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CHAPTER FIVE

AUSTRALIAN SCHOOL LIBRARIES IN THE TWENTIETH CENTURY

In Australia in the twentieth century, as in Great Britain and the United States of America, there is evidence of a variety of influences on school library development. These include: increasing government control of, and financial support for, education generally, with school libraries being an area of increasingly important concern; the work of educational philosophers; the work of educators who, under the influence of people like Montessori,<sup>1</sup> Dewey, Parkhurst, and Kurt Hahn took new directions in education; the work of professional associations in the fields of both education and librarianship; major reports on education, libraries generally, and school libraries particularly, produced by concerned professionals, by or for professional associations, and by government departments and agencies, from the Munn-Pitt Report of 1933 onwards; and standards for school library service produced since the 1960s.

The influence of the professional associations on school library development was felt in Australia thirty to forty years after they had begun to play a vital role in both England and the United States. Though attempts had been made since the 1890s to establish a pro-

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1. "Sixty years ago, when the Montessori movement was new and expanding, Australia was in the forefront of developments. Australians were in attendance at the very first Montessori International Training Course, held in Rome in 1913, and Sydney was the scene of one of the earliest practical experiments with Montessori methods ever conducted." Robert C. Petersen, "Montessori and Australia", Education News, 13,3(1971), p.16.

professional association of librarians in Australia, there was, as we have seen, no effective national professional body until 1937, when the Australian Institute of Librarians was established. Professional associations of educators, too, were not established as early here as they had been overseas: the Australian Council for Educational Research was founded in 1930;<sup>1</sup> the Australian College of Education as late as 1959.<sup>2</sup> The first set of standards for school libraries in Australia was not produced until 1966,<sup>3</sup> some forty-five years after the Certain Standards in the United States and twenty years after the recommendations in the Carnegie United Kingdom Trust Report of 1936. This reflects the general lack of concern with school library development in Australia on a professional level before 1940.

Nevertheless libraries in schools, particularly in Victoria, New South Wales, and Queensland, were numerous in the early years of the twentieth century, some consisting only of small book collections in cupboards, but others, even in primary schools, being established in a separate room, often with special furniture and equipment. They were provided voluntarily by the local parents' and citizens'

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1. John McLaren, A Dictionary of Australian Education, (Melbourne, 1974), pp.33-35. This organisation was established in 1930 with funds provided by the Carnegie Corporation of New York; it was to be independent of any university, state system of education, or political party.
  2. The Australian College of Education "was founded in May 1959 to create a fellowship of those engaged in education which would carry out the functions of a professional institution by fostering educational thought and practice...". A note on the Australian College of Education, Unicorn, Bulletin of the Australian College of Education, 7(1981), p.2.
  3. Library Association of Australia. Children's Libraries section, Standards and Objectives for School Libraries, (Melbourne, 1966).

group, or by ex-pupils of the school, with, in some states, some public library assistance. The virtual universality of libraries in the state primary schools, and the attention given to them in most districts by Inspectors, is evidence that the Education Departments had adopted a policy of encouraging school library development on a state-wide basis; at the same time, the responsibility for funding school libraries remained with the local community.

Libraries in state primary schools continued to develop, as they had in the nineteenth century, as a result of the work of school Inspectors like John Kevin in New South Wales and Henry Rix in Victoria, with money provided locally,<sup>1</sup> and with some help in the twentieth century in the form of a state government subsidy based on local expenditure. These libraries were established for a variety of reasons, including the provision of recreational materials, the encouragement of reading to develop "the reading habit" in children, the provision of reference books and curriculum-related materials. Some reflected Mr. Kevin's hope that the library would be "a far-reaching influence for good",<sup>2</sup> carrying over into the twentieth century the idea of the school library as a moral and cultural force in the school. While we tend to think of these ideas as old-fashioned, they are not totally unrelated to the 1945 goals of American education as described by the American Library Association, which included "good citizenship, worthy use of leisure, and ethical

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1. Queensland, The Education Office Gazette, January 1901, p.26, commenting on the provision of £400 worth of library books in Inspector Flashman's areas of New South Wales, "without expense to the State".
  2. John W. Kevin, "State School Libraries", in Library Association of Australasia, Conference Proceedings, 1898, (Adelaide, 1969), p.68.

character".<sup>1</sup> But while the American Library Association in the middle of the twentieth century saw these goals as being realised through library activities and a whole library programme in the school, Kevin and others fifty years earlier saw them as being realised simply through the provision of bookstock of sound moral character. The desire on the part of adults to use books and related materials to promote the development of the child in a particular way is an old one, evident throughout the history of school libraries, and related particularly to the aim of the Sunday school library.

By 1915 in New South Wales there were very few state primary schools in any inspectorial district which did not have a school library of some sort, though to these schools the term "library" meant simply a collection of books, usually without a special room, and invariably without special staffing. From East Sydney District in 1909 the Inspector was able to report that all schools there had libraries.<sup>2</sup> The same report of library provision in every school was made from the Maitland District,<sup>3</sup> the Quirindi District,<sup>4</sup> and the Kempsey District in 1910,<sup>5</sup> and from the Bathurst District,<sup>6</sup> the Hay District,<sup>7</sup> and the Southern Sydney District<sup>8</sup> in 1911. However

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1. American Library Association. Division of Libraries for Children and Young People, and its Section The American Association of School Librarians. Committees on Post-War Planning, School Libraries for Today and Tomorrow: Functions and Standards, (Chicago, 1945), p.6.
  2. New South Wales, The Public Instruction Gazette, 3 May 1909, p.118.
  3. Ibid., 31 May 1910, p.159.
  4. Ibid., 31 May 1910, p.167.
  5. Ibid., 31 May 1910, p.168.
  6. Ibid., 31 May 1911, p.147.
  7. Ibid., 31 May 1911, p.153.
  8. Ibid., 31 May 1911, p.149.

in 1909 Mr. Inspector Cotterill<sup>1</sup> wrote that "unfortunately in some of the smaller schools in the more recently settled parts", no libraries were to be found. "Too often", he continued, "the struggle for existence occupies the minds of the parents to such an extent that little interest is taken in the school".<sup>2</sup> So while most children had access to book collections of some sort, there were children, particularly in the outback in small provisional and part-time schools, who saw no books other than their school readers.<sup>3</sup>

What were these New South Wales primary school libraries like in the period from 1900 to 1930? Mr. Inspector Cotterill, of the Kempsey District, commented in 1909 that they varied "in size and quality".<sup>4</sup> From the Wagga District Mr. Inspector Walker wrote in the same year<sup>5</sup> that it was "not uncommon to find small schools with 100 to 200 well-selected books", though he admitted that in some instances the selection had not been made judiciously, and many of the books were not likely to appeal to children. In the Quirindi District even "many of the provisional schools" had libraries of over one hundred books.<sup>6</sup> While some schools in the Mudgee District in 1911 had as many as 350 volumes, some had only a dozen.<sup>7</sup> A similar range is evident in the Lismore District, where in the same year some schools

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1. Ibid., 31 May 1909, p.128.

2. Ibid., 31 May 1909, p.128.

3. See Appendix D for a Table of Library Provision in New South Wales state primary schools 1909-1915, compiled from information given in the Annual Reports of Inspectors.

4. New South Wales, The Public Instruction Gazette, 31 May 1909, p.128.

5. Ibid., 31 May 1909, p.122.

6. Ibid., 31 May 1909, p.127.

7. Ibid., 31 May 1911, p.148.

had libraries of thirty books, while others had up to 300.<sup>1</sup> And in the Hay District, while every public school had a library in 1911, only seven had more than 200 books;<sup>2</sup> the size of the average book collection appears to have been rather smaller than this. In the Braidwood District, the eighty-seven school libraries in existence in 1910 contained a total of over 6500 books,<sup>3</sup> giving an average collection of 74.7 books. In the Dubbo District there were seventy-four libraries with a total of 7500 books,<sup>4</sup> indicating an average of 101.3 volumes. Mr. Inspector Dennis was probably close to the truth, then, when he claimed in 1910 that in the Dubbo District "even the small bush school often [have a library] of more than 100 books",<sup>5</sup> though there would have been few with more than 200 books. In Sydney's Western District in 1911 a total number of 10,000 volumes in school libraries only indicated "nearly a book to every child enrolled"<sup>6</sup> - and few other districts could record total book numbers of this magnitude, so their provision per child may have been even less.<sup>7</sup> There were schools, however, which did have much larger book collections. In the Kempsey District in 1910 Bowraville Public School had 444 volumes and Summerland Public School 434;<sup>8</sup> three years later both the District School at West Kempsey and the

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1. Ibid., 31 May 1911, p.153.

2. Ibid., 31 May 1911, p.153.

3. Ibid., 31 May 1910, p.164.

4. Ibid., 31 May 1910, p.165.

5. Ibid., 31 May 1910, p.165.

6. Ibid., 31 May 1911, p.147.

7. In 1913 there were 6563 books in the Broken Hill District (Ibid., 30 April 1913, p.87); in 1909 the Forbes District had 6700 (Ibid., 31 May 1909, p.124); and in 1911 the Eastern Sydney District had 5638 (Ibid., 31 May 1911, p.150).

8. Ibid., 31 May 1910, p.168.

Bellingen Public School had more than 800 volumes each.<sup>1</sup> And by 1915 one school in the Inverell District had a library of 750 books and a collection of 1000 supplementary readers exclusive of those supplied by the Department.<sup>2</sup>

Inspectors complained repeatedly about the quality of the bookstock in these school libraries early in the century, commenting that "more care needs to be exercised in the selection and purchase of new volumes for the library shelves".<sup>3</sup> The earlier libraries consisted chiefly of works of fiction, whose contribution to education was seen to be a contribution towards "building up the reading habit". What was wanted, claimed an Inspector, were "good libraries of clean, wholesome, and inspiring literature".<sup>4</sup> However a close examination of a collection by the school Inspector often revealed "the unsuitability of a number of the books", since "the average child in a 4th or 5th Class does not turn to unabridged novels of Scott or Lytton for recreation".<sup>5</sup> And not infrequently, books were "found on the library shelves that have not been opened by pupils for several years because they are outside the range of the ability of interests of the pupils."<sup>6</sup> Early twentieth century Inspectors also complained about the lack of suitable provision for the infants children;<sup>7</sup> this, however, gradually improved after 1909,<sup>8</sup> so

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1. Ibid., 30 April 1913, p.86.

2. Ibid., 1 June 1915, p.125.

3. Ibid., 31 May 1909, p.126.

4. Ibid., 31 May 1911, p.150.

5. New South Wales, The Education Gazette, 1 May 1916, p.169.

6. Ibid., 1 May 1916, p.169.

7. New South Wales, The Public Instruction Gazette, 31 May 1909, p.127; Ibid., 31 May 1911, p.146.

8. Ibid., 31 May 1911, p.149.



that in 1915 Mr. Inspector Dennis was able to report that in the Sydney East District "even infants' schools now have good libraries ...".<sup>1</sup> Part of the problem was the lack of suitable reading material, apart from the school readers, available for young children, though gradually schools were able to add toy-books, illustrated primers, and other specially produced books to their collections.<sup>2</sup>

Another development early in the twentieth century was the addition of reference books to the school collections, to enable pupils to carry out independent work, and to read more widely on curriculum-related topics.<sup>3</sup> From 1910 sets of encyclopaedias were supplied to the larger schools by the Department of Education,<sup>4</sup> to which "several schools...added Dictionaries, Atlases, Gazeteers, so that gradually reference libraries were being formed".<sup>5</sup> By 1906 there were suggestions in Victoria, too, that libraries in primary schools should provide books for more systematic use in school work, in addition to those provided for recreational reading. As in New South Wales, Inspectors began to comment in their reports that "scholars' tools" like dictionaries, atlases, and "cyclopaedias" should be available to the children for reference in connection with "the daily work of the school".<sup>6</sup>

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1. Ibid., 1 June 1915, p.124.

2. Ibid., 31 May 1910, p.159.

3. Ibid., 31 May 1911, p.148.

4. Ibid., 31 May 1911, p.150.

5. Ibid., 31 May 1911, p.151.

6. L.J. Blake (ed.), Vision and Realisation: A Centenary History of State Education in Victoria, (Melbourne, 1973), Vol.1, p.1034.



Primary school children using the library books in a "recreation period" at the Kurri Kurri Public School, New South Wales, in 1910. (From: Education News, 15,2+3(1975), cover.)

The publication of lists of suitable "Books for School Libraries" in the New South Wales Public Instruction Gazette from 1913, continuing in its successor, the Education Gazette, assisted teachers with book selection.<sup>1</sup> The first list consisted almost entirely of fiction, including series books and readers, for infants through to sixth and seventh class, though there were four "Lives" listed - Drake, Raleigh, Nelson, and Captain Cook - as being suitable for fourth class boys. In keeping with the tendency to provide more informational books in school libraries, the 1919 "Additional List",<sup>2</sup> while still listing mainly fiction, including readers, also listed some biographies, "tales from history", and a "children of many lands" series. The 1929 list of "Suitable Library Books and Supplementary Readers", however, included subject lists for "History", "Geography and Adventure", "Nature Study", and "English Books", including poetry, as well as some fiction.<sup>3</sup>

In addition to books, many schools also had collections of magazines and periodicals, which were usually made available on reading tables for pupil use during lesson breaks and outside school hours.<sup>4</sup> In some schools in the Mudgee District the pupils had access to the daily papers, local papers, and magazines like Graphic and Black and White;<sup>5</sup> other publications subscribed to by schools included the Sydney Mail, The Town and Country Journal, Life, The New

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1. New South Wales, The Public Instruction Gazette, 15 October 1913, pp.307-308.

2. New South Wales, The Education Gazette, 1 July 1919, pp.169-171.

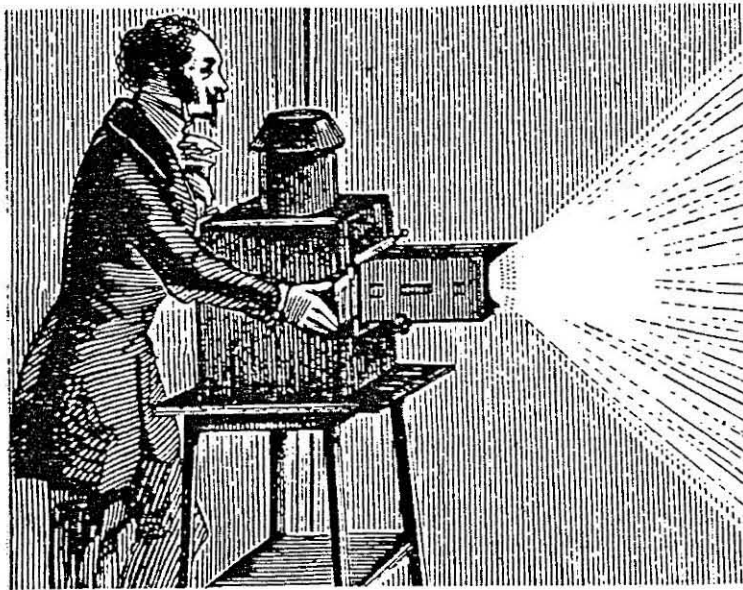
3. Ibid., 1 June 1927, pp.76-77; 1 October 1927, pp.149-151.

4. New South Wales, The Public Instruction Gazette, 31 May 1910, p.168; Ibid., 31 May 1911, p.153; Ibid., 31 May 1911, p.146.

5. Ibid., 31 May 1911, p.148.

Idea, and The Lone Hand.<sup>1</sup>

Non-book materials were also available in many of the school libraries. Some had collections of pictures, often mounted on cardboard or paper as charts;<sup>2</sup> some had maps and charts.<sup>3</sup> Lantern slides were being used increasingly, too, for "lantern lectures", and "one or two schools" in the Narrabri District had lanterns.<sup>4</sup>



A "magic lantern" in use in a school.  
(From: Education News, 17,2(1980), p.3.)

