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CHAPTER EIGHT"SERVING THE WHOLE COMMUNITY":SCHOOL/COMMUNITY LIBRARIES AND LIBRARY SERVICES

The school library as a library designed to serve the wider community, or as a jointly-controlled school/community library, is an older concept of school library service than has been recognised in recent literature. The belief that this concept of a school library is recent, however, is shared by the majority of twentieth century writers on the subject. In fact this belief had already acquired a respectable age very early in this century: in 1904, in a survey of 218 "representative libraries" in the United States, which showed that most were "prosecuting some kind of work with schools",¹ the author made no reference to earlier work of the same type, since she believed that such programmes were "new".² Even those who recognised that the concept was not new greatly underestimated its real age and its geographical distribution. Henry D. Roberts pointed out to the Twenty-sixth Annual Meeting of the Library Association in 1903 that the "connection of libraries with schools" was even then "not a new one". He drew to the attention of the members the fact that in Sweden during most of the nineteenth century a close relationship had existed between schools and public libraries: in 1814 "Parish Libraries were by law established in the public schools of Sweden,

1. Electra Collins Doren, "The Library and the School: Work Now Done", Library Journal, 24(1904), p.153.

2. Ibid., p.155.

and the schoolmaster was the librarian".¹ But he nevertheless only recognised one hundred years' experience in school/community library development, and that limited to Scandinavia. Similarly Patricia M. Stephens, writing in 1976, was aware of less than fifty years' experience, and that apparently confined to theorising, not to practice:

The idea of library cooperation is an old one. In the U.S.A. a joint committee of the American Library Association and the National Education Association has been exploring problems of mutual interest since 1931, and in 1968, a conference on school/public library relations in New York City assembled valuable opinions from many experts.²

This neglect of historical precedents, so characteristic of most writing on school libraries, is regrettable, since it denies to planners and policy makers the benefit of past experience.

The earliest school/community library service for which clear evidence is available is that provided by the libraries of the English and Scottish grammar schools in the sixteenth centuries, when schools like Shrewsbury and Guildford Grammar School admitted users from the town to their collections.³ Once collections in these school libraries were dechained, borrowing registers, like those at Shrewsbury⁴ from 1736, and at the Grammar School of Montrose,⁵ also from the eighteenth century, show that local residents and visitors

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1. Henry D. Roberts, "Children's Reading Halls", in Library Association, Proceedings of the Twenty-sixth Annual Meeting, Library Association Record, 5(1903), p.488.
 2. Patricia M. Stephens, "School/Communities Libraries: New Forms of Co-operation", Journal of the School Library Association of Queensland, 9(1976), p.8.
 3. See Chapter Two, pp.88-93.
 4. Shrewsbury School, Shrewsbury School Library Borrowers' Book, MS, begun January 1736.
 5. Montrose Academy, Montrose, Scotland, Montrose Grammar School Library Borrowers' Book, MS. See Chapter Two, p.115.

made use of the libraries. Since school libraries long antedate public libraries, it is natural that the oldest joint-use libraries should be found in schools; with the rapid growth of public libraries in Britain and the United States of America in the nineteenth century, however, it is equally natural that the initiative should have shifted to them.

The Public Libraries Acts of 1850 and 1855 in Britain allowed the development of rate-supported public libraries, which replaced earlier libraries dependent on subscriptions or established by philanthropic individuals or societies. The real impetus towards the growth of public libraries, however, came with the passing of the Elementary Education Act of 1870: by 1870 only fifty local authorities in the United Kingdom had adopted the Public Libraries Act, but by 1898, 340 had done so, with the number increasing to 401 by July 1900.¹ By 1891 there were approximately forty libraries which possessed special collections of books for children, and many of these extended special services to schools; by 1898, 108 public libraries in England and Wales made special provision for young people, and of these, thirty-six made attempts to involve local schoolteachers, and through them the children, in library activities. Edward Edwards² and William H.K. Wright, the librarian of Plymouth,³ were early advocates of co-operation between the public libraries and the schools. The latter, particularly, supported the establishment of

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1. Alec Ellis, "Public Libraries for Children During the Nineteenth Century", Library Association Record, 69(1967), p.230.
 2. Great Britain. Select Committee on Public Libraries, Report, (London, 1849), p.25.
 3. William Henry Kearley Wright, "The Public Free Library and the Board School", in Library Association, Transactions and Proceedings of the Annual Meeting, 1879, (London, 1879), pp.38-41, p.96.

branches of the public library, rather than school-controlled libraries, in the public elementary schools. The first known instance of such co-operation was at Leeds in 1884,¹ and Wright introduced his plan at Plymouth in 1888.² While the school libraries he established were regarded as branches of the public library, they were, in fact, intended for the use of teachers and pupils in the school where they were situated.³ From this time onwards further schemes of co-operation were begun in various parts of Great Britain, including Norwich, where libraries were provided in elementary schools by the public library in 1889, Birmingham, and Leicester.⁴ Some of these new services, however, replaced or augmented an existing school library service, as at Leeds, Plymouth, and Bootle.⁵ The jointly-provided, joint-use school/community library, based in a school or in a community centre, and serving one or more schools as a school library, as well as providing for the library needs of all groups in the community as a public library, is a further, largely twentieth-century, development.

Various systems for categorising school/community library services have been developed by writers attempting to describe

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1. Special Reports on Educational Subjects, (Vol.2, 1898), quoted by Ellis, "Public Libraries for Children During the Nineteenth Century", p.233.
 2. William Henry Kearley Wright, "Lending Libraries and Board Schools", Library, 1(1889), pp.166-170.
 3. Ellis, "Public Libraries for Children During the Nineteenth Century", p.234.
 4. Thomas Greenwood, Public Libraries, (4th edn, London, 1894).
 5. Ellis, "Public Libraries for Children During the Nineteenth Century", p.234. At Bootle, where J.J. Ogle established a loan service for schools from the public library in 1894, the School Board had established small lending libraries in each of its elementary schools three years previously. However cost of maintenance had become a problem for the education authority, and the library service to schools could only be continued, in a changed form, with the support of the public library.

projects of this kind. In 1977 at a seminar in Townsville, Jim Dwyer, Supervisor of School Libraries in the South Australian Department of Education, listed six types of schemes for sharing of facilities and services, though he admitted that within some of his "type groups" there were "varieties of provision which really amount to additional types".¹ His main categories were related to the provision of access to the library facilities of a school for some members of the local community; various forms of school-based library service to the school and to the community; the provision of school library services by public libraries; and the community centre library as a library service facility for the whole community. In 1977, in the report of a study which he conducted for the Australian Schools Commission of the joint use in Australia "of library facilities for educational and community purposes",² Jim Dwyer divided the library projects which he described into six groups or categories different to those which he used in his Townsville address, this time basing them on the type of institution in which the joint service was located. The implication of such a classification is that the institution in which the school/community library service is based has a great effect on the services offered; in actual fact, however, a joint service offered to the school population and to the public from a primary school and from a secondary school may be very similar in practice, though that part of the collection related to the curriculum needs of the school would

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1. James G. Dwyer, "Community-School Libraries: Implications of Shared Use", in School Library Association of Queensland. Townsville Branch, and Townsville and District Education Centre, Community Involvement in School Libraries, Proceedings of a Seminar..., (Townsville, 1977), unpagged.
 2. James G. Dwyer, Co-operation or Comprise: School/Community Libraries in Australia, (Adelaide, 1978), p.iv.

reflect the different grade levels of the respective pupils. Other factors, such as the degree of control exercised by the various authorities involved, the size of the collection and of the facility, the hours of access to the library, could have as great an influence on the service as the institution in which the facility is located.

While Dwyer in both his 1977 Townsville address and his 1978 report has isolated many categories, and sub-types within those categories, of joint or co-operative school and public library services, other writers have added still further subdivisions. For instance, in an article written as early as 1906, George T. Clark, of the San Francisco Public Library, California, broke down the general category of library services to schools provided by public libraries, into the following three sub-types:¹ firstly, organised pupil visits to the public library for borrowing and for reference work, and perhaps also for library lessons and lectures; secondly, the provision of teachers' cards so that teachers could borrow, for an extended period, sufficient books for their class, which could then be lent to pupils in whatever way the teacher thought best; thirdly, the provision by the public library of classroom libraries within the school, either as permanent libraries, or as smaller collections which could be exchanged after a set period. Still further sub-types could be added to this category, including the provision of bookmobile services to schools by the public library,² and the school library both provided and administered in the school

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1. George T. Clark, "Methods of School Circulation of Library Books", Library Journal, 31(1906), pp.155-157.
 2. Dwyer, "Community School Libraries: Implications of Shared Use", n.p.

by the public library rather than, as was more usual, administered by the teachers once the collection had been placed in the school by the public library.

Many variations on these categories, and on the sub-types within them, are obviously possible, and some systems of categorising school/community libraries and library services would be more applicable than others in describing libraries at particular times and in particular places. In order to provide a framework for an historical discussion of school libraries and their relationship to public libraries and the wider community, I intended to use three basic categories: school libraries which provide services to the public; public library services to schools; and joint school/community library facilities. Within these general categories, sub-groups, partly based on sub-groups listed by Dwyer, Clark, and others, will be used as follows:

1. School libraries which provide services to the public.
2. Public library services to schools.
 - a) The school uses the facilities of the public library, but is treated as a special group: special visiting times may be arranged for classes; special borrowing facilities may be provided; library lessons may be given for school pupils; some book stock may be purchased specifically for school users.
 - b) School libraries provided by the public library, which purchases and processes books, but with the libraries organised and administered within the school by the teaching staff. This library service could take the form of a central school library within the school, classroom

- libraries, a bookmobile or other travelling service, or the provision of supplementary collections to augment the school or classroom libraries already in the school.
- c) School libraries provided and organised by the public library, though managed, as above, by the teachers within the school, with the books purchased and processed by the public library, but paid for by the school or the education authority, rather than by the public library.
 - d) School libraries provided and administered by the public library or library authority, which buys and processes the materials and also staffs the library.
3. Joint library facilities, provided by both the education authorities and the library authorities acting together (perhaps with other interested groups participating), and serving the school and the community.
- a) A joint library service based in a school and serving both the school and the public.
 - b) A joint library service based in a community centre (including an educational facility) and serving the whole community, including those institutions, such as the school, which make up the centre.

1. SCHOOL LIBRARIES WHICH PROVIDE SERVICES TO THE PUBLIC

A library based in and owned by a school or education authority, and making all or part of its collections and services available, usually under specified conditions, to members of the public, is the oldest form of school/community library service. Early examples of such co-operation are to be found in the libraries of the public and grammar schools of Great Britain. One such was at Bury, Lancashire,

where in about 1625 Henry Bury, of a local Lancashire family, founded Bury Grammar School. By his Will, proved in 1636, he gave a collection of books to form a library in this school, to be available both to members of the school and to others:

Whearas I have already geven to certain ffeffoes in trust for the use of Bury Parish and the cuntrie therabouts of ministers also at ther meting, and of schole maisters and others that seek for learninge and knowledge above six hundreth bookes and some other such things as I thought might helpe for ther delight and refresh students as globes mappes, pictures and some other things not evy wheare to bee seene. Now my will is that be so manie songe books added to them as may make the wholl number sixe hundreth sixty and six.¹

Bury's instructions, however, were never carried out to the full, partly because the Trustees, in consequence of personal losses they sustained in the Civil War, were unable to give his estate their full attention, and partly because many of the books intended by Bury for the library were lost in the same wars.² Nevertheless the intention of the founder was clearly that this was to be a school-based library serving both the school and the educated members of the local population.

In 1691 a library was built at Leeds Grammar School, with a

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1. Richard Copley Christie, Old Church and School Libraries of Lancashire, (Manchester, 1885), p.139. This Will is also quoted, but with modern spelling, by Alan Hitch, Books in Bury: A History of Libraries in Bury, Lancashire, to 1900, (F.L.A. thesis, 1972), p.9.
 2. Hitch, Books in Bury, pp.15-17. Most of Bury's executors seem to have suffered property losses in the Civil War, and, occupied as they were with their own concerns, it appears to have been difficult for them to see that the terms of Bury's Will were carried out correctly. An inquisition undertaken by the Commissioners for Charitable Usages, held in Manchester in 1653, found that the affairs of the school, including the library, were not in order. There was a further County Court case regarding the Will in 1683, when those trustees who were still alive lost both their case and the rents from Bury's foundation, which meant that no further money would have been available for the maintenance of the library.

small room where there was "a convenience for a fire" in winter, where masters, school committee members, and adults "to whom leave might be given" were able to use the largely donated collection of books which comprised the library collection. This library was established mainly through the efforts of a Mr. Lawson, a former Mayor of the City.¹ In or around 1670 Thomas Tenison, later Archbishop of Canterbury, founded a school in London's Leicester Square, giving to it a library for the use not only of masters and pupils but also of clergymen and other likely readers.² In the mid-seventeenth century Colfe's School, Lewisham, also had a library open to citizens of the area as well as to members of the school,³ the Usher being paid five shillings for his services as librarian.⁴ The Grammar School Library at Montrose in Scotland, built up by the Town Council, also served members of the public⁵ in the seventeenth century, with the Town Provost as Chief Librarian, though the books were actually issued by the schoolmaster to those townspeople who wanted to borrow from the collection.⁶ Other schools which had libraries serving the public in the seventeenth century included Maldon Grammar School in Essex, where a librarian was to be paid

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1. D.K. Shearing, "Aspects of Seventeenth-Century Grammar School Librarianship", The School Librarian, 23(1975), p.307.
 2. Ibid., p.307.
 3. Ibid., p.308.
 4. Nicholas Carlisle, A Concise History of the Endowed Grammar Schools of England and Wales, (2 volumes, London, 1818), Vol.1, p.584.
 5. Duncan Fraser, Montrose (before 1700), (Montrose, 1967), p.163.
 6. A borrowing register which survives for the years 1841 to 1890 shows that some members of the public did in fact make use of the library, at least in the nineteenth century, though most of the loans recorded are from the 1840s. Montrose Academy, "Montrose Grammar School Library Receipt Book", MS, at the school.

from an endowment to open the library each day for "gentlemen and scholars",¹ and Tamworth Free Grammar School in Staffordshire, where in 1686 the Rev. John Rowlett gave a collection of books "that there might be a Public Library".² At around the same time the Shrewsbury School Library was open to citizens of the town,³ though the earliest borrowing registers are those for 1736,⁴ the year the library was unchained. Between 1736 and 1826, the dates covered by the surviving registers,⁵ there were 137 recorded borrowers, of whom seventeen were masters at the school and 120 were citizens of the town and visitors of various stations; ten borrowers were women.⁶

During the eighteenth century, as in the previous century, public libraries were established in grammar schools in various parts of the country. At Preston Grammar School in Lancashire the public had access to a library founded in 1750 by a Mr. Shepherd, who gave books and made provision for "a small salary to a Librarian".⁷ At Bampton, near Orton in Westmorland, a public library in the Grammar School was supported from the "interest of £100", given in 1798 by William Noble

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1. Carlisle, A Concise History of the Endowed Grammar Schools, Vol. 1, p.435.
 2. Ibid., Vol.2, p.496.
 3. See Chapter Two, pp.92-93.
 4. Shrewsbury School Library, Borrowers' Book, begun January 1736, MS, at the school library.
 5. Paul Kaufman, "The Loan Records of Shrewsbury School Library", The Library, fifth series, 22(1967), p.352.
 6. Sidney L. Jackson, Libraries and Librarianship in the West: A Brief History, (New York, 1974), p.210; Shrewsbury School Library Borrowers' Book, begun 1736, MS, at the school library; Paul Kaufman, "Community Readers at the Shrewsbury School Library", in Paul Kaufman, Libraries and their Users, Collected Papers in Library History, (London, 1969), pp.128-133.
 7. Carlisle, A Concise History of the Endowed Grammar Schools, Vol. 1, p.713.

