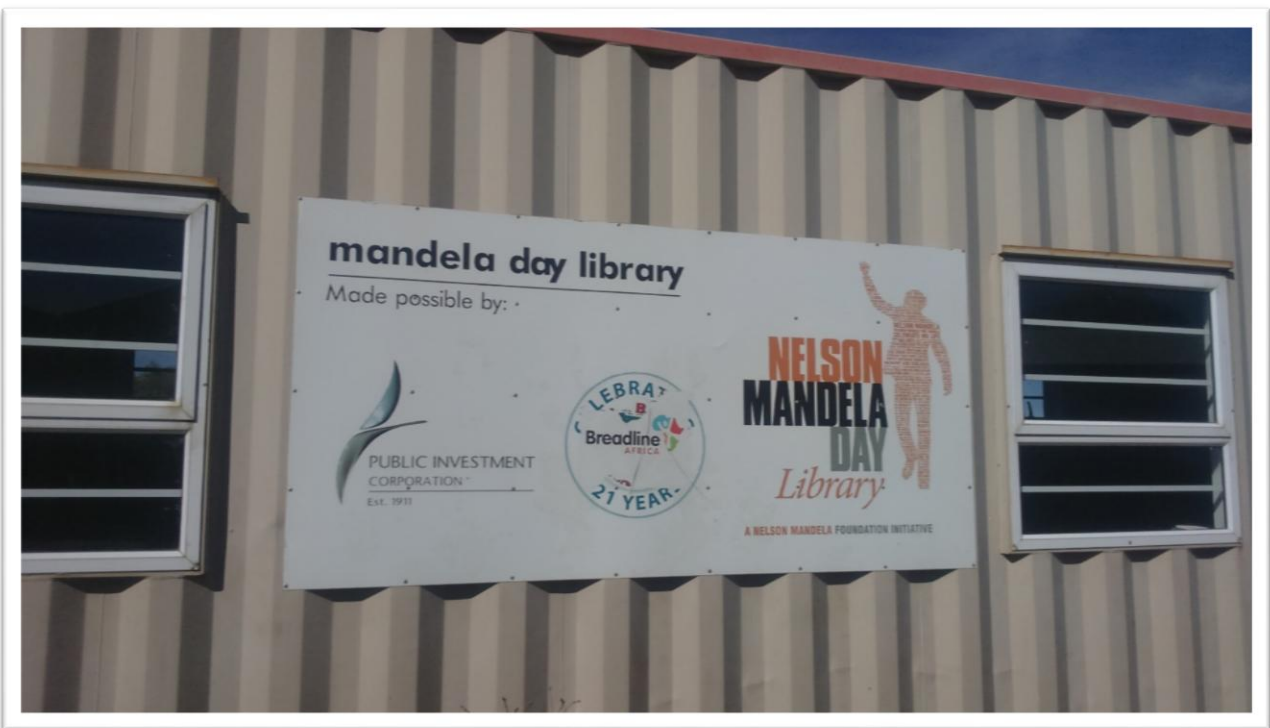


Figure 5: Containers donated by Breadline Africa to support Mandela Day celebrations used as a library

The observation findings indicate that Motheo primary schools without centralised² libraries have either library containers or established corner libraries, so the *National Guidelines* (DBE, 2012) have been implemented (at least some extent). Despite the unavailability of permanent library structures, schools have received library resources, which must be managed using library registers and policies.

Lastly, it was found that primary schools in Vanstadensrus and Botshabelo do not have libraries, since the space assigned for the library is used as storerooms. . These (potential) library spaces hold no library books at all. Instead, the shelves are full of Learner-Teacher Support Material (LTSM) that include textbooks, teachers' guides, study guides and stationery (see figure 6).



Figure 6: An example of primary school library in Botshabelo used as a storeroom

5.2.1.2 Library registers and school library policy

The schools I visited without centralised libraries, that only have trolleys, corner libraries or containers, don't have registers, a functional library committee or school library policies. A reason may be that because these schools do not have centralised libraries, they also do not have school library committees. In these cases it is the responsibility of

² A centralised library is a permanent library structure built in a school to serve the needs of that specific school.

the school library committee to draw up a school library policy according to the *FSDoE ELITS policy* (FSDoE, 2002a).

Despite the fact that they don't have libraries, two quintile 2 primary schools in Botshabelo and Excelsior as well as three quintile 3 schools in Thaba Nchu and Bloemfontein received new books from the ELITS budget in the Motheo District to establish libraries in the financial year 2004/5 and 2005/6 respectively, as there is no budget to resource schools any more. According to section 7.8.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a), at least two schools from the Motheo District are selected per a financial year to be resourced by ELITS when the budget allows it. All books bought for schools from funds provided from the ELITS budget have ELITS barcodes and stamps in them. I observed that such donated books, together with sets of encyclopaedia in both township and urban schools in Excelsior, Hobhouse, Botshabelo, Bloemfontein, Thaba Nchu, Tweespruit, and Vanstadensrus, are kept in either classroom cupboard (Excelsior and Botshabelo), the principals' office (Hobhouse and Bloemfontein), storerooms (Tweespruit, and Vanstadensrus) or staff rooms (Thaba Nchu). All these schools have sets of fiction books with ELITS barcodes (see figure 7).

Section 7.8.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) states that committed funding from the provincial level should be allocated annually, allowing the ELITS sub-directorate to provide resources to previously disadvantaged schools. This implies that no school will be left out or ignored. It is indicative of the acknowledgement of values such as access and diversity, and trying to ensure that library resources cater for all ages, abilities and backgrounds (LIS, 2014: 52) as discussed in section 3.5.2.4. To support this, the *National Guidelines* as well as the *FSDoE ELITS policy* (2002) not only acknowledge the diversity of the South African community in what it envisions to provide, but also try to promote and cater for diversity. The *White Paper on e-Education* (DoE, 2006) also commits the Education department to ensure that learners and the local community have access to a school's wide choice of diverse, high-quality information and communication services. This is also in line with the emphasis of the DBE that library services are part of the *DBE's Five year strategic plan 2015/16-2019/20*

(DBE, 2015b: 26), now known as the LIS plan 2014-2019. This plan focuses on improving library services by expanding library resourcing in schools (Naidoo, et al., 2014, : 157-158).



Figure 7: "Freedom fighters" books bought for schools from ELITS Free State budget

5.2.2 Primary schools with libraries

Of the 12 observed schools five had library structures. These primary schools are in the urban areas of Ladybrand and Bloemfontein, and in the township areas of Botshabelo, Dewetsdorp and Wepener. Below I provide further information about the items observed in the schools with libraries, such as library structures, school library policy, accession registers, circulation registers and the schools' timetables.

5.2.2.1 Library structure

As discussed in chapter 2, the DBE initiated the *1 000 School library campaign* through which the DBE planned to establish 1 000 fully functional school libraries by 2019 (DBE, 2017). The need for establishing school libraries is also articulated in the *Minimum Norms and Standards* (RSA, 2013: 29), which confirms that all schools must have a school library and a minimum, adequate and suitable library collection. By early 2019, all Motheo primary schools with libraries I observed have library infrastructure because schools converted classrooms into libraries. The *National Guidelines* emphasise that schools must incorporate the use of a centralised library in the planning of a new library or renovating an existing one. All schools must have a library, and appropriate library models may be considered. This may be influenced by the size of the school (cf. 3.5.2.6).

Due to budgetary constraints in the Motheo District it is very often the case that schools have to be assisted by non-governmental organisations to get a library structure. For example, Kagisho Trust (KST) assisted to build a library for a primary school in Botshabelo, after a special request by the school. In general, it was observed that primary schools also need well-built and furnished centralised libraries, instead of converted classrooms. The Bloemfontein and Ladybrand quintile 5 primary schools in the urban areas have spacious libraries. Approximately 80% of the books in these libraries are, however, mostly old Afrikaans fiction books. The old Afrikaans books are not in itself problematic, but their large number in relation to the other library resources is problematic. This is because the library then does not have enough space for non-Afrikaans fiction books, non-fiction and reference material. As discussed in section 2.2.3 above, a library is established in schools to improve the standard of curriculum delivery. In order to fulfil this role it must also be well resourced to complement other education-related activities in the schools (Idoko, 2015). Furthermore, the library collection should contain diverse resources in terms of subject matter to meet the needs of all learners. It should also contain multimedia resources of differing levels, for the benefit of curriculum delivery (RSA, 2013: 10). The value of diversity, as highlighted in Chapter 3, is enhanced by diverse library collections, which is something I believe Motheo District schools need to improve on, as based on my observations. According to the *National Guidelines* (DBE,

2012), library resources should support a school's curriculum, all the languages offered at the school and all the learning areas/subjects taught at the school. It furthermore states that the library resources should support the school's extramural activities. All schools I observed have very few non-fiction books that cover learning areas and extra mural activities - the majority of books are fiction. Weeding or donating some of these books to other needy schools could be one solution to create shelf space for other genres.

The Wepener, Dewetsdorp and Botshabelo school libraries have more English fiction books, as English is the language of instruction, but none or few books in the home languages of many of the learners. As confirmed in Section 7 of the *National Guidelines*:

“It is therefore important that all libraries are stocked with resources in the school's language of learning and teaching, in the First Additional Language/s taught at the school, as well as in the other official languages of the country, so as to accommodate learners whose mother-tongue differs from the languages offered at the school, as well as to encourage learners to learn an additional South African language”.

Referring to the literature review (cf. 2.3.1.4.1), the library collection should accommodate all languages spoken by community members (cf. 2.3.1.4.1) as this will help to ensure and support efforts of sustaining the functionality of a library in a school (ALA Council, 2017: 1).

Based on my observations it appears as if the majority of schools with libraries do not have an adequate number of relevant books to support curriculum delivery. The *DBE's Five Year Strategic Plan for 2015/16 – 2019/2020* also plans for, amongst others, the provision of library services and infrastructure in order to support the implementation of schools' curricula (DBE, 2015b). It is therefore evident that there is a specific need to increase the number of non-fiction books available in the libraries. As discussed in Section 3.4 of the *National Guidelines* (DBE, 2012), a school library should provide resources for all learning areas or subjects that are taught in a school. In the observed primary schools with libraries, namely Ladybrand, Dewetsdorp and Wepener, the libraries lack shelves to accommodate multimedia resources in order to support curriculum

delivery, as expected. Schools can use a percentage of the Learning and Teaching Support Material (LTSM) budget to purchase shelves for the library - according to Section 6.5 of the *National Guidelines* (DBE, 2012) “a percentage of the LTSM budget of each school should be allocated for the acquisition of library and information resources.”

5.2.2.2 Library registers, school library policy and school timetable

The observed schools with libraries in the urban areas of Botshabelo, Wepener, Bloemfontein and Dewetsdorp and the school in the township area of Botshabelo had no accession registers. They did however have circulation registers that indicate the resources, borrowers, the loaning date and the return date. The urban primary school in Ladybrand used cards to issue books to learners, instead of a circulation register. The circulation register shows that learners loan fiction books more than non-fiction books. Based on this observation I suggest that schools create activities in partnership with the library to encourage learners to use non-fiction books and reference works as well. Learners, especially those in primary school, need basic literacy skills and access to a variety of books to be able to find, evaluate and utilise information effectively to solve problems (Wessels, 2010: 38). In addition, the *National Guidelines* (DBE, 2012: 29-30) state that teachers and teacher-librarians should collaborate in order to develop, direct and evaluate learners' information skills, their information knowledge and their learning across the curriculum.

The observed school library in the Botshabelo township area had an accession and circulation register, although the circulation register did not indicate issue and return dates. In other township areas like Wepener there was evidence of learners' engagement in different reading activities, although the issue register was not available. This includes a reading promotion programme, which indicates the different reading activities that learners have done. Examples of activities include dramatisation, recitations and book reviewing. The learners' grades for each activity are also indicated. A study by Mojapelo (2016: 12) highlights the importance of indicating the library period on the school's timetable because it gives attention to the utilisation of the library collection by both teachers and learners. In the Botshabelo and Wepener township areas as well as in the

Bloemfontein, Ladybrand and Dewertsdop urban schools with libraries, a reading period of 30 minutes per day was indicated in schools' timetables. I could further deduce from my observations that school libraries are not open the whole day. When I visited the Motheo schools for observation, I would find the library locked, and the responsible teacher would come from the classroom when his/her period was over.

The unavailability of full-time librarians seems to be affecting the utilisation of the library. It is suggested that school libraries should be staffed as part of the school's teaching and learning support, and libraries should be open from 08:00 until 18:00 each day of the week (Primary School Library Association, 2015). In addition, school libraries do not have all the library registers in place and the library policy is not implemented as it should, due to lack of time on teachers' side. As discussed in Chapter 3, ignorance of the implementation of the *National Guidelines* and the *FSDoE ELITS policy*, might lead to the non-functionality of school libraries. The implementation of the library policy in a school creates an opportunity to make the policy noticeable to all stakeholders (Marquardt, 2011: 2-8). The absence of a library policy is a main cause of a failure in library functionality. Mutungi et al. (2012: 5) for example argues that due to a lack of policy in the establishment of Kenyan school libraries, and the non-appointment of qualified librarians, the government could not purchase books as expected. This in turn negatively impacted on the functionality of the libraries.