There were problems in the bush schools with blackout facilities, and with power supplies - country users usually also had to purchase an acetylene gas generator to run the lantern.<sup>5</sup> Gramophone records were being acquired by some larger schools. Others, including Gunnedah, Wee Waa, and Walgett in the Narrabri District were develop-

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1. Ibid., 31 May 1911, p.151.

2. Ibid., 31 May 1910, p.158; ibid., 31 May 1911, p.154.

3. Ibid., 1 May 1915, p.106.

4. Ibid., 31 May 1910, p.168.

5. Ibid., 1 May 1915, p.106.

ing "fine collections of stereoscopic views";<sup>1</sup> Moree Public School, for instance, had a collection of 400 views in 1910. It also possessed "sufficient stereoscopes to keep a whole class occupied".<sup>2</sup>

In 1910 Mr. Senior-Inspector Lawford, of the Parramatta District, commented that he looked

forward to the time when at all large schools a room or rooms shall be reserved for library purposes. If a school is to be thoroughly efficient, there must be a place where the studiously inclined pupil can go at any time when he wants to look up points, consult books of reference, or study generally.

He felt, however, that books were "for the most part inadequately housed, and not as accessible to the children as they should be".<sup>3</sup> In fact, only a few schools could afford to allocate accommodation space for a library/reading room.<sup>4</sup> At Moama in southern New South Wales, for example, a special room was fitted up as a reading room, where magazines and illustrated papers, as well as books, were available for pupils to read.<sup>5</sup> Other schools had to be content with rather less. In the Lismore District "a few teachers" had "fitted up a portion of the hat-room to serve as a reading-room",<sup>6</sup> while some schools in the Mudgee District had "set apart a portion of the verandah for a recreative and reading room".<sup>7</sup> Still others could only provide "conveniences" for "the reading of books and illustrated magazines";<sup>8</sup> many, in fact, provided a "reading table" where the

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1. Ibid., 31 May 1910, p.168.

2. Ibid., 31 May 1910, p.168.

3. Ibid., 31 May 1910, p.158.

4. Ibid., 31 May 1909, p.118.

5. Ibid., 31 May 1911, p.153.

6. Ibid., 31 May 1910, p.168.

7. Ibid., 31 May 1911, p.148.

8. Ibid., 31 May 1911, p.150.

pupils could read books, magazines, and periodicals.<sup>1</sup>

In The Education Gazette in 1917 "Some Practical Hints on the Formation and Management of School Libraries" were given for teachers.<sup>2</sup> Repeating previous advice on library organisation given from time to time by the Inspectors, this article suggested regular stocktaking and weeding of the collection, the systematic arrangement of books on open shelves so that pupils would have easy access to them, the use of pupil library monitors, and the covering of all books with a uniform linen cover made by the sewing class. It was proposed that a book be used as a borrowing register, in which, for each loan, "the scholar's name, title of book, date of issue and return" would be shown;<sup>3</sup> this system does appear to have been used by most schools.<sup>4</sup> It was also suggested several times in the Gazette that a catalogue of the collection be prepared, possibly including a short account of each book to assist the pupils in selecting reading material.<sup>5</sup>

There is considerable evidence that these libraries, especially those in country towns, as well as being available to school pupils, were also used by parents and others in the community:<sup>6</sup> "in several places the library is a community interest, and the more advanced

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1. Ibid., 31 May 1911, p.149; ibid., 31 May 1911, p.153.
  2. New South Wales, The Education Gazette, 2 April 1917, p.90.
  3. New South Wales, The Public Instruction Gazette, 30 April 1913, p.86.
  4. New South Wales, The Education Gazette, 1 May 1917, p.118.
  5. Ibid., 1 May 1917, p.117.
  6. New South Wales, The Public Instruction Gazette, 31 May 1909, p.119; ibid., 31 May 1909, p.124; ibid., 31 May 1911, p.151; ibid., 31 May 1910, p.159; ibid., 31 May 1910, p.164; ibid. 31 May 1910, p.166; ibid., 31 May 1910, p.168.

books are circulated in the townships".<sup>1</sup> There was even an extremely ambitious suggestion that the school library should be "the nucleus of a general library for the rural community",<sup>2</sup> though community use of the school libraries never developed to this extent. Nor could this have been more than a makeshift expedient, since no schools appear to have bought any materials with adult users in mind, or to have made any provision for them other than lending them school books and magazines. As soon as a public library service or a School of Arts began to serve a rural community the adults deserted the school library in favour of the new service which better met their needs.

The state primary school libraries of New South Wales were financed by local subscriptions and fund-raising efforts, as they had been since the 1890s. The New South Wales Education Gazette issues of 1921 published the School Concert Accounts for each school; these annual concerts raised funds for a variety of school needs, including sporting equipment, fences, trees, pianos, flags, prizes, Christmas parties, gardening equipment, sewing machines, and manual training materials. In that year 24.57% of all schools used the money raised through concerts to support the school library. Libraries may also have benefited in schools where monies were allocated to "school funds" or "school equipment".<sup>3</sup>

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1. Ibid., 31 May 1909, p.127.

2. Ibid., 31 May 1909, p.124.

3. New South Wales, The Education Gazette, 1 January 1921, p.15; 1 February 1921, pp.35-36; 1 March 1921, p.55; 1 April 1921, p.71; 1 May 1921, p.89; 1 June 1921, p.105; 1 July 1921, p.121; 1 August 1921, p.137; 1 September 1921, p.153; 1 October 1921, p.170; 1 November 1921, p.186; 1 December 1921, p.213.

School libraries received some assistance, particularly with regard to bookstock, from subsidy, from some central libraries, and from the New South Wales Public Library.<sup>1</sup> A central library established at Wellington, by the Wellington Teachers' Association,<sup>2</sup> with about one thousand volumes, made bulk loans to schools within a radius of twenty miles.<sup>3</sup> Other central libraries were established at Taree,<sup>4</sup> Wollongong, and Wagga Wagga. In addition, schools near each other sometimes exchanged all or part of their bookstock to provide a wider variety of reading materials for their pupils.<sup>5</sup> However no comprehensive regional or state scheme of exchange was ever put into operation, despite the success of these local exchanges.<sup>6</sup> Though boxes of books which were sent on loan to country schools from the New South Wales Public Library were supposed to be regarded "only as supplementary to local effort" in building a book collection,<sup>7</sup> they became, in many schools, "a substitute for the school library instead of a supplement".<sup>8</sup> Used by almost every small school,<sup>9</sup> they not only provided some of the variety in bookstock which a small school could not hope to provide without assistance, but also introduced "types of books that would probably never be purchased by the teacher", thus educating the teachers "regarding

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1. New South Wales, The Public Instruction Gazette, 31 June 1909, p.211.
  2. Ibid., 31 May 1910, p.163. See also the issue for 31 July 1909, p.209, and Library Association Record, January 1944, p.10.
  3. Ibid., 31 May 1912, p.142.
  4. Ibid., 1 June 1915, p.126.
  5. Ibid., 31 May 1911, p.151; ibid., 31 May 1911, p.153.
  6. Ibid., 31 May 1910, p.161; ibid., 31 May 1910, p.164.
  7. New South Wales, The Education Gazette, 1 May 1926, n.p.
  8. Ibid., 1 May 1930, p.61.
  9. Ibid., 1 May 1930, p.61.



the types of books found appealing by recognised authorities in library management".<sup>1</sup>

In Queensland state primary schools in the early twentieth century, as in New South Wales, there is evidence for the existence of large numbers of school libraries.<sup>2</sup> As in New South Wales, the initiative for the development of many of these came, from the 1890s onwards, from school Inspectors,<sup>3</sup> particularly from some who had seen library developments in the south. While these Queensland and New South Wales school libraries were similar in their reliance on local fundraising efforts, in size and type of bookstock, equipment, internal organisation, and availability to parents and other adults within the community, there were differences. No primary school in Queensland, for instance, is reported as having its own library room, as some New South Wales schools had early in the twentieth century. There was no development of central libraries to serve all the schools of an area, as there had been at centres like Wellington and Wagga Wagga in New South Wales. And with the State Library of Queensland only being established in 1896, and opened to the public in 1902 with limited services,<sup>4</sup> there was no public library service to schools at this time in Queensland, as there had been in New South Wales, Victoria, and in South Australia.<sup>5</sup> But the most important of

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1. Ibid., 1 July 1936, p.175.
  2. Queensland State Archives, Department of Public Instruction, Files "Library Various, No.1" and "Library Various, No.2".
  3. Ibid., Library Various, No. 1, 4227, "Memorandum on School Libraries", 10 March 1909.
  4. John Balnaves and Peter Biskup, Australian Libraries, (2nd edn, London, 1975), p.73.
  5. T.W. Leys, School and Travelling Libraries, (Auckland, 1911), p.3.

these differences was the degree of centralised control exercised over school libraries and school library development in Queensland by the Queensland Department of Public Instruction.

The initial attempt by the Department to provide school library facilities on a state-wide basis was made in 1909, when the Minister proposed to the Secretaries of all Queensland's Schools of Arts a scheme for joint library provision. Though many schools, including Kangaroo Point State School,<sup>1</sup> Cairns State School,<sup>2</sup> Mareeba State School,<sup>3</sup> Helidon State School,<sup>4</sup> Highfields State School,<sup>5</sup> and "several of the schools in [the Bundaberg] district"<sup>6</sup> had small libraries of one hundred or more books already, the Minister felt that "it would be more advantageous in many respects if instead of having a library in each school there were one general library in each centre so that the range of books and magazines might be wider

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1. Queensland State Archives, Department of Public Instruction, Library Various, No. 1, 6729, Letter from the Secretary, Kangaroo Point School of Arts, to the Under Secretary, Department of Public Instruction, 20 April 1909.
  2. *Ibid.*, 9470, Letter from the Secretary, Cairns School of Arts, to the Under Secretary, Department of Public Instruction, 31 May 1909.
  3. *Ibid.*, 6036, Letter from James Dowie, Head Teacher, Mareeba State School, to the Under Secretary, Department of Public Instruction, 6 April 1909.
  4. Helidon State School. Parents' and Citizens' Association, Souvenir: Official Opening, Helidon State School, 95th Anniversary, 1969, (Toowoomba, 1969), unpagd. In 1909 the school had "a splendid collection of 250 volumes" which had been a gift.
  5. Highfields State School, Centenary of Education, Highfields, Saturday 14th February 1970, (Toowoomba, 1970), p.25.
  6. Queensland State Archives, Department of Public Instruction, Library Various, No. 1, 8138, Letter from the Secretary, Bundaberg School of Arts, to the Under Secretary, Department of Public Instruction, 15 May 1909.

and there might be a continual flow of the best literature for boys and girls".<sup>1</sup> He proposed that the general library be worked in conjunction with the Schools of Arts, on the School of Arts premises, the State contributing towards the purchase of books and magazines, and with a subscription of one shilling per annum from each pupil to pay running costs.<sup>2</sup> There were several factors behind the Minister's decision, apart from the desire "to create in our pupils a taste... for good literature".<sup>3</sup> School Inspectors had been agitating for better school library provision, complaining that the small stock of books in school libraries became stale, yet schools found it hard to replace them when funds had to be raised voluntarily. The Department of Public Instruction had oversight of all the libraries in the state, not just school libraries, and it resented having to spend £5000 per annum in grants to Schools of Arts to provide reading matter for the general public, for which "as an Education Department we get no return so far as the school children are concerned".<sup>4</sup> It did not want to have to support, in a large centre, a central library for the public "and a lot of little struggling libraries" in schools for the children. And those small school libraries had already proved expensive. The Department, up to 1909, had provided a bookcase in a school if a set of books was provided locally. The Department thus often had to provide "a bookcase costing £6 or £7 to hold £2 or £3 worth of books", and it felt that it was, under the circumstances, bearing an unfair share of the burden of library provision

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1. Ibid., Draft letter to Secretaries of Schools of Arts from the Department of Public Instruction, 16 March 1909.
  2. Ibid., Draft letter to Secretaries of Schools of Arts from the Department of Public Instruction, 16 March 1909.
  3. Ibid., 4227, Memorandum on "School Libraries"; 10 March 1909.
  4. Ibid., 4227.

in each school.<sup>1</sup> There were, then, distinct advantages for the Department in the proposed joint service scheme. The Department

would be saved the expense of having to subsidize libraries in connection with each school (except in localities where there are no Schools of Arts), would secure that a certain proportion of the endowment...paid to Schools of Arts was devoted to school library purposes, and, at comparatively small expense, would get good libraries for the children and would maintain a continual flow of suitable literature in the way of books and magazines.<sup>2</sup>

However all the Schools of Arts throughout the state also saw the advantages of the scheme for the Department of Public Instruction, while failing to see any matching advantages for themselves, and all rejected it. Various reasons were given by the Schools of Arts for refusing to take part, including reduced accessibility to the library for children when the books were not on the school premises permanently, insufficient staff to organise and supervise the scheme,<sup>3</sup> the inadequacy of the proposed endowment grants,<sup>4</sup> insufficient accommodation even for existing bookstock,<sup>5</sup> and, of course, the ever-present danger that parents might use their children's borrowing cards for a shilling a year instead of joining the School of Arts themselves!<sup>6</sup> The proposal was therefore abandoned by the Department late in 1909

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1. Ibid., 4227.

2. Ibid., 4227.

3. Ibid., 6729, Letter from the Secretary, Kangaroo Point School of Arts, to the Under Secretary, Department of Public Instruction, 20 April 1909.

4. Ibid., 8533, Letter from the President, Crows Nest School of Arts, to the Under Secretary, Department of Public Instruction, 20 May 1909.

5. Ibid., 12665, Letter from the Secretary, Stanthorpe School of Arts, to the Under Secretary, Department of Public Instruction, 24 July 1909.