(of London, and formerly of the parish), "for the benefit of the School, and the parishioners of Bampton".¹ In the early nineteenth century the library at Dollar Academy in Scotland, which in 1845 had over 3000 volumes, was open to all parishioners on payment of a subscription of two shillings a quarter, though it appears that only a small number of people made use of the collection.² Libraries in other types of schools in Great Britain were also often open to people other than their teachers and pupils from the late eighteenth century onwards; in particular, Sunday school libraries, until the end of the nineteenth century, sometimes made a provision for adult borrowers as well as for those being instructed in the school.³

In other countries, too, in the nineteenth century, some secondary, elementary, or even Sunday, schools offered some library services, including a lending service, to members of the public. These included Sweden,⁴ where elementary school libraries served the public; the United States of America, where many common schools, and Sunday schools, had libraries which served adults as well as children;⁵

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1. Ibid., Vol.2, p.703. This school also had a parochial library open to the public, given by the Associates of Dr. Bray around the middle of the eighteenth century.
 2. James Scotland, The History of Scottish Education, (2 Vols, London, 1970), p.293; and Dorothy H. White, The Development of School Libraries in Scotland 1658-1970, (M.A. thesis, University of Strathclyde, 1973), p.4.
 3. See Chapter Three, p.160, p.192.
 4. Henry D. Roberts, "Children's Reading Halls", Library Association, Proceedings of the Twenty-sixth Annual Meeting, in Library Association Record, 5(1903), p.488.
 5. See Chapter Three, p.176. See also S.R. Warren and S.W. Clark, "Common School Libraries", in S.R. Warren and S.W. Clark, Public Libraries in the United States, Their History, Condition and Management, (Washington, 1876), pp.38-58; Henry L. Cecil and Willard A. Heaps, "The Rise and Development of School Library Service in its Relation to Significant Movements in Education", in Michael H. Harris (ed.), Reader in American Library History, (Washington, 1971), pp.86-88.

and Australia.

Some primary school libraries of eastern Australia in the 1890s and the early decades of the twentieth century made their collections of a few hundred volumes available to parents and other members of the community on an informal basis, particularly in small bush towns where there were few resources for adult recreation. Since no extra books were bought for adult reading, these primary school libraries, comprising fiction almost exclusively,¹ were usually used by adults only where no other collection was available. No attempt was made to attract adult users in the larger towns, or to compete with other libraries in the provision of reading materials for adults. Mr. Inspector Grieve, of the Northern Newcastle District of New South Wales, suggested in 1909 that there was "no reason why the school library of the country school should not be the nucleus of a general library for the rural community",² but the idea was never considered seriously by the New South Wales Department of Education, who saw this as a function of the public library. However another Inspector indicated that, where no other library service was available, the school libraries did go some way towards serving a community need: "In outlying localities these libraries are a boon to many of the parents, and, to a limited extent, serve the purpose of a small circulating library".³ From the Southern Newcastle District Mr. Senior-Inspector Beavis wrote in 1909 that "almost every school now has its library, which very frequently is used by parents as

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1. These libraries are discussed more fully in Chapters Three and Five.
 2. New South Wales, Public Instruction Gazette, 31 May 1909, p.124.
 3. Ibid., 31 May 1910, p.159.

freely as by pupils...";¹ in the Quirindi District "in several places the library [was] a community interest, and the more advanced books [were] circulated in the townships";² and in the Yass District "many bush school libraries" were "freely used by the parents".³ Other districts in which adult members of the "lonely little bush communities"⁴ made use for the school libraries included Bathurst,⁵ Dubbo,⁶ Braidwood,⁷ and Bega.⁸

In Queensland, too, some parents in isolated bush regions made use of primary school library collections, though receiving little official encouragement; whereas New South Wales Inspectors felt that parents and children using the same library, even if this could only be the local school library, would be drawn closer together, the Queensland Department of Public Instruction gave very grudging approval to parent borrowers.⁹

There are still many instances today of school libraries providing services to all or some members of local communities. In an address to the Library Association of Australia conference in Melbourne in 1975 Jim Dwyer described co-operative ventures of this type in South Australia at Oodnadatta, Maree, and Ernabella, all

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1. Ibid., 31 May 1909, p.119.
 2. Mr. Inspector Finney, ibid., 31 May 1909, p.127.
 3. Mr. Inspector Fraser, ibid., 31 May 1911, p.151.
 4. Mr. Inspector Fraser, Yass District, ibid., 30 May 1908, p.335.
 5. Mr. Senior-Inspector Blumer, ibid., 30 May 1908, p.329.
 6. Mr. Inspector Dennis, ibid., 30 May 1908, p.334.
 7. Ibid., 31 May 1910, p.164.
 8. Ibid., 31 May 1910, p.168.
 9. Queensland State Archives, Department of Public Instruction, "Library Various"

isolated schools where much had been done to draw the Aboriginal residents into closer touch with the schools, partly through making library resources available to local people. In Adelaide the Ferryden Park Primary School was making available to the public its upgraded resource centre, since the public library branch for the area was some distance from the school. Parents were invited to use the library during school hours, and it was also opened, with voluntary staffing, for one hour on Wednesday evenings.¹ At Cleve, a rural town on the Eyre Peninsula in South Australia, a Schools Commission Innovations Grant was used to make the facilities of the school library available to the community through the operation of a loans scheme for both books and cassettes. The ten school buses which covered an area of 4000 square miles were used to make the materials available to the two thousand people of the town and surrounding districts.² In recent years, this type of service has usually been provided, not simply as a substitute for a public library service, but in order to bring the school and the local community closer together. As the Australian Schools Commission sees it, "there are many ways in which the school library can extend its services into the community. A school library may respond to the particular needs of the community of which it is a part. The school in turn will benefit from community input and interaction".³

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1. James G. Dwyer, "School-Community Libraries - South Australia", unpublished speech at a session of the 18th Biennial Conference of the Library Association of Australia, Melbourne, 1975.
 2. Ibid., and Patricia M. Stephens, "School/Community Libraries: New Forms of Co-operation", Journal of the School Library Association of Queensland, 9(1976), pp.5-11.
 3. Australian Schools Commission, Books and Beyond: Guidelines for Library Resource Facilities and Services, (Canberra, 1977), p.4.

The Commission noted already occurring instances of such wider use in 1977, including "availability of library services for adult education groups; reading programs for migrant parents; evening showing of films; opening of the school library for informal use by the community beyond school hours".¹ Less high-minded aims have also been expressed: Mr. M. Hooper, Queensland's Minister for Tourism, suggested, when officially opening the new library at Currajong State School in Townsville in 1979, that the "use of school premises outside school hours might result in a decrease in vandalism in some areas",² thus saving money for the State Government. Nevertheless he also acknowledged that a library could become "the nerve centre of inter-involvement between the school and the community".³ This type of involvement, being encouraged to such a great extent now by both educationists and politicians, was the type of community/school involvement which existed at Shrewsbury in the seventeenth century, where the civic leaders were responsible for much of the running of Shrewsbury School, and where the educated members of the community, as well as school personnel, made use of the school library and other school facilities.

2. PUBLIC LIBRARIES SERVICES TO SCHOOLS

Public library services to schools have ranged from the provision of lectures for classes of school pupils visiting the library, to the provision of classroom and school library book collections

1. Ibid., p.4.

2. Anonymous, "Wider Use for School Libraries?", Townsville Daily Bulletin, 26 November 1979.

3. Ibid.

which are organised within the school by the teachers, to the provision of a library building with equipment, books, and other media, and fully staffed by the public library. At all these levels of involvement there is usually an agreement with the education authority as a basis for co-operation; in some instances the education authority may provide some of the finance needed.

At the simplest level the public library makes its facilities, including those of any branches, available to teachers and pupils of the school. This can mean encouraging class visits to enable pupils to use a children's collection or a special children's room, to hear stories, to hear lectures, to have lessons on the library, its catalogues, and the use of books, and to do research projects. It has also meant making available special teachers' cards for bulk loans, allowing teachers extended loan privileges, involving schools in book promotion activities, reading programmes, library clubs and activities, and reserving special collections of books for school project work.

Such work has usually been undertaken, from the 1870s and 1880s onwards, by public libraries in close co-operation with schools, and for their mutual benefit. While some librarians were doubtless completely altruistic in their motives for engaging in such activities, most also saw advantages for the public library: those who used the library as children would be likely to grow up to become adult users;¹ people educated to use the library correctly when young,

1. Clark, "Methods of School Circulation of Library Books", p.155.

would use it effectively as adults.¹ Many saw the encouragement of "the reading habit" in children through libraries as a way of improving the general lot of the population, who would then be equipped with the means of bettering themselves and leading fuller lives. Frank Dallimore, in a thesis for the Professional Diploma of the Library Association (Great Britain) in 1909, said, in relation to this, that librarians must guide children in the choice of books, and so "plant ideals...visions of possibility that exalt men, that exhilarate them, give wings to their ambition and energy to their will; ideals of character, of honourable repute, of happiness, of home, of country, of successful life."² Electra Collins Doren concluded her 1904 survey of American public library work with schools with the note that there was

evident a determination on the part of the library...to use [the schools] as conduits of purely literary writing to the large mass of the people, who are distinctly unliterary even though lettered; and to affirm directly and to all the fact of the book as a transforming power through the exercise of the imaginative faculties.³

She further commented that

to those who are open to the aesthetic appeal of literature either as a presentment of experiences of a high order, or as in itself a regenerating influence, this is the final and greatest justification of such activities of the library in the school....It is not to coax or coddle the child into learning, but so to nurture his fancy and inform his intellect that in manhood he shall know what a book can do for him.⁴

Through books and libraries it was hoped that a child would be "given a source of ideals, a guide through the blind passages of

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1. Ibid., p.155; Charles B. Gilbert, "The Public Library and the Public School", Library Journal, 29(1904), p.170; Frank Dallimore, "Object Lessons to School Children in the Use of Libraries", Library Association Record, 11(1909), p.53.
 2. Ibid., p.55.
 3. Doren, "The Library and The School: Work Now Done", p.157.
 4. Ibid., p.157.

life",¹ as well as the love of literature and the means of advancing himself.

Librarians, then, came to "take it for granted that the library and school must work together",² and it was usually the public librarian who approached the schools with plans for co-operation, rather than the other way round.³ Schools often had to be persuaded that co-operation was for the good of the child, particularly since it usually involved extra work for teachers,⁴ who complained of being forced to use time in library activities and library work when the curriculum was already overcrowded. Mary E. Hall in her 1909 report on high school libraries in New York noted that "as a rule the public libraries" were "making every effort possible to help the high schools and the schools as a whole have not met them half way". Further, she found in some schools teachers and principals who "frankly confessed that they did not know what the public libraries were doing for their

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1. Gilbert, "The Public Library and the Public School", p.169.
 2. Ibid., p.169.
 3. Mary E. Hall, "High School Libraries in New York State: Report ...", New York Libraries, 2(1909), pp.59-60; Salome Cutler Fairchild, "What American Libraries are doing for Children and Young People", Library Association Record, 5(1903), p.542.
 4. Archibald Sparke, "Bury Juvenile Library", Library World, 5(1903), p.231.

students".¹ Nevertheless the enthusiasm of the librarians has generally prevailed over the objections of the teachers in the long run, and from the 1870s in Great Britain and the United States of America,² more and more public libraries have assumed responsibility for some work with schools in providing library service to pupils and

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1. Hall, "High School Libraries in New York State: Report...", p.60. There were others, however, who did appreciate the work being done by the public library. Mr. Thurber, principal of the high school in Worcester, Massachusetts, wrote on 5 April 1880:

As an ally of the high school, the Public Library is not merely useful; it is absolutely indispensable. By this I mean that without the library our work would have to be radically changed for the worse, and would become little better than mere memorizing of textbooks. Our teachers and pupils through the library, and there acquire the habit of investigation and of independent, well-grounded opinion on a multitude of subjects of the utmost importance to citizens in a republican State.

Quoted by Samuel S. Green, "The Relation of the Public Library to the Public Schools", in Arthur E. Bostwick, The Relationship Between the Public Library and the Public Schools: Reprints of Papers and Addresses, (New York, 1914), pp.50-51.