Referring to sections 7.4 and 7.5.2.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a), each school should establish a school library committee, consisting of various stakeholders as determined by the needs of the school. Furthermore, the school library committee has the responsibility of drafting a school's library policy as well as appointing at least one educator responsible for managing the library. The schools I observed in the urban areas of Ladybrand and Bloemfontein have not established library committees. Instead, they either appointed a full-time librarian or elected a language teacher to be responsible for the library. Schools in the Botshabelo, Wepener and Hobhouse township areas have established library committees but membership of these committees change every year. This negatively affects the implementation of library workshops, as new

committee members must then be trained every year. The functionality of the library may therefore be negatively affected. Section 7.13.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) highlights that the media learning facilitators train teachers, principals and SGB (school library committee) members, who are responsible for the functionality of the library at school level. In the observed schools in Botshabelo, Dewetsdorp and Wepener there were library policies and committees, but the committees were not functional as they did not meet and did not manage the library according to the schools' library policies.

In the schools with libraries in Dewetsdorp and the township areas of Botshabelo and Wepener, not all books were processed. Books were also mixed up on the shelves. This makes it difficult for learners to retrieve the books they need. A study conducted in schools in Botswana found that the non-utilisation of cataloguing cabinets diminished the effectiveness of a library's organisation because it is not easy for learners to locate resources in the library (Botswana Library Association, 2008: 70). For this reason, the Dewey Decimal Classification (DDC) system should be employed in school libraries as this system helps learners to retrieve the information they need on their own (Paton-Ash & Wilmot, 2013: 4-6). Furthermore, according to Section 7.10.4 of the *FSDoE ELITS policy*, a teacher librarian should ensure that library stock is fully processed and ready for shelving and circulation.

In Sections 2.4 and 3.4 of the *National Guidelines* (DBE, 2012), it is stated that the teacher librarian and the school library committee should organise the library resources efficiently for easy access. The library committee must support the librarian or a dedicated trained person in the management of the library. In township schools with libraries, I observed sets of Encyclopaedia Britannica locked inside transparent cupboards, decorating the principal's office. These were dusty, indicating that they had not been used for quite some time. According to the research done in India by Mahajan (2010, pp. 1-8) in 2010, school library books were not arranged on shelves, most of them were locked in cabinets, and as a result they were not easily accessible to learners. Referring to section 8.1 of the

National Guidelines (DBE, 2012) teachers together with teacher-librarians must ensure that relevant resources are available at all times so that learners could access them.

5.3 Main findings of the structured observations

Through the structured observation process, I was able to establish which schools had established libraries and which schools did not yet have established libraries. This information assisted me to identify participants to invite to participate in the interview sessions I conducted, to gain a more detailed understanding about the establishment and functionality of primary school libraries in the Motheo District. In addition, the findings from these two categories of schools guided me to construct relevant questions for the interviews.

5.3.1. Schools without libraries

Based on the schools observed, I discovered that the schools and Department of Education gets support in the form of library resources by collaborating with non-governmental organisations (NGOs) such as KST, SARU, Breadline Africa, Biblionef and publishing houses. Referring to Section 5 of the *National Guidelines* (DBE, 2012), the teacher-librarians' responsibility is, amongst others, to build partnerships with external organisations. The primary schools without libraries I visited benefitted from FSDoE collaboration by receiving resources, so learners are engaged in reading promotion activities using these resources. This means that even though the school may not have a centralised library, one could find a few library books either in the classrooms (Excelsior and Botshabelo) or in the principal's office (Hobhouse and Bloemfontein), storerooms (Tweespruit and Vanstadensrus) or staffrooms (Thaba Nchu). These resources must be kept in a safe, well-organised and accessible place. Asselin et al (2012: 2) state that reading promotion and development of literacy are important roles played by school libraries, and that the lack of school libraries throughout the African continent negatively impacts on the promotion of the culture of reading at a young age. Motheo schools without libraries are therefore supported and encouraged to start libraries by receiving library resources from the Free State Department of Education. Some primary schools without

libraries, for example one in Thaba Nchu and another in Botshabelo, received mobile trolleys with library books in the 2008/9 financial year from the FSDoE through partnership with the cell phone company Vodacom, and also bookshelves in 2018 through partnership with publishers to start a classroom library.

It was found that in cases where schools do not have a library, they either do not have the financial capacity to build a library structure, or they have extra or unused classrooms that can be converted into a library. Section 6.5 of the *National Guidelines* (DBE, 2012) mentions that a school should allocate a percentage of the LTSM budget for library resources, which should only include library material, equipment and furniture. It is clear that building a library structure is not included in this. During a briefing on school LIS in August 2013 to parliament, the DBE declared that its plan was to procure R700 million over three years for centralised school and classroom libraries in secondary and primary schools respectively (LIS, 2014: 50). This would mean the R700 million might have been procured from 2013 to 2016. The important question is whether this money was actually procured or not and what was done with it!

5.3.2 Schools with libraries

As pointed out above, it was found that very often primary schools in the Motheo District do not have a budget to build a library. To mitigate this, these schools often convert extra classrooms or storerooms to function as a library. Learners in schools with centralised libraries are exposed to a greater variety of resources than those in schools without any form of library. If the school has a library, learners have the opportunity to utilise library resources not just for recreational reading, but also for homework, assignments, projects and their personal studies. Given this, it can be argued that this is an indication that curriculum delivery is supported and that the library is functional. Chapter 7 of the *National Guidelines* (DBE, 2012, p. 27) emphasises that the first requirement for LIS is to support the delivery of the school's curriculum and reading by supplying the school with quality, current, relevant, appropriate and interesting fiction, non-fiction and reference works.

The challenges faced by schools with libraries is that in addition to their teaching duties, they are also responsible for the administration and management of the library, due to the absence of a full-time librarian. A similar situation was found in Tanzania, and this was found to be a major cause of the non-functionality of public school libraries (Benard & Dulle, 2014: 18). For this reason, *the FSDOE ELITS policy* recommends that the school library committee should be composed of as many members as possible, depending on the needs of the school. This allows the school to appoint more teachers and community members responsible for the library, and in this way, they could rotate and share the library duties. This could mitigate the overburdening of teaching staff.

Due to this challenge, it was observed that in many cases learners would only access the library for approximately 30 minutes per day, during their scheduled reading periods. This is in line with Section 7.16.5 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) that highlights that schools should allocate a period on the school's timetable for school library use. However, 30 minutes a day may not be enough for a learner to look for books to read and do research or work on an assignment in the library. The library should therefore be open for a longer period during the day because learners, independently of their teachers, might also need to use the library outside of the allotted library time.

During the structured observations, I observed situations that were not clear and understandable to me. In such cases, I thought it important to explore the causes as well as the plans of the different schools to provide adequate library services as stipulated in the policy framework. Based on this I invited participants with whom to conduct semi-structured interviews at both schools with and without libraries.

5.4 Discussion of findings of semi-structured interviews

As stated above, the aim of the interviews was to obtain more insight regarding the data gathered during the structured observations. Furthermore, I was also interested to explore the participants' experiences as far as the implementation of school library policies and

the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District (cf. 1.5.3.3 and cf. 4.6.3.2) were concerned.

The questions for the semi-structured interviews were separately drafted for participants from primary schools with libraries and primary schools without libraries (see Appendix E). The findings of the semi-structured interviews I conducted with the four participants largely complemented the structured observation findings. Therefore, in this section, I focus mainly on those aspects of the structured observations that needed more elucidation. Two library committee members (Participant 3 and Participant 4) from schools with libraries, of which one was from a primary school located in an urban and another from a school located in a township, were invited to take part in an interview. In addition, two principals (Participant 1 and Participant 2) from an urban and a township school without libraries were also invited to take part in an interview (cf. 1.5.3.3).

Table 3: Participant information

Participant	Designation	Library qualification	School	Location	Quintile	Library/ No library
Participant 1	Principal	Informal training	Township	Bloemfontein	3	No Library
Participant 2	Principal	None	Urban	Tweespruit	5	No Library
Participant 3	Library committee member	Informal training	Urban	Ladybrand	5	Library
Participant 4	Library committee member	Informal training	Township	Botshabelo	3	Library

Below I first discuss the data generated by the interviews conducted with the principals of schools without libraries before turning my attention to the data generated by the interviews conducted with the library committee members at schools with libraries.

5.4.1 Primary schools without libraries

5.4.1.1 Library structure and resources

Participant 2 is the principal of a quintile 5 primary school that is located in Tweespruit. When asking him why there was no library at the school he explained that a strong wind had damaged the roof of the library to such an extent that the once spacious and functional library had become unusable. Currently, the school accommodates learners, teachers and other stakeholders in temporary structures, and as such, there is no room for a library. Their library books are kept in cupboards, and language teachers use them during the assigned reading periods. Similarly, Participant 1, who is the principal of a quintile 3 school in Bloemfontein, informed me that the school did have a library but due to a leaky roof, the library had to be closed to ensure the safety of learners and staff members. I was also informed that the school did not have enough money to fix the roof. The books were currently housed in cupboards in the classrooms. The encyclopedias were moved to the principal's office (see figure 8) for safekeeping, as explained by Participant 1: *“Encyclopedias are very expensive ma’am, so I prefer to keep them in my office to keep them safe. There are break-ins sometimes in schools, so...”*.



Figure 8: Encyclopaedia sets and few non-fiction books in a principal's office

Participant 2 similarly stated that “*the corner libraries are not safe and spacious enough to keep the sets of encyclopaedias in them and hence the necessity to lock them inside the principal’s office. ...And as you see, we have temporary structures here madam. We don’t have another choice*”. This implies that the principals perceive that their schools need to establish centralised libraries to safely accommodate all their resources.

Since books are placed in corner libraries in classrooms in these two schools, class teachers and learners have access to these resources. The class teacher in this case is the person responsible for the resources in his/her class. Section 5.1 of the *National Guidelines* (DBE, 2012) highlights that the teacher’s role in the classroom with a centralised collection is to ensure that the resources are integrated into the curriculum, and she/he should manage the collection. In the Motheo primary schools, available resources in the corner libraries should therefore similarly be utilised to promote learning and a love of reading. This is perhaps an area that can be further explored in future research.

5.4.1.3 Library budget

The two schools that participated both need a library but they have no extra classroom that can be converted into a library, or the necessary funds to build one. Section 7.6.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends “school managers and SGBs should make provision for the allocation of a portion of the school budget for learning resources for teachers and learners”. Learning resources do not include buildings and renovations. Section 1.14.17 of the *National Policy for an Equitable Provision of an Enabling School Physical Teaching and Learning Environment* (RSA, 2010), emphasises that the “DBE will intensify the devolution of responsibility, authority and accountability for the provision of school infrastructure to the lowest feasibility level in the education system, which is the school”. It was observed that primary schools in the Motheo District are taking responsibility by converting unused classrooms into libraries. The policy also argues that the school infrastructure includes, amongst others, spaces

that support teaching and learning. This includes multi-purpose resource centres such as libraries.

The primary schools I visited that only have trolleys, classroom corners and containers, also do not have registers, functional library committees, a library budget or school library policies, because they don't have a library. As indicated earlier (cf.3.5.2.2), the vision of ELITS for FSDoE, as indicated in Section 3.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a), is that "ultimately in the province every school will have its own professionally staffed school library supported by Educational Library, Information and Technological Services". In addition, the vision of DBE as stated in Section 1 of the *National Guidelines* (DBE, 2012) is that "all schools would have well-resourced and functioning school libraries that could contribute towards ensuring that all learners and teachers are information literate and that they are independent lifelong readers". It was observed that schools without library spaces do not have a library budget in place.

This was also revealed when the two principals were asked about what their schools have done so far to ensure the establishment of a functional school library. Participant 1 replied "*at least we have reading corners*". Similarly, Participant 2 replied that "*we have organised a corner in each classroom for now with the books the school bought and also with books we got from the department [sic]*". In asking whether their respective schools considered the establishment of a centralised library in their respective budgets, Participant 1 responded "*no, remember we don't have a library, a library budget is set up by schools with libraries*". This view was echoed by Participant 2, who responded "*until we have a library again, but we have already reported the disaster to the Department, hopefully the Department will organise a permanent structure for us*".

5.4.1.4 Library policy and registers

Section 3.3 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) highlights that "it is the responsibility of every school to ensure that the library's collection is administered and organised for easy access." During the interview session, when the principals were asked

to give a reason for not having a school library policy and registers, Participant 1 responded “*no madam, it’s because we don’t have a library, full stop!*” Participant 2 indicated that these documents were lost during the same storm that had damaged the library: “*We had them, madam, but they got lost during the incidence [sic]*”.

Schools tend to establish a library committee only when they have a library in place, although Section 7.4.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) states that each school must establish its own library policy in order to set library standards. Section 13(2) of the *Norms and Standards* (RSA, 2013) confirms that classroom or corner libraries are considered as libraries. A school with a classroom library therefore needs to establish a school library policy and committee, and keep accession and circulation registers.