6. Ibid., 8533, Letter from the President, Crows Nest School of Arts, to the Under Secretary, Department of Public Instruction, 20 May 1909.

in favour of a centrally administered scheme based on libraries in each school. From this time on the Department of Public Instruction encouraged the growth of school libraries through the provision of matching grants to build up book collections, and through the visits of Inspectors; teachers who failed to establish library collections in their schools were asked for written explanations.<sup>1</sup>

The centralised organisation of the school libraries throughout the state was complex, meaning a great deal of clerical work for the section handling purchases and finances; its advantage, however, was that it did enable the Department to control the stock in the libraries. The schools depended, to the same extent as those in New South Wales, on money raised locally by Parents' and Citizens' Associations to support libraries, but money raised in this way was matched by a £1 for £1 grant by the Queensland Department up to a fixed maximum for each year, depending on the size of the school.<sup>2</sup> This maximum ranged from £8 per annum for a Class One school to £1/10/- per annum for the very small Class Eight, Nine and Ten schools and the provisional schools.<sup>3</sup> All books for the library had to be ordered through the Department, and selected from the Education Office Gazette lists of "Books Suitable for the School Library", published each year from 1910. The amount of the local contribution was remitted with the order from the school, books

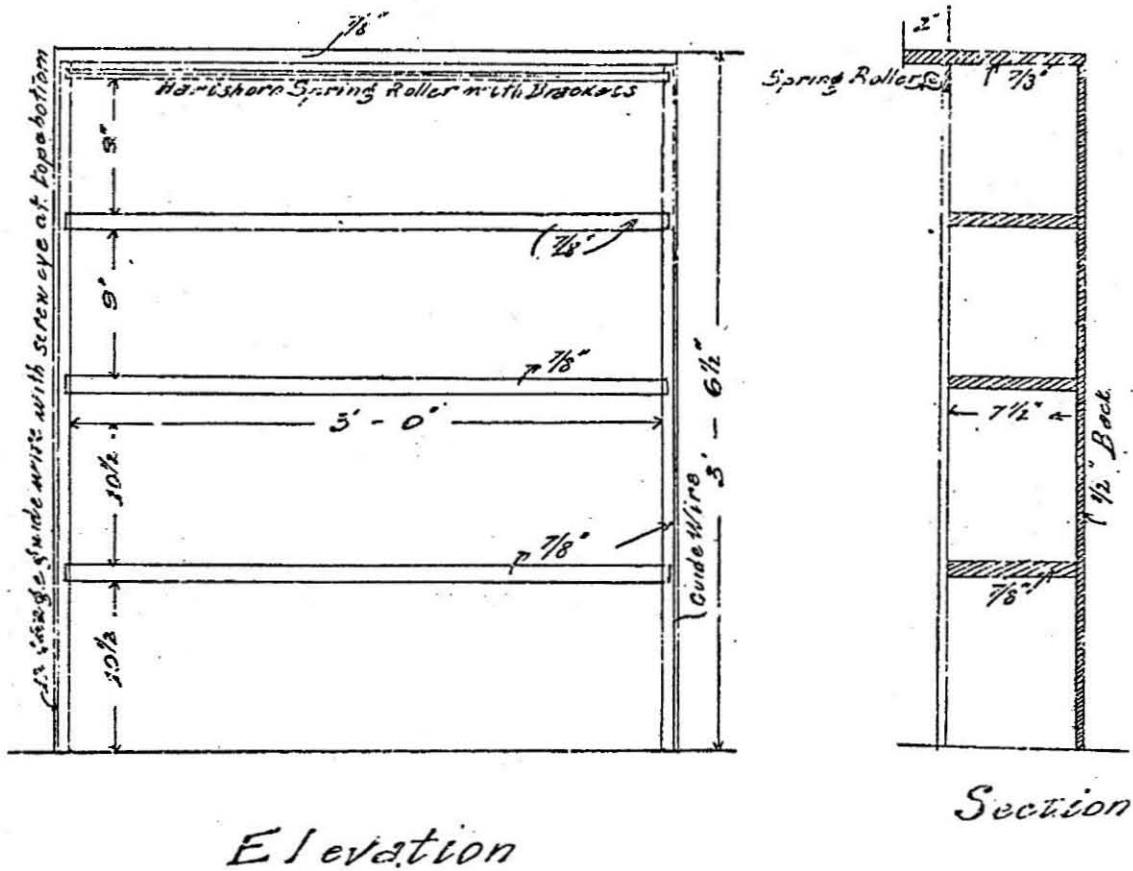
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1. Ibid., 19061, Letter from the Head Teacher, Brisbane Central State School, to the Under Secretary, Department of Public Instruction, 21 July 1911; ibid., 23231, Letter from E.J. Ganter, Archer State School, to the Under Secretary, Department of Public Instruction, 6 July 1915.
  2. Queensland, The Education Office Gazette, 3 August 1921, p.231.
  3. Queensland State Archives, Department of Public Instruction, Library Various, No.1, Memorandum, "School Libraries", 28 December 1909.

being selected to the value of the local contribution plus the matching grant. With grants depending on the amount of the local contribution, few schools were able to make substantial orders regularly. The Department also contributed towards the cost of providing bookshelves, but the shelves had to be made according to the Department's detailed specifications, and could only be ordered with Departmental approval.<sup>1</sup> This rigidity of organisation, at a most detailed level, while well-intended as a way of ensuring the selection of quality books in a state where few schools had direct access to bookshops, where there were few public libraries, and where pupil-teachers and young and poorly trained teachers in charge of often very isolated schools had little experience of books and book selection,<sup>2</sup> in practice tended to stifle local effort rather than to encourage it. Certainly teachers were constantly frustrated by the long wait for orders to be processed and for books to arrive, by the complex re-ordering procedure when titles ordered months before were found to be no longer available, and by the complicated accounting

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1. Queensland, The Education Office Gazette, 3 August 1921, pp.232-234.

2. As late as 1945, thirty-five years after Queensland had created its centralised system, the Victorian Education Department was being criticised for failing to exercise control over the purchase of books, because few teachers in small schools had the knowledge, the experience, or the access to selection aids, to choose books well. And it was suggested that a centrally compiled list of approved books be circulated to aid teachers in purchasing books. Frank G. Kirby, Libraries in Secondary Schools: A Report on the Libraries of Secondary Schools in Victoria..., (Melbourne, 1945), p.20. This suggestion was never adopted in Victoria, but gradually in the post-War period more selection aids appropriate for school library collections became available, and more courses of training for school librarians were gradually introduced.



Sketch from the Queensland Education Office Gazette of the approved bookshelves which schools could have made to house their libraries; each set of shelves was designed to hold one hundred to two hundred books. The sketch was printed in several issues, including that of 3 August 1921, p.233.

procedures.<sup>1</sup>

As a result of Departmental support for the development of small library collections within each primary school, and the encouragement of the Inspectors, there were few schools without libraries by 1920. However there were often complaints that these libraries had generally old and uninteresting stock, particularly in the smaller schools; both teachers and Inspectors commented that the collections quickly fell into disuse unless renewed by constant local effort.<sup>2</sup> As with the New South Wales state primary school libraries, these were chiefly libraries of fiction until well into the 1920s, and again as with the New South Wales school libraries,

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1. The procedures were outlined in detail periodically in the Education Office Gazette, for example in the issues of May 1910 and 3 August 1921, and in Supplements to the Gazette, for example in the Supplement of November 1926 on "School Libraries". They were also outlined in detail in various Departmental Memoranda, including one in the Queensland State Archives, Department of Public Instruction file Library Various, No.1, 26958, "Applications for School Libraries and Book-cases", 5 December 1910.
  2. Queensland State Archives, Department of Public Instruction, Library Various, No.1, 33177, Letter from the Head Teacher, Fossilbrook State School, Cairns, to the Under Secretary, Department of Public Instruction, 19 July 1923; ibid., 11732, Reply from the Under Secretary, Department of Public Instruction, to Waringle State School, Kairi, 13 March 1925.



there was little material at first for the youngest pupils.<sup>1</sup>

While supervised by teachers, these collections were usually managed by "trustworthy senior pupils...appointed as librarians".<sup>2</sup> The libraries were opened for "ten or fifteen minutes on one or two days a week" when pupils were encouraged to use them "as freely as possible".<sup>3</sup> Each book was given an accession number when it was added to the collection, "the number being placed on the outside and inside of such book" after it had been entered in the accession register. Books were also catalogued alphabetically by title in an exercise book with leaves cut as "an ABC ledger".<sup>4</sup> This primitive cataloguing system may have served some purpose in libraries with one hundred or so fiction titles. However by 1926 there were substantial numbers of non-fiction titles on the Department's list of approved books, and schools were ordering them in at least the same

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1. Ibid., Balmoral State School, "Books in Library", 20 March 1911. This list showed a library of sixty fiction works and five histories, including Napier's Peninsula War and Prescott's Conquest of Peru. Ibid., Kandanga Township State School, "Library Books now on Hand", 17 July 1918. This list showed seventy-five titles, again mostly fiction except for two volumes of Tales From History, Natures Wonders, Wonders of the Pond, and Great Deeds in English History. Orders for library books preserved in the Queensland State Archives also show that the bulk of the orders in the years to the mid-1920s were for fiction books. Boolboonda State School on 10 September 1913 ordered nineteen books to the value of £1/2/2, generally fiction, but including three volumes in the "Highroads of History" series - Tales of the Homeland, Stories of British History, Britons of Renown - and a book called How Other People Live. Baking Board State School at the same time ordered one hundred books to the value of £3/0/7, again generally fiction (including seven sets of readers), with the exception of the Life of Nelson, The Tempest, and possibly Paths of Empire and A Book of Heroes.
  2. Supplement to The Education Office Gazette, November 1926, "School Libraries", p.5.
  3. Ibid., p.5.
  4. Ibid., p.5.

numbers as fiction by the mid-1920s. Since subject and author access to non-fiction books is more important than title access, and since by the late 1920s most school collections has as many non-fiction books as fiction, a title catalogue of the collection could have had little value. While the Department was well-intentioned in trying to ensure that the libraries were catalogued, it was unfortunate that the method suggested should have been one which would not help to promote the effective use of the increasing numbers of non-fiction books in the libraries. Books were required to be shelved in accession order and, as in New South Wales, they were to be covered with cloth or paper before being placed on the shelves. Adherence to these methods of organisation by most schools meant that by the 1940s school libraries had ceased to have much relevance to the life of the school, with old books, a shelf arrangement unrelated to the subject matter of the books or to the curriculum, and without any logical base, and a catalogue which gave little real help in locating needed books or information. Central control in Queensland had a fossilising effect on school libraries once the initial period of development was over, an effect not so evident in New South Wales and Victoria, where school library provision depended much more on local initiative.

Mr. Inspector Cotterill, writing from the Kempsey District of New South Wales in 1909,<sup>1</sup> indicated that though these school libraries often fell short of the ideal, their potential value was great when they were well organised:

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1. New South Wales, The Public Instruction Gazette, 31 May 1909, p.128.

Many teachers recognise the valuable aid in the acquisition and development of ideas which their school library affords; these are the teachers who select their books carefully, providing in their range for all classes of their schools; who assist their pupils in their selection; who discuss with them the incidents related and the characters portrayed.

However school libraries generally, it was claimed, did not have the influence they should have had on the life of the school, even in years when a great deal of attention was paid to their development. Mr. Inspector Hart of the Hay District listed seven factors which he saw as contributing to this state of affairs:<sup>1</sup> firstly, few schools could afford to add new books to their library regularly, particularly since the money for them had to be raised locally; secondly, in some schools many of the books were above the pupils' level of comprehension, while others were "of the wrong type"; thirdly, the failure to establish class libraries as well as general libraries in schools (he felt that it was essential that children always have books close by them); fourthly, the system of lending books was faulty; fifthly, Australian authors were poorly represented in the collections; sixthly, teachers did not take sufficient interest in developing the reading taste of their pupils; and seventhly, children who did not like reading or who read badly were poorly catered for in the selection of books available. Other Inspectors, too, indicated that they found the school library provision of the period unsatisfactory in some respects. In New South Wales both Mr. Inspector Connelly of the Young District<sup>2</sup> and Mr. Inspector Kennedy of the Taree District<sup>3</sup> felt that teachers had a greater role to play in the promotion of libraries

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1. Ibid., 30 April 1913, p.87.

2. Ibid., 31 May 1909, p.123.

3. Ibid., 31 May 1909, p.126.

and reading within the school if the libraries were to be effective. Others emphasised the difficulties for country schools in New South Wales "in making a proper selection of books",<sup>1</sup> a difficulty the Queensland Department of Public Instruction had attempted to overcome with its centralised ordering system.

Australian secondary school libraries in the early decades of the twentieth century continued in the patterns of the nineteenth century. In both state and independent schools the libraries were generally small collections of up to two thousand books, chiefly collections of fiction and general non-fiction, though with an increasing emphasis on non-fiction and reference works, as had also been the case in the primary school library collections. They were usually administered by the students themselves, often with a teacher in overall charge as an added school "duty". The collections were largely built up by donations and by the fund-raising efforts of local parents' and citizens' groups or groups of past pupils. In some cases the library was housed in its own specially furnished library room;<sup>2</sup> in other schools "the library was still a cupboard or bookcase in a form room, on the verandah, or in the dining room." In some boarding schools, as in some nineteenth century English schools described in the Clarendon Commission Report of 1864,<sup>3</sup> the

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1. Ibid., 31 May 1912, p.141.

2. The 1915 Advance Prospectus of Presbyterian Ladies' College, Pymble, p.9, stated that the school then had ten classrooms, an assembly hall, and a library; other schools which had specially arranged library rooms included St. Joseph's College, Hunters Hill, Sydney, and the Convent High School, The Range, Rockhampton. See St. Joseph's College Magazine, March 1910, p.20, and Convent High School Annual, 1907, p.7, p.39.

3. England. Department of State. Public Schools Commission, Public Schools and Colleges: Report..., (4 vols, London, 1864). For Westminster see Vol.2, p.203; Charterhouse, Vol.2, p.224; Rugby, Vol.2, p.303.



An early classroom at Rockhampton Girls' Grammar School, Queensland, showing the library shelf at the back of the room. (From: Hector Holthouse, Looking Back, (Brisbane, 1975), p.61.)

school library was associated with a school boarding house.

At Ipswich Grammar School in 1913 the library, in a cupboard, contained "some hundreds of volumes, mostly fiction, of a nature that appeals to boys; but there [were] also reference books, both scientific and historical".<sup>1</sup> Supervised by the boys themselves, this lending library had been built up mainly through donations. At Frensham, an independent girls' boarding school at Mittagong, New South Wales, established in 1913, the first library was a set of bookshelves housed in various rooms in the main house, then in 1916 in the dining room,<sup>2</sup> though it was only another year before a room was made available for library use<sup>3</sup> in a newly built wing, supervised by a mistress, but with the day-to-day management in the hands of the girls. By the 1930s the school had two separate library rooms: a "fiction library" of works available for loan, and a "reference library" of curriculum-related non-fiction and reference books; both libraries were under the charge of an English mistress.<sup>4</sup> The collection of books in the library cupboard at Somerville House (The Brisbane High School for Girls) in 1918 totalled 879. Built up

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1. Ipswich Grammar School, Ipswich Grammar School 1863-1913, (Maitland, 1914), p.9.
  2. Late in 1912 Miss Winifred West, the founder of the school, issued a prospectus which, under "Fees", showed a "Games and Library" subscription of 10/6 per quarter, indicating that the establishment of a library was to be an early priority. This prospectus is reprinted in Priscilla Kennedy, Portrait of Winifred West, (Sydney, 1976), pp.28-29.
  3. Ibid., p.82.
  4. This division of the book collection into fiction and non-fiction libraries occurred at many schools, including Somerville House, Brisbane, and Brisbane Girls' Grammar School. See The Brisbane High School for Girls, Magazine, (June 1930), p.33; and Brisbane Girls' Grammar School Magazine, (December 1956), p.21.



Frensham, Mittagong, New South Wales. The former dining room, now the North Room, showing the bookshelves which housed the school library in 1916. (Photograph from Frensham.)

mainly from donations, this library apparently consisted mainly of fiction, since the list of books added in 1918 shows no non-fiction titles at all.<sup>1</sup> There was a small collection, however, known as the "Reference Library", kept in the same cupboard. It does not seem to have flourished as the general library did; in 1916, for instance, the only addition was the five volume set of The World's Great Events, and in 1917 and 1918 no additions were made.<sup>2</sup> The library in this school as in so many others, was administered by the pupils themselves. At a "large Melbourne girls' school"<sup>3</sup> a compulsory fee of five shillings per pupil per term was paid to the library; with this money books for the fiction, reference, and teachers' libraries were bought, though donations still provided a large part of the library stock. This school library, housed in its own panelled room, was one of the larger ones in Melbourne.

The library collection at the Brisbane Grammar School dated from the late nineteenth century;<sup>4</sup> in 1903 it consisted of two bookcases, one of boys' fiction, the other of classical books.<sup>5</sup> It was built up by donations during the early years of the twentieth century and by 1914 more space was needed for the average attendance of forty boys when the library, stored in its bookcases in a classroom, was open.<sup>6</sup>

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1. The Brisbane High School for Girls, Magazine, (December 1918), p.29.
  2. The Brisbane High School for Girls, Magazine, (June 1916), p.15; (December 1916), p.17; (June 1917), p.11; (December 1917), p.21; (June 1918), p.25; (December 1918), p.29.
  3. Enid Joske, "The School Library", The Australian Educational Quarterly, 2(1926), p.41. This school was probably Presbyterian Ladies' College, Melbourne, a school with which the author was familiar, cf. p.43.
  4. Brisbane Grammar School, Magazine, 1(May 1898), p.15. In 1898 the library had 400 books.
  5. Ibid., 5(April 1903), p.17.
  6. Ibid., 16(November 1914), p.33.