2. Josephine Adams Rathbone, in an historical survey written in 1901, "Co-operation Between Libraries and Schools: An Historical Sketch", in Bostwick, The Relationship Between the Public Library and the Public Schools, pp.11-22, said that the possibility of co-operation between libraries and schools was first suggested, in America, by Charles Francis Adams, Jnr, in an address printed in the first volume of the Library Journal, 1(1876), p.437. At the conference of the American Library Association in Boston in 1879, William E. Foster presented the first paper by an American librarian to discuss the problem of co-operation and to indicate ways in which it might be brought about, citing reasons "why co-operation between the school and the library is desirable and necessary", and suggesting that effective co-operation is based on "mutual understanding, mutual acquaintance, and mutual action". William E. Foster, "The School and the Library: Their Mutual Relation", in Bostwick, The Relationship Between the Public Library and the Public Schools, pp.33-43.

teachers.¹

In America, individual public librarians commonly took the initiative in providing library service to schools, but with the American Library Association being active in publicising such activities, at least from the early twentieth century. In 1882 and 1883 the public libraries in Indianapolis, Middletown, Conn., Chicago, Buffalo, Cincinnati, Milwaukee, and Gloversville, N.Y., reported in the Library Journal on their work with schools. Activities described included the preparation of catalogues of children's books, visits of teachers and classes to the library for talks about books, and use of teachers' cards to issue books for classroom work.² In Worcester, Massachusetts, groups of boys and girls were sent to the public library during school hours to look at books and pictures on particular topics, the librarian meeting the children personally and making sure that "they were using the books properly, showing them the uses of indexes, tables of contents, page headings, etc."³ This library

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1. Even by 1904 the 218 American public libraries surveyed by Electra Collins Doren were all involved in some way in work with schools. Doren, "The Library and the School: Work Now Done", p. 153. In England the 1919 Public Libraries Act encouraged even closer co-operation between education authorities and public libraries in the provision of services to schools; such work had, however, been going on in many forms in cities like Cardiff, Bootle, and Leeds, from the late nineteenth century. Alec Ellis, Library Services for Young People in England and Wales, 1830-1970, (Oxford, 1971), p.57. As late as 1934 in Britain, despite the provisions of this Act, the direction in which library service to schools and children should be developed was still the subject of much argument, with one side supporting the establishment of libraries in all state-aided schools, and the other opposing the whole idea of school libraries and insisting on an extension of the work with schoolchildren within the public library's own premises only. In fact, both types of service were developed, and they came to be seen as complementary to one another. Hannah Smith, "The Elementary School Library", Library Association Record, fourth series, 1(1934), pp.133-139.
 2. Rathbone, "Co-operation Between Schools and Libraries: An Historical Sketch", p.14.
 3. Ibid., p.14.

also sent bulletins of new books to the schools, and a copy of the library catalogue was placed in each schoolroom.¹ Twenty years later, the children's department of the Providence Public Library, as part of a programme of co-operation with schools, provided for a visit to the library by the ninth grade classes of all the grammar schools in succession. The children heard a talk by the children's librarian in the library's lecture room, then spent an hour in the children's library putting into practice what they had learned - the use of works of reference like encyclopaedias, atlases, biographical dictionaries, the use of the card catalogue, the important or significant features of a book.² In the afternoons there were meetings of teachers in the library, as well as visits from teachers who could note the materials to be found in the library which they could "turn to advantage in connection with their classes".³

The service provided to schools in 1905 from the various branches of the New York Public Library included story hours; loans of materials other than books (pictures and illustrative materials); the preparation of picture bulletins related to the instruction given in various subjects studied in the different grades of the public schools; deposit stations in schools; instruction to classes and groups of pupils in the use of catalogues, indexes, and other topics

1. Ibid., p.14.

2. William E. Foster, "A Week's Work in the Children's Department of the Providence Public Library", Library Journal 27(1902), p.1014.

3. Ibid., p.1014.



Above: A class of school children having an illustrated lesson at the Cathays Branch Library children's hall, Cardiff. Below: The story hour at Brooklyn, New York, Public Library. (From Gwendolen Rees, Libraries for Children, (London, 1924), p.18 and p.89.)



relating to the use of books and libraries;¹ talks to teachers at their meetings; regular monthly visits to schools; distribution in the schools of the List of Additions to the library; preparation of reading lists; and assistance given to individual teachers in their professional studies.² Many American libraries also co-operated with kindergartens in supplying books for teachers and for mothers, and story books, verse, and pictures for use with small children.³

A major part of the work with schools in some public libraries was a system of bulk loans to teachers for classroom or home use by the pupils. At Milwaukee Public Library in the 1890s the teacher in the elementary school made out a library card for each child in his class, then, taking those cards to the public library, he selected sufficient books to go round the class. The library staff gave some guidance in selection, with "lists of good books for young folks", and a catalogue of books for young people prepared by the librarian.

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1. Such lectures were often a part of the public library programme. Reporting in 1905 on a visit to the United States, L. Stanley Jast, Chief Librarian of the Croydon Public Libraries, described the scheme at Newark, where the Lending Librarian gave an hour lecture to high school pupils on the catalogues and the arrangement of books in the library, followed by practical exercises on locating books. L. Stanley Jast, "Library Work With Schools in the United States", Library World, 8(1905), pp.34-36. At Grand Rapids, Michigan, from 1903, classes were brought to the public library "for systematic instruction in its use". They were given a tour of the library, taught how to use the catalogues and some reference books, and had the advantages of the non-fiction collection explained to them. In 1905 a total of 2693 pupils underwent this form of instruction in the library, while a further 4486 pupils were visited in their schools by the public librarians, who gave them a lecture on library books. May G. Quigley, "Systematic Instruction in the Use of the Library at Grand Rapids, Michigan", Library Journal, 31(1906), pp.166-167.
 2. Edwin White Gaillard, "An Experiment in School-Library Work", Library Journal, 30(1905), p.201.
 3. Mary Emogene Hazeltine, "The Co-operation of Librarian and Kindergartner", Library Journal, 29(1904), pp.468-472.

The books selected by the teacher were placed in a specially made box, which was sent on to the teacher at his school. The books remained with the teacher for eight weeks; during this period he could issue them to the pupils in whatever way was most convenient, though a pro-forma record of the issues had to be kept and returned to the public library with the books. This service was apparently well used: between September 1893 and February 1894, eighty-four teachers in thirty different schools drew from the library a total of 7423 volumes which were read by 14,092 children.¹ In 1880 a scheme of teachers' cards and pupil cards was also in operation for class borrowing from the Worcester, Massachusetts, Public Library, the books being made available to the pupils both for class work and for home reading.²

In Great Britain services similar to those offered by these American public libraries were available to schools from many public libraries. During the late 1880s the Manchester Public Libraries began to co-operate with schools in that city, with home reading being encouraged through book lists produced by the library, and with lectures on library use and other subjects being given in the children's departments of the various branches.³ From 1919 library tickets were issued to children through the school teachers, and lantern lectures, story hours, and library visits by classes of

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1. George William Peckham, "The Public Library and the Public Schools", in Bostwick, The Relationship Between the Public Library and the Public Schools, pp.89-94.
 2. Green, "The Relation of the Public Library to the Public Schools", p.56.
 3. Melvyn Barnes, "Children's Libraries in Manchester: A History", Manchester Review, 11(1966/1967), p.82.

schoolchildren, were all offered in co-operation with the schools.¹

Cardiff Public Library also had, in 1897, a system of visits to the public library by all pupils in and above the fourth standard of all the elementary schools of the town. A lesson was given to each group in the children's hall, with the relevant books being shown to the children.² The topic for the lesson during the first year was "The History of the Book"; children were shown a genuine Babylonian clay tablet and a cast of an Assyrian one, reproductions of Egyptian papyrus books, books on vellum, illuminated manuscript books, examples of early printing, a horn book, and books for the blind. The Chief Librarian, John Ballinger, needed to have the two accompanying teachers and at least one library assistant in the room while he gave this talk, so that all these specimens could be passed to every child!³ Between January and July 1897, 1600 children heard this talk,⁴ accompanied by their teachers, and were afterwards able to make use of the library. The following year the subject of the lecture was "Bridges"; in subsequent years lectures for older children were given on, among other topics, birds, animals, flowers, books, astronomy, hygiene, travel, and heroes, while for younger children the subjects were most illustrated stories, such as Alice in Wonderland, The Christmas Carol, Fairy Tales, Peter Pan, and other classic children's stories.⁵ Children were also brought to the

1. Ibid., p.83.

2. Sir John Ballinger, "The Public Libraries and the Schools: An Experiment", The Library, 9(1897), p.245.

3. Ibid., pp.246-247.

4. Ibid., p.249.

5. Harry Farr, Library Work With Children, (Cardiff, 1910), p.10.

library to consult reference books¹ and to be given lessons on the use of the library.²

At Liverpool Public Library in 1906 lantern lectures were given to children by visiting experts; those programmed included "Wonders of the Sea and its Shore" by Henry Crowther, F.R.M.S., and "Monsters of Bygone Ages" by the Professor of Natural History at the University of Liverpool.³ At Croydon in 1905 talks were given to older pupils on the library, the classification of books, and the use of the catalogue, while younger children heard talks, illustrated by lantern slides, on the content of books. Story hours, research periods in the library, and services to teachers, were also part of this programme of co-operation with the schools.⁴

In Australia it was not until the 1950s that co-operation between the school and the local public library began to be taken seriously, chiefly because most public libraries had not begun to develop extension services of any kind before that time. In a paper delivered at the Adelaide Conference of the Library Association of

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1. Sir John Ballinger, "Children's Reading Halls", Library Association Record, 5(1903), p.555.
 2. Farr, Library Work With Children, p.8. An elaborate programme of library lessons for classes visiting a library was outlined by Dallimore, "Object Lessons to School Children in the Use of Libraries", pp.49-68, in 1909. Preliminary lessons would be given in the juvenile room on the general use of the library, the first being on the history and use of books, magazines, and newspapers. Others followed on the Lending Library (fiction books), the Reference Library, the Reading and Magazine Rooms, then lessons on books related to specific subjects, with History being the first to be treated. The lessons were to be illustrated by pictures and a lantern.
 3. Gwendolen Rees, Libraries for Children: A History and a Bibliography, (London, 1924), p.24.
 4. Henry T. Coutts, Work Amongst Children in the Library", Library Assistant, 5(1905), pp.34-40.



"Working the problems" after a lesson in the use of the catalogue given by the School Department of the Public Library in Portland, Oregon, to a visiting class in 1915. (From: Library Journal, special school number, September 1915, opposite p.640.)

Australia in 1957, K.J. King, the Melbourne City Librarian, appealed for extended and improved public library services for children and for greater co-operation between the library and the school so that those services would be more effective.¹ In order to "induce the younger generation to acquire the true reading habit" and "the facility and liking for book reading", while providing this new book-reading public with "a comprehensive and efficient public library service",² he suggested several ways in which the school and the library might work together. These included arrangements for bulk loans to teachers of material for research and information related to projects; class visits to the children's library for weekly lessons given jointly by the librarian and the teacher on the arrangement and routine of the library and the use of books, particularly reference books, for research; the provision of illustrations, exhibitions, and displays by the library for use in the school; and special activities in the library for children.³ He also suggested that the public library and the school co-operate with activities and displays for Children's Book Week, Education Week, and school "open" days.⁴ In an article in the Australian Library Journal in 1954, Mrs. M. Cotton recommended lessons to children in the children's library; the interchange of professional visits between the children's library staff and the school staff; lectures and book talks in the school by the librarians; the preparation of booklists by the library for use in schools; as well as special displays and activities related to

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1. "On the Need for Co-operation Between Library and Schools", Australian Library Journal, 7(1958), pp.73-81.
 2. Ibid., p.73.
 3. Ibid., p.79.
 4. Ibid., p.78.

books.¹ What was in fact being suggested in these two articles, and in others published at about the same time,² was co-operation such as had existed between many public libraries in the United Kingdom and the United States of America and the schools in their area since at least the early decades of the twentieth century, and in some cases for much longer.

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At a more sophisticated level, public library service to schools has involved the provision of a school library service by the public library, which purchased and processed the books and organised their distribution to schools, where the collections were supervised by teachers. This service could be in the form of classroom libraries supplied from the public library, a central school library, a book-mobile or other travelling service for the distribution of books to schools, or small collections to supplement existing school or classroom library collections. Services of this kind have been available in some areas of both Great Britain and the United States of America from the last two decades of the nineteenth century.