Schools often appoint an existing teacher, usually a language teacher, instead of a librarian to be responsible for the library and reading promotion. Schools without libraries, including the ones with only trolleys, containers and classroom corner libraries, do not allocate an item in their budget for the library until they identify a space or a classroom they can convert into a library.

However, in referring to Section 7.6.3 of the *FSDoE ELITS policy* (FSDoE, 2002a) in relation to schools without libraries, school managers and school governing bodies (SGBs) should develop a library development plan to work towards realising the selected library model, based on the school’s needs and circumstances. This means that the school has a responsibility to choose the school’s library model, for example a centralised library (library infrastructure), classroom or corner library, container or mobile library trolleys, and work towards establishing a library committee, draft a school library policy and create and maintain library registers. When asked about the factors that inhibit the establishment of a library in his school, the response from Participant 2 was: “*There is no full-time librarian to manage the library.*” When I enquired how he thought the library should be managed and what the duties of a librarian should be, he replied: “*...doing the stock taking and recording of books, I think! No one can do that stuff because teachers are in classes teaching and marking.*” It is evident from the participant’s response that this school does not have accession and circulation registers because there is no elected

teacher or librarian to draw up the registers. The question may be asked whether this is also the case at other schools that do not have a centralised library. This is an area that needs to be further investigated.

It can further be argued that since the two participating schools have library resources, they should appoint someone to be responsible for the utilisation of the books. In this case, it could possibly be the class teacher instead of a librarian given that they are responsible for some of the library collection and some have established corner libraries in their classes. The class teacher could record the books as part of the classroom assets. This would mean that the two participating schools need to appoint a responsible person to draw up an accession register for capturing and recording new resources, as well as a circulation register to control the utilisation of library resources. The mentioned registers assist in the management of the library by the library committee members.

5.4.1.5 Use of the available resources

The data generated from the semi-structured interviews revealed that the two schools without libraries both have the intention of repairing their damaged library structures. For example, Participant 1 stated: *“Yes, we believe that libraries can help learners to improve in their performance. They can do better if they use the library every day and do their projects in the library”*. Teachers hope that by doing so, learners can improve their reading ability. This view is supported by Durnfort’s analysis (2013: 10) of 14 public schools in the Western Cape. He found that “the presence of school libraries is associated with higher performance”. Durnfort adds that the mean pass rate for schools without a library is 47%, as compared to 66% for those with a library. Both Participants 1 and 2 indicated that their schools have received a donation of library books from the FSDoE with the help of Biblionef. It was indicated that these books are used by learners for reading promotion activities when celebrating literacy days such as World Book Day and Mandela Day, and during the Readathon Week in September. In responding to the question of what the school has done so far to ensure functionality of the school library, Participant 1 stated: *“We are making sure that learners use the available resources in our corners [corner libraries] to celebrate literacy days like Heritage Day. Learners are participating in spelling*

bee competitions that are hold by the Department". Participant 2 explains: *"There's 30 minutes per week allocated for reading time by [sic] all grades. During that period teachers engage learners in different reading activities in their classes."* Section 8.4 of the *National Guidelines* (DBE, 2012) emphasises that the primary school library collection must be used to instill a culture of reading. A school should amongst other things follow an annual reading program to commemorate national and international literacy days, such as Mother-Language Day (February), National Library Week (March), World Book Day (April), Land International Literacy Day (September). In addition, learners should be engaged in reading competitions linked to these literacy days. It seems that at least to some extent primary schools without libraries are adhering to the National Guidelines, even though they may not have a centralised library in the school at this stage.

5.4.1.6 Challenges faced by schools without libraries

Amongst the challenges faced by schools without libraries is sourcing a space for the library. Usually there is lack of funds to build a library structure or appoint and pay full-time librarians. I asked about the challenges faced by the schools in establishing a functional school library. Participant 1, for example, responded by stating that *"we don't have money to fix the roof, let alone building the new library structure,...that is even worse. We are non-section 21³, so there is no way we can have money to even pay a volunteer"*. Section 7.6.1 of the *FSDoE ELITS* policy (FSDoE ELITS, 2002a) emphasises that school managers and SGB members should make provision for the allocation of a portion of the school budget for learning resources for teachers and learners. One of the DBE's plans, as emphasised during its parliamentary briefing in August 2013, was to procure R700 million for the first phase of three years to be utilised for the provisioning of centralised school and classroom libraries in secondary and primary schools. In addition, this plan would be extended to 10 years, depending on approval by the Treasury (LIS, 2014, p. 50). This implies that R700 million would have been procured during the first phase between 2014 and 2016. Treasury could have approved the plan to be extended

³ Non-section 21 schools have their library budgets procured by FSDoE but section 21 schools take control of their own library budgets.

to 2023. However, nothing is said about whether R700 million was indeed procured. treasury's response to DBE's request On 29 November 2013 the Minister of Education published the final and binding *Norms and Standards for School Infrastructure* which states that all schools should be supplied with a library and that the overarching responsibility for the implementation of the Norms and Standards lies with the DBE (Equal Education, 2014: 10). However, in 2016, the DBE had no budget to enable schools to purchase library resources (Mojapelo, 2016: 10). Based on this discussion, it is clear that SGBs are key stakeholders in the allocation of the school library budget. Based on a preliminary analysis it may be advisable for school libraries to request that at least one SGB member should serve on the school library committee in order to be aware of the budgetary needs of establishing and maintaining a functional library.

As became evident from the interviews with Participants 1 and 2, a general challenge experienced by Motheo schools is the appointment of professional and full-time librarians, permanent structures, and a library budget from which to buy furniture and shelves. For example, Participant 1 stated that *"we don't have money to fix the roof, let alone building the new library structure, ...that is even worse. We are non-section 21, so there is no way we can have money to even pay a volunteer"*. Participant 2 stated: *"the corner libraries are not safe and spacious enough to keep the sets of encyclopaedias in them and hence the necessity to lock them inside the principal's office. ... And as you see, we have temporary structures here madam. We don't have another choice!"* I suggest that schools store their encyclopaedias in a lockable cupboard, as safety is a concern, as long as these resources are accessible to learners. Nevertheless, the cupboard must remain in the classroom corner. Section 3.3 of the *National Guidelines* (DBE, 2012) emphasises that the classroom library collection may be put in a cupboard, but the cupboard must be positioned in such a way that it is easily accessible to the learners. Moreover, schools without libraries know what a functional library should look like. They agree that a functional library should be spacious, with a variety of resources that are relevant to learning areas and subjects taught at the school, and should have a full-time librarian. This is evident, from the response of Participant 2 when asked whether a library would make a difference to the learners' academic performance: *"Of course, if and only if the*

library has a qualified full-time librarian and various resources that are relevant to the school curriculum, I believe. Library is useful! [sic]”.

In general, Motheo primary schools that do not have centralised libraries received library resources from either the ELITS budget or FSDoE partners. For this reason, teachers are engaging learners in reading promotion activities to celebrate literacy days. They are aware of the impact that a functional library would have on learners’ academic performance. Their challenge is that primary schools do not have the funding to build library infrastructure.

In this section, I considered the responses of Participants 1 and 2 who are working at schools that at present do not have centralised libraries. Next, I consider the responses of Participants 3 and 4, who work at schools that have centralised libraries.

5.4.2 Primary schools with libraries

On the interview schedule (Appendix E) I developed, questions A - F in Section B focused on participants in primary schools with libraries. In this section, I describe the findings of the semi-structured interviews according to the themes of establishment, functionality and sustainability.

5.4.2.1. Establishment

As discussed in the literature review (cf. 2.2.4), Hughes (2013: 2-3) argues that “a student’s achievement is improved by the following: increasing the number of full-time library staff in a school; employing qualified teacher-librarians; increasing library budgets; having library collections that are large, frequently updated and cover material in varied formats; and, increasing students’ use of the library, as indicated by circulation register”. In addition, in terms of the literature review (cf. 2.3) and policy analysis under the pronouncements of the library policies (cf. 3.3.3.1.5), the concept of establishment includes library infrastructure, library policy and resources. Resources, furthermore, include human resources such as the library committee, as well as information resources

In the next section I discuss the main issues that emerged during the interviews with Participants 3 and 4 concerning the establishment of a school library. I consider in particular the library budget, resources, policy, and the librarian/library committee.

5.4.2.1.1 Library budget

Section 7.8.2 of the *FSDoE ELITS policy* stipulates that both Section 21 and Non-section 21 schools should get provincial funding for their programs, and they can decide how to spend this money. The policy also highlights that SGB members are responsible for allocating a budget towards purchasing resources for their school, which would include library resources. Both Participants 3 and 4 claimed that the library committees at their schools do budget for library resources. Participant 4, for example, states: “as a *Non-section 21 school we had a budget for the library material and books this year, but we are waiting upon the Department, as the Department is the one that is doing the ordering process for us*”. Participant 3 corroborates this: “*Definitely, the budget was allocated for the library. Remember, we are a Section 21 school so we control our own budget. We have placed orders to the publishers already of the books we need*”. This shows that the Section 21 schools are following the policy, as they are utilising the budget according to their needs. When I asked the participants about their challenges in utilising their library budget, Participant 3 replied: “*I wish I could be included in the procurement committee in my school, it’s only the SMT and SGB members, who make and finalise decisions in connection with the budget spending. I don’t think they understand the necessity of the resources I want them to buy. When I submit the library needs to the procurement committee, they are not prioritised*”. In a similar vein, Participant 4 said: “*Ever since I became the library committee member we never received the resources we order from the department. We have now applied for a Section 21 status but we have not yet received a response.*”

5.4.2.1.2 Library resources

In 2010, the Minister of Education indicated that learners, particularly in primary schools, need access to a variety of books to read for pleasure, so that school libraries can develop their learners' literacy skills (Equal Education (EE), 2010: 10).

Section 7 of the *National Guidelines* (DBE, 2012) states that the requirement for school LIS is "to promote equitable access to a wide range of resources that support school curriculum and promote reading in a wide range of different languages". Participant 4 from a Non-section 21 school claimed that the school has more English fiction than non-fiction books because English is the medium of instruction. I asked Participant 4 if they think they have enough library resources. To this question, Participant 4 replied: *"I don't think so, yes the majority of story books are English. No books for assignments for now. We encourage reading, reading and reading that is more fun. Our learners are still struggling to read and write, and remember we teach in English, so that's why..."* This shows that the school does not accommodate the range of languages that the school teaches, as recommended by the policy. This will also affect the fluency or improvement of learners' performance in other languages and subjects. When asked the same question, Participant 3 replied: *"Honestly, we don't! To get more information learners use google or the public library. However, we are making sure that we use the little that we have. Not so long our learners went to a spelling bee competition in Bloemfontein as we were celebrating South African National Library Week."*

The library shelves are not quite full at Participant 4's school. . The majority of books on the library shelves are stationery and Learner-Teacher Support Material (LTSM), which includes textbooks, teachers' guides, study guides, etc. In reality, schools in township areas are generally not as well-resourced as former model C schools. School libraries in township areas are therefore prioritised by the FSDOE to be supported with resources. Nalusiba (2010: 24) argues that a poor reading culture among learners from primary schools could be blamed on a lack of resources. For this reason, primary schools in the Bloemfontein, Botshabelo and Thaba Nchu areas received library books as a donation from the Department of Arts, Culture and Recreation and Biblionef in 2018. They also received resources purchased from the FSDOE ELITS budget. Similarly, urban primary

schools in Ladybrand, Dewetsdorp and Tweespruit benefitted from the FSDOE resources bought from the ELITS budget.

In addition to the orders placed by the schools themselves, both schools at which I interviewed participants received library material purchased from the FSDoE ELITS budget. Unfortunately, these books had not been processed. In such a situation, the responsibility of book processing shifts to the. Section 7.10.4 of the *FSDoE ELITS policy* recommends that the teacher librarian should ensure that unprocessed stock is fully processed and ready for shelving and usage. Normally, the ELITS processing unit at the provincial office processes library books before they are delivered to schools. Section 7.16.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) states that the provincial ELITS staff and the staff at the Educational Library should process library stock bought for schools and deliver them to schools ready to be placed on the shelves. At the schools of the two participants, the majority of books had not been processed because the teacher responsible for the library did not have time to process new books. Participant 4 mentioned this when I asked the participants if all books in the library had been processed. Participant 4 replied: *“No madam, books are not all processed in the library. Few has DDC codes in them. The three members of library committee who were trained are no longer in the committee, so I am the only one left. One is now the principal in another school. Two members were in excess here at school, so they were deployed to other schools. The other one is still here at school but he is no longer the member of the committee. I am also overloaded so I don’t have time to be in the library to process books”*. This situation affects the circulation process of resources in the library, and this impacts on the functionality of the library. In contrast to this, Participant 3 said: *“Oh yes they are processed by Dewey classification, fortunately the books we got as donation from the Department came here already processed”*.

5.4.2.1.3 Library policy and registers

In the literature review (cf. 2.3.1.2), I highlighted that one of the purposes of a school library policy is to give guidance regarding the circulation of material in a structured way.