In 1919 the school's General Committee recommended that a separate library be built as a war memorial. This new library was opened in 1925;<sup>1</sup> it housed the Reference Library only, with the Lending Library of almost 1000 books still being stored in a classroom.<sup>2</sup> The War Memorial Library, used in addition as a sixth form common room, was built primarily as a memorial to Old Boys who died in the 1914-1918 War, with its library function being secondary. It was an elaborate gothic building, costing the then enormous sum of £4,000, with twelve stained glass "peace" windows, but seating only twelve readers. It had in fact never been intended as a general library for the whole school; it housed chiefly a donated collection of "great books" which were seen as adding prestige to the memorial, and whose influence, it was hoped, would somehow permeate the school.<sup>3</sup> The lending library and a working reference collection functioned elsewhere in the school.

At some state high schools in New South Wales, provision was made for a separate library room from the second decade of the twentieth century. At this time Albury High School<sup>4</sup> and Wagga Wagga High School<sup>5</sup> each had a library room slightly larger than the normal classroom, furnished with large tables instead of desks. Plans prepared in 1920 for the building of the Hay War Memorial High School included a library thirty-four feet by twenty-four feet in size "with

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1. Ibid., 28(June 1925), pp.23-30.

2. Ibid., 33(June 1930), p.44.

3. This memorial library is discussed in greater detail in Chapter Nine.

4. Albury High School, The Southern Cross, (1958), n.p.

5. Information from the school, and from Wagga Wagga High School, The Hill, (1960).

book-room attached", for a school of two hundred pupils, many of whom were boarders.<sup>1</sup>

By the 1930s there was considerable criticism of the state of Australian school libraries in relation to the best library provision in England and the United States of America.<sup>2</sup> A report of a committee constituted to investigate state school libraries in New South Wales in 1935 suggested that a suitable room should be available for the library in every school, decorated "with good pictures, pieces of statuary, pottery, and tapestry", and occupying "a place of dignity in the school".<sup>3</sup> The committee recommended that the books be catalogued and classified; a well-supervised borrowing system be in operation; book collections be up to date; and library periods be used to encourage reading.<sup>4</sup> But comments from the reports of Inspectors of Schools indicate that the vast majority of schools failed to provide library service adequate by these standards. Mr. Inspector G.A. Cantello said in 1933 that

a complete revitalising of the library work in the schools is one of the most urgent reforms required in modern teaching. Despite the marked progress in methods, and in results obtained, in a number of school subjects, the library of today does not, I believe, carry over its influence into the lives of pupils....<sup>5</sup>

Mr. Inspector Putland complained of "the difficulty of replacing worn-out, unsuitable books with more up-to-date literature",<sup>6</sup> while Mr. Inspector Hayes felt that there was not enough emphasis in the

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1. New South Wales, The Education Gazette, 1 September 1922, p.208.

2. K.S. Cunningham, C.A. McIntyre, and W.C. Radford, Review of Education in Australia 1938, (Melbourne, 1939), p.142.

3. New South Wales, The Education Gazette, 1 July 1935, p.180.

4. Ibid., 1 July 1935, p.181.

5. Ibid., 1 May 1933, p.82.

6. Ibid., 1 May 1933, p.81.

schools on helping pupils to gain "familiarity in the use and handling of books".<sup>1</sup> Few schools had a good reference section;<sup>2</sup> in fewer still did teachers make adequate use of it in lessons.

There were some instances, however, of better provision. The Australian Council for Educational Research in its Review of Education in Australia 1938 indicated that "fair to good library facilities are found in most of the leading non-state schools and some of these schools are making special efforts to improve them".<sup>3</sup> The library built at Scotch College, Melbourne, for instance, in 1938 described in the Review as "undoubtedly the best school library building in Australia",<sup>4</sup> had a reading room seating seventy-four boys, mainly at tables for six, and with shelving for over 9000 volumes. There was, in addition, a separate librarian's office and workroom area.<sup>5</sup> At another independent school in Melbourne, the Presbyterian Ladies' College, a full-time school librarian had been employed since 1933, the first such appointment made in Australia. Until 1933 the P.L.C. library, with its own room, had been run by a succession of teachers who combined it with their other teaching duties,<sup>6</sup> but in that year Fairlie Taylor was appointed as Librarian. She had "twelve years experience as a certificated and registered teacher, a deep interest in children's literature, and had started

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1. Ibid., 1 May 1933, p.81.

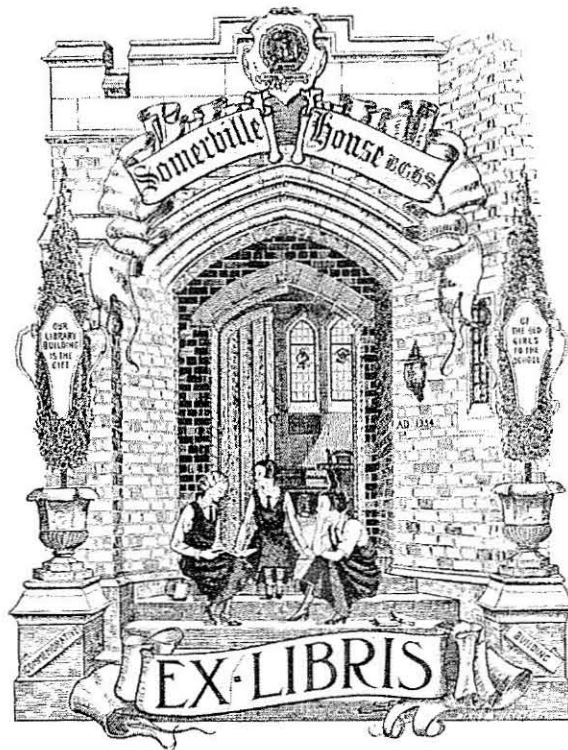
2. Ibid., 1 May 1835, p.121.

3. Cunningham, McIntyre, and Radford, Review of Education in Australia 1938, p.143.

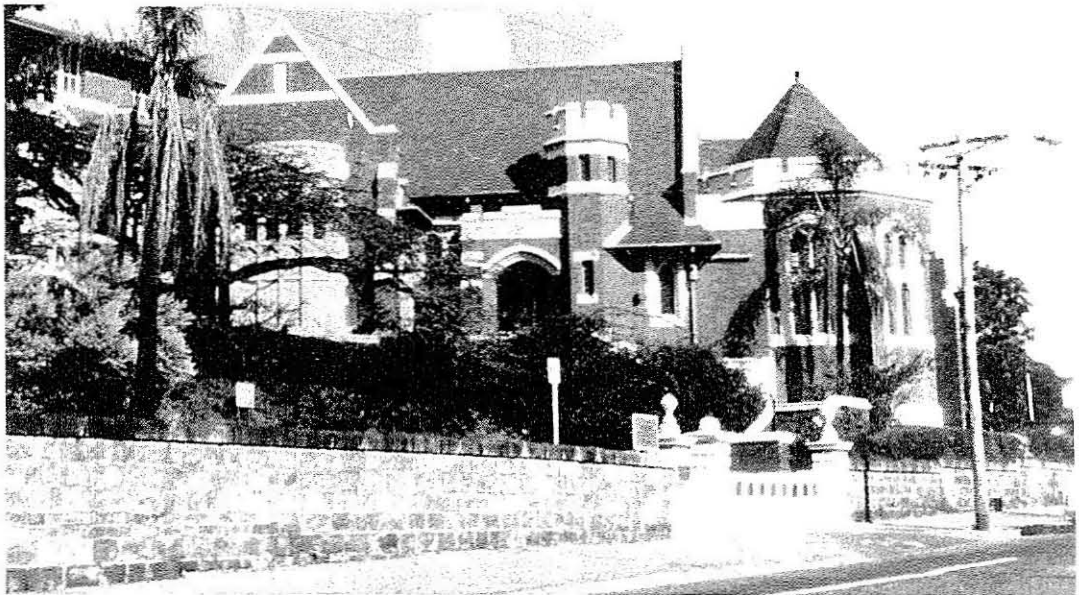
4. Ibid., p.143.

5. This library replaced an earlier library room on the upper floor of a classroom block, and was itself replaced in 1965 by the newly-built Carlisle Francis Longmore Library. See Keith Darling, "The Carlisle Francis Longmore Library, Scotch College", Australian Library Journal, 15(1966), pp.52-58.

6. Fairlie Taylor, Time Recalled, (Sydney, 1978), p.66.



Somerville House (The Brisbane High School for Girls), Queensland. The 1934 library building as shown on the library bookplate; the arched doorway opening into the fiction library room, and the exterior of the octagonal reference library room, can be seen to the right of this photograph, taken in 1979.





Three Queensland independent secondary school libraries in the 1930s: Brisbane Boys' College, Toowong; St. Hilda's School, Southport; and The Slade School, Warwick.



some modest collections of books in country schools, raising the money by organising children's concerts".<sup>1</sup> However since she had no real knowledge of library practice, she had to learn cataloguing and classification with the staff of the Melbourne Public Library, with a further three weeks at the Sydney Public Library for their short course in librarianship, before she took up her appointment.<sup>2</sup> To pass on the knowledge she had acquired in this way, she later wrote a textbook of school library practice;<sup>3</sup> she also became an examiner for the Library Association of Australia's Preliminary and Registration Certificate papers on school and children's libraries. She was enthusiastic about non-book materials in school libraries at a time when school library collections consisted almost entirely of books;<sup>4</sup> by 1936 the P.L.C. library collection included an epidiascope, a 16mm filmstrip projector, films, a mounted picture collection, and a cuttings file.<sup>5</sup> However this library, and that at Scotch College, reflect the best in Australian school libraries in the 1930s; few others could provide collections, reading room facilities, and services of this standard.

During the late 1930s and the 1940s there were some new developments in school library service in Australia, which helped to raise the standard of school libraries generally, and which were, to a certain extent, the result of pioneering work in some of the independent schools. In New South Wales a Model School Library was estab-

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1. Fairlie Taylor, "In the Early Days: 1933", Australian School Librarian, 8,4(1971), p.8.
  2. Ibid., p.8.
  3. Fairlie Taylor, Pioneering School Library Service, (Sydney, 1972).
  4. Taylor, "In the Early Days", p.10.
  5. Taylor, Time Recalled, p.93.

lished at the Public Library, Sydney, to give visiting teachers and teachers in training a concrete example of what was considered desirable in a school library. The Model School Library Shelf List, first published in 1939 by the Sydney Public Library,<sup>1</sup> and subsequently reprinted,<sup>2</sup> served for many years as a buying guide and a basic cataloguing aid for New South Wales schools. It was also used in other states, including Queensland, as the standard guide for book selection. Comprehensive lists to assist in building up school library collections had also been published in The Education Gazette between 1935 and 1938.<sup>3</sup> Later the Sydney Public Library produced a Guide to School Library Practice, a manual of school library management designed to assist the teacher to organise and administer a library in a school.<sup>4</sup> In January 1938 a vacation course was conducted by the Public Library for thirty-five post-primary country school teachers, involving attendance at twelve hours of lectures and demonstrations. While the course was very brief, and the instruction given very basic, it was no more rushed an overview of librarianship than many of the British and American vacation courses of the same period. Another course was also instituted at the same time which gave one month's intensive training to ten students just graduated from Sydney and Armidale Teachers' Colleges. Both courses continued for some

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1. New South Wales Public Library, Model School Library Shelf List, (Sydney, 1939).
  2. New South Wales Public Library, Model School Library Shelf List, (Sydney, 1945).
  3. New South Wales, The Education Gazette, July 1935, February 1936, December 1937, June 1938, November 1938 (high Schools only).
  4. New South Wales Public Library, School Library Practice: A Supplement to A General Introduction to Library Practice, (Sydney, 1940).

years.<sup>1</sup> Teachers were sent from Victoria to the Sydney vacation schools from 1939,<sup>2</sup> though there was no state-wide scheme for improving school libraries in that state, as there was in New South Wales and Tasmania. In Tasmania twenty-one primary schools had separate library rooms, used exclusively for the purpose. In addition, each of the six high schools had its own library room, including Hobart High School, which had a collection of 5000 volumes and a teacher in charge of the library who was relieved of all but five to eight teaching periods so that time could be devoted to library organisation.<sup>3</sup> In Queensland at the beginning of 1949 twelve teachers who had been given a two-week course at the Public Library were appointed to "schools which had spent a considerable amount on the purchase of books and which had accommodation for the establishment of a good library".<sup>4</sup> Another course was held early in 1950 at the Public Library for a further group of trainees, but these courses did not subsequently continue on a regular basis as in New South Wales.<sup>5</sup>

Despite these developments, it was not until 1953 that the first state Education Department School Library Service was established, in New South Wales.<sup>6</sup> This service, with Miss Elizabeth Hill as Officer-

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1. Cunningham, McIntyre, and Radford, Review of Education in Australia 1938, pp.145-146.
  2. Ibid., p.149.
  3. Ibid., p.152. See also Margaret Higgins, "A School Library in Tasmania", School Library Review and Educational Record, 5 (new series, 1951), p.125, p.157, for a description of this library eleven years later.
  4. Queensland State Archives, Department of Public Instruction, Library Various 1948-1953, Memorandum, "Re Training of Teacher-Librarians", 66982, 11 November 1949.
  5. Ibid., Memorandum, "Teacher-librarian training course Jan. 24 - Feb. 4. 1949".
  6. Elizabeth Hill, "School Library Service, Department of Education, N.S.W.", unpublished typescript, New South Wales Department of Education, c.1953.



in-Charge, was founded to "undertake the practical work of central classification and cataloguing of some 6000 books which had been purchased for distribution to certain selected schools for the purpose of setting up model school libraries",<sup>1</sup> though its functions were subsequently widened to include assistance to schools in book selection, visits, advice with organisation, and the provision of book lists; the preparation of Treasury estimates for the establishment and maintenance of school libraries; and the training of teacher-librarians, with short courses in school library practice.<sup>2</sup> An indication of the rapid expansion of the work of this Service is given in the Treasury grants "for the establishment and maintenance of school libraries", which rose from £6,500 in 1949-1950 to £42,000 in 1959-1960.<sup>3</sup> In 1947 a Library Services Branch was established in the Victorian Department of Education;<sup>4</sup> by 1951 Western Australia, South Australia, and Tasmania had centrally organised school library services.<sup>5</sup> By 1962, when Lawrie McGrath conducted a survey of central library services in the Australian State Education Departments,<sup>6</sup> only Queensland was without such a service;<sup>7</sup> when a central school library service was finally created in 1969 in that state, it

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1. Ibid., p.2.

2. Ibid., p.3.

3. John Hirst, School Libraries in New South Wales as Instruments of Education, (M.Ed. thesis, University of Sydney, 1967), p.20.

4. L.J. Blake (ed.), Vision and Realisation, A Centenary History of State Education in Victoria, (Melbourne, 1973), Vol.1, p.1038.

5. Elizabeth Hill, "The Training of School Librarians in Australia, A Report...", typescript, Melbourne, July 1951.

6. Lawrence Henry McGrath, Central Library Services of the Education Departments of Australian States, (Adelaide, 1965).

7. Ibid., p.6.

was chiefly in response to the need for a body to co-ordinate the Commonwealth Secondary Schools Library Program within Queensland, though it was given other functions as well.<sup>1</sup>

Despite this development of centralised services, school libraries were still being established and supported in the 1950s and 1960s, as they had been in earlier years, by voluntary subscriptions, donations of books, and fundraising by local parents' and citizens' associations and past pupils' groups, with a state government subsidy based on the money raised locally. In the 1930s and 1940s schemes like the Schools' Travelling Libraries Scheme in Western Australia,<sup>2</sup> and the District Library Scheme in Tasmania,<sup>3</sup> assisted in providing books for school libraries, as did local branches of the Institutes Association in South Australia,<sup>4</sup> but the main responsibility for their provision rested with the parents. The New South Wales Department of Education Committee on School Libraries in 1935 had stressed that "the provision of money for the purchase of books for the school library is the duty and privilege of the parents and citizens".<sup>5</sup> This appears to have been the prevailing attitude in other states too. The report went on to suggest, perhaps with an excess of optimism, that "parents are quick to recognise sound educational principles when they are presented to them, and they are equally quick to help in furthering correct

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1. Brian Bahnisch, "School Library Service: The First Two Years", QUILL, December 1970, p.11.
  2. Cunningham, McIntyre and Radford, Review of Education in Australia 1938, pp.150-151.
  3. Ibid., p.152.
  4. Ibid., p.151.
  5. M. Farr (convenor), "School Libraries Report"; in New South Wales, The Education Gazette, 1 July 1935, p.180.

educational practices when teachers are co-operative in spirit and energetic in appealing for their assistance".<sup>1</sup> It was suggested that meetings should be convened for the purpose of raising money for school libraries, and that if these parents were told clearly of "the importance of school libraries to the welfare of their children, and to the nation", they would assist with the purchase of books.<sup>2</sup> In practice, however, this method of financial support did not result in a satisfactory school library service.