In Great Britain many urban public libraries, from the 1880s, and county library services since the Public Libraries Act of 1919, have provided school library collections for elementary schools,³

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1. M. Cotton, "Co-operation Between Schools and Children's Libraries", Australian Library Journal, 3(1954), pp.101-105.
 2. For example, E.F. Webb, "Co-operation Between School and Children's Libraries", Australian Library Journal, 3(1954), pp. 95-101.
 3. Great Britain. Board of Education, Report of the Consultative Committee on Books in Public Elementary Schools, (London, 1928), pp.70-72.

often augmented by other services such as bookmobile delivery or a special loans service to teachers.¹ It is probable that Leeds Public Library was the first to establish branch libraries in schools;² small libraries were placed in the Leeds Board schools in 1884 and voluntary schools in 1894.³ The total school library stock in 1898 of 7750 volumes was distributed among thirty-nine elementary schools,⁴ where once a week children of fourth standard and higher were issued with books by their teachers.⁵ At Plymouth, another early scheme of school library provision by the public library was developed, with 1719 volumes on loan among twelve Board schools in 1889.⁶ In the same

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1. This is still common today. The Nottinghamshire County Council's Central Library in Nottingham houses the Education Library Service, which provides school library service to County schools in Broxstowe, Gedling, Nottingham, Rushcliffe, and parts of Newark Districts. The services offered include permanent and loan collections to schools, special project collections available for loan to schools, and books for teachers on current trends in education. The Mansfield County Library houses the Education Library Service for the other Districts in Nottinghamshire not covered from the Central Library in Nottingham, offering the same services to schools in its area. A further feature of this service is an exhibition collection of recommended children's books. Nottinghamshire County Council. Leisure Services Libraries, Guide to Nottingham Central Library and Guide to Mansfield County Library, (brochures).
 2. Frank J. Taylor, "Organisation and Administration of School Libraries", Library Assistant, 9(1912), p.55.
 3. This scheme in Leeds came to an end in 1898 because of the costs involved in maintaining it. The School Board took over the provision of school libraries, and the public library began in 1902 to provide children's reading rooms in the public libraries. Rees, Libraries for Children, pp.23-24; Thomas Kelly, A History of Public Libraries in Great Britain 1845-1975, (London, 1977), p.197.
 4. Ellis, "Public Libraries for Children During the Nineteenth Century", p.234.
 5. William Edward Armitage Axon, "The Library and the School", Library Association Record, 1(1899), p.152.
 6. Thomas Greenwood, Public Libraries, (3rd edn, London, 1890), p.383.

year Norwich Public Library¹ provided libraries of around one hundred books in thirty-eight elementary schools.² Other authorities to make provision from the public library for libraries in elementary schools before the end of the nineteenth century included Birmingham, Leicester, and Cambridge.³ Generally the School Board granted the use of some part of the school buildings for a library, and provided the necessary furniture, while the Library Committee supplied the book collection suited to the needs of the pupils. The co-operation of the teachers was necessary for supervision of the library and the operation of a loans system.⁴

The advantages of this type of provision to meet children's reading needs over the use by the children of the public library were seen to be a wider distribution of books throughout the entire district than could be achieved through the public library and its branches; the fact that teachers could exercise close supervision over the reading done by their pupils; that the books selected for the school library were often such as could be read by other members of the family, so that parents benefitted as well as children; and the principle of joint co-operation between the School Board and the Library Committee which, having been established, could lead to

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1. The scheme met a similar fate to that of Leeds. The provision of school libraries, begun in 1889, was very successful, but the cost of renewing the bookstock proved to be so great that the plan was abandoned after ten years, and the books handed over to the School Board. Kelly, A History of Public Libraries in Great Britain, p.197.
 2. Ellis, "Public Libraries for Children During the Nineteenth Century", p.234.
 3. Ibid., p.234.
 4. W.H.K. Wright, "Lending Libraries and Board Schools"; The Library, 1(1889), pp.166-170.

further joint ventures.¹ A disadvantage was that, unless special visits were organised, the children did not become familiar with, and therefore users of, the local public library.

Rather later than the earliest English public libraries do so, the Carnegie Library of Dunfermline in Scotland began its school library scheme in 1905. The initial move towards the establishment of this system came, unusually, from the School Board,² which wanted "an adequate supply of books suitable for home reading by the pupils in the upper classes of [the] elementary schools".³ The Library Committee, after consultation, agreed to the establishment of branch libraries in the elementary schools of the city, to function independently of the general library.⁴ The Library Committee was to supply "a sufficient number of suitable books", processed and ready for use, to each school,⁵ where the collection would be supervised by the Headmaster. The School Board was asked to furnish lists from the headmasters of the books which they would like to have supplied; it was felt that if a different list was used for each library, there would be a greater variety of titles when collections were interchanged between schools.⁶ Initially seven such school libraries were established, in the Pittencrieff School, the Commercial School, Queen Anne School, St. Leonards School, McLean, Mileswark, and

1. Ibid., pp.169-170.

2. Letter from the Clerk of the Dunfermline Burgh School Board to the Library Committee, 15 February 1905, in Dunfermline Public Library Committee, Minute Book, MS, at the library.

3. Ibid.

4. Dunfermline Public Library Committee, Minute Book, MS, 16 February 1905.

5. Ibid., 16 February 1905.

6. Ibid., 16 February 1905.

Townhill, at a cost of £89;¹ two years later these seven libraries had a total stock of 1819 volumes.² From this stock in 1909 13,483 issues were made, indicating an enormous circulation in relation to the total number of books. The use of the libraries was encouraged by highly-organised reading circles³ in the schools, and by a programme of contact with the teachers to maintain their support for the school collections.

The scheme of school library book provision begun by the Bootle Public Library in 1894 was rather different. In about 1891 the Bootle School Board had established small lending libraries in its two schools; but when, inevitably, these libraries had to be replenished, funds were not available.⁴ So that a library service could be continued to these schools, the Bootle Public Library suggested that the schools become affiliated with its Juvenile Section as book delivery centres. The school children had access in their classrooms to copies of the Catalogue of Books for the Young, published by the Library from 1891 and listing books suitable for eight- to fifteen-year-olds,⁵ from which they were able to select their books. Each child was issued with a book card which he could use to request books from the catalogue. The cards were collected from the young borrowers by the teachers and taken to the library, where the books requested were prepared for circulation. There was

1. Ibid., 11 May 1905.

2. Ibid., 7 March 1907.

3. Dunfermline. Carnegie Public Libraries, Head Librarian's Annual Report, 1908, (Dunfermline, 1908), p.5.

4. J.J. Ogle, "The Public Library and the Public Elementary School - A Note on an Experiment", The Library, 8(1896), p.94.

5. Bootle Public Library, Catalogue of Books for the Young in the Bootle Free Public Library, (Bootle, 1891).

CATALOGUE
OF
BOOKS FOR THE YOUNG
IN THE
BOOTLE
FREE PUBLIC LIBRARY.



BOOTLE:
PRINTED BY HAYNES AND CO., ORIEL ROAD.

1891.

The title page of the first Catalogue of Books for the Young issued by Bootle Public Library, from which children in the schools chose their books for home reading. (By courtesy of Bootle Public Library.)

a fortnightly delivery at each school of the books required, with a covered handcart, shown in the photograph below, being used to carry the books backwards and forwards to the library. Each pupil was allowed to have two books on loan at any time, one for use at school, and one for home reading.¹ By the early 1920s all thirteen elementary schools in the borough were participating in the scheme; in 1925 46,260 books were issued to 3238 children over the age of eight years.² Despite the fact that this scheme was considered a success, the borrowers represented fewer than half the children in Bootle eligible to use the library service.³

Gwendolen Rees, in her survey Libraries for Children, was very critical of this scheme because it did not "bring the little ones into direct contact with a collection of books",⁴ since there was no need for them to go near a library to get their reading materials. John J. Ogle, the Chief Librarian, considered, however, that this method of distributing books to children had many advantages over deposit collections placed in the schools: there was no weakening of the general library collection through the withdrawal of part of its stock for long-term loan to schools; none of the books were set aside for the use of only one section of the community, the children of a particular school; the scheme was "applicable without difficulty to any school"; since the card with which the pupils ordered

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1. Rees, Libraries for Children, p.15.
 2. J.J. Ogle, "Bootle Public Libraries - Book Delivery System", typescript, Bootle Public Library.
 3. Only 3238 of the 8282 eligible children were borrowers. Ibid. Each child borrowed an average of only 13.9 books in the year, not a high rate when it is considered that they could each have two books at a time.
 4. Rees, Libraries for Children, p.15.



The covered handcart used by the librarians at the Bootle Public Library from the late 1890s to deliver library books to the schools. (By courtesy of Bootle Public Library.)

the books became the borrowing record, no special recording of books on loan to schools was necessary at the public library; the scheme was economical; and the child could continue to borrow in vacation times through the children's library - and through the adult library when he left school. It is apparent that these perceived advantages, even the last, were advantages for the library rather than for the schools. Ogle did see one advantage for the schools, however: the teacher placed in charge of the library borrowing at the school was "given the minimum of trouble...and relieved of all financial responsibility".¹ An advantage for the children, which he failed to note, was that with deposit collections in the schools they would have had access to only one or two hundred titles at any time, whereas with this delivery system they had access to the more than one thousand titles in the Catalogue of Books for the Young. E.J. Hunter has pointed out that Ogle offered this service at a time when the penny rate limitation² considerably hampered the development of extension services and any schemes had to be tailored to fit the available funds; he had a great deal of difficulty initially in persuading his Committee that the scheme envisaged would not incur any large expenses,³ and he managed to keep this limited service in operation

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1. Ogle, "Bootle Public Libraries - Book Delivery System".
 2. The Public Libraries Act of 1855 allowed local authorities with a population of more than 5000 to levy a rate, limited to one penny in the pound on property, for the establishment and maintenance of a public library. This penny rate remained in force until 1919. W.A. Munford, Penny Rate, Aspects of British Public Library History, 1850-1950, (London, 1951), p.31. Many of the sponsors of the Act had hoped that the rate would be left unlimited, but, on advice, they accepted the penny limitation. Restrictive as this was, it was an improvement on the half-penny limitation which had been established by the 1850 Public Libraries Act.
 3. E.J. Hunter, An Appreciation of the Career of John J. Ogle, First Librarian and Curator of the Bootle Free Library and Museum, (F.L.A. thesis, 1966), p.81.

for more than thirty years, where more ambitious school library provision through public libraries at Leeds and Norwich had had to be terminated for lack of funds.

In the United States of America, too, many public libraries established school or school branch libraries for the use of school children and their teachers, from the 1880s onwards. Possibly the earliest such schemes was that initiated in 1879 for grammar schools of the city of Worcester, Massachusetts, in order to "aid...teachers and scholars in making studies more interesting and profitable, and to raise the standard of the reading of the children". By 1897, 2000 volumes belonging to the public library were being circulated through the schools.¹

In 1894 Lutie E. Stearns surveyed the children's services of 145 public libraries in the United States and Canada, particularly asking whether the libraries sent books to schools to be issued by the teacher for home use.² In response the following public library services indicated that they made some provision of library collections for schools: Cleveland, Ohio;³ Los Angeles; Hartford,

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1. Samuel Swett Green, "Work Between Libraries and Schools - at Worcester, Mass.", Library Journal, 22(1897), p.181.
 2. Lutie E. Stearns, "Report on Reading for the Young", in Bostwick, The Relationship Between the Public Library and the Public Schools, p.115. Harriet Long describes this as "a famous and detailed report, far-reaching in its influence". Harriet Long, "The Beginning of Public Library Service to Children", in Harris (ed.), Reader in American Libray History, p.223.
 3. A detailed description of the work in Cleveland is given by William Howard Brett, "Use of the Public Library in the Cleveland Schools", in Bostwick, The Relationship Between the Public Library and the Public Schools, pp.85-88; and by Linda A. Eastman, "Work Between Libraries and Schools - At Cleveland, O.", Library Journal, 22(1897), pp.182-184.

Connecticut; Grand Rapids, Michigan;¹ Bridgeport, Connecticut; Lancaster, Massachusetts; Chicago; Burlington, Vermont; Dover, New Hampshire; and Milwaukee. Between September 1893 and May 1894 Los Angeles Public Library sent 14,075 books to the schools; Grand Rapids sent 3415 books, which were issued 15,905 times; and Cleveland sent 4708 volumes, the number of issues being 38,031.² In Milwaukee in 1888, the first year of operation, 4702 issues were recorded by teachers from the collections supplied to the schools; the bookstock available comprised 1650 volumes. By 1894 there had been a marked increase in activity: during the school year 1893/1894, 14,990 books were issued 42,863 times. Books in the school collections sent out by this library were changed at the end of every eight weeks, when a new selection was made by the teacher.³ The Public Library of St. Louis reported to the American Library Association in 1897 that it sent collections of one hundred or two hundred books into schools; these collections could be exchanged as often as desired. This library also had twenty-nine delivery stations in school, through which 14,235 volumes were issued in the February alone.⁴ Providence Public Library in 1902 sent two types of boxes of books to schools: one, kept in the school for a month, contained books related to a unit of study being undertaken by a class; the other type contained a mixed library collection for home loans, with

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1. A detailed description of the work in Grand Rapids is given in University of Chicago. Department of Education, "Grand Rapids Branch Libraries in Schools", Library Journal, 42(1917), pp.243-245.
 2. Stearns, "Report on Reading for the Young", p.116.
 3. Ibid., p.117.
 4. Frederick M. Crunden, "Work Between Libraries and Schools - At St. Louis, Mo.", Library Journal, 22(1897), p.182.

the teacher or a trusted pupil acting as librarian.¹ The Pittsburgh library sent books and pictures to fifty-one schools, including some private and parochial schools, where they were loaned to pupils through whatever lending system the school wanted to use. In 1900 a Graded Annotated Catalogue of Books in the Carnegie Library of Pittsburgh for the Use of the City Schools, prepared jointly by the school principals and the library, was printed by the library and distributed free to the schools, so that each teacher received a copy.²

This provision of the school and classroom libraries by the public libraries of the United States continued in the twentieth century and, as in the nineteenth century in the United States and in Great Britain, there was considerable variation from town to town in the procedures adopted, conditions of loans, and additional services offered. The provision of book collections for small country schools, usually through county libraries, received particular attention in the 1930s, whereas in the late nineteenth and early twentieth century more attention had been given to schools in cities and towns.

California had had a well-organised county library service to rural schools as early as 1911, through which these schools had access to a wide variety of material not ordinarily available in a small school book collection. In 1930 the California Department of Education published a library manual for teachers in schools served by the county library to help them keep the materials supplied in good order,

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1. Foster, "A Week's Work in the Children's Department of the Providence Public Library", p.1014.
 2. Fairchild, "What American Libraries are Doing for Children and Young People", pp.544-545.

to make more effective use of them, and to develop library skills in the pupils.¹ While some of these libraries were housed in separate rooms in the larger country schools, many occupied "the library corner" in one-, two-, or three-room schools, as in the two photographs on the following page, taken during the 1930s. In 1915 Minneapolis Public Library began to co-operate with school officials, providing monthly visits by book truck to each of the eighty-two elementary schools in Hennepin County. The truck, driven by the library director, carried 500 books which were the basis of a lending service for schools which varied in size from small ungraded rural schools to high schools.² In New Jersey a car was used to take another mobile collection round small rural schools.³ In Multomah County, Oregon, a 450-square-mile territory, part of which was natural forest, the County Free Library placed collections of specially-chosen books in each school. In 1927, 217 collections, containing a total of 5413 volumes, were sent to the county schools. Since prior to 1924 most of these schools had consisted of only one room, the boxes included a general library of about thirty books which "aimed to include things of interest for the entire school". The county librarian travelled "up hill, down stream, and into the forest primeval, bringing books and the library atmosphere to children in small county schools".⁴

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1. Helen Heffernan and Gladys Lamb Porter, Effective Use of Library Facilities in Rural Schools, (Sacramento, 1934).
 2. Gratia A. Countryman, "New Ways Versus Old in School Library Service", in Edith Anna Lathrop, School and County Library Cooperation, (Washington, 1930), pp.26-30.
 3. Sarah Byrd Askew, "County Libraries and Rural Schools in New Jersey", in Lathrop, School and County Library Cooperation, pp. 31-36.
 4. Anne M. Mulheron, "Book Service to Schools", in Lathrop, School and County Library Cooperation, pp.18-20.