The circulation of library material is an indication that the library is utilised. Section 3.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) highlights that the policy statement on the establishment of the Outcomes Based Education (OBE) system requires that all learners and teachers utilise multimedia resources. In addition, section 7.5.2.3 of the *ELITS policy* (FSDoE ELITS, 2002a) emphasises that the school library committee should draw up the school library policy. This policy should include, amongst others, library rules, loan periods, circulation procedures and collection development.

Participant 3 works at a primary school that has a centralised library with an accession and issuing register, but no library policy, because there is no library committee to do so. When I asked Participant 3 if the school has a policy in place to run the library, she replied: *“Apparently I’m the only one responsible for the library and there’s no library committee. Although I attend workshops but unfortunately, I don’t have time to do it, sorry! As an English teacher, I come to the library with my learners for 30 minutes to read. Yes, sometimes they do the reading in the class. I don’t have time to literally sit down and draw up a policy”*. Section 5.2 of the *National Guidelines* (DBE, 2012) highlights that “the responsibility of the trained library person is to implement the school library policy with the support of the principal, the SMT, the SGB and the school library committee”. As discussed, the unavailability of a library policy affects the functionality of the library, as the library planning is contained in the policy. The running and the management of the library has no direction if there is no policy.

During my observations, I discovered that Participant 4’s school has a library committee, a drafted library policy and the necessary registers. It should be pointed out that the library policy does, however, not cover all the issues as recommended by the *FSDoE ELITS policy* (FSDoE ELITS, 2002a). In addition, the libraries’ requirements are set out in this policy, as well as school principals’, librarians and other stakeholders’ responsibilities in relation to the library. The policy at Participant 4’s school does not show the budget allocation for the library, and does not state each library committee member’s responsibilities. When I inquired why the school library has no policy, Participant 4 replied: *“We agreed to meet quarterly as the committee to iron out policy issues, but in reality we*

don't! We are waiting for the principal to give us a 'go ahead'. We set up a date but every time when we are supposed to meet, something always comes up,other meetings and workshops to attend. So, madam, we end up not meeting. That's why even the policy is not up-to-date". The policy should furthermore, clearly indicate the allocation of funds and the expenditure of the funds as well as the fund-raising and expenditure and type of resources relevant for the school's library (IFLA School Libraries section, 2015a: 22). "The principal of the school should be the chairperson of the library committee" (FSDoE ELITS, 2002a). If the principal is busy, he/she has the right to delegate a representative in library committee meetings. The *ELITS policy* (FSDoE ELITS, 2002a) has made it clear that the drafting of a library policy is the main responsibility of the library committee.

5.4.2.1.4 Librarian/school library committee

Section 3.4 of the *National Guidelines* (DBE, 2012) recommends that the teacher responsible for the library, known as the teacher-librarian, must be any dedicated person who is trained and willing to "accept the overall responsibility for the management of the library and must be supported by a library committee and work in cooperation with the School Management Team (SMT)". This is in line with Section 7.4.10 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) that highlights that each school must have a library committee to draw up a library policy and "at least one educator responsible for managing the library".

Participant 3 was elected as the teacher responsible for the library because she is a language teacher at the school. She was given the responsibility to engage learners in reading activities in the school's library. When I asked the participants if they were clear about their duties in the library, Participant 3 explained: "Yes, I know that I am responsible for the library, but some of the things I can't do because I also have a class to teach and learners' work to mark. I remember the year when the department [FSDOE] supplied us with an information worker at the school, the situation was better then, although she used to come here once/twice in a week to also work in other two schools". Information workers were placed in schools during the 2008/9 financial year by the FSDOE. The FSDoE appointed 100 information workers to work in Free State primary school libraries on a contract basis, to service three schools per week. However, this system has collapsed

due to salary disagreements. Currently, no information is communicated about the appointed information workers in the Motheo District.

When I inquired from Participant 4 what she understood the duties of the librarian to be, she replied: *“Yes, I am clear but I think the library needs a full-time person, to work here the whole day. There’s a lot of work to be done in the library and I can’t do all”*. Mojapelo and Dube (2015: 6) recommend that the SGBs and school management teams (SMTs) in each school should collaborate to establish a school library committee to cater for the library. Schools are therefore expected to have a person responsible for the library, in conjunction with the library committee, whose co-responsibility it is to draft the school library policy. The media subject advisors at District level frequently train library committee members or teachers responsible for the library on library management and administration. This supports the functionality of libraries (see Table 3). Participant 4 also confirmed the training: *“The three members of the library committee who were trained are no longer in the committee, so I am the only one left.....”* (cf 5.4.3.2.2). The trained library committee members are expected to immediately implement their training. If books are not processed they are inaccessible, and this may lead to the non-utilisation of the library and possibly to the non-functionality of the library.

In the next section, I will consider the functionality of libraries.

5.4.2.2. Functionality

The foreword of the *National Guidelines* (DBE, 2012) mentions that good management of resources, such as financial, infrastructural, human and library resources, as well as increasing access to school library, all work together towards a fully functional library. Under functionality, I consider aspects that may affect library functionality, such as the use of library resources, assigned budget, infrastructure and resources. In the section to follow, participants were responding to interview questions G-I in section B (see Appendix E).

5.4.2.2.1 Use of library resources

Data from the interview findings revealed that fiction books are the most heavily used books in primary school libraries, as compared to other resources such as non-fiction books, reference sources, audio-visual material and videos. Section 7 of the National Guidelines (DBE, 2012) states that “the school library collection should consist of a wide variety of resources that support curriculum delivery and promote reading in different languages” (DBE, 2012: 27). Such material should enhance teachers’ effectiveness and support learners’ growth, meeting their individual needs and interests. To give effect to this and to provide for the diverse needs of teachers and learners, the collection should include print resources, electronic resources, reading material written in Braille, photographs, world globes and models as well as educational games (DBE, 2012: 28). Despite the few available resources in all visited schools, learners are using these resources both inside and outside the library. Learners celebrate literacy days by engaging in different reading promotion activities (Figure 9). Participants confirmed this during interviews, for example, Participant 4 stated: *“We encourage reading, reading and reading that is more fun. Our learners are still struggling to read and write; and remember we teach in English, so that’s why...”* Participant 3 also points out that they use the resources they have as best they can: *“...We are making sure that we use the little that we have. Not so long our learners went to a spelling bee competition in Bloemfontein as we were celebrating South African National Library Week”*.

Section 1 of the *National Guidelines* (DBE, 2012: 9) highlights that school library services should provide teachers and learners with access to resources to instil a culture of reading. Based on the information provided during the interviews that there is a library period and that literacy days are celebrated, it can be argued that a culture of reading is being instilled. However, due to a lack of non-fiction books, learners experience a challenge when they have to do assignments. Participant 4 supports this notion when asked whether the school has enough library resources (*“I don’t think so, yes the majority of story books are English. No books for assignments for now. We encourage reading, reading and reading that is more fun....”*). In this case, the school focuses on reading for

enjoyment, and not for assignment purposes. Section 3.4 of the *National Guidelines* (DBE, 2012) recommends that school library services should work in conjunction with teachers to ensure the integration of the library service across the curriculum.

When non-fiction books are not available, learners go to the public library to do assignments and projects. Participant 3 confirmed this: *“Honestly, we don’t! To get more information learners use google or the public library... But, the school bought the computer for the library to capture library books and the computer admin system, ELA and it was installed in the computer, but the problem is that the system is now not working.”* In response to a question about why the school has not contacted the service provider to repair the ELA system, she replied that due to the age of the software no service provider could be found that could assist (*“we will try to find the contacts,... remember the system was installed long time ago,...I think, round about 2005/6”*).

At the primary schools I visited during the research period, it was noted that all libraries were kept locked. They were only unlocked when learners visited the library with their teachers for 30 minutes during their assigned reading periods. This is due to the fact that there are no full-time librarians at any of the schools I visited. Participant 3 supports this: *“Apparently I’m the only one responsible for the library and there’s no library committee. Unfortunately, I don’t have time to do it, sorry! As an English teacher, I come to the library with my learners for 30 minutes to read”*. Benard and Dulle (2014) argue that in Tanzanian education policies, there are no directives for how long and when school libraries should be open. Section 6.1 of the *National Guidelines* (DBE, 2012) states that:

The school library must be used during lesson times, during which the teacher takes the class to the library for a formal lesson or to undertake research. However, the library must also be open to learners to visit as individuals during breaks and after school to take out library material, to do research given as homework, or to complete their homework. There should also be an after-school programme in place.

Unfortunately, in many instances this directive will not be followed unless the school appoints a full-time librarian. Participant 3's response also shows that learners and teachers access the library for limited periods due to the lack of a full-time librarian. The absence of librarians in primary schools affect the functionality of libraries. This is evident from the responses by Participant 2 (*"Of course, if and only if the library has a qualified full-time librarian and various resources that are relevant to the school curriculum, I believe. Library is useful!"*) as well as Participant 4 (*"No madam, books are not all processed in the library. The three members of library committee who were trained are no longer in the committee, so I am the only one left...."*). From the responses of these participants, it is evident that in their experience, a lack of full-time librarians affect the organisation and management of the library. Libraries need a full-time librarian to ensure that the library remains open for both the learners and teachers of the school.

5.4.2.2.2 Librarian/ library committee

Participants 3 and 4 are both library committee members, and are responsible for the library. Both these participants claimed that they are clear about their duties in the library, but that there is no time for them to complete these duties. Both perceive these duties as additional work and due to time constraints they struggle to perform these duties. For example, Participant 3 complained: *"I don't have time to literally sit down and draw up a policy"*. This sentiment is shared by Participant 4 who explained: *"We set up a date but every time when we are supposed to meet, something always comes up,....other meetings and workshops to attend...."*. Participant 4's response shows that they are willing to meet because they even set up a meeting, but due other commitments, they are unable to hold a meeting. The responses from the participants seem to indicate that library committee members do not prioritise the library. I further felt that these participants do not feel guilty about not fulfilling all their duties as library-teachers since they consider this a secondary task to why they are employed at the school. This furthermore supports the notion that primary schools need full-time librarians in their libraries for it to function effectively. In section 5.2 of *The National Guidelines* it is argued (DBE, 2012) that "the teacher-librarian is required to ensure that the best use is made of the library resources and is to implement the school library policy with the support of the principal, the SMT,

SGB and the school library committee”. Based on the interviews and my observations, this is not currently the case at the schools I visited.

Participants 3 and 4 confirmed that they do not have library qualifications but that they received informal training from a FSDoE departmental official. They both further expanded on the problem of changing/rotating library committee members. This affects the implementation of the school library policy and impedes library functionality. Unfortunately, both the *ELITS policy* (FSDoE ELITS, 2002a) and the *National Guidelines* (DBE, 2012) do not specify for how long teachers should be members of the library committee. Members are either deployed to other schools or withdraw from the committee, because they feel overwhelmed by the library responsibilities in addition to their teaching tasks. In this regard Participant 4 stated: *“No madam, books are not all processed in the library. The three members of library committee who were trained are no longer in the committee, so I am the only one left. One is now the principal in another school. Two members were in excess here at school, so they were deployed to other schools. The other one is still here at school but he is no longer the member of the committee. I am also overloaded so I don’t have time to be in the library to process books”*. Based on this, it is evident that in some cases the library committee members are teachers, and they often do not have the time to meet and discuss library issues in addition to their normal duties at the school. This creates a barrier to library access. As discussed earlier (cf. 3.5.2.4), ‘access’ is one of the constitutional values, as promoted by the *National Guidelines* (DBE, 2012) and *FSDoE ELITS policy* (FSDoE ELITS, 2002a). Both of these policies determine that it is the responsibility of every school to ensure that the library’s collection is administered and organised for easy access. If this is not the case, the functionality of the library is negatively affected.

One consequence of this (the redeployment and withdrawal of library committee members) is that the library committee members are elected every year. Participant 4 revealed that *“two members were in excess here at school, so they were deployed to other schools. The other one is still here at school but he is no longer the member of the committee”*. This in turn affects the effectiveness of library workshops by the media

subject advisors of the FSDoE. Furthermore, it seems as if teachers do not know how the library works. For this reason, I suggest that schools appoint an SGB member as an additional member to the library committee. This would help the school to understand how the library functions, by attending their meetings and workshops. For this reason, the library committee might be supported financially by the school, as the SGB is responsible for spending the school fund, according to the *South African Schools Act* (RSA, 2011).

Based on the interviews, I can deduce that libraries are functional only to a certain extent due to situations and challenges at the schools. For example, at both primary schools with libraries where I conducted interviews, there is a responsible person for the library and the resources are utilised. As a result, these schools are celebrating literacy days, as required by the section 8.4 of the *National Guidelines*. However, resources are not diverse and of sufficient quantities. Libraries are also not open for the whole day, which impacts negatively on access for learners and teachers. In both the schools, the libraries are only opened for the reading periods due to the absence of a full-time and permanent librarian.

I consider the maintenance and sustainability of the primary school libraries in the next section.