The compilers of the Munn-Pitt Report of 1935<sup>3</sup> had found "no secondary school...even in the largest cities, in which all the elements of satisfactory service exists". Despite the provision of excellent school library service in some schools like Melbourne Presbyterian Ladies' College and Scotch College in the 1930s, which Munn and Pitt failed to note, their comments in the Report remained an accurate description of the vast majority of school libraries.<sup>4</sup> This situation was generally blamed on the subsidy system of support

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1. Ibid., p.180.

2. Ibid., p.180.

3. Ralph Munn and Ernest R. Pitt, Australian Libraries: A Summary of Conditions and Suggestions for their Improvement, (Melbourne, 1935), p.105.

4. Frank G. Kirby, Libraries in Secondary Schools: A Report on the Libraries of Secondary Schools in Victoria..., (Melbourne, 1945), p.7, noted that it was certainly still an accurate description of the libraries he investigated.

for school library development in Australia,<sup>1</sup> based on local fund-raising efforts. There are two fundamental weaknesses in this system: one is that when libraries are not supplied as part of the basic educational equipment of the school, they tend to be thought of as not essential; the other is that the greatest subsidies invariably go to the schools where parents most value books, and where in consequence the children have greatest access to books in public libraries and in the home - and vice versa.

Many educationists held, on school libraries, what visiting American educator R. Freeman Butts in 1955 called "the most curious attitude of all":<sup>2</sup>

The provision of school libraries is often left by Departments of Education to the initiative of parents and citizen groups. This means that libraries are often at the mercy of headmasters and parents who take more pride in sports ovals than in library books. I cannot see how an enriched curriculum and broad educative experience can be achieved without a liberal policy of wide-ranging resources for reference, non-fiction, and recreational reading under school auspices.<sup>3</sup>

Lionel McColvin, a British librarian whose report on that country's libraries had had considerable impact, also saw in the system of

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1. The Munn-Pitt Report authors found that library facilities, generally poor, varied "greatly even among schools in nearby cities of comparable size" and attributed this to an embryo subsidy system (in South Australia and Tasmania) based on local contribution, and "the fact that the development of the school library is almost entirely a matter of local initiative. If the local headmaster is awake to the need and not too absorbed in other cares, and if the community responds to his appeals with generous donations, there may be a good school library". Munn and Pitt, Australian Libraries, p.105. In an historical survey of school libraries in this country, Barbara Buick commented that "the subsidy system is, of course, at the basis of the weakness of rational development of Australian school libraries". Barbara Buick, "Australian School Libraries", Australian Library Journal, 13(1964), p.19.
  2. R. Freeman Butts, Assumptions Underlying Australian Education, (Melbourne, 1955), p.72.
  3. Ibid., p.72.

school library financing in Australia one of the major factors contributing to the unsatisfactory condition of those libraries generally. He reported to the Australian Commonwealth and state governments who had commissioned him, that the policy of financing school libraries by a combination of state subsidy and fund-raising by voluntary bodies was "quite unsound. School libraries should be provided", he claimed, "as a necessary part of the educational equipment, and the State education authority should accept full responsibility" for them.<sup>1</sup> Maurice Tauber's 1963 report on Resources of Australian Libraries again drew attention to the same problem:

The procedure by which the States require parents' and citizens' groups to match funds for the purchase of books for school libraries has not resulted in the building up of satisfactory collections in public schools, while private schools, with no government support whatever, are in even worse straits. There are few good school libraries, either public or private, in any of the States, despite the progress made in the last twenty-five years.<sup>2</sup>

In her 1966 report on School and Children's Libraries in Australia,<sup>3</sup> visiting Fulbright lecturer Professor Sara Fenwick could still speak of "the poverty of [school] library resources".<sup>4</sup> She also attributed this to the system of school library financing:

It is quite obvious that there can be little improvement without a basic change in the pattern of support of school libraries. As long as the financing of libraries continues to be dependent upon local initiative, and must compete with an increasingly long list of amenities, then school libraries will continue to be considered luxuries. A new level of priority that locates the provision of libraries in the basic budgeting

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1. Lionel R. McColvin, Public Libraries in Australia; Present Conditions and Future Possibilities, With Notes on Other Library Services, (Melbourne, 1947).
  2. Maurice F. Tauber, Resources of Australian Libraries, (Canberra, 1963), p.14.
  3. Sara Innis Fenwick, School and Children's Libraries in Australia, (Melbourne, 1966).
  4. Ibid., p.22.

for the total school instructional programme, fully supported by the government authority, seems essential.<sup>1</sup>

And in 1968 Professor Ernest Roe was pointing out that it was still "evident that the present methods of financing school libraries" were "quite inadequate".<sup>2</sup> He continued:

I believe they have always been both inadequate and wrong in principle. That the provision of books for school libraries should be dependent on the fund-raising efforts of parents' organisations has been damaging to the status of libraries; and it is likely that their neglect as being luxuries, inessentials, educational "extras", owes something to the methods by which they have been (and are) financed. Further, their dependence on parental fund-raising had led to serious inequalities in the even spread of educational resources of which Australian States are justly proud. Schools in "better" districts, with wealthier parents, tend to have better-stocked school libraries.<sup>3</sup>

It was only when federal funds were made available for secondary school library development in 1968, with the passing of the States Grants (Secondary School Libraries) Act, that school library provision ceased to be completely dependent upon subsidies based on voluntary fund-raising by parents. The announcement of the Commonwealth Government's Secondary Schools Libraries Program was preceded by a national campaign, in which the Library Association of Australia<sup>4</sup> and

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1. Ibid., p.18.

2. Ernest Roe, in a Preface to Margaret Trask, School Libraries: A Report to the Nation, (Melbourne, 1968), p.5.

3. Ibid., p.5.

4. Through its Committee on Federal Aid to school libraries. Margaret Trask outlined the Library Association of Australia's contribution to the campaign for federal aid in articles: "Developments in the Provision of School Libraries in Australia", Journal of the School Library Association of North Queensland, 1(1968), pp.9-20; and "Federal Aid for School Libraries: The Contribution of The L.A.A.", Australian Library Journal, 17(1968), pp.322-324. And an assessment of the role of the Association in the campaign was made by Donald Smart, "Origins of the Secondary Schools Libraries Scheme", in D.A. Jecks (ed.), Influences in Australian Education, (Perth, 1974), pp.105-127.

the Australian Education Council<sup>1</sup> were prominent, and which was supported by several widely circulated reports. Pressure for general Commonwealth Government aid to both state and independent schools also came from state governments, from independent school organisations, teachers' unions, and the press.<sup>2</sup> In addition, the introduction of the Commonwealth Government's Secondary Schools Science Scheme in 1964 had established a precedent of specific purpose federal aid to schools,<sup>3</sup> a precedent which was used first by pressure groups to justify their demands for aid to libraries, and subsequently by the Commonwealth Government to justify the granting of this aid.<sup>4</sup>

During the 1960s the campaign for federal aid for school libraries was both influenced and supported by some important publications on school libraries. The report of Sara Innis Fenwick on School and Children's Libraries in Australia<sup>5</sup> to the Children's Libraries Section of the Library Association of Australia<sup>6</sup> has already been mentioned. Professor Fenwick, of the Graduate Library School, University of Chicago, spent six months in Australia in 1964 as a

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1. Donald Smart, Federal Aid to Australian Schools: Origins and Aspects of the Implementation of the Commonwealth Science Laboratories and Libraries Schemes, (Ph.D. thesis, Australian National University, 1975), p.119.
  2. Ibid., p.124.
  3. Ibid., p.120.
  4. Australia. House of Representatives, Parliamentary Debates, 14 August 1968, p.142.
  5. Fenwick, School and Children's Libraries in Australia.
  6. The School Libraries Section of the L.A.A. was not formed until 1966; before this, school librarians were generally members of the Children's Libraries Section. Lawrence H. McGrath, "School Libraries in Australia - A Review of Past Development and Present Trends", in Australian UNESCO Seminar, The Role of Libraries in Secondary Education, (Canberra, 1971), p.82.

Fulbright lecturer at the invitation of the Children's Libraries Section of the L.A.A.<sup>1</sup> This visit was both the result of intensive attention given to the needs of school and children's library services by many in the library profession and leaders in the educational field,<sup>2</sup> and the cause of further discussion and press publicity in each state of Australia on school libraries.<sup>3</sup> The criticisms which Professor Fenwick made of Australian school libraries in her report were used by the L.A.A. and the press in their campaign for federal aid. Her first major criticism concerned "the financial support at all levels and in every state".<sup>4</sup> Another "great obstacle to the progress of school library development" was "the lack of well-trained personnel in each individual school library". While "great strides" had been made in the area of staffing, particularly in those states where there was a central School Library Service within the state Department of Education, and while there were obviously many schools in each state too small to justify having a separate school library room or building staffed by a librarian, she nevertheless found the picture in Australia as a whole "not a heartening one". The position of librarian, even in larger schools, was "all too often filled by teachers on a part-time basis only, and with a few weeks of training in the minimum essentials of organization".<sup>5</sup> The lack of professional training of school librarians was particularly apparent in the character of the

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1. John Hirst, "The Fenwick Report and School Libraries", The Teacher Librarian, (December 1965), p.5.
  2. Anonymous, "The Great School Library Skimp", Australian Book Review, Children's Book and Educational Supplement, July 1963, pp.3-5.
  3. Fenwick, School and Children's Libraries in Australia, p.3.
  4. Ibid., p.18.
  5. Ibid., p.20.



book collections.<sup>1</sup> While there were "many schools with excellent collections", to "characterize the majority of school libraries [was] to speak of a poverty of library resources. This poverty [was] mainly one of lack of sufficient books and teaching resources per child, but it [was] also one of quality in the book collection".<sup>2</sup>

At the time of Professor Fenwick's visit to Australia a committee of the Children's Libraries Section of the L.A.A. was working on a set of "standards and objectives for school libraries" in Australia, which was published by the L.A.A. in 1966,<sup>3</sup> "for the guidance of educational authorities, teachers, librarians and parents". These standards were regarded as "an irreducible minimum" by the Association,<sup>4</sup> which based much of its campaign for federal aid on them. Professor Ernest Roe<sup>5</sup> in his Introduction to the

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1. Ibid., p.21.

2. Ibid., pp.21-22

3. Library Association of Australia. Children's Libraries Section, Standards and Objectives for School Libraries, (Melbourne, 1966). These were not, however, the first standards for school libraries developed in Australia. The Association of Teacher Librarians of the Independent Schools of Victoria (A.T.L.I.S.V., later amalgamated with the School Library Association of Victoria when the latter was formed in 1961), founded in 1957, had as one of its objectives the encouragement of the "establishment of acceptable standards for school libraries". In 1959, as the result of a questionnaire survey of Victorian independent schools, A.T.L.I.S.V. developed a set of basic qualitative standards "for proper library service". These were circulated to the independent schools, and subsequently published. Agnes Gregory, "The Question of Standards: The Contribution of the Association of Teacher-Librarians of the Independent Schools of Victoria", Australian School Librarian, 6(October 1969), pp.32-35.

4. Library Association of Australia. Children's Libraries Section, Standards and Objectives for School Libraries, Preface.

5. Professor Roe's own book, Teachers, Librarians and Children, (Melbourne, 1965), published shortly after Professor Fenwick's visit to Australia, also greatly influenced the development of school libraries in Australia. Reviews of it include D.R. Hall in Australian Library Journal, 14(1965), pp.207-210; "Teachers, Librarians and Children", (unsigned review by Mr. Rodda, Mr. Sheen, Mr. Gregory, and Mr. Kolker), Australian School Librarian, 3(1966), pp.3-12.

published Standards and Objectives commented that

the uneven character of school library provision in Australia would alone warrant a charter of minimum standards; so too would the unhappy subsidy system which makes school libraries largely dependent on parental fund-raising efforts, thus classifying them as luxuries rather than the essential educational equipment they so patently are.<sup>1</sup>

It was hoped that the standards would "assist those government instrumentalities which control the building and staffing of many school libraries throughout Australia" and set "in motion some significant changes of attitude".<sup>2</sup>

The supporters of the movement for better school library provision were able, by 1968, to refer to some attractive new libraries in non-government schools as examples of what could be achieved when funds were made available. These libraries demonstrated the value of a well-planned and well-stocked school library resource centre in a school, and provided an incentive for other schools to develop similar facilities. One such early library was the Roberts Centre at the Church of England Grammar School, Brisbane, completed in 1968. The Centre, on three levels, housed audiovisual equipment, a language laboratory and studio in the basement, with a library/reading room on

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1. Library Association of Australia. Children's Libraries Section, Standards and Objectives for School Libraries, p.1.
  2. Ibid., p.1. There was some criticism of these standards, particularly by educators who felt that they were not related closely enough to actual conditions in Australia. Monica H. Jacomb, for instance, in "Standards Must Be Australian", Australian School Librarian, August 1969, pp.14-17, argued that the standards did not take account of Australia's inspectoral system and the fact that when teacher-librarians were assessed by Inspectors for promotion purposes they were assessed purely on their performance as teachers, with their library experience being often regarded as irrelevant; that they did not take account of the number of teaching periods a week allocated to the teacher-librarian, or the amount of additional supervisory duty required; and that they did not take account of audiovisual resource provision.

the main and mezzanine floors. The library provided seating accommodation for 310 of the school's 1200 boys, at carrels, tables, and in individual study rooms and recreation areas. A librarian's office, workroom, conference rooms, and a large foyer/entrance/display area, formed part of the library, while the basement provided space for equipment and projection rooms, a stack room, and storage and office areas. The collection in 1968 included 12,000 books, which met the L.A.A. standards of ten books per pupil; provision was also made for the housing and use of a variety of non-book materials, including tapes, film, teaching machines, and off-air and closed circuit television.<sup>1</sup> The building of this library was financed by the school itself, though it received some retrospective federal funding after the Commonwealth Secondary Schools Libraries Scheme was implemented.<sup>2</sup>

In 1968 Margaret Trask's pamphlet for the Australian Library Promotion Council, School Libraries: A Report to the Nation, emphasised, as others had, the need for "generous grants from the

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1. D. McPheee, "The Roberts Centre", QUILL, December 1968, pp.8-17.
  2. An account of the opening of the library, and a further description of it, was given by F. Wilson, "The Roberts Centre, Church of England Grammar School", QUILL, July 1970, pp.23-26. In this discussion of aspects of the development of Australian school libraries to 1968, much of the historical evidence used has come from actual school libraries, and examples of school libraries have been quoted where appropriate to illustrate general points. Discussion of the history of Australian school libraries after this date will be based chiefly on evidence contained in general surveys and in government and professional reports, rather than on material from individual schools. This use of material has been dictated by two factors: firstly, after 1968, from the beginnings of Commonwealth Government involvement in school library provision, general surveys of, and reports on, school libraries became more numerous and are readily available to the researcher; and secondly, many of the schools which I visited, from 1978 onwards, were understandably reluctant to allow reproduction of records less than ten years old, though all were unfailingly co-operative about access to their historical matter.