Four schools in the Center Township, Boone County, Indiana, with a total enrolment in 1933 of 353 children, were served by the public library of Lebanon. Collections of 200 books, each containing some works suitable for adults, were sent to each school; twice yearly each was exchanged for another collection. In each of the four schools there was a room "designated as the library", where pupil librarians were responsible for circulation of the books.¹ Edith Anna Lathrop in her nation-wide study of rural library services to schools showed, however, that while there were many good school services, services such as this one, which provided only small collections, some of which made available fewer than one book for each child enrolled in the school, and exchanged the collections only at long intervals, did not "as a whole...meet the needs of the school curriculum or the recreational reading interests of the children".² Since no other library services were usually available to the children, such deficiencies in provision in the schools were all the more important.

In both the United Kingdom and the United States of America, as we have seen, the provision of school libraries or classroom libraries for the schools in its area has, for one hundred or so years, been a feature of the extension work of many public libraries. While there are many variations in the way in which this service has been provided, the essential feature has been the idea that suitable books and reading materials, often chosen in conjunction with the teachers, should be provided in the classrooms where the pupils could use the books in their class work, and could select books for home

1. Edith Anna Lathrop, A Study of Rural School Library Practices and Services, (Chicago, 1934), p.59.

2. Ibid., p.59.



Three public library bookmobile services to schools in the United States of America in 1930. The first photograph shows a book truck fitted with shelves to carry about 500 books, operated by the Cuyahoga County, Ohio, Library (organised as a department of the Cleveland Public Library). The original caption read: "When the blue library truck casts anchor in the school yard, out come table and folding chairs to serve as a charging desk". The second photograph, captioned "The truck makes monthly visits to every school in the county", shows a truck from Minneapolis Public Library's rural service. The third photograph shows a New Jersey boy who "knows what he wants - and gets it". (Photographs from: Edith Anna Lathrop, School and County Library Cooperation, (Washington, 1930), p.24; p.27; and p.36.)

reading under the guidance of their teacher. The size of the deposit collections varied from thirty books in a class library to several hundred books in a school library; while some of these collections were exchanged every eight weeks or every term to give variety in the books available, others always remained in the same school. Some services offered children a wider choice of reading material through a bookmobile service or through a catalogue from which books could be selected.

In Australia, until the last thirty years, there has been little co-operation between schools and the public libraries. In this country public libraries developed much more slowly than in Great Britain and the United States: the Munn-Pitt Report, which is usually taken as the starting point of modern public library service in Australia, was only published in 1935.¹ Moreover co-operation was hampered by the fact that schools were a responsibility of the state governments and libraries of local governments, whereas both were the responsibility of local governments in Great Britain and the United States. Few public libraries, in any case, gave any adequate service to children before the 1940s, by which time school libraries were being more thoroughly developed in several states by the state Departments of Education. As a result, public library services providing curriculum-related materials and material for

1. This report was followed by other inquiries into special areas of library service, which all played a part in increasing the quality of services available. Until 1935 few public libraries offered children's services; their development was largely the result of the growth of the Children's Free Library Movement in Sydney and other areas in the 1930s and 1940s, and the work of dedicated people like Bess Thomas at the Mosman Children's Library. Barbara Storey, "Bess Thomas and Children's Libraries", *Orana*, 15(1979), pp.3-8.

leisure reading to the schools, have never developed here to any great extent.

* * * * *

In the previous section an account has been given of schemes in which public libraries and schools co-operated to provide a library service to schools based on the provision and processing of book collections by the library, with the teachers being responsible for the supervision of borrowing.¹ The costs of financing library provision to schools on a large scale, however, proved to be a great burden for many public library authorities to carry. In some cases, as at Bootle, a solution was found by using the normal collections of the public library, so avoiding an outlay for special school collections.

In others, as at Cardiff, the education committees financed the whole, or the greater part, of the schemes, while the public library committees provided the expert services to organise and supervise the work.² In the next section, this and other instances in which the public library provided the bibliographical and administrative expertise, but was funded for the purpose by the education authority, will be considered.³

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1. In some cases the education authorities incurred minor expenditure for the provision of bookcases and other fittings, and occasionally made small financial grants directly to the public library.
 2. The need for this financing from education authorities for the work was recognised at the 1910 Conference of the Library Association in a speech by Dr. Baker, "Books and Village Children", Library Association Record, 12(1910), p.567.
 3. Edward Green, "School Libraries: Their Organization and Management", Library Association Record, 12(1910), p.229.

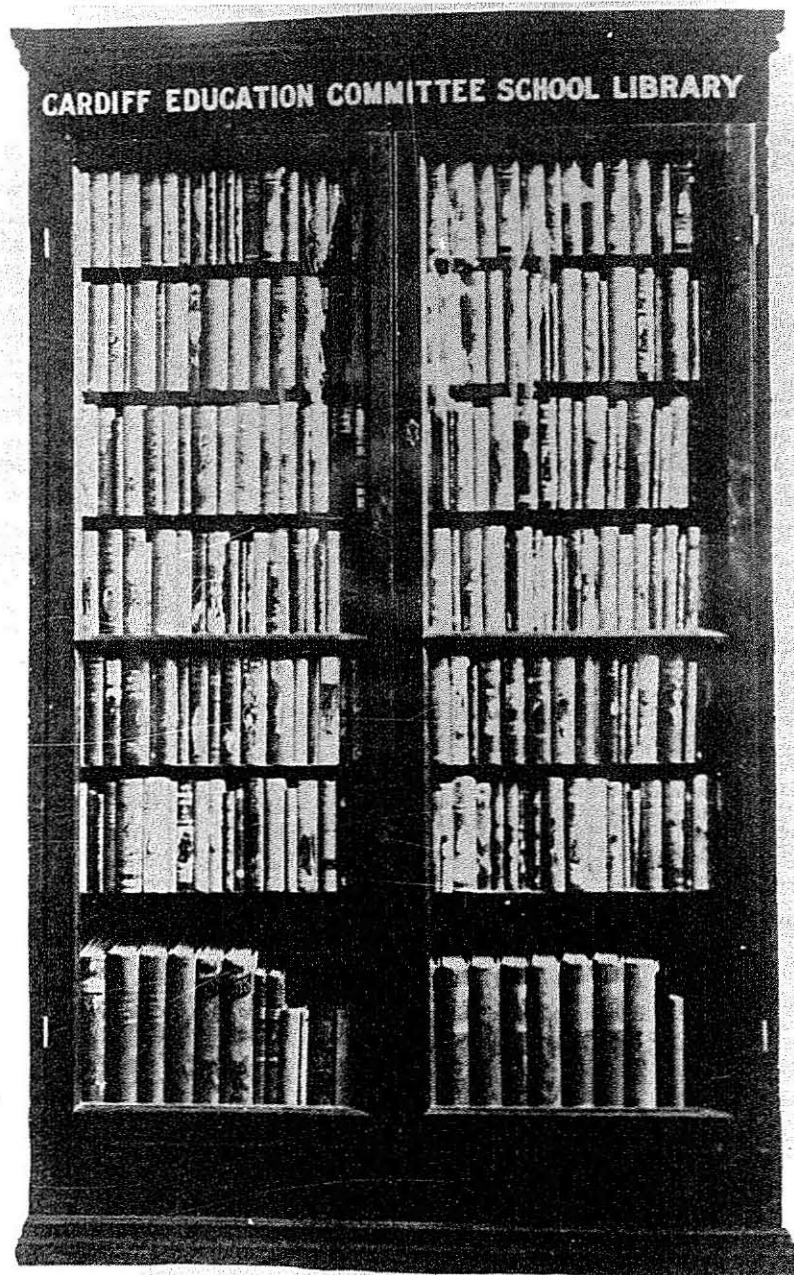
The earliest school library provision in Cardiff had been small libraries which teachers had built up in some schools from donated books and through their own fund-raising activities. But their

efforts to meet the needs of the schools had not been satisfactory to either teachers or scholars. The libraries were too small, too much limited in range of subject, and there were no adequate means of replenishing and increasing the stock of books. As a consequence they were soon exhausted by the diligent readers.¹

Members of the Cardiff School Board in 1897 met with John Ballinger,² then Librarian of the Cardiff Free Libraries; from this meeting, and subsequent ones, came an agreement in May 1898 for the provision, in each of the fifteen schools controlled by the Cardiff School Board, of a library administered by the Library, but funded by the School Board.³

This scheme was inaugurated in 1899, with the School Board providing a grant of £500 for the first year to cover establishment costs as estimated by Ballinger,⁴ including handsome lock-up book-cases like the one pictured below, for each school. The School Board agreed to provide in subsequent years the sum of £2/10/- per one hundred pupils in average attendance, or about £300 per annum in the early years, to defray the cost of maintaining the libraries. By 1907 they were providing £517 a year. Library staff selected the books and all other requisites, prepared the books for circulation,

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1. W.E. Winks, "An Attempt to Solve the School Libraries Problem", Library Association Record, 2(1900), p.192.
 2. M.A. Bloomfield, "Sir John Ballinger, Librarian and Educator", Library History, 3(1973), pp.1-27.
 3. Winks, "An Attempt to Solve the School Libraries Problem", p.194.
 4. Sir John Ballinger, School Children in the Public Libraries: A Sequel, (London, 1899), p.5.



One of the libraries supplied to schools in Cardiff in the first decade of the twentieth century, financed by the Education Committee, and organised by the Public Library. (Photograph by courtesy of Cardiff Public Library.)

and distributed them to schools; they also saw to repairing and rebinding when necessary, and generally supervised the school libraries. Collections were returned to the public annually for checking, and for replacement of worn-out stock. Within the schools, teachers organised the borrowing systems but books were generally to be lent once a week.¹

By 1907 there were school libraries in the boys' department and the girls' department of each elementary school, with collections ranging from 100 books in the smaller to 600 in the larger schools. Libraries were also provided in both the girls' and boys' departments of the Municipal secondary schools, the number of books being generally based on the number of pupils in attendance. The Pupil Teachers' School had "as good a character as the funds will permit",² with approximately three books being provided for each pupil. A library was also supplied for the children attending the School of the Blind, books being selected from the "embossed" books in the Public Library, and changed as often as the teacher required. All books in these libraries were available for loan. In addition, there were some collections of books available for use in the school only: a collection, largely of picture books, in the Oral School for the Deaf; picture books, simple stories, nursery rhymes, and others, in the School for Defective Children; and collections of picture books

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1. Sir John Ballinger, Cardiff School Board, School Libraries, Librarian's Annual Report 1902-3, (Cardiff, 1903).
 2. John S. Jackson and Sir John Ballinger, School Libraries: A Note as to Their Establishment and Organisation, (Cardiff, 1907), p.2.

and simple stories for each infants department.¹ The Table below shows the bookstock figures for these libraries in September 1907.²

TABLE XXXIII
CARDIFF SCHOOL LIBRARIES: BOOKSTOCK IN 1907

| Type of School | Number of Schools | Total Bookstock in Libraries |
|-----------------------------------|-------------------|------------------------------|
| Elementary Schools, Boys | 25 | 8610 |
| Elementary Schools, Girls | 26 | 8104 |
| Elementary Schools, Mixed | 10 | 1720 |
| Municipal Secondary School, Boys | 1 | 679 |
| Municipal Secondary School, Girls | 1 | 476 |
| Pupil Teachers' School | 1 | 511 |
| Infant Schools | 37 | 1092 |
| Defective School | 1 | 110 |
| Oral School for the Deaf | 1 | 70 |
| TOTAL BOOKS IN SCHOOLS | | 21,372 |

In 1907, when more than 21,000 books were provided in the school libraries of Cardiff, more than a quarter of a million loans were recorded from these collections, indicating that each book was borrowed an average of 11.8 times - a very high rate of usage.

1. Ibid., pp.2-3. Ballinger included a list of books suitable for infants school libraries in his 1903-1904 Annual Report. Cardiff School Board, School Libraries, Librarian's Annual Report 1903-4, (Cardiff, 1904), pp.8-9.

2. Ibid., p.6.

TABLE XXXIV

CARDIFF SCHOOL LIBRARIES: LOAN FIGURES 1899-1907

| Year | Number of Loans |
|-------------------------------|-----------------|
| 1899-1900 (sixteen months) | 116,352 |
| 1900-1901 | 153,528 |
| 1901-1902 | 169,314 |
| 1902-1903 | 186,286 |
| 1903-1904 | 201,605 |
| 1904-1905 | 200,212 |
| 1905-1906 | 254,165 |
| 1906-1907 | 252,771 |

It was generally acknowledged in the early years of this century that the school libraries of Cardiff were highly successful in providing reading materials for school children;¹ certainly this scheme was used as a model for many others, and the Librarian, John, later Sir John, Ballinger, achieved an international reputation for his work with school and children's services. One of the reasons for the comparative success of the scheme at Cardiff was clearly its financial backing by the education authority: the £500 provided in one year by the Cardiff School Board can be compared, for instance, with the annual grant of £10 received by Bootle Public Library for its book distribution scheme, and the £50 paid at Southport.² The attractive children's reading halls provided in the Cardiff City Library and branches, where books and reading were promoted; the

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1. L. Stanley Jast, The Provision of Books for Children in Elementary Schools, (London, 1928), pp.7-9; M.A. Bloomfield, "Sir John Ballinger, Librarian and Educator", p.11.
 2. Ellis, Library Services for Young People in England and Wales, p.43.

programmes of lectures, story hours, and school visits which were organised in these halls; and the services offered to teachers by the libraries, would all have contributed to the success of the school libraries in the city during these years.

* * * * *

A further type of public library service to schools is the provision and maintenance of a complete library service by the library authority. School libraries are provided and administered by the public library or library authority, which buys and processes the materials and staffs the library. Examples are comparatively rare, since few library authorities have had the money and few schools or school systems have been willing to accept external control of an important school facility. Sometimes legislation is needed to establish such schemes, since they usually cut across the responsibilities of more than one government authority. However in Tasmania in recent years, following a report by W.L. Brown in 1976,¹ the State Library in Hobart has assumed responsibility for government school library provision throughout the State, as it had earlier for public and special libraries.