5.4.2.3 Maintenance and Sustainability

Section 8.1 of the *National Guidelines* (DBE, 2012) recommends that “collaboration between teachers and the librarian of the school is essential to maximise the potential of the library service and the integration of library resources into the curriculum”. This entails the utilisation of non-fiction resources that support subjects/learning areas that are offered by the school, and fiction resources that support languages taught at the school. Therefore, sufficient integration of library resources into the curriculum will be impossible if either the non-fiction or the fiction resources in the library do not adequately cover all the subjects offered by the school. In this section, I consider the attitude of relevant stakeholders towards the library, the allocation of the annual budget, support of the principal for the running of the library, how library resources support the curriculum, the

allocation and use of the reading/library period, the implementation of the library policy and the training of the school library committee/librarians.

5.4.2.3.1 Stakeholders' attitude

A challenge identified by the participants is the attitude of teachers towards the school library. Teachers do not want to be part of the school library committee as they see the duties associated with it as an additional responsibility. When I asked about the attitude/working relationship between school stakeholders and the library committee, Participant 3 responded: *"No teacher wants to be part of the library committee, they complain about too much work, too many subjects to teach. If I don't open the library, nobody will! Can the Department please give us a librarian?"* Section 6.2 of the *National Guidelines* (DBE, 2012) emphasises that "the school library committee with representation from the SMT, teaching staff, the SGB and the library staff has the responsibility to oversee the operations of the school library". Furthermore, "it is the responsibility of the SGB and School Management Team (SMT) in each school to establish a school library committee to cater for the library and information needs of the teachers and learners for curriculum enhancement" (Mojapelo & Dube, 2015: 6).

5.4.2.3.2 Training of the School Library Committee/Librarians

Section 5 of the *National Guidelines* (DBE, 2012) emphasises that "training of the staff members to manage the library is essential to ensure that the school library offers quality library and information services. It is the responsibility of the principal, who allocates library duties to a teacher, to ensure that this person receives appropriate training". ELITS and LR district officials are continuously training school library committee members/librarians on library administration and management. This aids in developing the library policy, and the processing and shelving of library resources according to the DDC. I could deduce from the participants' responses that library committee members have been trained. For example, Participant 4 explained that *"the three members of the library committee who were trained are no longer in the committee, so I am the only one left"*. Participant 3 explained: *"Although I attend workshops but unfortunately, I don't have time to do it, sorry! I don't have time to literally sit down and draw up a policy"*. It is evident

that schools change the library committee members frequently, which negatively affects training on library administration and management. As a result, although library resources are processed according to the DDC, not all resources are processed, as indicated by Participant 4 (“*No madam, books are not all processed in the library...*”). The principal, as the accounting officer and the chairperson of the library committee, according to the *ELITS policy* (FSDoE ELITS, 2002a), must take a leading role in developing relevant interventions that address problems such as these.

5.4.2.3.3 Support of the principal

Referring to section 7.5.2.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a), the principal is recommended to be the chair of the school library committee. He has to see to it that the school library is fully integrated into the school’s educational programme. In many cases, principals state that they are accountable for all the programmes run by the school and therefore do not always have the time to attend library-training workshops. Participant 4 attests to this claim when I asked her why her school has no library policy. The participant indicated that the principal is not fully involved in the library management of the school. This is clear from Participant 4’s responses, for example: “*We are waiting for the principal to give us a ‘go ahead’. We set up a date but every time when we are supposed to meet, something always comes up,....*”. Section 5 of the *National Guidelines* (DBE, 2012) confirms that “it is the responsibility of the school principal, who allocates duties to a teacher to ensure that a librarian or the teacher librarian receives the appropriate training”. As such, “the school principal has an important role to play in the development of a school library” (Paton-Ash & Wilmot, 2015: 3). For this reason, the school library should get full support from the principal.

5.4.2.3.4 Integration of library resources into the curriculum

Section 3.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) states that “the school library will be integrated into the curriculum by providing professional support and utilization of information resources to improve the quality of learning and teaching”. To sustain the functionality of the library, the library resources must be utilised in such a

manner that they support curriculum delivery. This implies that the library resources must be suitable for learners in terms of their age, grade level, learning areas and languages taught at school. From the interview findings, the schools at which Participants 3 and 4 work, have sufficient fiction books in the languages offered in their schools, but not enough non-fiction resources. In this regard, Participant 4 indicated that her school's library does not have an adequate collection of non-fiction resources to support curriculum delivery (*"I don't think so, yes the majority of story books are English. No books for assignments for now!...Honestly, we don't! To get more information learners use google or the public library"*).

From the interviews it was clear that there is more fiction books than non-fiction books in the primary school libraries where Participants 3 and 4 work, and that there is a need for non-fiction resources across all the learning areas. This is highlighted in Section 8 of the *National Guidelines* (DBE, 2012), Section 7.5.2.3 of the *ELITS policy* (FSDoE ELITS, 2002a) and Chapter 7 of the *National Guidelines* (DBE, 2012). These documents support the fact that the first requirement for a school LIS is to support the delivery of the school's curriculum. In addition, Section 13.2 of the *Minimum Norms and Standards* (RSA, 2013) states that "the core school library collection must be regularly replenished according to the requirements of a particular school". Furthermore, the library collection should contain multimedia resources of differing levels, to cater for all learners, for the benefit of curriculum delivery. A resourced library is in a better position to support everyday teaching and learning by providing relevant resources. According to Omenyo (2016: 55), both teachers and learners can make use of relevant library material. It gives learners an opportunity to conduct research, acquire knowledge and learn independently. In order for this to be achieved, the library collection development must have resources that support curriculum delivery. Since the non-fiction resources in the libraries of Participants 3 and 4 are insufficient to cover all the learning areas, these libraries do not support curriculum delivery, as they should. Participant 3 stated: *"Like I said madam, the public library here has internet access. They go to the public library after school hours or during the weekends because we don't have non-fiction books in our library"*. Durnfort (2013: 10)

states that “the presence of school libraries is associated with higher performance”. One cannot help but wonder if this is truly the case in Participant 3’s school. Library resources such as books, periodicals, magazines, audio-visual material, etc. should enhance the development of teaching and learning in the school (Omenyo, 2016: 22-23).

I enquired on this aspect during the interviews by asking participants whether they think their library has an impact on the learners’ academic achievement. Participant 3 replied: *“Yes it has! I see an improvement in their reading speed. They have been coming to the library for reading aloud activity. They participate in provincial spelling bee competitions in Bloemfontein.”* In contrast to this response, Participant 4 stated: *“Not as it should, had it had all the resources for all our learning areas. Also if we can have a person that will be in the library the whole day, that would be better. But they have developed the love for books, when it’s reading time they would come running to the library and push each other towards the shelves to choose the books they would like to read.”*

5.4.2.3.5 Implementation of the library policy

In considering the functionality of school libraries, it is important that a school library policy is developed, and that all stakeholders implement it. The implementation of a library policy in a school creates the opportunity to make the policy noticeable to all the stakeholders, focusing on its establishment and utilisation (Marquardt, 2011: 2-8). This means that when the policy is implemented, its benefit should be clear to all stakeholders. Yet, Participant 4 indicated that the school where she works does not have an updated school library policy due to a lack of commitment from the library committee members (*“We agreed to meet quarterly as the committee to iron out policy issues, but in reality we don’t! We are waiting for the principal to give us a ‘go ahead’.....”*). In addition, Participant 3 indicated that her school does not have a library policy at all due to the unavailability of the school library committee (*“Apparently I’m the only one responsible for the library and there’s no library committee. Unfortunately, I don’t have time to do it, sorry!.....”*). The unavailability of an implemented school library policy is often a causes of failure for the

optimal functioning of a school library. Similarly, Mutungi et al. (2012, p. 5) argue that the absence of school library policies and the failure to appoint qualified librarians in Kenya, resulted in the government not being able to purchase books as expected. It is clear that each primary school library should have a policy which should include all library plans, including the appointment of librarians and the purchasing of resources. Hence, the annual library budget is crucial.

5.4.2.3.6 Annual allocation of the library budget

None of the schools I observed had an adequate number of resources to support curriculum delivery (as discussed in section 5.2.2.1). The schools with libraries where I conducted interviews with participants were aware of this challenge and they were ready to address it. Participant 4, for example, indicated that they do allocate an annual budget for the library, even though the amount does not appear in their school library policy. She furthermore stated that the school library committee does not have the time to review the school library policy every year and to change functions that are not working effectively. This is why the annual budget does not appear in the school library policy. When I asked if the school has a budget to equip the library with new resources, Participant 4 said: *“We have a budget for library resources every year, even though we don’t receive anything. Even this year we budgeted for books and magazines, library material and films. It’s just that we don’t record it in our policy as we don’t have time to review it”*. Participant 4 further explained that they are a Non-section 21 school and that the FSDoE is assisting them to order library resources from the publishers. To do this they have to submit at least three quotations of what they need for their library to the FSDoE, which manages the ordering of resources. Participant 3, who works at a quintile 5 school, stated they are a Section 21 school, so they are able to order directly from the publishers. Their challenge is that sometimes the SGB does not release the budget for library use due their miscommunication with the school library committee. For this reason, the needed library resources are sometimes not ordered: *“... I don’t think they understand the necessity of the resources I want them to buy. When I submit the library needs to the procurement committee, they are not prioritised”*).

Both Section 21 and Non-section 21 schools have to decide how they will spend their funds. In addition, every school gets a budget according to the Norms and Funding for Public Schools Act (FSDoE ELITS, 2002a). At both the schools where I interviewed participants, funds for library use were allocated in the annual LTSM budget of the school. Section 2.2 of the *National Guidelines* emphasises that schools should “utilise a percentage of the LTSM budget for library resources in accordance with the schools’ needs” (DBE, 2012). In the response provided by Participant 4, it was indicated that partially Section 21 and Non-section 21 schools submit quotations of orders to the FSDoE to order on their behalf. Unfortunately, they usually do not receive their orders, as their budgets are forfeited every year. This is a disturbing situation, and as an ELITS official I am trying to solve this by communicating with the finance section in the Motheo District. According to the finance/provisioning section, Non-section 21 and partially Section 21 schools do not submit their library needs in time, according to the budget allocated to them. This causes poor collection development of school libraries, which further inflates the non-functionality of school libraries. A possible solution could be if media subject advisors act as mediators between schools and the finance section of the FSDOE in the district, making sure that schools receive what they order. Another possible solution could be if all schools gained full section 21 status and manage their own budgets. In section 7.8.2 and 7.8.3 of the *ELITS policy* (FSDoE ELITS, 2002a), it is stated that every school receives a budget according to the Norms and Funding for Public Schools Act. In addition, according to the *South African Schools Act* (RSA, 2011), the SGB is responsible for dividing the budget, and has to make sure that the library is allocated a portion of the budget to purchase resources. According to the database at the finance section in the Motheo District, there are 34 Non-section 21 schools and 70 partial Section 21 schools whose budgets are controlled by the Department. There are also 142 Section 21 schools, which have the right to manage their own budgets. These schools are allowed to place orders directly with publishers, without any assistance from the Department. According to the participants’ responses, Non-section 21 schools do not get what they order. For example, when I asked them if they have a library budget, Participant 4 replied: “*We have a budget for library resources every year, even though we don’t receive anything. Even this year we budgeted for dictionaries and non-fiction books*”.

5.4.2.3.7 Reading period

Section 7.16.5 of *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that “every school should have a period indicated on the school’s timetable for library use”. The school’s timetable is expected to indicate a reading or library period in which learners are expected to be engaged in reading activities. As highlighted in Chapter 5.2.2.2, during the structured observations I found that all the schools I visited indicated reading periods of 30 minutes on the timetable. Learners come to the library for reading purposes during the language (English, Afrikaans, Sesotho, Setswana and isiXhosa) periods. This is confirmed by Participant 3’s response: “...As an English teacher, I come to the library with my learners for 30 minutes to read.”

Teachers know that activities associated with the school library, such as research and reading activities, make a difference in the learners’ academic performance. Both participants were asked if the libraries in their schools have an impact in their learners’ performance. Participant 3 replied: “Yes it has! I see an improvement in their reading speed”. Participant 4 replied: “They have developed the love for books, when it’s reading time they would come running to the library and push each other towards the shelves to choose the books they would like to read.” This shows that the reading period is utilised and that the learners seem to enjoy it.

Section 6.1 of the *National Guidelines* (DBE, 2012) highlights that “school Library and Information Services must be offered to all learners, regardless of the school they attend. This can be best achieved by allocating at least one period per week or cycle to each grade for using the library, via the integration of learning area and subject research tasks with the library programme/schedule”. In the four schools at which I conducted interviews, the library resources were used during reading periods for doing reading activities with the learners. This is aligned with the directive as stated in Section 8.4 of the *National Guidelines*.

5.5 CONCLUSION

In this chapter, I discussed the key findings based on the structured observations I conducted at 12 primary schools, and the semi-structures interviews I conducted with four participants at different primary schools in the Motheo District. My discussions centred on the themes of establishment, functionality and sustainability of libraries in primary schools. I highlighted aspects that both contributed to the establishment, functionality and sustainability of primary school libraries as well as aspects that impacted negatively on one or more of these aspects.

The main challenges that schools face in terms of the establishment, functionality and sustainability of libraries include the unavailability of professional and full-time librarians, and that partially and Non-section 21 schools do not receive the orders they place Motheo District finance section. For this reason, there are insufficient resources in schools. Another challenge is the non-completion of library training by library committee members, and incomplete school library policies due to lack of commitment by library committee members.