The Roberts  
Centre, Church of  
England Grammar  
School, Brisbane

**THIS IMAGE HAS BEEN REMOVED DUE  
TO COPYRIGHT RESTRICTIONS**

BASEMENT FLOOR PLAN  
(Plans from D. McPhee "The Roberts Centre",  
*QUILL*, December 1968).

Mezzanine Floor

**THIS IMAGE HAS BEEN REMOVED DUE TO COPYRIGHT  
RESTRICTIONS**

Ground Floor

Aerial View from the North  
West over Oaklands Parade

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Commonwealth Government" to improve the physical facilities, book-stock, and staffing of school libraries generally,<sup>1</sup> and to remove the school libraries from dependence on parental fund-raising which had "led to serious inequalities" in the even spread of educational resources".<sup>2</sup> Margaret Trask's Report to the Nation demonstrated clearly that, despite exceptions like the Roberts Centre at the Brisbane Church of England Grammar School, school libraries generally throughout Australia had failed to reach the minimum standards of the L.A.A. and appealed for a programme of federal funds for the provision of library facilities in line with the 1964 Commonwealth Secondary Schools Science Scheme.

The campaign for federal aid for secondary school libraries culminated in the announcement by the Federal Treasurer, in his Budget Speech on 13 August 1968,<sup>3</sup> of the establishment of the Commonwealth Secondary Schools Libraries Program. This scheme was subsequently described in more detail by the then Minister for Education and Science, Mr. Malcolm Fraser, on 14 August 1968.<sup>4</sup> Commencing in January 1969, a sum of \$27 million was to be allocated over three years, essentially for a capital programme of library buildings, materials, and equipment, though some funds were to be provided for short training courses for school librarians. A Commonwealth Secondary Schools Libraries Committee was appointed by the Minister

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1. Ernest Roe, Foreword to Margaret Trask, School Libraries: A Report to the Nation, (Melbourne, 1968), p.5.
  2. Ibid., p.5.
  3. Australia. House of Representatives, Parliamentary Debates, 13 August 1968, p.41.
  4. Australia. House of Representatives, Parliamentary Debates, 14 August 1968, pp.142f. The statement was also reprinted as "New Measures in Education" in Australian Library Journal, 17(1968), pp.325-327.

to advise him on the conditions and standards necessary for the effective development of the Commonwealth programme.

Under the Commonwealth Secondary Schools Libraries Scheme as introduced on 1 January 1969, grants were made available for

the erection, alteration or extension of library buildings on which construction commenced on or after 14 August 1968; the conversion of existing school library buildings, or school buildings to libraries; the provision of furniture, equipment and a basic stock of resource materials for a secondary school library.<sup>1</sup>

Allocation of the initial \$27 million provided over the three year period 1969-1971 for government and non-government schools in each state was determined on the basis of state population and school enrolments, and resulted as follows:<sup>2</sup>

TABLE XVI  
ALLOCATION OF COMMONWEALTH FUNDS FOR  
SECONDARY SCHOOL LIBRARIES, 1969-1971

State	Government Schools Allocation	Non-Government Schools Allocation		Total Allocation
		Roman Catholic	Other	
	\$	\$	\$	\$
New South Wales	2,473,100	653,100	201,800	3,328,000
Victoria	1,880,200	413,800	236,200	2,530,200
Queensland	977,100	221,200	116,600	1,314,900
South Australia	638,200	109,900	110,700	858,800
Western Australia	503,200	110,400	63,600	677,200
Tasmania	216,200	43,200	31,500	290,900
Six States	6,688,000	1,551,600	760,400	9,000,00

1. Margaret Trask, "Commonwealth Assistance to Secondary School Libraries in Australia", Australian Library Journal, 18(1969), p.187.
2. Ibid., p.187.



At the same time as he announced the scheme, Mr. Fraser, as Minister for Education and Science, also announced the appointment of the Commonwealth Secondary Schools Libraries Committee to advise him on suitable standards for library buildings, furniture and equipment, books, and related materials.<sup>1</sup> This committee consisted of representatives from each state, from both government and independent schools, and included school principals, lecturers in librarianship from tertiary institutions, and senior educational administrators.<sup>2</sup> In addition to advising the Minister for Education and Science, members of the committee were to visit all non-government schools applying for assistance, to assess their library needs, and to assist them in developing plans for library buildings and in selecting resource material, furniture, and equipment. Government schools would be catered for in these respects by the School Library Service in their state. In addition, two State Advisory Committees were to be set up in each state, one representing Roman Catholic secondary schools and

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1. Australia. House of Representatives, Parliamentary Debates, 14 August 1968, pp.142f.
  2. Full initial membership of the Committee was as follows:
    - Dr. T.R. McKenzie, Headmaster of Knox Grammar School, Wahroonga, N.S.W., as Chairman.
    - Miss D.M. Goodman, Senior Lecturer (Library), Bedford Park Teachers' College, Adelaide, S.A.
    - Mr. B.W. Hone, Headmaster, Melbourne Church of England Grammar School, Victoria.
    - Mr. C.A. Housden, Former Officer-in-Charge, School Library Service, Victoria.
    - Mr. H.E. Hughes, Department of Education and Science (Executive Member).
    - Mr. P.W. Hughes, Deputy Director-General of Education, Tasmania.
    - Mr. L.W. Loudon, Acting Superintendent, School Library Service, Western Australia.
    - Rev. Father E.J. Mulvihill, Director of Catholic Education, Adelaide, S.A.
    - Mrs. M. Trask, Lecturer, School of Librarianship, University of New South Wales.
    - Brother J.E. Vance, Marist Brothers' College, Rosalie, Brisbane, Queensland.

one representing other non-government secondary schools. These State Advisory Committees were to determine the order of priority among the schools applying for grants, and the amounts of individual grants from the total available for independent schools in each state. In relation to the government secondary schools, state Education Departments were to work directly with the Minister for Education and Science, submitting a programme based on the money available.

In deciding on a programme of capital expenditure, the Commonwealth Government had opted for the gradual provision of adequate library facilities rather than spreading funds thinly over all schools in need at the beginning of the programme. This brought problems for schools which had to wait many years for a library building. Dr. Ken McKinnon spoke in 1974 of the dilemma facing the administrators of the libraries programme:

If we continue to provide libraries to the standard suggested as desirable by our expert libraries committees - and I stress that these standards are functional and minimal rather than lavish - it will be an unacceptably long period before all schools are provided with adequate facilities. Up to six complete cohorts of students may pass right through some schools without access to any reasonable resource facilities - a worrying thought. [We have] had to give anxious - indeed anguished - thought to the strategy which ought to be followed in the circumstances. We have been well aware that a thin spread of available resources over all schools leads to acceptance of mediocrity and comfortable complacency that all that is possible is being done. We are also aware that in these circumstances, as is now happening in one or two systems, the tempering of standards leads to facilities inadequate for all schools.<sup>1</sup>

The Victorian state Education Department was particularly critical of the Commonwealth policy of allocation of resources, and it in fact

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1. K.R. McKinnon, "Strategies for Improving the Quality of Education", in Australian School Library Association, The Teacher Librarian: Curator or Innovator? Proceedings of the Fourth National Conference of School Librarians held in Sydney, May 13-17, 1974, (Sydney, 1974), p.4.

used funds allocated to it to provide facilities of lower than recommended standard to more schools.<sup>1</sup>

A major part of the Commonwealth Secondary Schools Libraries Committee's task was to prepare a statement on standards, since the Library Association of Australia standards of 1966 were inadequate

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1. The Victorian government made use of Commonwealth grants to build a library as the nucleus of a new school, yet the library was then used largely as classrooms, staff room, etc. until the second and third stages of the school were completed. In replying to a complaint from the Technical Teachers' Association of Victoria on this misuse of Commonwealth funds, the then Commonwealth Minister, Mr. Bowen, stated that he had written to Mr. Thompson, the Victorian Minister for Education, expressing the wish that 'those schools which decide to use some library space for other purposes will do so for as brief a period as possible'. (T.T.A.V., Associate News, 20 October 1970). Despite this plea some schools were still using their library for other purposes five years after the building was completed, and the practice of using the library in this way has continued in many subsequent new schools.

M. Broadhead, "Implications of the Australian Schools Commission for Developments in School Libraries", in Leon M. Allwood (ed.), Australian Schools: The Impact of the Australian Schools Commission, (Melbourne, 1975), p.113.

In a Victorian Education Department publication in 1969 (Lindsay H.S. Thompson, Looking Ahead in Education, (Melbourne, 1969).) Mr. Thompson gave reasons for adopting policies which were at variance with those of the Commonwealth Government in using federal aid funds. Firstly, he claimed, as others had, that Commonwealth financial assistance was

often accompanied by conditions and terms which seriously undermine the right of the States to carry out their own educational policies. In Victoria the Government is moving to decentralise its educational administration as far as possible. These efforts, however, are being nullified by increasing requirements to refer plans back to Canberra for approval under one or other of the State Grants Acts. (p.61). And secondly, because the Commonwealth Government dominated the main revenue fields, and had been able to construct capital works out of surplus revenue, it could construct school buildings more cheaply than the states who had often to seek loan funds and repay enormous amounts on loans granted for each school building. So when the Commonwealth erected a school building, it was able to spend more than a state government. (pp.60-61).

to the specific needs of the Commonwealth programme. Guidance being needed almost immediately for school principals, architects, and programme administrators involved in planning new libraries, work was carried out on a preliminary statement late in 1968 and early in 1969, resulting in the publication of Standards for Secondary School Libraries: A Preliminary Statement, in March 1969.<sup>1</sup> After discussion and revision, a new set of standards for secondary school libraries appeared in 1971.<sup>2</sup> There were practical difficulties in the way of immediate implementation of desirable standards (apart from those mentioned earlier) within a programme budget limited to \$9 million a year for all secondary schools in Australia and limited to an allocation of \$31,500 a year for non-government, non-Roman Catholic secondary schools in Tasmania. The Committee attempted to deal with this problem by indicating two levels of standards, one the desirable standard, and the other the basic minimum level for which Commonwealth assistance was available.

Another problem which emerged in the implementation of the programme was the need to communicate with architects involved in planning the new libraries.<sup>3</sup> After discussing the relationship of areas in library buildings to user needs, the formulas for accommodation of readers, bookstock, and staff, as well as audiovisual carrel design and the problems of storing and conserving book and non-book materials, the Committee through the Commonwealth Department of Education and

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1. Commonwealth Secondary Schools Libraries Committee, Standards for Secondary School Libraries: A Preliminary Statement, ([Canberra], 1969).
  2. Commonwealth Secondary Schools Libraries Committee, Standards for Secondary School Libraries, (Canberra, 1971).
  3. Trask, "Commonwealth Assistance to Secondary School Libraries in Australia", p.191.

Science asked the Library Association of Australia to organise on their behalf a seminar for practising architects. The first such seminar was held in July 1969 at the University of New South Wales, Sydney.<sup>1</sup> A further seminar was held in 1969 in Melbourne, with others in 1970 in Adelaide, Brisbane, and Perth.<sup>2</sup>

The education and training of school librarians was another problem which occupied the Commonwealth Committee. The Libraries Section of the Commonwealth Department of Education and Science had organised short courses on school librarianship with an additional sum of \$50,000 made available through the Department.<sup>3</sup> Other short courses were held through state Departments of Education, aimed at those school librarians who had little or no special education or training in school librarianship.<sup>4</sup> Still other courses were offered by groups such as the School Library Association of North Queensland, and later by the School Library Association of Queensland, with Commonwealth Government financial assistance.<sup>5</sup> These courses were regarded only as an interim measure. Four-year courses were developed on 1968/1969 for school librarians in Victoria at Melbourne Secondary Teachers' College and the Royal Melbourne Institute of

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1. Margaret Trask (ed.), Planning of Australian School Libraries, Proceedings of the Seminar Held at the University of New South Wales, Sydney, 7-8 July 1969, (Sydney, 1969).
  2. McGrath, "School Libraries in Australia - A Review of Past Development and Present Trends", p.83.
  3. Trask, "Commonwealth Assistance to Secondary School Libraries in Australia", p.192.
  4. Ibid., p.192.
  5. These short courses, held in Townsville and other centres, were given by local professional librarians and educators, and were backed by a publishing program which included a journal and guides such as The Library in the Secondary School, edited by John Armstrong for the School Library Association of Queensland in 1970.

Technology; in South Australia; and at the Canberra College of Advanced Education.<sup>1</sup> Generally then, those school librarians in Australia who have been trained for the position are either teachers who have done extra in-service courses in school librarianship,<sup>2</sup> or teachers who included school librarianship in their pre-service teacher training, though there are exceptions in the staffing of some independent schools, and some state schools in Victoria<sup>3</sup> and Tasmania, where trained librarians without teacher training have been appointed in some instances. This contrasts with the situation in both Great Britain and the United States of America. In both these countries teachers who have additional library training are employed, but in Britain the most common school librarian is the teacher-librarian who has minimal library training and who spends much time teaching. This is common in the United States too, though trained librarians and people with both teaching and library qualifications, and with qualifications in school librarianship, are also frequently employed.

Through the Secondary Schools Libraries Program from 1969 to the end of 1973 the Federal Government had provided a total of \$40 million for school libraries. In 1974 a further \$11.5 million was allocated under that legislation, with an additional \$20 million for 1974-75 under the new Australian Schools Commission programmes for library facilities.<sup>4</sup>

A major criticism of the programme initiated by the States Grants

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1. McGrath, "School Libraries in Australia - A Review of Past Development and Present Trends", p.82.
  2. Brian Bahnisch, "School Libraries in Queensland Government Schools", *Australian Library Journal*, 22(1973), pp.297-298 outlines such a procedure for Queensland school librarians.
  3. D.J. Manning, "The Case for Trained Teacher-Librarians in Schools", *Australian Library Journal*, 13(1964), pp.71-72.
  4. McKinnon, "Strategies for Improving the Quality of Education", p.4.