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It has been possible, of course, for the services to schools provided by one library authority, service, or facility, to cut

1. W.L. Brown, Libraries in Schools, Colleges and the Community: A Report to the Tasmanian Minister for Education, (Hobart, 1976).

across several of these categories at varying times, or even at the one time. A scheme of co-operation between the Edinburgh Public Libraries Committee and the Education Authority, inaugurated in 1926, resulted over the next ten years in an extensive system of public library service to the schools of the city.¹ Though the scheme was officially launched in 1926, a year earlier ten city schools had received supplies of books for the use of their pupils.² By 1936, in response to the differing needs of the schools, there were twenty-two school libraries provided, 118 classroom libraries, two school branch libraries, four combined school and adult branch libraries, and thirty-four adult education libraries.³

The school libraries which were supplied by the Edinburgh Public Library consisted of a general collection prepared for the use of the whole school. It was usually located in a spare classroom, a hall, or "other suitable place to which children can go at convenient times to exchange their books".⁴ These libraries ranged in size in 1926 from fifty books at Lennie School, St. Bernard's School, and Towerbank, to 500 volumes at Juniper Green, with the average collection size being

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1. Robert Butchart, "School Libraries in Edinburgh", Library Association Record, 38(1936), p.410.
 2. Ibid., p.410. A collection of 213 volumes, selected personally by the headmaster for literary study, was placed at James Gillespie's School; another collection for literary study went to the James Clark School. Further collections, of 250 volumes and 100 volumes respectively, were supplied to Abbeyhill and Stockbridge Schools. In addition, books were supplied on deposit to schools in the suburban villages of Juniper Green (470 volumes), Davidson's Mains (140 volumes), Newcraighall (200 volumes), Colinton (225 volumes), and Dr. Bell's School at Leith. These collections were principally for the use of pupils. Alan G.D. White, The Public Libraries of Edinburgh 1800-1970: an historical survey, (xerox copy, Edinburgh, 1975), pp.176-177.
 3. Butchart, "School Libraries in Edinburgh", p.410.
 4. Ibid., p.411.

171.9 volumes in 1927 and 200 in 1931.¹ The Table below shows the volumes allocated to school library collections in Edinburgh from 1926/1927 to 1930/31, from the reports of the Librarian of the Edinburgh Public Library.²

TABLE XXXV

SCHOOL LIBRARIES SUPPLIED BY EDINBURGH PUBLIC LIBRARY 1926-1931

| School | Number of Volumes Supplied | |
|---------------------------|----------------------------|-----------|
| | 1926/1927 | 1930/1931 |
| Abbeyhill | 150 | 150 |
| Dr. Bell's School | 100 | 100 |
| Burdiehouse | 360 | 401 |
| Colinton | 200 | 200 |
| Davidson's Mains | 60 | 150 |
| Continuation Classes | | |
| Davidson's Mains | 150 | |
| Gilmerton | 350 | 350 |
| Granton | 140 | 75 |
| James Gillespie's | 200 | 379 |
| Juniper Green | 500 | 660 |
| Lennie | 50 | |
| Liberton | 152 | 200 |
| Lochend | 100 | |
| Longstone | 200 | |
| Portobello Higher Grade | 50 | 26 |
| Royal High | 200 | |
| St. Bernard's | 50 | |
| Stockbridge | 250 | 130 |
| Trinity Academy | 120 | 250 |
| Towerbank | 50 | |
| John Watson's Institution | 100 | 100 |
| Yardheads | 250 | 250 |
| Broughton | In preparation | |
| Bellevue | In preparation | |
| Boroughmuir | | 236 |
| Cramond | | 50 |
| Darroch | | 100 |
| Niddrie | | 200 |
| St. Margaret's | | 50 |
| Swanston | | 150 |
| TOTAL | 3782 | 4207 |
| Average | 171.9 | 200.3 |

1. Edinburgh Public Libraries, Report of the Librarian for the Years 1926 and 1927, (Edinburgh, 1927), p.7.

2. Ibid., p.7; and Edinburgh Public Libraries, Report of the Librarian for the Years 1930 and 1931, (Edinburgh, 1931), p.3.

Classroom libraries of around fifty books for each class were supplied to schools where accommodation was not available for the shelving of a school library in a central location. Where the school library type of provision had required that one teacher be responsible for all day-to-day library maintenance, a strength of the classroom type of provision was seen to be the fact that the teachers, keeping borrowing records only for their own classes, shared by the library work more equitably.¹ The following Table shows the distribution of classroom libraries in Edinburgh in 1926/1927 and 1930/1931.²

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1. Butchart, "School Libraries in Edinburgh", p.411.
 2. Edinburgh Public Libraries, Report...1926 and 1927, p.7;
Edinburgh Public Libraries, Report...1930 and 1931, p.4.

TABLE XXXVI

CLASSROOM LIBRARIES SUPPLIED BY EDINBURGH PUBLIC LIBRARY 1926-1931

| School | 1926/1927 | | 1930/1931 | |
|-------------------------|-------------------|-------------------|-------------------|-------------------|
| | Number of Classes | Number of Volumes | Number of Classes | Number of Volumes |
| James Clark | 23 | 1253 | 25 | 1238 |
| Trinity Academy | 6 | 277 | 8 | 400 |
| Tynecastle | 12 | 507 | 14 | 663 |
| Boroughmuir | In preparation | | | |
| Trinity Academy Primary | In preparation | | 2 | 100 |
| Broughton Elementary | | | 14 | 690 |
| Couper Street | | | 5 | 250 |
| Craigend Park | | | 2 | 100 |
| David Kirkpatrick's | | | 10 | 495 |
| Links School | | | 3 | 150 |
| Lochend Road | | | 3 | 150 |
| Longstone | | | 2 | 100 |
| Parson's Green | | | 2 | 100 |
| Portobello Secondary | | | 1 | 50 |
| Preston Street | | | 4 | 200 |
| Regent Road | | | 4 | 200 |
| St. Matthew's | | | 1 | 50 |
| St. Thomas of Aquin's | | | 4 | 200 |
| Stenhouse | | | 1 | 50 |
| Victoria | | | 10 | 500 |
| Wardie | | | 4 | 195 |
| TOTAL | 41 | 2037 | 119 | 5881 |

The following Table shows the extent to which the school libraries and classroom libraries were used in Edinburgh schools. In 1931, for instance, the total number of books provided in school and classroom libraries was 10,888; in that year 508,544 issues were made from those library collections. This means that each book in the school collections was lent out an average of 46.7 times during the year, indicating a very high rate of use indeed.

TABLE XXXVIIEDINBURGH PUBLIC LIBRARIESISSUES FROM SCHOOL LIBRARIES AND CLASSROOM LIBRARIES 1926-1951

| Year | Total issues from school library and classroom library collections |
|------|---|
| 1926 | 150,454 |
| 1927 | 272,544 |
| 1928 | 385,917 |
| 1929 | 437,922 |
| 1930 | 481,377 |
| 1931 | 508,544 |
| 1932 | 535,794 |
| 1933 | 545,097 |
| 1934 | 582,506 |
| 1935 | 618,321 |
| 1936 | 629,172 |
| 1937 | 640,384 |
| 1938 | 638,281 |
| 1939 | 478,403 |
| 1940 | 479,904 |
| 1941 | 644,238 |
| 1942 | 648,592 |
| 1943 | 668,737 |
| 1944 | 696,293 |
| 1945 | 686,251 |
| 1946 | 682,800 |
| 1947 | 693,404 |
| 1948 | 720,020 |
| 1949 | 710,273 |
| 1950 | 727,827 |
| 1951 | 743,254 |

School branch libraries were a further type of provision made for and through schools by the Edinburgh Public Library. The first of these school branch libraries was approved in 1926¹ and opened in Bellevue Technical and Commercial School in March 1929.² In accordance with the terms of the agreement between them in 1926, the

1. Butchart, "School Libraries in Edinburgh", p.412.

2. Edinburgh Public Libraries, Report...1930 and 1931, p.8.

Education Authority was to provide and equip the library room with closed bookshelves capable of being locked, while the Libraries Committee was to provide the necessary books and an assistant or assistants to issue them. The collection was to consist not only of books on the subjects taught in the school, but also books on a variety of other subjects, and general literature. The library was to be opened at convenient times during the school day for use and borrowing¹ by pupils, who visited both in class groups during lesson time and individually at lunch time, and it was to be opened after school for the preparation of home lessons and use for reference.²

The Bellevue School branch library consisted of two rooms, including a reading room which is illustrated on the following page. The book-stock of 1693 volumes, including a general collection for children, a special collection for the students at the School of Salesmanship located in the school, an adult collection for the use of the staff, a selection of reference books suitable for children, and a selection of children's periodicals. This library was rather less successful than the Library Committee had hoped,³ since it was not well located for an after-school service. The library reading room was approached from the main entrance of the school by a long corridor, which after school hours was deserted and cold. The Library Committee came to recognise that a successful library room would need to be open from the school during school hours, but accessible directly from the street after school hours, so that it would be at once be an integral

1. In 1936 24,384 volumes were lent for home reading. Butchart, "School Libraries in Edinburgh", p.412.

2. Memorandum by the Librarian, Edinburgh Public Libraries, quoted by Butchart, *ibid.*, p.410.

3. Edinburgh Public Libraries, Report...1930 and 1931, p.8.



The Bellevue School Branch Library, Edinburgh, in the 1930s.
(Photograph by courtesy of the Edinburgh Public Library.)

part of the school, and an independent library service.¹

The second school branch library, however, opened at Leith Academy Secondary School in 1931, of necessity repeated what were seen as the mistakes of the first, since the library was not incorporated into the building in the initial planning stages.² Later four new library branches were opened in elementary schools at Balgreen, Craigmillar, Granton, and Craigentenny between February 1934 and April 1936, in new housing areas of the city where the population was not sufficiently large to justify the provision of large branches, but where there was nevertheless a need for reading facilities for both adults and children. These four branches were all located in specially-built rooms within the schools so that they could be easily used by the children during school time, but after school hours their convenience of access from the street enabled them to be used by both children for home lesson preparation and by adults as public libraries. Balgreen School library, which today still serves both as a school library and the local branch of the public library, was typical of these. Opened on 8 February 1935, it was easily reached from all parts of the school, with access for the public from a main street. Until two o'clock each afternoon its use was restricted to school pupils, but after that time, including four evenings a week, it was open to both adults and children. There

1. Butchart, "School Libraries in Edinburgh", p.412.

2. Edinburgh Public Libraries, Report...1930 and 1931, p.8. The room here was larger than the library at Bellevue, with French windows on one side opening onto an open-air reading space. There were 1500 volumes in the collection in 1931. Ibid., p.8. In 1935 the issues were 16,273 volumes. Butchart, "School Libraries in Edinburgh", p.412; and Edinburgh Public Libraries, Report of the Librarian for the Years 1934 and 1935, (Edinburgh, 1935), p.5.

were 7023 volumes in the collection in 1935, of which 1522 were children's books.¹

The scheme of school and public library co-operation in Edinburgh in the 1920s and 1930s, as we have seen, functioned through elementary, intermediate, and secondary schools, with a variety of public library services to schools being provided, including school and classroom libraries under the control of teachers within the schools but organised and administered from the public library, and jointly controlled school and public libraries housed within schools but accessible outside school hours to members of the public. While many library authorities in Britain and elsewhere provided one or more of these types of services provided by Edinburgh Public Library with or for the schools, no one authority showed the same range and variety of provision.

3. JOINT LIBRARY FACILITIES SERVING THE SCHOOL AND THE COMMUNITY

A joint school/community library service has been defined as "an integrated school and public service, operating from a single building, situated within the physical boundaries of a school",² and as "those arrangements whereby a school and a public library are integrated in one physical location and funded jointly by the two sets of authorities".³ The essentials, then, in a school/community library service are the involvement of at least two authorities in

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1. Edinburgh Public Libraries, Report...1934 and 1935, p.5.
 2. Colleen A. Edwards, "In Support of School Community Libraries", Australian School Librarian, March 1977, p.6.
 3. James G. Dwyer, review of the Report of the Interdepartmental Committee on Joint-Use Libraries, (Melbourne, 1979), in Australian Library Journal, 29(1980), pp.90-91.

planning, funding, and operation; the provision of service to two groups, the school and the wider community; and the location of the service in a single facility. These services may be based in secondary schools, primary schools, combined primary and secondary schools in small rural communities, and community centres which include educational facilities.

The growth of interest in joint school/community library programmes in recent years appeared to Shirley L. Aaron, who in 1977/1978 conducted a major study of such programmes in the United States of America, to be the result of five important factors.¹ Firstly, there had been greater acceptance of the community school concept, in which the school is seen as the central institution for the education of all community members. In keeping with this idea, there is a demand for school libraries to serve as community libraries during and after school hours, in order to use existing educational resources and facilities more efficiently. One Australian politician has said

it is absurd that there should be a public library in one place and a high school library in another, both provided from public funds, yet never the twain shall meet. Public library users, often the parents of the school children, must drive past the school library to go to the public library. I believe that the school library should, whenever possible, be a branch of the public library so that the community will benefit from a more rational development of its funds.²

The second factor listed by Aaron was an increasing pressure on public institutions, as also seen in the preceding quotation, to make better use of taxation revenue. Taxpayers are showing themselves unwilling

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1. Shirley L. Aaron, "Combined School Public Library Programs: An Abstract of a National Study", School Media Quarterly, 7(1978), p.31.
 2. John I. Richardson, Member for Forest Hill, letter on "Community-Joint Libraries", in Australian Library News, September 1980, p.2.

to put greater amounts of money into programmes "which cannot maintain cost-effective operations".¹ Thirdly, financial resources available for funding library programmes have decreased, particularly in the United States, so that school and public libraries have had to explore ways of offering quality services for less money. The fourth factor listed by Aaron is that the public has become aware of "the importance of the library as a learning resource center for life-long education opportunities",² and with this awareness has come a demand for greater access to all library and information facilities. "Consequently, the roles of the public and the school library more closely parallel each other as the public library assumes additional responsibility for the education of community members." And fifthly, there has been an increasing trend towards acceptance of information regardless of format. Public libraries have placed new emphasis on acquiring prints, films, records, and microforms, so that their collections now more closely resemble the multi-media collections of school libraries. An old argument against combining the collections of the two has therefore become less relevant, while more adults are seeking to use media materials.³ It is perhaps ironic, then, that in most Australian joint school/public library schemes, while adult users may use the media collection in the library, only school personnel are able to borrow from it.