I also discussed some of the successes that schools are achieving. These include the utilisation of the available resources, the manner in which schools converted their unused classrooms into libraries and the extent to which they allocated the budget for library use. Partially and Non-section21 schools allocated budgets for library use but these could not be spent. Based on the discussion in this chapter, together with the policy analysis I conducted in Chapter 3 and the insights gained from the literature review conducted in Chapter 2, I will now present the concluding chapter. In my final chapter, I will answer the main research question and address the aim of the research before making recommendations based on the findings of this study.

CHAPTER 6: SUMMARY, CONCLUSION AND SUGGESTIONS

6.1 Summary

In this chapter, I address the main research question: *What is the status regarding the establishment of functional and sustainable primary school libraries in the Motheo District?* by drawing on the discussion and interpretation of the research data in Chapters 2, 3 and 5. In so doing I consider the status regarding the establishment of functional and sustainable libraries in primary schools in the Motheo District. I furthermore show how the discussions and considerations in the previous chapters answered the subsidiary questions of the research study. Based on the current status, I provide recommendations to address shortcomings in terms of establishing functional and sustainable primary school libraries.

The study involved 12 primary schools selected from all ten Motheo District areas to be part of the structured observation process. During these observations, potential participants were approached and invited to contribute towards the research through engaging in semi-structured interviews. In this manner, four participants provided written informed consent to participate in the interviews. In order to address the main aim of the study I set out specific objectives. These were:

- to review the importance and practice of the establishment of functional and sustainable libraries in primary schools;
- to analyse the South African policy framework for the establishment of functional and sustainable libraries in primary schools ;
- to explore the extent of implementation of the school library policies in the Motheo District through considering the status of the establishment of functional and sustainable libraries; and
- to understand the realities of establishing and maintaining functional and sustainable in primary school libraries in the Motheo District.

6.2 Conclusion about the status of primary school libraries in the Motheo District

This section encapsulates the summary of the different chapters with specific reference to Chapters 2, 3 and 5. I also indicate how the different subsidiary research questions were answered. I end this section with a discussion of the main research question, linking the discussion with the codes of analysis as shown in Table 2 (cf. 4.7). I integrate and discuss the codes of analysis, such as library policies, library committee, library structure, librarian, resources and furniture that I employed under the establishment of school libraries. I will differentiate between successes and weak points/challenges in all three identified key points, namely establishment, functionality, and maintenance and sustainability in order to respond to the main research question. I firstly discuss the successes and weakness regarding the establishment of libraries in visited primary schools.

6.2.1 Establishment

6.2.1.1. Successes

By drawing on the literature review concerning the importance and realities of school libraries, I focus on aspects I consider successes in terms of the data generated during my research at the participating primary schools, and as supported by national and provincial school library policies. These aspects are as follows:

6.2.1.1.1 Library structure

Out of 12 visited primary schools, only five (42%) had centralised libraries. These schools had converted unused classrooms into centralised libraries. Section 4 of the *National Guidelines* (DBE, 2012) recommends that schools may convert unused classrooms into school libraries. This however also means that seven primary schools had no centralised libraries, with two primary schools having received containers with books as a donation in 2013 from two non-governmental organizations, namely Breadline Africa and the South African Rugby Union (SARU), respectively.

6.2.1.1.2 Library budget

As discussed in the policy framework under pronouncements, Section 6.5 of the *National Guidelines* (DBE, 2012) highlights that “the teacher-librarian is responsible for managing the budget allocated to the library. In addition, a percentage of the LTSM budget of each school should be allocated for the acquisition of the library and information resources”. In managing the allocated budget, the teacher-librarian should identify the library needs and draw up a budget that includes furniture, stock and maintenance, as well as staff salaries (c.f. 3.3.3.1.5). Schools allocate a budget for library use. This shows that schools follow the policy in terms of budgeting. Section 7.6.1 of the FSDoE ELITS policy emphasises that school managers and SGBs should allocate a portion of the school budget for library resources. To support this, Section 6.2 of the *National Guidelines* recommends that “a percentage of the LTSM budget of each school be allocated for the acquisition of library resources.”

However, partially and Non-section 21 schools do not have the authority to order directly from publishers. They have to submit their resource needs to the finance section of the FSDoE, which then actually orders books and utilises the budget on their behalf.

6.2.1.2 Weak points/ Challenges

6.2.1.2.1 Articulated school library policies

During the data generation (cf. 5.4.2.1.3), I found that schools drafted incomplete library policies due to a lack of commitment amongst members of the school library committee. For example, Section 3 of the *National Guidelines* (DBE, 2012) and section 7.5.2.3 of the *FSDoE ELITS policy* recommends that “the drafting of the school library policy is the responsibility of the school library committee and that, furthermore, the school library policy should also include the school library committee composition and their responsibilities”. If there is no school library committee, there is usually no school library policy. It was however found that even in cases where school libraries had been established and a library policy drafted, the policy did not always list the committee’s duties. Based on the semi-structured interviews, the teachers in the school library committee felt that they do not have adequate time to work in the library and perform library duties, like drafting the library policy. Instead, the participants felt that if a full-time

librarian was employed by the school such a person could take responsibility for the library, meaning that it could potentially function more in line with what is envisioned in the policy framework.

6.2.1.2.2 Use of the allocated library budget

As discussed in the policy framework under implications for policy implementation, Section 2.2 of the *National Guidelines* (DBE, 2012) stipulates that all schools must make provision for library resources in their annual budgets. In addition, funds must be allocated to libraries from schools' LTSM budgets and from school funds. The librarian should be responsible for managing the budget and procuring resources and equipment for the library (cf. 3.3.3.1.6).

Section 7.8.2 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) highlights that both Section 21 and Non-section 21 schools have to decide how they spend their library budgets. In the previous chapter (cf. 5.4.2.1.1), I indicated that partially Section 21 and Non-section 21 schools could not spend their library budgets. For this reason, the library budgets were forfeited. Schools did not understand why they did not receive what they had ordered, as they had submitted all relevant information to the finance section. It appears that there was a communication problem between schools and the District finance section. *National Guidelines* do not mention the duties of the finance section in relation to the spending of the schools' budget. Section 6.5 of the *National Guidelines* (DBE, 2012) merely mentions that "projected plans for expenditure for the whole year should be related to the school library policy. In addition, the teacher-librarian must be clear about the importance of an adequate library budget and convey this to the SMT".

Section 7.5 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) requires that each school should move towards the eventual establishment of an equitable and fully functional centralised library. Yet, from the interviews (cf. 5.4.1.3) I found that schools do not have the necessary monetary resources to build library infrastructure. Section 1.14.18 of the *National Policy for an Equitable Provision of an Enabling School Physical Teaching and Learning Environment* (RSA, 2010) highlights that all infrastructure provision operations

managed and coordinated under Treasury should be moved to the DBE. The DBE will take full responsibility and appoint an agent, which should be under the full supervision of the DBE. Section 2.2 of the *National Guidelines* (DBE, 2012) highlights that “the school LIS at the provincial DoE must liaise with the national DBE to receive guidance and support in respect of infrastructure, amongst other things.”

6.2.1.2.3 Human resources

As discussed in the policy framework under silences and omissions (cf. 3.3.3.1.7), Section 5 of the *National Guidelines* stipulates that it is important for schools to have a professionally trained and qualified teacher-librarian, but it is not specific about the conditions of appointment of these teacher-librarians. For example, should such people be appointed through the *Employment of Educators Act* or through SGB posts? Moreover, who should pay them? How will the appointment of such a person impact on the staff allocation of a school? Will that person be expected to also teach academic subjects?

None of the schools at which structured observations or interviews were conducted employed a full-time librarian. This was one of the reasons given for unprocessed books, as teachers do not have the time to attend to book processing. Unprocessed books impact negatively on the ease of access of library resources by both teachers and learners. In all schools, the library duties are the responsibility of the librarian and the school library committee, which is formed by teachers. Referring to Chapter 2 (cf. 2.3.1.4.3), according to the *South African Schools Act (SASA) Number 84 of 1996* (RSA, 2011), the staffing procedure gives SGBs the power to “establish committees at schools. It is therefore the responsibility of the SGB and SMT in each school to establish a school library committee to ensure that there is sufficient budget allocated for the library and to prepare the school library policy” (DBE, 2012: 22). In schools with libraries, teachers see the library as an additional responsibility. As a result, they are usually not interested to serve on the library committee (cf. 5.4.2.1.3 and cf. 5.4.2.1.4). Although in some cases there were active library committees, they usually do not function as expected (cf. 5.4.3.3.2). Another issue is the frequent change in the membership of library committees, as this negatively affects the implementation of the library training provided by the *FSDOE ELITS policy* (FSDoE

ELITS, 2002a) . On the other hand, it was found that schools without libraries do not see the need of developing a policy for the library (cf. 5.4.1.4). According to the participants, they want to have a library space first, and then establish a library committee who would develop a policy (cf. 5.4.1.4). As highlighted in Chapter 5, Section 7.6.3 of the *FSDoE ELITS policy* (FSDoE, 2002a) emphasises that SGBs should develop a library plan to work towards realising the selected library model, based on the school's needs and circumstances. Section 3.4 of the *National Guidelines* (DBE, 2012) states that “a teacher-librarian or a dedicated trained person must accept an overall responsibility of the library management, be supported by a library committee, and must work in cooperation with the SMT.”

6.2.1.2.4 Multimedia resources

The policy framework indicates that a library collection should contain various types of resources to support the curriculum (cf. 3.3.3.1.5). Both Participants 3 and 4 (from schools with libraries) argued that there are not enough resources, specifically non-fiction resources, in school libraries (cf. 5.4.2.1.2). Many of the library shelves, observed during this study, are either empty or half-full (see figure 10).



Figure 9: Established primary school libraries still need more resources

It was discussed in Chapter 5.4.2.1.3 that English fiction books often form the bulk of the library collection, and outnumbers other types of resources in the visited schools in the township areas. I compared the capacity of English fiction books with the capacity of other fiction books and resources in the library. I discovered that 50% of the primary schools with libraries in the townships have 50% English fiction, while 20% of the library is occupied by Sesotho, Setswana, isiXhosa and Afrikaans fiction, non-fiction for learning areas and extra-mural activities, and reference books (dictionaries, encyclopaedias and atlases). The remaining 30% of the library space is empty. On the other hand, visited primary schools in urban areas were found to have more Afrikaans fiction books than other resources (cf. 5.2.2.1). Section 7.5.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that a school library collection should support the curriculum and serve the needs of both the teachers and the learners. Furthermore, Section 7 of the *National Guidelines* (DBE, 2012) state that “a library should have a variety of resources that support curriculum delivery and support reading in a range of different languages”. Given the reality as indicated, it seems as if these expectations are not currently met. According to my observation, the schools’ resourcing issues are affected more negatively by the ordering procedures at the district than by budget constraints. It was clear from discussions that Non-section 21 and partially Section 21 schools allocated a budget for library resources, but they did not receive their orders as their money was forfeited (cf. 5.4.2.3.6).

6.2.2 Functionality

I discuss the successes and weakness regarding the functionality of libraries in visited primary schools, as follows:

6.2.2.1 Successes

6.2.2.1.1 Reading and utilisation of the available resources

Based on the data generated through this research, I found that to a large extent schools are using library resources to promote reading and to celebrate literacy days (cf. 5.4.1.5). During reading promotion, teachers engage learners in reading promotion activities such

as reading aloud; during the reading period of about 30 minutes (cf. 5.4.3.2.1). During the celebration of literacy days, teachers engage learners in reading competitions, like spelling bee competitions. Section 8.4 of the *National Guidelines* (DBE, 2012) highlights that schools should promote reading for the sake of enjoyment and commemorate national and internal literacy days. Section 7.5.2.3 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that each school must have strategies to foster a reading culture. It is clear that the schools I visited had aligned their library practices with the expectations stipulated in the library policies.

6.2.2.2 Weak points

6.2.2.2.1 Use of the library

The opening hours of the library affect its use and functionality. In some of the schools I visited, the library only opens during a reading period for 30 minutes per day, because there is no full-time librarian. This deters the optimal use of library resources by learners. As discussed in the literature review, Tanzania experienced the same situation, as their school libraries had restricted opening hours for learners. This prevented both learners and teachers from fully utilizing the library (cf. 2.2.1). Unfortunately, relevant library policies offer no directives about opening hours for school libraries. Section 6.1 of the *National Guidelines* (DBE, 2012) recommends that “a school library must be open during teacher-learner lesson times, during breaks and after school.” Some participants feel that libraries should be open the whole day and function as expected if and only if the department can employ full-time librarians (cf. 5.4.3.2.). Instead of employing a full-time librarian, schools use language teachers and members of the school library committee to manage the library (cf. 5.4.2.1.4). Section 5 of the *National Guidelines* (DBE, 2012) highlights that “it is important for a school library to be under the management of a qualified teacher-librarian or a dedicated trained person, with the support of the members of the school library committee.”