(Secondary Schools Libraries) Act was that it ignored the fact that "library resources and services are just as important in the primary situation as in the secondary";<sup>1</sup> consequently agitation for federal funds for those schools began as soon as the secondary scheme was implemented. In 1972, as part of a campaign for primary library provision, the Australian Library Promotion Council published David Cohen's pamphlet Primary School Libraries: A Report to the Nation,<sup>2</sup> which highlighted the deficiencies of Australian primary school libraries in relation to overseas and Australian standards. Cohen pointed out that 63.5% of state primary schools in Australia had no

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1. Doreen Goodman, "Evaluation of Federal Aid for Secondary School Libraries", in Australian School Library Association, School Media Centres - A Response to Change. Papers Presented at the Second National Conference of School Librarians held under the auspices of the Australian School Library Association at Monash University on August 26-29, 1970, (Melbourne, 1972), p.62.
  2. David Cohen, Primary School Libraries: A Report to the Nation, (Melbourne, 1972). A substantial review of this report, B.D. Sheen, N. Johnson, and T.A. Hunter, "Primary School Libraries: A Report to the Nation - Some Victorian Comments", Australian Library Journal, 22(1973), pp.71-73, criticised the ambiguities in some of its tables, the lack of definition of terms, and the manipulation of statistical data. The reviewers were in full agreement with the objectives of the report, and hoped that it would succeed in bringing primary school library needs to the attention of the Federal Government, despite its deficiencies. They concluded, "In capturing the public attention as it did, the Report achieved its first aim. However we are disturbed that the Report suffers from the weaknesses discussed above and that these might lessen its credibility once its initial impact has passed", (p.73). In fact, partly for these reasons, and partly because the writing style is less vivid, this report did not have the same popular impact as Margaret Trask's Report to the Nation on secondary school libraries.

central libraries in 1972, as shown by the following table.<sup>1</sup>

TABLE XVII

STATE PRIMARY SCHOOLS POSSESSING CENTRAL LIBRARIES<sup>2</sup>

State	Number of Pupils	Total Number of Schools	Schools With Central Libraries	Schools Without Central Libraries
New South Wales	521,866	2008	860	1148
Queensland	213,214	1077	240	837
South Australia	163,000	470	345	125
Tasmania	44,100	150	11	139
Victoria	374,988	1849	526	1323
Western Australia	126,675	473	220	253
Total	1,443,843	6027	2202	3825

This Table, while showing all states in an unsatisfactory light, also reveals marked differences between them: South Australia is shown to be proportionally better supplied with central school libraries than any other state, followed by Western Australia; Tasmania is easily the worst. Cohen also found that the holdings of books were "abysmally and embarrassingly low with about 90% of Australian State primary schools failing to reach the minimum of minimum standards of

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1. Many small schools included in this figure, however, could not have supported a centralised collection in a special library room. In addition, the term "central library" is not defined in the report, so that it is unclear, for instance, whether a "library corner" in a one-teacher school is counted as a central library. In the statistics for Victoria the report does not distinguish between the state's 901 one- and two-teacher schools and the large schools of over one thousand pupils. The general conclusions of the report, however, particularly the comments on bookstock and the provision of audiovisual materials, as well as the conditions of access to the library collections, remain valid.
  2. Table reproduced from Patricia Cook, "Children's Libraries in Australia", Australian Library Journal, 22(1973), p.182.



ten books per pupil";<sup>1</sup> that few schools had a range of non-book materials;<sup>2</sup> that the growth of primary school libraries had been severely limited by unrealistic state provisions for library acquisitions, which in 1971 had not allowed even the purchase of one new book per pupil;<sup>3</sup> that school libraries were generally not accessible throughout the day because they were often in use for rigidly scheduled "library periods" or for non-library activities, including the showing of films and the holding of meetings;<sup>4</sup> that few libraries were staff by trained librarians, and when they were, much of the librarian's time was diverted to routine clerical duties.<sup>5</sup>

In May 1973 the Interim Committee for the Australian Schools Commission, set up by the Commonwealth Government on 12 December 1972 with Professor Peter Karmel as Chairman, to co-ordinate Commonwealth involvement in education and educational expenditure, published its report Schools in Australia,<sup>6</sup> which recommended an extension and expansion of the existing Secondary School Libraries Program, the initiation of a programme for primary school libraries, and the creation and expansion of training programmes for school librarians.<sup>7</sup>

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1. Alan Horton, review of Cohen, Primary School Libraries: A Report to the Nation, in Children's Libraries Newsletter, 8(1972), p.112.
  2. Cohen, Primary School Libraries: A Report to the Nation, p.11.
  3. Ibid., p.12.
  4. Ibid., pp.12-13.
  5. Horton, review of Cohen, Primary School Libraries: A Report to the Nation, p.112.
  6. Interim Committee for the Australian Schools Commission, (Peter Karmel, Chairman); Schools in Australia, (Canberra, 1973), (Karmel Report).
  7. The initial training programme provided funds for 500 teachers a year in 1974 and 1975 to undertake library training courses, generally at Colleges of Advanced Education, of an average length of six months, and funds for their replacement in schools while they were training.

The Interim Committee found, as David Cohen had, that library services in primary schools varied from state to state and from system to system, with the general picture being one of poor facilities and few resources.<sup>1</sup> A grant of \$20 million was recommended for primary school libraries from 1974 to 1975, with the allocation being made among states and between government and non-government schools on an enrolment basis.<sup>2</sup> As had been the case with the Secondary Schools Libraries Program, a Primary Schools Libraries Committee was to be established as a Committee of the Schools Commission to advise it on matters relating to primary school libraries; it was suggested that the nucleus of its membership be drawn from the existing Secondary Committee,<sup>3</sup> ensuring an experienced initial membership.

The Primary Schools Libraries Committee in May 1974 published its Guidelines for Library Service in Primary Schools.<sup>4</sup> In contrast to the Secondary Schools Libraries Program's Standards for Secondary School Libraries, in which the emphasis was on the provision of buildings, the Primary Committee Guidelines allowed a degree of flexibility in planning resource facilities in schools, and for the training of library personnel, which, it was hoped, would encourage the development of resource facilities and services better suited to

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1. Interim Committee for the Australian Schools Commission, Schools in Australia, section 8.21.
  2. Ibid., section 8.21.
  3. Ibid., section 8.21. The Chairman of the Primary Committee, Miss Doreen Goodman, was previously a member of the Secondary Committee.
  4. Primary Schools Libraries Committee of the Australian Schools Commission, Guidelines for Library Services in Primary Schools, (Canberra, 1974).

individual schools' programmes.<sup>1</sup> Approximately half the available funds were to be used, for instance, "in a planned move across a wide number of schools to provide immediately usable resources, particularly book resources".<sup>2</sup> So while most of the secondary funds were intended for the establishment of complete resource centres, the primary grants were generally intended to achieve a first stage upgrading of resources to agreed basic standards. The Primary Schools Libraries Committee saw "the library/resource centre as a service concept and not necessarily as a separate physical entity. The object of library service [was] to provide materials and specialist staff to meet the needs of the pupils and the teachers of a particular school."<sup>3</sup> John Macarthur, who was involved in the School Libraries Research Project to evaluate the Commonwealth Government's libraries programmes, suggested two main reasons which apparently influenced this approach:<sup>4</sup> firstly, "the sheer number of primary school units provided a logistical problem of much greater magnitude than was the case for secondary schools";<sup>5</sup> and secondly, libraries were seen by the Primary Committee as being "a relatively recent phenomenon in primary schools",<sup>6</sup> whereas in secondary schools it had

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1. Broadhead, "Implications of the Australian Schools Commission for Developments in School Libraries", p.115.
  2. McKinnon, "Strategies for Improving the Quality of Education", p.5.
  3. Primary Schools Libraries Committee of the Australian Schools Commission, Guidelines, p.3.
  4. John Macarthur, Implementation of an Innovation: The Pilot Library Scheme in Non-Government Primary Schools, (School Libraries Research Project: 2), (Brisbane, 1977), p.1.
  5. Ibid., p.1. In 1973 there were 7222 government and non-government primary schools, and only 1355 government and non-government secondary schools in Australia, Australian Bureau of Statistics, Schools 1973, (Canberra, 1974).
  6. Macarthur, Implementation of an Innovation, p.1.

"always been standard practice to operate with some form of centralized resource centre"<sup>1</sup> - and while this assumption about the recency of primary school libraries was erroneous, it did influence the Committee's decision to support the development of book and non-book resource collections in the primary schools, rather than providing buildings, as in the secondary schools.

The primary school library Guidelines provided quantitative standards for primary school libraries, as the Standards had done for secondary schools. In practice these Australian Government standards tended to set the pattern for school library development, since they provided an effective basis for the work of pressure groups interested in the development of school libraries, including school librarians and teacher associations. In 1977 the Schools Commission published Books and Beyond: Guidelines for Library Resource Facilities and Services,<sup>2</sup> which continued to serve these functions.

There has been considerable criticism of the programme of federal aid to school libraries since its introduction in its original form in 1969. In 1970 Doreen Goodman, then a member of the Secondary Schools Libraries Committee, attempted at the Australian School Library Association conference in Melbourne to answer some of the criticism which had been made by that time. One complaint was that the grant was not extended to primary schools immediately, another that \$27 million over three years was totally inadequate for library accommodation, furniture, equipment, books, and other library materials.<sup>3</sup>

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1. Ibid., p.1.

2. Australian Schools Commission, Books and Beyond: Guidelines for Library Resource Facilities and Services, (Canberra, 1977).

3. Goodman, "Evaluation of Federal Aid for Secondary School Libraries", p.62.

Later criticism was aimed at inadequacies in Commonwealth standards, and at the type of aid given. However Doreen Goodman claimed that

with regard to the Commonwealth standards, it should be taken into consideration that when they were drawn up, they exceeded in many respects all standards established to that time, and no school library in Australia, whether State or independent, came up to them. Visits to school libraries left no doubt of this... The standards [were] those that seemed most suitable in the Australian situation

at the time.<sup>1</sup> Three major criticisms were made of the type of aid given by the Commonwealth Government to school libraries in 1969: that subject multi-media resource centres should have been provided for each school department rather than centralised libraries; that the audiovisual part of the scheme was not in line with then current educational developments such as ETV and dial information access; and that regional educational resource centres should have been developed before multi-media libraries in schools. But

the Committee's review of the Australian school library situation showed that, taking into consideration the general paucity of resources, the lack of staff both quantitatively and qualitatively, the general trend in the State systems and most independent schools that were already developing library resources (to cite a few influences), then the centralized approach seemed the more relevant in 1968-1971.<sup>2</sup>

Alan Horton in 1971 raised further criticisms of the system of federal library grants, based on the way in which the funds were allocated, which, he claimed, favoured schools in middle class areas. Analysing the division of the funds state by state and among government, Roman Catholic, and "other private schools", he found discrepancies and inequalities resulting from the formula used: the allocations per child for the 1969-1971 triennium for government schools ranged from \$8.85 per head in Tasmania to \$11.39 in Queensland; the

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1. Ibid., p.63.

2. Ibid., p.64.

per head allocation for non-government schools ranged from \$9.06 in Victoria to \$16.38 in South Australia. The amount of money available in the 1969-1971 triennium for school libraries was divided between the states, and the government, Roman Catholic, and other private schools, within those states, by first dividing the total annual allocation in proportion to the total numbers of secondary school enrolments in government and non-government secondary schools throughout all states. The two resulting figures were then divided between states in proportion to each state's population as at 30 June 1967. Finally the allocation for non-government schools in each state was divided between Roman Catholic and non-Roman Catholic schools on the basis of secondary enrolments. In South Australia, however, 82.4% of children attended government schools, compared with the national average of 74.31%, so that in the 1969-1971 triennium government schools there received \$10.21 per head and non-government schools \$16.37 per head.<sup>1</sup> Horton further claimed that many of the private school grants, rather than serving the purpose of bringing sub-standard schools up to standard, actually went to schools "which enrolled those at the upper end of the socio-economic scale".<sup>2</sup> It was in response to analyses like this of the allocation of federal grants that the Commonwealth Minister for Education and Science announced on 8 October 1971 that the grants for 1972 and following years would be allocated on the basis of secondary school enrolments and not on total state populations, and that non-government school allocations would be on a needs basis.<sup>3</sup>

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1. Alan R. Horton, "An Analysis of Federal Library Grants"; Australian Library Journal, 20(November 1971), pp.16-17.

2. Ibid., p.18.

3. Editorial note, Australian Library Journal, 20(November 1971), p.20.

There have been several attempts since its introduction to evaluate the effects of federal aid to Australian school libraries. The most substantial study was that made through the Commonwealth Secondary School Libraries Research Project, funded by the Commonwealth Department of Education and Science, and carried out by the Department of Education at the University of Queensland, with Professor W.J. Campbell as Chairman of the Advisory Committee and Roy Lundin as project Research Officer.<sup>1</sup> The project involved national surveys, visits to more than one hundred schools, discussions with administrators and educators, detailed case studies of one school from each state, and an attempt to discover "whether students had changed in educationally desirable ways as a result of the changes in the context of their learning".<sup>2</sup>

The most significant effect of Commonwealth funding of school libraries was in the provision of library buildings, yet over all states, "at least seventy-five of the new and improved government school libraries are considerably below standard".<sup>3</sup> In relation to materials the research shows that libraries provided by the Commonwealth had larger collections, but "most schools [were] still below the basic standard specified by the published Commonwealth standards".<sup>4</sup> It was with regard to staffing, however, that the report highlighted the deficiencies in the Commonwealth Secondary Schools Libraries Program, deficiencies which existed despite improvements resulting from

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1. Commonwealth Secondary School Libraries Research Project, Secondary School Libraries in Australia, A Report of the Evaluation of the Commonwealth Secondary Schools Libraries Program, (Brisbane, 1972), (The Campbell Report).

2. Ibid., p.5.

3. Ibid., p.26.

4. Ibid., p.46.

provision of money for short-term courses and seminars. Very few school librarians had professional qualifications in both teaching and librarianship;<sup>1</sup> many still had no library training at all. From a sample of 631 government secondary schools, "it would seem that more than half (53%) of the library personnel...[had] no formal training in librarianship, and less than one third (31%) [had] some preparation in both teacher education and librarianship. In fact, only about 20% [were] properly qualified as teacher-librarians as recognised by the employing authorities".<sup>2</sup> The report then went on to note that an even worse situation "was evident in non-government schools".<sup>3</sup> In terms of Commonwealth standards for staffing, of the

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1. Ibid., tables 17, 18, and 19, pp.71-73. In the survey of 631 government schools, only fifteen school librarians, or 1.58%, had a degree, teacher training, and Library Association of Australia Registration or equivalent; twenty-two, or 2.31%, had teacher training and L.A.A. Registration or equivalent. There were many other combinations of part and/or full teaching, library, and university degree qualifications listed in the tables, pp.71-73.
  2. Ibid., p.87. Other studies show the importance of trained staff in a school library programme. The Committee of Inquiry into Education in South Australia was told in 1969 that "where there was a trained teacher-librarian in charge of a school library, the quality of the service within the bounds of finance, was generally good, but that, where no such trained person was employed, the quality varied from reasonably good to rather poor". South Australia. Committee of Inquiry into Education in South Australia, Education in South Australia, Report..., (Adelaide, 1971), p.228. It is interesting to note that in New Zealand, too, the fact that "most school libraries" were "mediocre or poor" was blamed on staffing provisions: "almost without exception, trained school librarians were not employed; teacher-librarians were not given a timetabled allocation for library work; and the employment of untrained library assistants, on low pay, to carry out routine duties had not been successful." The New Zealand Library Association was convinced that the essential work of schools had been gravely hampered by the abolition of time previously available for teacher-librarians to work in the library, and recommended that trained full-time school librarians should be employed in all larger schools. New Zealand Library Association, The Need for School Libraries, (Wellington, 1962), pp.3-4.
  3. Commonwealth Secondary School Libraries Research Project, Secondary School Libraries in Australia, p.87.



616 schools surveyed in 1971, if qualifications were ignored, only 156 schools (25%) had staff at or above standards, and of these schools, fourteen had Commonwealth libraries in operation.<sup>1</sup> However the report also pointed out that the provision of new libraries had led to training programmes in all states, particularly "as it became obvious that such facilities could not operate at all under the existing conditions".<sup>2</sup>

Pupil use of the new facilities was estimated from a questionnaire sent to 1596 pupils in nine Queensland schools; through this survey it was found that new buildings did effect the frequency of visits, and the frequency increased the longer the library had been in existence. The voluntary attendance of pupils during lunch hours and before and after school was found to be significantly higher in Commonwealth libraries than in older school libraries which did not

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1. Ibid., p.90. A survey conducted in 1971 of fifty-one non-government schools in Victoria by the School Library Association of Victoria also showed that many did not have adequate library staff for their pupil enrolment; that few had fully qualified school librarians, and in the schools which did twenty-four librarians had teaching loads ranging from a few periods a week to a full-time teaching load; and further that a large number of librarians were being paid less than teachers with similar qualifications and experience. The survey also showed that the better known schools in the A.P.S. and A.G.S. group tended to have a better library-staff/pupil ratio and to employ librarians with better qualifications on higher salaries, while the Catholic secondary schools tended to have less satisfactory library-staff/pupil ratio and librarians with lower qualifications. Molly Macdonald, "Salaries and Conditions of Librarians in Non-Government Schools", Australian School Librarian, June 1971, pp. 12-14.
  2. Commonwealth Secondary School Libraries Research Project, Secondary School Libraries in Australia, p.90. Even by 1974 this situation had improved, particularly in the government schools in each state, and though there were still people in charge of school libraries who had had only a few weeks training in librarianship, this was becoming less common. See Roy Lundin, Conditions for Employment as a Teacher-Librarian in Australia, (Commonwealth Secondary School Libraries Research Project No.8), (Brisbane, 1974).

meet Commonwealth standards.<sup>1</sup> An analysis of the reasons for visits by pupils indicated that "their use of materials is also greater in schools with Commonwealth libraries than in those without".<sup>2</sup> The quality of this usage seemed to depend very heavily on the teachers' and the way in which they integrated library experiences into their

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1. Ibid., p.144.