While it is clear that economic or other pressures have led to the establishment of some joint projects, despite the opposition of

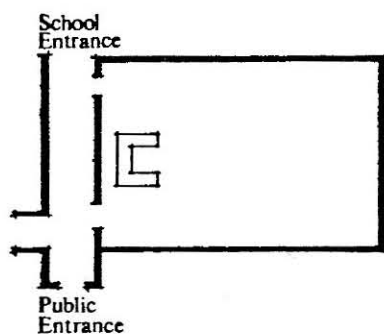
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1. Aaron, "Combined School Public Library Programs", p.31.
 2. American Library Association. Library Administration Division, Multi-Purpose or Multi-Agency Libraries, (Chicago, 1972), quoted by Aaron, "Combined School Public Library Programs", p.31.
 3. Aaron, "Combined School Public Library Programs", p.31.

many professionals some projects have been established because "community education...has begun to capture the imagination of educators, politicians, and community groups in various parts of the world".¹ Jim Dwyer has noted that "the school/community library movement is in keeping with a major trend in education in recent years - attempting to involve the community more fully in school matters by opening up the school, and endeavouring to use community facilities for school purposes". It became evident as his Australian survey proceeded "that more and more people (especially education and local government authorities) saw the concept of community involvement as a major reason for establishing shared facilities, including library facilities".² Nevertheless those people were more enthusiastic about the establishment of shared facilities in areas where a public library service was unlikely to be established "within the reasonable future", indicating that expediency, as well as the growth of a philosophy of community involvement in education, played a part in generating the enthusiasm for shared facilities.

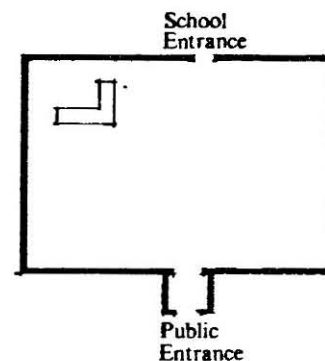
The early dual-purpose libraries of the 1960s, particularly in Great Britain, were almost invariably accommodated in existing school or college premises, often in converted halls or classrooms, though some were modest additions to existing buildings. They usually provided separate entrances for the pupils from the school and for the general public from a road access, into a rectangular room in which there was one service desk for both groups of users. The plans below

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1. James G. Dwyer, "The Philosophy of Community Education, Community Schools, Community Centres", in School Library Association of Queensland. Townsville Branch, and Townsville and District Education Centre, Community Involvement in School Libraries, Proceedings..., (Townsville, 1977), n.p.
 2. Dwyer, Co-operation or Compromise, p.2.

are of two such joint-use libraries, that at the Lawrence Weston School, Bristol, opened in 1962, and at Redefield School, Oxford, opened in 1968.¹



Lawrence Weston, Bristol. 1962



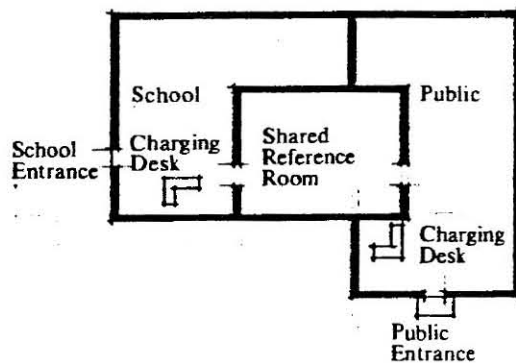
Redefield, Oxford. 1968

It can easily be seen that when both groups of school pupils and members of the public used these libraries at the same time there was little scope for their different needs to be met. This would have been particularly a problem when classes of school children needed to do group work in the library. For this reason simultaneous use by the two groups of such a library facility was usually kept to a minimum, public use being generally confined to evenings and Saturdays, with perhaps an occasional week-day morning or afternoon. Such restrictions limit the size of the community which can be

1. Plans adapted from Arthur Jones, "Dual Purpose Libraries: Some Experience in England", *The School Librarian*, 25(1977), p.317.

served in this way.¹

In Cumberland, now part of Cumbria, a different planning approach was adopted when the Egremont and later the Frizington and Longtown public libraries were established on school premises. Here the school and the general public each retained exclusive use of a part of the area while another part was available for dual use. In the secondary school at Egremont the dual-purpose area was the reference room. When the library was open to both school users and the public at the same time, both doors into this shared area remained unlocked; however if either the school area of the library or the public area of the library was closed, the door from the reference room to that area could be closed too. The plan below shows this joint use facility at Egremont as it was planned in 1964.²



Egremont, Cumbria. 1964

1. A Bristol City Library branch opened in a new secondary school at Lawrence Weston in 1962; it was also to serve as the main school library. Access was to be restricted to pupils during school hours, but since it had direct access from the road, the library could also be closed off from the school if necessary. The advantages of this library over other forms of provision were seen to be: 1) that a greater range of books could thus be made available to the school; 2) that the needs of the 10,000 residents in a nearby housing estate could by this means be met immediately instead of in the distant future; 3) that a cost saving would be made because only one building would be needed. G.H. Sylvester and W.S. Haugh, "School and City in Bristol: a joint venture in Library Development", *Books*, 37(1961), pp.176-179.
2. Plan adapted from Jones, "Dual Purpose Libraries: Some Experience in England", p.317.

Where schemes such as this were established, schools could continue to build up their own school libraries to supplement what was available in the public library, with the help of the library staff. Primary schools where such provision was made were situated in small communities where public access was not needed during the day, so that the school sometimes had the use of an additional room for teaching purposes. But while this Cumbria plan avoids some of the problems which arise when two groups with different needs use the library at the one time, it does not fully exploit the opportunities for using stock, staff, and space, which are inherent in the joint-use library concept.

Between 1970 and 1975 a number of dual-purpose libraries were planned or in operation in Britain where the potentialities of joint use, in terms of a wider range and variety of stock available to all users, staff with varied experience and training, increased space, a wider range of facilities, and the availability of more community resources, were exploited more fully. Many of these libraries were still additions to existing school buildings, but purpose-built school/community libraries were also becoming more common. Instead of having areas of the building reserved for particular users, they are usually dual-use throughout, though in some cases it is possible for the school to have exclusive use of particular areas when necessary. A scheme for a community library facility in the Abraham Moss Centre in Manchester in 1973/1974 was described by Arthur Jones, Senior Library Adviser with the British Department of Education and Science as a "most ambitious project in the multiple use of library facilities, and a possible pointer to the future".¹ It is, like some

1. Jones, "Dual Purpose Libraries: Some Experience in England", p.316.

other joint services such as have been developed in the United States of America, and more recently in Australia, based in a community centre (including an educational facility) and serves the whole community and individual components of the centre. The complex includes a school, college of further education, adult education centre, youth club, sports centre, and a club for the elderly and the handicapped, most of which formerly existed in scattered premises elsewhere in the vicinity. All are served by a multi-purpose library, part of the Manchester Public Library system, which occupies three floors in the heart of the complex, replacing the former Crumpsall District Library in a shopping centre a quarter of a mile away. This library provides services to the general public, and in addition serves the school as its library, as well as the college. It offers a full range of services to pupils and students, including study accommodation, and is a base from which materials can be provided for the use of teachers.¹ During the planning stages for this centre there was a great deal of discussion about the basis on which the related functions of the school, the college, and the public library could be integrated, and the basis of costing for financial assessment. During the developmental phase of the project financial savings which had been postulated as a major justification for it became increasingly questionable, and it was finally decided that "the total annual cost of the library provision in the scheme should not exceed that of separate libraries for the school and college plus the cost of maintaining the Crumpsall Public Library".² Advantages

1. Ibid., pp.317-318.

2. Great Britain. Department of Education and Science, Abraham Moss Centre, (London, 1973).

of the scheme, therefore, came to consist entirely in the encouragement given to community interaction and total community development. It is probably too early to make an assessment of this library development, though comments to date indicate that it has not been a complete success. Arthur Jones said in 1977 that it had

extended both the idea of the community school...and also the concept of the dual use public library. It provides an extreme example of a school and community complex large enough to create its own focal point in association with which such a library can be viable. Nevertheless many problems remain to be solved before the library can be said to be giving a satisfactory service to all its potential patrons.¹

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In Australia in the 1970s school/community library schemes were inaugurated, representing all the categories already discussed. While there are school libraries in Australia, for instance at Coober Pedy in South Australia and Dimboola in Victoria, which have given service to the public for some years, the first to be planned and built as a joint school and public library was based in a high school at Boronia, part of the City of Knox, an outer eastern suburban area of Melbourne, in the early 1970s.

An agreement was reached in May 1972 between the Eastern Metropolitan Regional Library Service, the Victorian Education Department, and the Commonwealth Department of Education and Science, to extend the projected school library building at Boronia to provide a joint school and public library service.² The cost of the extensions to

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1. Jones, "Dual Purpose Libraries: Some Experience in England", p.318.
 2. W.L. Brown, "School and Community: Library and Community", Australian Library Journal, 21(1972), p.481.

the building beyond what would normally have been supplied for a high school facility were to be borne by the local authority which was responsible for the public library service. While the Federal Minister for Education and Science accepted the proposal for the joint service because he claimed he saw advantages for both the school and the community accruing from it,¹ the decision to proceed was apparently based on two needs: the need of the Eastern Metropolitan Library Service to provide at low cost a public library in the Boronia area; and the need of the Department of Education and Science to justify the capital expenditure involved in high school libraries.³ Sir Hugh Ennor, at that time Secretary of the Department of Education and Science, in his Trinity College Centenary Oration delivered at Wilson Hall in the University of Melbourne, rationalised his Department's approval for the project by saying that

both the secondary school library and...the civic library are ...similar in many respects....The fact that both parents and school children use the same facility should surely result in a closer integration of the adult community with the school, its teachers and pupils and a better understanding of the parents of the education process...³

However he later admitted that a main reason for "the move to integrate the school and community libraries at Boronia..." was that "it would save money".⁴

While the Public Libraries Division of the Library Council of Victoria was in favour of the project, some members of the library profession were not very happy with it. W.L. Brown, for instance,

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1. Anonymous, "Students and Public Will Share Library", Australian Library News, May 1972.
 2. Brown, "School and Community: Library and Community", p.481.
 3. University of Melbourne Gazette, 28(1972), pp.1-9.
 4. "Education Must Be Value for Money", The Age, 29 June 1972.

believed that the public library service would lose, since all the conditions laid down by the Victorian Department of Education had been accepted by the local authority.¹ The hours during which the library was open to the public would be fewer than would be expected in an independent branch library; the public library would order and process all books, including those specifically for the school; pupils from other schools would not have access to the library during school hours; and the extensions made to the planned building by the local authority would belong to the Education Department should the experiment not succeed.² Another critic of the scheme from the library profession was S.L. Ryan, State Librarian of Queensland, who also felt that the needs of public library users were not satisfactorily safeguarded.³ He was concerned, too, that the apparent savings in costs which led many to favour a joint service may not exist at all:

Some people appear to have the view that duplication of resources, as such, is wasteful and expensive. In many cases, of course, duplication is both cheaper and more efficient, as some evaluations of inter-library loan costs have shown. If however there are areas where economics could be effected in a joint service, such as centralized cataloguing, then these should be defined, examined, and reported.⁴

The Chief Librarians' Council of Victoria also indicated that public use of the Boronia High School Library would be "below that which would be expected from an independent public library service".⁵

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1. Brown, "School and Community: Library and Community", pp.481-486.
 2. In practice, these have not all proved to be difficulties. Dwyer, Co-operation or Compromise, p.11.
 3. S.L. Ryan, letter on "School and Community", Australian Library Journal, 22(1973), p.37.
 4. Ibid., p.37.
 5. Letter from Tom Woodrow to Roy Lundin, July 1975, quoted by Roy Lundin, The Boronia Experiment: Report of an Evaluation of the Boronia High School Community Library, (Brisbane, 1978), p.5.