6.2.2.2.2 Book processing

Both the *National Guidelines* (2012) and Section 7.10.4 of the *ELITS policy* (2002) determine that “it is the responsibility of every school to ensure that the library’s collection is administered and organized for easy access”. It is easy to spot processed library books – they have spine labels with DDC codes on them. In the visited schools, I found that not all books in the libraries had been processed (cf. 5.4.3.3.2). This negatively affects both teachers’ and learners’ access to library resources. Participants mentioned that when the person responsible for library duties is also a language teacher at the school, she/he has no time to process the books (cf. 5.4.3.2). Referring to the policy framework, ‘access’ is one of the constitutional values that informs the *National Guidelines* and *the ELITS policy* of the FSDoE (cf. 3.3.3.1.4). This implies that if the books are not processed, they are difficult to find and access (if at all), and constitutional values are therefore violated.

6.2.3 Sustainability

In the next section, I integrate and discuss the codes of analysis I employed under sustainability of school libraries. These include a scheduled period in the school’s timetable, collaboration with NGOs, stakeholders’ attitudes towards the library, the annual budget, training, and library marketing.

6.2.3.1 Successes

6.2.3.1.1 Training

During the semi-structures interviews it was found that FSDOE ELITS & LR district officials (media subject advisors) trained both Participants 3 and 4, who are teachers responsible for the library at their respective schools. As a result, these participants were aware of and had the necessary expertise to process library resources at their schools according to the DDC. Section 2.3 of the *National Guidelines* (DBE, 2012) states that the library advisors must present workshops and provide guidance regarding library services book processing. Section 7.13.1 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that the school library advisors (media subject advisors) must train teachers,

principals and SGBs on the establishment and running of the library. It is assumed that such training would sustain the functionality of the library.

Another problem concerning the sustainability of primary school libraries in the Motheo District relates to the fact that the members of library committees are frequently changed. Library committee members are frequently deployed to other schools by the FSDOE, or they withdraw from the committee because they feel overloaded by the responsibilities associated with the work of the committee and their daily work as a teacher (cf. 5.4.2.1.3). As argued, this affects the implementation of the school library policy and will have negative implications on the sustainability of the library functionality. Unfortunately, neither the *ELITS policy* (FSDoE ELITS, 2002a) nor the *National Guidelines* (DBE, 2012) specify how long a person should serve as a member of a school's library committee.

6.2.3.1.2 Annual budget

As discussed in the policy framework under 3.3.3.1.6 Implications for implementation of the *National Guidelines*, schools are expected to conduct needs analyses of their library, and allocate a budget according to the library needs (cf. 3.3.3.1.6). It appears as if all visited schools complied and budgeted for books/magazines, library material and library media/films, according to their library's needs (cf.5.4.3.3.6).

Section 7.6.1 of *FSDoE ELITS* (FSDoE ELITS, 2002a) policy recommends that school managers and SGBs should allocate a portion of the school budget for library resources. Section 6.2 of the *National Guidelines* (DBE, 2012) also recommends that “a percentage of the LTSM budget of each school be allocated for the acquisition of library resources”. Primary schools with libraries that participated in the study follow the recommended school library policies, as they allocated budget for school library, as gleaned from the interviews (cf. 5.4.2.1.1).

6.2.3.1.3 Collaboration with NGO

As discussed in the policy framework under constitutional values, democracy is also expressed in the *FSDoE ELITS policy* (FSDoE ELITS, 2002a). It encourages the establishment of ELITS in three different levels, namely provincial education resource centers, district-based ELITS, and multi-purpose libraries at school level, serving the needs of the school (cf. 3.3.3.1.4).

ELITS, at the provincial level, coordinates partnerships with relevant organisations who share their interest. The collaboration of the Department of Education with non-governmental organisations and publishers assist schools in receiving library resources. The Department of Education, through partnership with different organisations, often manage to procure donations of library resources like books and library containers (cf. 5.2.1.1). As highlighted in Chapter 3, Section 2.2 of the *National Guidelines* (DBE, 2012) recommends that the provincial school LIS is responsible for engaging with NGOs, suppliers and publishers.

6.2.3.1.4 Collaboration between stakeholders

In order to enhance the visibility of school libraries (cf. 3.3.3.1.5), Section 9 of the *National Guidelines* (DBE, 2012) stipulates that the school library committee, in collaboration with the SMT and the teaching staff, should compile a written marketing and promotion strategy for the library. This strategy should include library displays, publicising the opening hours, organising book fairs, reading and literacy campaigns, and initiating liaisons with other organisations such as public libraries and publishers. These strategies are designed to attract learners and teachers to the library (cf. 3.3.3.1.5). In the visited schools, the library committee members and language teachers were engaged in library displays and reading and literacy campaigns (see fig 9). This implies that schools are trying to collaborate with stakeholders, an action that assist in sustaining the functionality of the library. In addition, Section 7.12.4 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that the teacher-librarian must work in collaboration with teachers, principals, learners, and government officials to achieve the mission of the school library.

6.2.3.1.5 Reading period in schools' timetable

Some of the schools I visited accommodated a reading period in their composite timetable (cf. 5.2.2.2). During the interviews, the participants also confirmed that they reserve 30 minutes for reading, which is indicated on the school's timetable (cf. 4.3.3.7). Section 7.16.5 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that "every school should have a period indicated on the school's timetable for library or reading use". Visited schools without a centralized library either had containers or classroom libraries as well as library resources. The presence of a reading period on the school's timetable shows that schools are committed to engage learners in reading and the utilisation of the library resources. This may sustain the use and functionality of the library.

6.2.3.2 Weak points

6.2.3.2.1 Attitude towards the library

The general attitude towards the school libraries is not always good. In schools without libraries, the staff see no need to develop a plan for the library because they do not see the need for it, as they don't have a centralised library structure. (cf. 5.4.1.4). In relation to schools without libraries, Section 7.6.3 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that school managers and school governing bodies (SGBs) should develop a library development plan to work towards realising the selected library model, based on the school's needs and circumstances. It seems that in some visited schools with libraries, the school library committees do not develop a complete library policy and review it every year (cf. 5.2.2.2) and (cf. 5.4.2.1.3). In addition, in one of the visited schools, the procurement team consisting of the SGB and SMT, seem not to understand the importance of the library and co-responsibilities of the school library committee. They do not prioritise order requests for library resources (cf. 5.4.2.1.1). The implication is that there is reluctance from the stakeholders to take ownership of the library, and as a result, the library committee is not functional in terms of the mandate set out by the relevant policies. Section 6.2 of the *National Guidelines* recommends that the school library

committee, which consists of the principal, teaching staff, SGB and the library staff, has the responsibility to draft the school library policy (cf. 3.3.3.1.5).

6.3 Recommendations going forward

The recommendations I make in this section draw on best practices as discussed in relevant scholarly literature in Chapter 2, the current policy framework as discussed in Chapter 3, and the findings of this study as discussed in Chapter 5. The recommendations should not be seen as exhaustive but rather as foundational.

6.3.1 Establishment

6.3.1.1 Identify library room

Due to budgetary constraints, schools cannot always afford to build a library structure. In such cases I recommend that schools that do not have centralised libraries, but rather send a request to the DBE to build libraries for their schools. As discussed in Chapter 2 (cf. 2.3.1), the DBE's *Norms and Standards for Schools Infrastructure* (RSA, 2013) "accepts a library/media centre as a core area in every South African school". They give a timeline of 10 years for the establishment of school library infrastructure from 2013, the date of the publication of the *Norms and Standards*. The pressure of the actual building of library structures in schools therefore rests with the DBE, as discussed earlier (cf. 6.2.1.2.2). Section 4 of the *National Guidelines* (DBE, 2012) recommends that "it is of vital importance that the function and use of a centralised school library are incorporated when planning new school buildings, which will contain a library to ensure full utilisation of school's facilities."

There should be national legislation in place that urges and persuades all schools to establish a functional library in schools, as it is happening in Spain. Article 113 of the 2006 Organic Law on Education of Spain, for example, states that state schools should have a school library and urges educational authorities to sustain library implementation. Section 7.5 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) recommends that "each school

should adopt a phased approach whereby a move towards the eventual establishment of an equitable fully-fledged centralized library is followed”.

6.3.1.2 Multimedia resources

In all visited primary schools with libraries (both quintile 5 and 3 schools), a lack of resources implied that they could not support curriculum, as appropriate non-fiction books were not found in the libraries (5.4.2.3.4). Section 7.5.2.3 of the *FSDoE ELITS policy* recommends that a school’s library collection should be developed in such a way that it supports the curriculum. In addition, as indicated in Chapter 3 (cf. 3.3.3.1.7), the *National Guidelines* (2012: 27) recommends that “library resources should support the school curriculum and reading by providing a quality, current, relevant, appropriate and interesting range of resources”, yet it says nothing about how schools will get “quality, current, relevant, appropriate and interesting” resources”. It would have been better if the Guidelines clearly stipulated the screening of resources and compilation of a catalogue from which all schools could select resources for their libraries, also indicating who the screeners would be. Library resources from several publishers should be screened to ensure that schools get library resources that are relevant to learners’ grade levels (R - 12) (cf. 3.3.3.1.7). Such a catalogue could be compiled by the FSDOE, and then be distributed to schools. Such a catalogue could list relevant resources enabling schools to place informed orders of library resources relevant to the learners and learning/subject areas in the specific school.

6.3.1.3 Human resources

While visiting the schools I found no professional full-time teacher-librarians. Instead, I found that library committee members and language teachers are responsible for school libraries (cf. 5.4.1.4). The DoE should consider appointing permanent librarians in schools, since a lack of librarians in schools is a major cause of non-functionality of school libraries (cf. 5.4.1.6). I would recommend that the DBE appoint permanent full-time librarians. Furthermore, I indicated that in many instances there is miscommunication

between various stakeholders with regard to library matters in schools (cf. 5.4.2.1.1). To address the miscommunication between the SGB and the school library committee, I recommend that at least one member of the SGB should also be included as a compulsory member of the school library committee. At present, this is not specified in the *FSDoE ELITS policy (2002a)*. It is however mentioned in the *National Guidelines*, so schools may decide to include or not include an SGB member on the library committee. Section 6.2 of the *National Guidelines* indicates that a “ school library committee with a representation from the school management, teaching staff, SGB and library staff oversees the operations of the library model within the school community” (DBE, 2012). For this reason, the *National Guidelines* could be amended, to reflect a compulsory SGB member in the committee. Since the SGB is also responsible for the management of the school’s finances, attending meetings of the school library committee would create awareness of the library’s financial needs. Section 30(a) of *SASA* only recommends that “a governing body may establish committees and appoints persons who are not members of the governing body to such committees, but the member of the governing body must chair each committee” (RSA, 2013).

6.3.2 Functionality

6.3.2.1 Financial resource

Section 21, partial Section 21 and Non-section 21 primary schools all compile a budget for library resources. It appears as if partial Section 21 and Non-section 21 schools experience a challenge in receiving what they order (cf. 5.4.2.1.1). I therefore recommend that all schools must be granted Section 21 status to avoid miscommunication between schools and the FSDoE that might result in schools not receiving the resources they ordered. Since Section 21 schools are responsible for spending their own budgets towards the purchasing of library resources, this might reduce the chance of a schools’ library budget being forfeited due to miscommunication with the FSDoE. Even though all the visited Non-section 21 schools had a library budget, none of them received the resources that they ordered. Nevertheless, not all Section 21 schools showed the problem regarding SMTs and SGBs not prioritising the library budget.

6.3.2.2 Human resource

The interview findings show that in some visited primary schools, trained library committee members do not implement the training because they do not have time to process the books due to their workload (cf. 5.4.2.1.2 and 5.4.2.3.2). I also observed this during my school visits. Section 7.10.4 of the *FSDoE ELITS policy* (FSDoE ELITS, 2002a) states that it is the responsibility of the teacher-librarian to ensure that unprocessed library resources in schools are processed for easy access. Unprocessed library resources are not easily accessible, and this may impact negatively on the functionality of the library. To solve the problem, I suggest that the library committee should serve a term of at least three years to be able to implement the training they receive and to be able to correctly process library resources. This would give the committee enough time to process all the books, as processed library books are easily accessible to learners. In addition, I would recommend the appointment by the DBE of professional and full-time librarians in all primary schools with libraries. Implementation of the training implies promoting access to the library, which again has an impact on library sustainability.

6.3.3 Sustainability

6.3.3.1 Annual budget

Section 6.2 of the *National Guidelines* (DBE, 2012) recommends that “a percentage of the LTSM budget of each school be allocated for the acquisition of library resources”. This implies that the DBE provides schools annually with only an LTSM budget and no separate library resources budget. Silences and omissions in library policies were discussed in Chapter 3. I then discovered that, in the absence of clear and unambiguous guidelines as to what percentage should be allocated for library use, schools do not feel obliged to allocate funds for library resources. Secondly, the policy is silent about the MMR (multimedia resources) budget from the DBE. Schools need to buy library shelves, furniture and library resources with the available budget, allocated every year. Currently schools are expected to use a percentage of the LTSM budget for library resources. A better way would be for the DBE to give schools a separate budget for library resources.

LTSM only includes textbooks, teachers' and learners' guides, teachers' copies, learners' workbooks.