2. Ibid., p.145.

teaching.<sup>1</sup>

In their concluding statement the authors of the report commented that

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1. Other research evidence suggests that while many pupils and teachers are enthusiastic about the newer school library provision, libraries are still under-used, and have too little impact on the school programme. In 1975 Margaret Stiller undertook a survey for the South Australian Education Department in five Adelaide secondary schools with new libraries built to current standards, good staffing provision, and large collections of resources. The results of a questionnaire showed that teachers in four of the five schools felt that the library's influence on the school was moderate rather than marked, and that only a small percentage of teachers made considerable use of the library. She also found that pupil use of the library largely reflected teacher use, but librarians in the five schools admitted that perhaps ten percent only of pupils came to the library regularly. Margaret Stiller, "Teachers, Librarians and Resource Based Learning", in L.H. McGrath and M.J. Walker (eds), Planning and Development of School Library Services: Proceedings..., (Perth, 1976), p.125.

Another South Australian survey, conducted by Dent, Davies and Cook over seventeen state high schools to assess the influence of "Library Resource Centres" funded by the Commonwealth Secondary Schools Libraries Program, found that the impact of the grants, from the teachers' viewpoint, was not particularly significant. What disturbed the researchers most was the relatively high percentage of staff - 43.1% for the schools with new Library Resource Centres, 53.3% for those in schools with older libraries - who seldom or never asked their pupils to use the library as groups or individuals. D.A. Dent, P.A. Davies, and J. Cook, A Study of the Changes Brought About by the Introduction of the New Library Resource Centres in South Australian Metropolitan Schools, (Adelaide, 1974), and Marianne Broadbent, "Commonwealth Libraries: What Changes are Evident in 1974", Children's Libraries Newsletter, 11(1975), pp.81-84.

A Queensland study showed that while teachers believed that libraries were the most important factor affecting independent study by pupils, the pupils themselves complained that they did not have sufficient timetabled periods during school hours for independent study. (78% of Grade Eleven pupils and 85% of Grade Twelve pupils in twenty-three Queensland high schools reported insufficient study periods), and in all but four schools they claimed that the library was too crowded or noisy, or had too few specialised books, to be used for private study. Kerry Fairbairn, Bruce McBryde, and Dick Rigby, Schools Under Radford: A Report on Aspects of Secondary Education in Queensland..., (Brisbane, 1976), p.64.

the evidence from a variety of sources...tells a remarkably consistent story of the Grant making available a greatly enriched stock of facilities which are supporting and making possible, if not coercing, new patterns of teaching and learning. These patterns include more individualization of instruction, more opportunities for the learners to participate in their education...and to be more responsible for their progress. There is already evidence to show that many students are responding positively to these opportunities.<sup>1</sup>

Studies such as those of Margaret Stiller<sup>2</sup> and of Dent, Davies, and Cook,<sup>3</sup> both undertaken in South Australia, and that of Fairbairn, McBryde, and Rigby<sup>4</sup> in Queensland, indicate that in this conclusion the members of the research project probably presented too rosy a picture of the actual situation in schools with regard to the effects of the new Commonwealth school libraries. Nevertheless some benefits were evident despite the fact that so many libraries, even Commonwealth-provided ones, still failed to reach Commonwealth standards.

However the authors of the report went on to note that "at least two things revealed in this study...[seemed] to blunt the impact of the Grant to some extent".<sup>5</sup> These were the "lack of suitably qualified library staff and the inability or unwillingness of many teachers

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1. Commonwealth Secondary School Libraries Research Project, Secondary School Libraries in Australia, p.215. See also W.J. Campbell, The Effect of Commonwealth Libraries Upon Academic Motivation, (Commonwealth Secondary School Libraries Research Project, Number 4), (Brisbane, 1973), p.22.
  2. Stiller, "Teachers, Librarians and Resource Based Learning", p.125.
  3. Dent, Davies, and Cook, A Study of the Changes Brought About By the Introduction of the New Library Resource Centres, passim.
  4. Fairbairn, McBryde, and Rigby, Schools Under Radford, p.64.
  5. Commonwealth Secondary School Libraries Research Project, Secondary School Libraries in Australia, p.215.

to use the new libraries effectively in their teaching".<sup>1</sup> The latter indicated a need for "in-service training for all teachers in the use of libraries", which the Commonwealth Secondary Schools Libraries scheme had failed to meet.<sup>2</sup> In 1973 the Interim Committee for the Australian Schools Commission also noted that the library programme of the Commonwealth Government had been affected by "the limited understanding of classroom teachers of how to make the best use of facilities".<sup>3</sup> The Committee recommended grants "for the extension of in-service education by employing authorities",<sup>4</sup> and drew attention again to the prevalent lack of knowledge among teachers about how to take advantage of libraries and resource centres as an in-service "teacher development" need.<sup>5</sup>

Other reports reached similar conclusions. The extent to which teacher-librarians in New South Wales government secondary schools were able to operate an effective library service within the school was examined in a survey undertaken by the New South Wales Teachers'

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1. Joan Brewer, "Secondary School Libraries in Australia: A Review Article", Australian Library Journal, 22(1973), p.302. This is also mentioned as a factor by Margaret Broadhead, "Commonwealth Funds and Standards: What Impact are they having on Library Service in Secondary Schools?", Australian School Librarian, September 1971, p.18.
  2. Commonwealth Secondary School Libraries Research Project, Secondary School Libraries in Australia, p.215.
  3. Interim Committee for the Australian Schools Commission, Schools in Australia, section 8.8, p.84. Earlier in 1971, Joan Brewer had indicated in a discussion of South Australian school libraries that "one major cause for concern is the lack of education of teachers in the new concept of the library". Joan Brewer, "Developments and Problems in School Libraries in South Australia", Australian Library Journal, 20(November 1971), p.9.
  4. Interim Committee for the Australian Schools Commission, Schools in Australia, section 11.2, p.122.
  5. Ibid., section 11.6, p.120.

Federation in 1971.<sup>1</sup> Information on staffing, the working conditions of teacher-librarians, the use of clerical assistants, and on book-stock, was obtained from the responses of librarians in seventy percent of the state's 322 government secondary schools. The results of the survey showed that despite the role envisaged for school libraries by the Commonwealth Secondary Schools Libraries scheme, "little had been done to enable the teacher/librarian to fulfill his responsibilities in his field".<sup>2</sup> Approximately half the librarians taught subject classes, with twenty-five percent of them teaching between six and fifteen periods a week. In addition, library opening hours were being extended, without the required compensation periods being granted to school librarians, so that they were engaged in supervision for longer periods.<sup>3</sup> A Committee of the Council of Principals of the Metropolitan West Area of Sydney, which investigated the problems of secondary school libraries in 1972, also found that the workload of the school librarian militated against the effectiveness of new school libraries, and recommended the abolition of library periods taken by the school librarian, an increase in staffing for school libraries, an increase in status for the school librarian, and further training programmes for school library staff.<sup>4</sup> A survey conducted by the School Library Association of Victoria in 1971 of fifty-one independent secondary school libraries also showed that most school librarians were burdened with teaching loads of from

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1. New South Wales Teachers' Federation, Secondary Library Survey 1971, (Sydney, 1971).
  2. Ibid., p.2.
  3. Ibid., p.2.
  4. Council of Principals of the Metropolitan West Area, Report of the Committee Investigating the Problems of Secondary School Libraries With Special Reference to Staffing, (Sydney, 1972), p.2.

twelve periods a week to a full-time workload, and that many of these librarians had to do the teaching in rooms in the school remote from the library. The School Library Association concluded that "a number of libraries in non-government schools are not taking a sufficiently active part in the education process in their school", with the heavy teaching and supervision load placed on school librarians being seen as a major reason for this.<sup>1</sup> As a result of critical studies such as these, the Interim Committee for the Australian Schools Commission in 1973 laid great stress on the provision of adequately trained school librarians,<sup>2</sup> though the financial resources it supplied by no means overcame the problem.

A substantial study of the effects of federal aid on primary school libraries, the Primary School Libraries Research Project, sponsored by the Australian Schools Commission, was undertaken by the Faculty of Education at Monash University from the beginning of 1975, under the direction of Associate Professor Maurice Balson, with Roy Lundin and John Macarthur as the research team. This project investigated government and non-government primary school library provision throughout Australia and evaluated the Australian Government's Schools Libraries Programs. A series of reports was produced in 1975 and 1976, the first of which investigated primary school libraries throughout Australia in relation to the Commonwealth's Guidelines for Library Service in Primary Schools. It was found that at the end of 1975 fewer than twenty-nine percent of the government primary schools had

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1. Molly Macdonald, "Salaries and Conditions of Librarians in Non-Government Schools", Australian School Librarian, June 1971, pp. 12-14.
  2. Interim Committee for the Australian Schools Commission, Schools in Australia, section 8.6, p.83.

library space provision near, at, or above the Guidelines standards.<sup>1</sup> This report noted that "special federal funding appears to have resulted in a significantly accelerated rate of materials acquisition in most States",<sup>2</sup> though in few schools were collections adequate. For instance, in Queensland it was "estimated that by 1977 all primary schools will have book collections up to half State standards, which is a level just below Guidelines standards".<sup>3</sup> "Most States" were still in great need of qualified school library staff<sup>4</sup> in government schools; in Catholic primary schools the situation was much worse. The Catholic School Library Advisor for the Archdiocese of Sydney reported to the researchers that there were no school librarians in the 247 primary and infants schools for which she was responsible, with all the libraries being staffed by volunteer parents.<sup>5</sup> It should be noted that the effects of the expenditure of more than four million dollars by the Schools Commission in 1974/1975 on the training of school librarians in six month courses and on grants for the replacement of those teachers while in training,<sup>6</sup> would not have been fully felt in schools by the end of 1975. In their concluding summary the researchers noted that

The libraries programs now under way are enabling schools to acquire a variety of materials at a rate not previously

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1. Roy Lundin and John Macarthur, Primary School Libraries in Australia: A Statement of Provision and Needs, 1975, (Brisbane, 1977), p.7.
  2. Ibid., p.9.
  3. Ibid., p.11.
  4. Ibid., p.12.
  5. Ibid., p.16.
  6. Ibid., p.14. In 1974/1975 a total of \$1,180,000 was spent on grants for training teacher librarians for all schools, government and non-government, primary and secondary, and \$3,198,000 on grants for the replacement of teachers-in-training.



funded system of support services at both regional and state level, to enable school level services to function efficiently, has been stressed by professional associations, including the School Library Association of Queensland in its submission to the 1978 Select Committee of Inquiry into Education in Queensland.<sup>1</sup>

Another important issue has been the concern for school/community library development and community use of school libraries. The Schools Commission Report for the rolling triennium 1977 to 1979 stressed its interest both in community involvement in school decision-making, and "the broader use of school facilities by the community".<sup>2</sup> State governments, too, have shown a new interest in community use of school libraries, with the South Australian Education Department, for instance, setting up a Committee on Community Use of School Libraries which produced a report in 1974.<sup>3</sup> In Queensland, the Minister for Tourism, Mr. M. Hooper, indicated in 1979 in opening the Currajong State School library, that his government, too, may view favourably the wider use of school libraries.<sup>4</sup>

It needs to be stressed that neither of these issues is new in the history of school library provision in Australia; members of the public had made some use of school libraries since the nineteenth century, and some support services had been provided for school

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1. School Library Association of Queensland, Submission to the Select Committee of Inquiry into Education in Queensland, (Brisbane, 1979), n.p.
  2. Australian Schools Commission, Report: Rolling Triennium 1977-1979, (Canberra, 1976), p.34 and p.41.
  3. 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).
  4. Anonymous, "Wider Use for School Libraries?"; Townsville Daily Bulletin, 26 November 1979.

envisaged. However, despite federal government assistance, most primary schools are still seriously handicapped by lack of educational materials, space for their storage and use, and specialist staff to interpret and exploit the materials.... Educationally, what can be stated with confidence is that where a rich variety of resources is provided - whether it be from federally funded libraries or from other sources - there appears to be positive satisfaction and motivation on the part of teachers and students, and that these appear likely to lead subsequently to significant academic achievement. According to the findings of this survey only about a quarter of the primary schools are being served by reasonably adequate libraries.<sup>1</sup>

These conclusions substantially resemble those of the Campbell Committee which investigated the effects of the Commonwealth Secondary Schools Libraries Program in 1972.

It is apparent that while the injection of federal funds into school library programmes in Australia since 1969 has not achieved for school libraries all that its advocates hoped for, it has relieved the libraries of their dependence on local effort for funds and made school library provision rather more uniform over the whole country. At the same time, the attention of the library profession, of educators, and of funding bodies, has been turned to emerging issues in Australian school library provision. One such issue which stands out, and which has been the subject for several recent conferences, is the need for more attention to be paid now to support services for school libraries.<sup>2</sup> The necessity for an adequately

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1. Ibid., p.31.

2. Patricia Ward (ed.), Support Services for School Libraries, Proceedings of the Seminar held at Kuring-gai College of Advanced Education, Lindfield, 9-10 April 1976, Arranged by the New South Wales School Libraries Section, Library Association of Australia, and the Department of Library and Information Studies, Kuring-gai College of Advanced Education, (Sydney, 1976); Marianne Broadbent (ed.), Support Services for School Libraries 1977; Emerging Patterns, Proceedings of a Seminar held at Naremburn Professional Services Centre, 22 October 1977, Arranged by the School Libraries Section, New South Wales Group, Library Association of Australia, (Sydney, 1977).

libraries by Education Departments and professional organisations. However with the growth of school libraries as a result of federal funding in the 1970s, these issues became vital ones, when large and apparently well-stocked facilities were being used by only a small part of the population for part of the day, and when expensive support services were needed to make such facilities efficient.

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In Great Britain, the United States of America, and Australia in the 1970s, despite great increases in the size of school libraries and their collections, there was still the problem of library resources and facilities failing to reach the established standards of the country concerned. In each country the accepted standards are seen as minimum standards, so that library and resource provision generally has not kept pace with what are seen to be the needs of education. Over the last one thousand years libraries in schools have become more common; their collections have increased in size; the rooms or buildings in which they are housed have grown larger; and they have increasingly become the subject of professional inquiry and of government legislation, as education itself has.

But despite these developments, there has been essentially little change in school librarianship since the seventeenth century, by which time the basic ideas of modern school library service had been accepted. By the seventeenth century the school library was seen as a reading room where material could be made available for use by pupils, staff, or visitors, as well as a storage place for books. The school library then often provided a range of non-book materials appropriate to the

educational activities of the school, though to a lesser extent than the multi-media school library resource centre attempts to do now. By the seventeenth century the librarian was ideally seen as a person with a body of specialised knowledge and skills and an accepted function. However then, as so often now, many school libraries were run by teachers in their spare time, or staffed by pupils. The rationale for pupil involvement - that it contributed to the "citizenship education" of pupils - is the same in recent American and English reports as it was three hundred years ago. The basic principles of school library organisation and management have essentially altered little, though techniques used are more sophisticated today. While cataloguing may be done centrally, with computer-produced forms used instead of a hand-written book catalogue, the underlying principles of cataloguing, and the uses of the catalogue, have not altered. Despite the variety of newer classification schemes which are used today, classification remains essentially what it was in the seventeenth century - a way of placing books and other materials on the shelves in a rational order so that they can be retrieved when needed by the librarian or reader. School libraries were often available for use by the wider community then; today there are many different types of joint use libraries. The libraries variously provided curriculum support and enrichment materials and materials for leisure reading, as they do today. And Charles Hoole, advocate of the use of library books by pupils in their day-to-day school work,<sup>1</sup> would have had very little difficulty in 1660 with the "modern" concept of the school library as "the centre of the school".

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1. Charles Hoole, A New Discovery of the Old Art of Teaching Schoole..., (London, 1660).