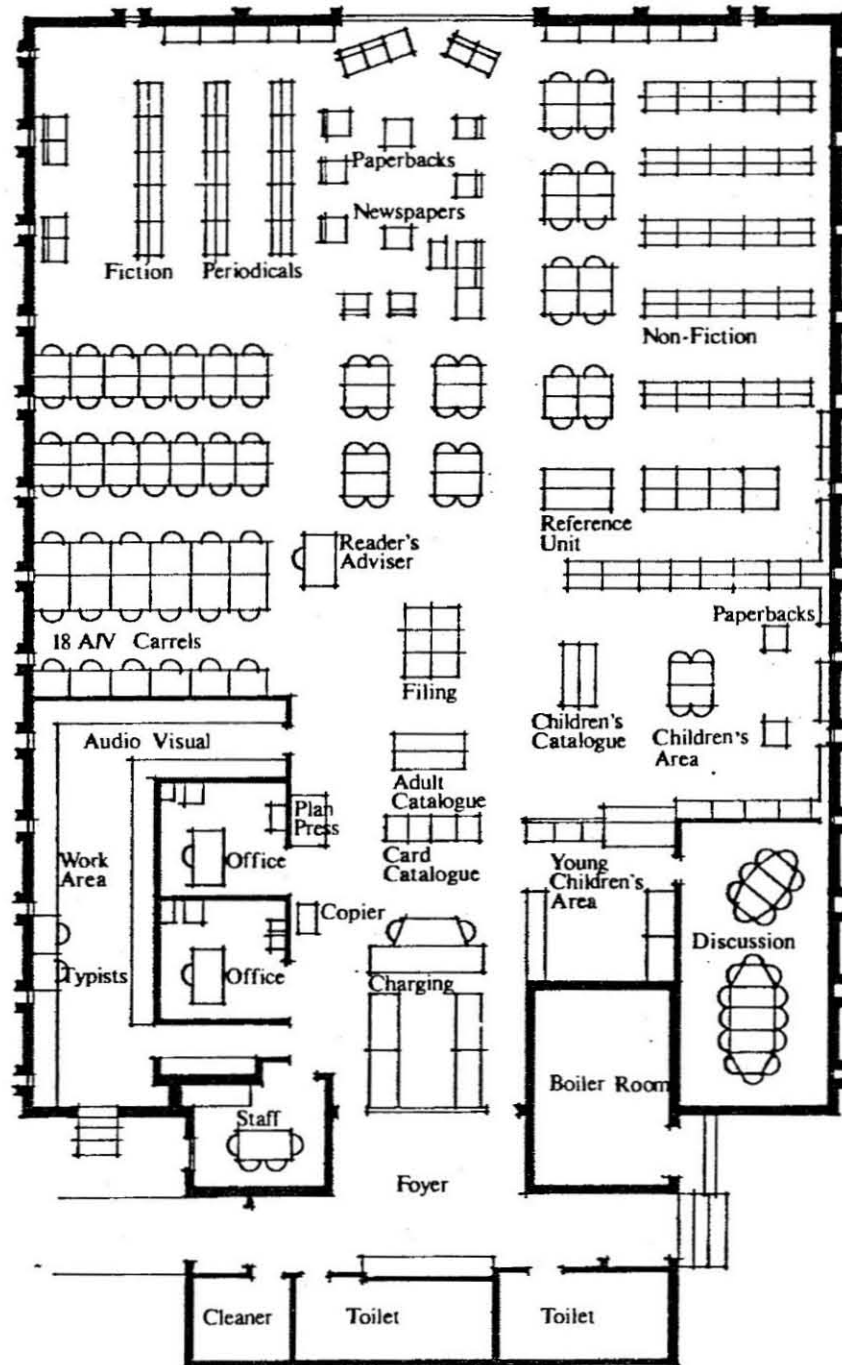
Both the library profession and the educationists having pre-judged Boronia before it even opened and found it variously a success or a failure, what was the library service really like after it opened in 1974? While the library was close to the main teaching areas of this high school of 910 pupils, it was not really central for them: though easily accessible to the public, it was not close to shopping centres or other public centres. The service was staffed jointly by public and school library personnel, with responsibility for policy vested in an advisory committee representing all bodies involved. In 1977 the collection consisted of 11,000 volumes and 500 non-print items supplied from school funds and 18,000 volumes from public library funds. The collection was fully integrated, with one circulation system operating. Almost all materials were available to any borrower, though access to materials required by school personnel for project work was restricted. Initially members of the public could only use the library after school hours, but after trial and appraisal unrestricted access was given from 1978.¹ The floor plan below shows that all users had access to all parts of the collection and to all facilities.²

In 1977 an evaluation of the Boronia High School Community Library was carried out by Roy Lundin for the School Libraries Research Project at Monash University. Despite the criticisms of the library service which had appeared in the professional literature from 1972 onwards, the evaluation survey "revealed considerable

1. Dwyer, Co-operation or Compromise, pp.10-11.

2. Plan adapted from Lundin, The Boronia Experiment, p.14, and from Charlotte Johnson and Margaret Travis, Boronia High School Community Library, its Growth and Development, and the 1977-78 Annual Report, (Knoxfield, 1979), p.36.

BORONIA HIGH SCHOOL COMMUNITY LIBRARY FLOOR PLAN, 1975



Based on a plan in Charlotte Johnson and Margaret Travis, Boronia High School Community Library, its Growth and Development, and the 1977-78 Annual Report, (Knoxfield, 1979), p.36, and in Roy Lundin, The Boronia Experiment: Report of An Evaluation of the Boronia High School Community Library, (Brisbane, 1978), p.5.

support from school and public for the Boronia library and for the idea of a joint service".¹ There were some less satisfactory features indicated in the survey, including the location of the library in relation to the shopping centre, and perceived inadequacies in the collection.² Observers commented that the collection of picture books for young children was inadequate, and this, plus the knowledge that the public are largely fiction borrowers while this collection was predominantly non-fiction, "could lead one to the conclusion that the joint collection is biased towards the school's needs".³ Lundin's conclusion, that "there appear to be considerable advantages both in material and services particularly to the school in sharing the library with the Public",⁴ while it reflects the general high level of satisfaction of the community with the library,⁵ also indicates that those early critics who saw that the school rather than the public would be the greatest beneficiary of the project, were probably correct in their assessments.

After the implementation of the Boronia project, other Australian joint school/community library services were established in high schools, including Templestowe Community Library at Templestowe Technical School, Victoria, in 1977, in collaboration with the Box Hill-Doncaster Regional Library Service,⁶ and the Gladstone Park Community Library at Gladstone Park High School, Melbourne, in 1977, with the Moonee Valley Regional Library Service based at Moonee

1. Ibid., p.44.

2. Ibid., p.44.

3. Ibid., p.15.

4. Ibid., p.44.

5. Ibid., p.33.

6. Dwyer, Co-operation or Compromise, pp.12-14.

Ponds.¹

Joint school/community libraries based in primary schools in Australia have also been developed since 1975. One such venture is the Bundeena Community Library at the small, 126 pupil, Bundeena Public School, in an isolated area south of Sydney, where the Sutherland Shire Council has provided funds for public library bookstock, for shelving, seating, and a share of the administrative costs.² Another is the Nathalia Community Library in Victoria, where joint service commenced in 1977, based in the standard school library at Nathalia Primary School, but with extra stock made available through the Goulburn Valley Regional Library Service, based at Shepparton, and with the Shire Council contributing to furniture and administration costs.³ Joint library services operating from combined primary and secondary schools include Pinnaroo School/Community Library, South Australia, where joint operations commenced in 1977,⁴ based on the guidelines in the report Community Use of School Libraries, commissioned by the South Australian Minister of Education in 1974,⁵ and Cleve Area School Community Library, also in South Australia, where joint use commenced officially in 1977. All these schemes are too recent to have been the subject of independent critical survey and comment.

Joint library services, based in community centres which

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1. Ibid., pp.15-17.
 2. Ibid., pp.30-32.
 3. Ibid., pp.32-34.
 4. Ibid., pp.35-37.
 5. South Australia. Department of Education, Community Use of School Libraries, an extract of the Report of the Committee on Community Use of School Libraries, (Adelaide, 1976).

include an educational facility and serving both individual schools, clubs, and organisations within the centre, and the whole community, have also been planned or commenced in Australia. One such project is the library service from Wanniassa Community Centre in Canberra. The Community Centre will include Wanniassa College, a year 11-12 senior secondary school, a theatre, sporting facilities, and a shopping centre. The community library will, with the other facilities, serve both the College and the community generally.¹ The role envisaged for it is in fact very similar to that of the library at the Abraham Moss Centre in Manchester.²

When discussing the viability of joint-use school/community libraries in 1974, Roy Lundin³ claimed that the literature revealed three basic issues related to joint school/community libraries on which consensus exists. Firstly, in any school/community library there should be no compromise in levels of service; neither the service to the school nor the service to the public should be less in such a library than they would be if the school library and the public library were separate institutions; in fact, clear gains on both sides should be evident. Secondly, in a school/community library there should be complete integration of facilities, materials, staff, and services. Thirdly, the greatest problem to be overcome is the reconciliation of the different roles of school library and public

1. Dwyer, Co-operation or Compromise, pp.24-27.

2. There was only one educational facility served by the library in the community centre at Wanniassa, however, while in Manchester the library served both a secondary school and an institution offering adult and further education.

3. Roy Lundin, School/Community Libraries, (Commonwealth Secondary School Libraries Research Project, Number 5), (Brisbane, 1974), pp.4-9.

library. At the time this report was written most Australian and overseas literature on the subject was negative, and indicated strong opposition to such projects. Reasons given for the failure of school/community libraries, or at least factors militating against their success, include the fact that the staff of the combined library service were not trained for the dual function library with its distinctive services and programmes; the location of the library may not have been convenient for both school pupils and the general public; the collection was not sufficiently wide or at a level to suit both groups of users; the different roles of the school library and the public library were difficult to reconcile in the one building - and usually it was the public sector which was seen as being disadvantaged.¹ Other areas of conflict mentioned by Patricia M. Stephens include

ownership, administration, finance, differences in salary, hours and holidays between teacher- and career-librarians, and physical problems such as building standards, location, hours of opening, adequate accessibility to [sic] the book collection for both school and public, censorship of adult material, bibliographic details, and even adult reluctance to re-enter the school situation.²

Roy Lundin's report for the Commonwealth Secondary School Libraries Research Project, referred to earlier,³ gives a detailed summary of the problems. A report of the Kitchener Public Library in Ontario, Canada, summarised criticisms from all over North America⁴ of the school/community library concept in theory and in practice. And another Australian report, to the Director-General of Education and

1. Aquin, "The School/Community Library - Innovation or Anachronism?", pp.9-10.

2. Stephens, "School/Community Libraries", p.5.

3. Lundin, School/Community Libraries.

4. Kitchener Public Library, Public Libraries and School Libraries; their roles and functions, (n.p., 1970).

the Director of the Arts in Victoria in 1979, Barrett Reid, Executive Officer of the Public Libraries Division, Library Council of Victoria, and Barry Sheen, Supervisor of School Libraries for the Victorian Education Department, also outlined the problems evident in joint schemes to date, suggesting "tentative solutions" for planners.¹ Research has also been conducted in the Province of Quebec on community/school libraries, "and the conclusions reached are undeniably pessimistic".²

The Library Association of Australia, in a Statement of Policy on Joint-Use Libraries, issued in 1981, outlined the situations in which a joint-use library was likely to be most successful. But it warned that while there was growing pressure, on economic grounds, for the sharing of community facilities, it could not support the provision of joint services on "the sole grounds of purported cost savings; other advantages must also be apparent". It recognised that factors such as size of the community, library space, availability of material and integration of collections, and staffing patterns, needed to be considered in any attempt to provide joint-use library services, if overwhelming problems were not to arise. Although there were no definitive studies to prove the contention, it was nevertheless believed that "in most cases the provision of separate library services is more advantageous to the clientele than a joint service". In suggesting that a joint service was justified only if the "level of service to each group of users" was

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1. Barrett Reid and Barry Sheen, Report of the Interdepartmental Committee on Joint-Use Libraries, (Melbourne, 1979).
 2. Stephens, "School/Community Libraries", p.5, commenting on Manitoba. Public Library and School Library Services, "Possible Avenues for School and Public Library Cooperation in Manitoba"; M.S.L.A.V.A. Journal, 2,2(1974), p.21.

at least "equal to that which would be given in separate facilities",¹ the Association emphasised a point which advocates of school/community libraries have been inclined to forget: that they must, by their very nature, represent a series of compromises among objectives, none of which can be fully reconciled, and that it would be very difficult to plan such a library so that each user group would be as well served in all respects as in a library designed and operated for its exclusive benefit.

Despite the pessimism in the professional literature, and the warnings of professional bodies, the establishment of such projects had continued throughout the 1970s; Jim Dwyer's Australian survey in 1977 revealed an increasing number, involving many different levels of co-operation, coming into use or planned.² While the reason for some such planning is undoubtedly financial,³ as it evidently was at Boronia in Melbourne, or based on encouraging rationalisation of the use of resources provided with public funds, there is increasingly a commitment to the idea of greater community involvement in education, and to seeking means to improve all community library services.⁴

There are some who would like to see this co-operation in the provision of library services to schools and the community carried even further. W.L. Brown feels that total "integration of the community's library and information services"⁵ is the only way the

1. Library Association of Australia, Statement of Policy on Joint-Use Libraries, (Surry Hills, N.S.W., 1981).

2. Dwyer, Co-operation or Compromise, p.2.

3. Ibid., p.2.

4. Aquin, "The School/Community Library", p.11.

5. "Library Services to the Young", in School Library Association of Queensland, Prospects, (Brisbane, 1973), p.16.

valuable resources of the libraries can be used to organise and distribute, according to need, the materials required by the whole community for education, information, and recreation. The integrated library system which Brown first outlined in 1977, in which the school's library needs were met as part of the whole community's library needs, has since been translated into a proposal for Library and Information Service for Albury-Wodonga.¹ A Library and Information Service Authority under a director would co-ordinate departments in university, colleges, schools, public libraries, and citizens' information bureaux, with a technical services section and an audiovisual section which would perform both routine and special functions for the whole service. While Brown's plan was probably unrealistic given present circumstances and the traditional autonomy of the institutions which he sees as being involved in the total service, it will certainly influence future trends in library provision.² It avoided what he sees as unnecessary duplication of technical and specialist staffing and opened possibilities for technological expansion in areas like cable television, while offering flexibility for future developments and educational change. It stressed the need for library services to be community-based, and the need for institutional libraries, including school libraries, while of necessity remaining separate entities, to be seen in the context of total library services to the entire community. It is apparent, then, that new forms of library co-operation, involving school library

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1. W.L. Brown, Proposed Library and Information Service for Albury/Wodonga, unpublished report submitted to the Standing Committee of the Library Association of Australia, 13 February 1974.
 2. Problems of finance, the multiplicity of government authorities in the Albury-Wodonga area, and the changed political climate, meant that Brown's plan was not implemented. Stephens, "School/Community Libraries", p.9.

provision, will be considered in the future, despite the fact that to date community libraries have not been seen as being an unqualified success.

From at least the sixteenth century, school libraries in many parts of Britain have offered some services to the public; from the nineteenth century, with the growth of rate-aided public libraries, particularly in Great Britain and the United States of America, many public libraries in both countries offered services of various types to the schools in their area. In the twentieth century, combined school/community libraries have developed in Britain, America, and in Australia, ranging in size and complexity from the combined school and public branch library in a small country town to a community centre library service serving adult education, schools, community groups, and providing a public library service, supported by a computerised information system with access to information stores in academic libraries throughout the world. With current financial constraints on library development, and a general acceptance of the desirability of community involvement in education and access to all forms of information, such joint library services are likely both to increase in number in the future and to increase in complexity and in the range of their services.