6.3.3.2 Integration of library resources into the curriculum

According to my observation, some visited primary schools had potential library spaces that were used to store LTSM (see figure 6, cf. 5.2.1.1). In addition, some primary schools had for example more than 20 copies per title and that makes a library to look full but in effect, it has fewer titles. Non-fiction books are lacking/not enough for learners enrolled in the school (cf. 5.2.2.1). This might be the result of a previous policy, the *FSDoE ELITS policy*, which I recommend should be reviewed. According to Section 7.9 of the *FSDoE ELITS policy* (FSDoE, 2002a), the norms for resourcing schools states that the fiction collection should be equal to the number of learners. This implies that 50 learners: 50 copies of each title. However, I do not agree with these norms, and I think that this is the reason why school libraries are full of, for example, only 10 titles. For this reason, I recommend that no more than three copies of a title are acquired, to provide a space for other titles. I advise the schools to donate extra books to needy schools.

6.4. Suggestions for further studies

As discussed in Chapter 3 (cf. 3.3.3.1), the *National Guidelines* (DBE, 2012) highlights that,

“The vision of the Department of Basic Education (DBE) is that schools will have well-resourced and functioning school library and information services, which will contribute towards ensuring that all learners and teachers are information literate and independent lifelong learners and readers...”

Given the status of and challenges facing the establishment of functional sustainable primary school libraries as explored in this study, I am interested to further investigate the status of school libraries at secondary school level (FET), knowing that they have to prepare their learners for independent learning and to be ready for tertiary education. In addition, I would be interested to explore whether secondary schools are facing the same challenges that primary schools are facing in establishing functional school libraries.

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APPENDIX A – Ethics approval letter



Faculty of Education

21-Aug-2017

Dear **Miss Bomkazi Nuku**

Ethics Clearance: **Investigating the establishment, functionality and sustainability of primary school libraries**

Principal Investigator: **Miss Bomkazi Nuku**

Department: **School of Education Studies (Bloemfontein Campus)**

APPLICATION APPROVED

With reference to your application for ethical clearance with the Faculty of Education, I am pleased to inform you on behalf of the Ethics Board of the faculty that you have been granted ethical clearance for your research.

Your ethical clearance number, to be used in all correspondence is: **UFS-HSD2017/0511**

This ethical clearance number is valid for research conducted for one year from issuance. Should you require more time to complete this research, please apply for an extension.

We request that any changes that may take place during the course of your research project be submitted to the ethics office to ensure we are kept up to date with your progress and any ethical implications that may arise.

Thank you for submitting this proposal for ethical clearance and we wish you every success with your research. Yours faithfully

Prof. MM Mokhele
Chairperson: Ethics Committee

Education Ethics Committee
Office of the Dean: Education

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APPENDIX B – Approval to conduct research

Enquiries: KK Motshumi
Ref: Research Permission: B.Nuku
Tel. 051 404 9283 / 9221 / 079 503 4943
Email: K.Motshumi@fseducation.gov.za

B Nuku
Erf 27036
Vista Park
BLOEMFONTEIN, 9301



education
Department of
Education
FREE STATE PROVINCE

078 453 0194

Dear Ms Nuku

APPROVAL TO CONDUCT RESEARCH IN THE FREE STATE DEPARTMENT OF EDUCATION

1. This letter serves as an acknowledgement of receipt of your request to conduct research in the Free State Department of Education.
2. **Topic:** Investigating the establishment, functionality and sustainability of primary school libraries.

Schools involved: Beiseng, Katiso, Ladybrand, Mabewana, Mahlatswetsa, Makgulo, Motsekuwa, Moutloatsi, Nzame, Semomotela, Tebelelo, Tweespuit and Wepener Primary Schools, Motheo District.

Target population: Site visits at schools and interviews with the Principal or the Head of Department or the Librarian.

Period of research: From the date of signature of this letter until 30 September 2018. **Please note the department does not allow any research to be conducted during the fourth term (quarter) of the academic year.**

3. Should you fall behind your schedule by three months to complete your research project in the approved period, you will need to apply for an extension.
4. The approval is subject to the following conditions:
 - 4.1 The collection of data should not interfere with the normal tuition time or teaching process.
 - 4.2 A bound copy of the research document or a CD, should be submitted to the Free State Department of Education, Room 319, 3rd Floor, Old CNA Building, Charlotte Maxeke Street, Bloemfontein.
 - 4.3 You will be expected, on completion of your research study to make a presentation to the relevant stakeholders in the Department.
 - 4.4 The attached ethics documents must be adhered to in the discourse of your study in our department.
5. Please note that costs relating to all the conditions mentioned above are your own responsibility.

Yours sincerely


DR JEM SEKOLANYANE
CHIEF FINANCIAL OFFICER

DATE: 7/2/2018

RESEARCH APPLICATION B NUKU PERMISSION EDITED JAN 2018, MOTHEO DISTRICT

STRATEGIC PLANNING, POLICY & RESEARCH DIRECTORATE PRIVATE BAG X20565, BLOEMFONTEIN, 9300
ROOM 318, OLD CNA BUILDING, 3RD FLOOR, CHARLOTTE MAXEKE STREET, BLOEMFONTEIN
TEL: (051) 404 9283 / 9221 **FAX:** (086) 6678 678

Appendix C – Information letter and letter of informed written consent

ERF 27036
Vista Park
Bloemfontein
9301
12 April 2017

REQUEST FOR PERMISSION TO CONDUCT RESEARCH IN YOUR SCHOOL

Dear Sir/Madam

My name is Bomkazi Nuku, and I am an MEd student at the University of the Free State. You, the HOD or librarian are invited to participate in a research study. The purpose of the study is to investigate the establishment, functionality and sustainability primary school libraries. The information found by this investigation from principal/HOD/librarian may:

- provide us with a general description of the status regarding the establishment of functional and sustainable libraries in primary schools in the Motheo District;
- bring awareness to schools of the importance and practice of the establishment of functional and sustainable libraries in primary schools.
- provide information to the Free State Department of Basic Education on what the South African policy framework say about the establishment of functional and sustainable libraries in primary schools.
- give updates to the officials of Motheo District on the implementation of the library policies in the Motheo District.
- help to understand the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo District.
- give clear updates on the implementation of the Regulations relating to minimum uniform Norms and Standards for public school infrastructure as far as school libraries are concerned in primary schools in the Motheo District.
- provide reasons that hamper or promote the implementation of the policy directives, experiences of relevant parties that can contribute to addressing issues that might be stopping the establishment of libraries in primary schools.

We will keep the information you provide confidential. There are no known risks from being in this study, and we hope that you may benefit in the future from what we learn as a result of this study.

Yours faithfully.....

Bomkazi Nuku

Signature:

A handwritten signature in black ink, appearing to be the initials 'BN' or 'BNK', written over a horizontal dashed line.

transcribed at a later stage. Your identity will remain confidential and no reference to you as person will be made during the analysis and reporting of the data.

CAN THE PARTICIPANT WITHDRAW FROM THE STUDY?

As participant, you will be provided with a consent letter to sign if you wish to participate in the research. If at any time during the research you wish to withdraw for any reason, you are free to without any adverse effects. If you choose to withdraw from the study you may request, if you so wish, that the information you shared not be included in the research and be destroyed.

WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?

As the participants are responsible and accountable for their school libraries, their relationship and communication with other stakeholders may be improved since the study will bring awareness to schools of the importance and practice of the establishment of functional and sustainable libraries in primary schools. The participants will helped to understand the realities of establishing and maintaining functional and sustainable libraries in primary schools in the Motheo. It will also provide participants with reasons that hamper or promote the implementation of the policy directives so that they are able to come up with interventions in future.

WHAT IS THE ANTICIPATED INCONVENIENCE OF TAKING PART IN THIS STUDY?

The participants may feel I am using time out of their schedule. In this regard, I will ensure them that the interview will not take more than 30 minutes and I will explain the purpose of the study and how they will benefit from the study. They may also feel insecure and interrogated. In this case I will organise a time and place convenient for the participant.

WILL WHAT I SAY BE KEPT CONFIDENTIAL?

When a participant is interviewed, the personal details will be kept confidential. Participant identity will also be confidential in any publications that may arise from the research. To ensure confidentiality the participants' real names will not be used, rather each participant will choose a pseudonym to be used in the recording and analysing of the interviews. I will make every effort to ensure that participants will not be connected to the information they provide during the interview.

HOW WILL THE INFORMATION BE STORED AND ULTIMATELY DESTROYED?

All electronic copies of the data will be stored on a password protected computer to which only I have access. Furthermore, any hard copies of the data will be stored in a locked drawer. Only myself and my supervisor will have access to the data.

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

No payment or incentives will be offered if you participate in the study.

HOW WILL THE PARTICIPANT BE INFORMED OF THE FINDINGS / RESULTS OF THE STUDY?

Soft copies of the dissertation will be made available to all the research participants. Furthermore, the researcher's contact details, email, contact numbers and fax numbers will be provided to the research participants if they wish to discuss any aspect of the research findings.

Thank you for taking time to read this information sheet and for participating in this study.

CONSENT TO PARTICIPATE IN THIS STUDY

I, _____ (participant name), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

I have read (or had explained to me) and understood the study as explained in the information sheet. I have had sufficient opportunity to ask questions and am prepared to participate in the study. I understand that my participation is voluntary and that I am free to withdraw at any time without penalty (if applicable). I am aware that the findings of this study will be anonymously processed into a research report, journal publications and/or conference proceedings.

I agree to the recording of the semi-structured interview.

I have received a signed copy of the informed consent agreement.

Full Name of Participant: _____

Signature of Participant: _____

Date: _____

Full Name(s) of Researcher(s): _____

Signature of Researcher: _____

Date: _____

Appendix D – Structured observations sheet

RESEARCHER'S OBSERVATION SHEET		
ITEMS/QUALITIES TO BE OBSERVED	In place or not	Content
1. School's library structure		1. Cleanliness: 2. Shelves available: 3. Resources availability and relevance: 4. Person responsible/library committee establishment: 5. Library opening hours:
2. Books		1. Processed according to DDC. : 2. Arranged accordingly on the shelves for easy access by learners:
<u>TRAINING MANUAL:</u> 3. Accession register		1. Quantity of books in the library:
4. Circulation register		1. Number of teachers/learners that have loaned books from the library: 2. Type of books borrowed most: 3. Loaning period:
5. School's library policy		1. How much budget allocated for the library and utilization: 2. Marketing strategy of the library to learners/ teachers 3. Have library duties allocated to each member 4. Minutes of the Minutes of the library committee's meetings available with agenda 5. People attended library meetings
6. School's time-table		1. Reading/Library period appear? Y or N 2. How long:

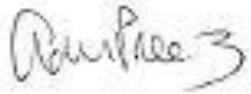
APPENDIX E – Semi-structured interview schedule

INTERVIEW SCHEDULE - PRINCIPAL/HOD/LIBRARIAN/TEACHER
<p>QUESTIONS ARE DIVIDED INTO 3 SECTIONS: Section A is compulsory. Section B is for <u>schools with libraries</u> and Section C is for schools <u>without libraries</u>.</p>
<u>Section A: General Information</u>
1. What is your designation?
2. In which area is your school located?
3. Does your school have a library?
4. What level of Library qualification do you have?
<u>Section B: Functionality of the library</u>
5. Does your school have a policy in place to run the library? Why?
6. How is the attitude/working relationship between schools stakeholders and library Committee?
7. Are you clear about your duties in the library? Explain.
8. Do you think your library resources support curriculum? OR are your library resources suitable for learners, in terms of age, grade, learning areas and languages taught at school?
9. Are library resources processed according to Dewey Decimal Classification (DDC)? Why or why not?
10. Do you have enough library resources? Explain
11. When and How do learners and teachers use the library?
12. Does the school engage learners in reading activities? How often? Please show me examples.
13. Does circulation happen in your library? Please show me examples.
14. Do you think your library has an impact in learner’s academic achievement? Explain.
15. Does the school have a budget to equip the library with new resources? If yes, how do you utilize it? If no, why?
16. What challenges are you facing in utilization of your library budget? Can you suggest possible solution to the challenge?
<u>Section C: Neither established nor functional school libraries</u>
17. Does a school have intensions of establishing a library? If no, why? If yes, what strategic plan does the school has in place of establishing a functional library?
18. What has the school done so far to ensure functionality of the school library? What challenges have the school faced in establishing a functional school library?
19. What do you think could be the possible solution to the challenges mentioned?

20. What is the attitude of stakeholders (the School Management Team and the School Governing Body) towards a school library?
21. Do you think school libraries make a difference in learners' academic performance? If they do, how do you think they do it?
22. What are the factors that inhibit Motheo schools to establish libraries?

To whom it may concern

This is to state that the dissertation titled **Investigating the establishment, functionality and sustainability of primary school libraries** submitted in fulfilment of the requirements for the Masters in Education by Bomkazi Nuku has been language edited by me, according to the tenets of academic discourse.

A handwritten signature in cursive script, appearing to read 'Annamarie du Preez'.

Annamarie du Preez

B.Bibl.; B.A. Hons. (English)

14-06-2019