

LIBRARIES, LITERACIES AND LEARNING: RETROSPECT AND PROSPECTS

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1. A NEW GOVERNMENT AND NEW POLICIES

The year 1994 is rightly regarded as a watershed in the development of the nation of South Africa and for its people. In broad terms, the mandate of the first democratically elected government became that of transforming the country into a democratic state, correcting the injustices and inequalities of the past, alleviating poverty and promoting a better life for all. The consequences of the policy of apartheid pursued by the pre-1994 government were readily apparent, principally in a skewed allocation of resources and repressive legislation. The post-1994 South African government inherited a fractured and dislocated pattern of provision in many sectors, including housing, education, basic services and health care.

One of the inheritances of the post-1994 South African government was an education system that consisted of a mixture of state and private provision, overlaid by separation on racial lines. The system developed by the former apartheid state was largely to the detriment of schools attended by black children, and schools in rural areas. The consequences were also manifest in the inadequate provision and training of staff at many schools and the lack of even basic school facilities in many rural areas. It is not surprising that school drop-out rates were high and the quality and preparedness of entrants to further and higher education were extremely uneven, thus further discouraging participation.

The principal aim of the first democratic government and its successors has been to ensure the introduction of an affordable compulsory system of primary and secondary education, with adequate safeguards to ensure quality and community consultation. Furthermore, it was recognised that an integrated system of post-secondary education, embracing the concept of lifelong learning, was essential for social healing and economic development. The National Education Policy Investigation of 1992 and the establishment of the Centre for Education Policy Development in 1993 were significant steps towards the development of policy and practice to support these aims (NEPI, 1993).

To understand the direction that policy-making around libraries has taken, it is necessary to consider briefly the effects of uncertainties in the governance and form of educational institutions during this period of profound political change. Although the

inauguration of a Government of National Unity resulted in the immediate implementation of new structures and the dismantling of the oppressive structures of the previous apartheid state, it had little immediate effect on libraries and information services. However, many years of lobbying by the profession resulted in the establishment of a National Council for Library and Information Services (NCLIS) in 2001 and the commencement of its operations in 2004 (South Africa, 2001a).

For the first time, South Africa had a statutory body to coordinate and develop its library services, with one of the objectives being to “provide optimal access to relevant information to every person in an economic and cost-effective manner” (South Africa, 2001b:1) and to inform and advise the Minister of Education on the effectiveness of education and training for library and information services. By mid-2005 there were 11 373 libraries in this country (South Africa, 2005a:159). Of these, 9416 were school libraries, 1295 were public libraries and the remainder consisted of university, college, government and special libraries.

2. LIFELONG LEARNING FOR THE INFORMATION SOCIETY

Shortly after the onset of democracy, Dr Ben Ngubane, then Minister of Arts, Culture, Science and Technology, noted that South Africa does not yet “have a culture where all people are aware of the value of information, or how to access information” (Ngubane, 1995). Although he was primarily discussing information technology in a narrow sense, his comments apply equally well to the aspirations of the information society. They also suggest the need to consider another factor: the linguistic diversity of South Africa.

South Africa has 11 national languages, ten of which are endoglossic and one exoglossic – English, which happens to be “the language of legitimacy” (Bourdieu, 1977). Of a population of just under 45 million, 10.6 million speak isiZulu as their home language, another 7.9 million speak isiXhosa and 5.9 million speak Afrikaans. English, with its 3.6 million speakers, ranks sixth in terms of the number of speakers in this country (StatsSA, 2001). The four main national languages of communication are in fact English, Afrikaans, isiZulu and the non-official, uncodified urban lingua franca known as *Tsotsi-taal* or *Isicamtho* (PANSALB, 2001).

Although English is spoken and understood by a minority of citizens, it occupies an almost uncontested position as the language of government, commerce, education, social communication and literature. Yet only a third of all South Africans (and only a quarter of the African population) readily understand English, figures that challenge “the widely held belief that ‘everybody’ understands English” (PANSALB, 2001). In fact, 45 per cent of South Africans are unable to understand, or understand very little of, the information that political leaders want to convey if this is done in English only.

Support for adult basic education and training (ABET) and the associated idea of lifelong learning is evident in ministerial statements. Frequent references to the information society have also been made by the government and other leaders, especially since the vocal plea by (then Deputy) President Mbeki at the G7 Information Society Conference in Brussels in 1995. There he urged rich countries to assist poor countries to enjoy the benefits of the information society (*Business Report*, 1995).

As a consequence, South Africa hosted the Information Society and Development Conference in 1996. The theme of “information society” has since enjoyed prominence

in speeches and statements made by government leaders. In 2002, former Education Minister Kader Asmal noted in a speech the belief of the South African government that information and communication technologies (ICTs) are “key drivers for economic growth and socio-economic upliftment”, but also conceded that it did not, as yet, have a coherent policy on the information society. He suggested that an information society “involves the integration of the information technology, telecommunications and the information sector” that accompanies the emergence of a new and networked society (Asmal, 2002).

At its inaugural meeting, the Deputy Minister of Arts, Culture, Science and Technology advised the NCLIS that one of its tasks would be to “integrate local needs and ideals with those of the global information society” (Sonjica, 2004).

3. LITERACY

Public libraries are primarily concerned with two kinds of basic literacy: adult literacy and early literacy.

3.1 Adult literacy

Estimates of literacy rates in South Africa vary but the figures produced by Aitchison and Harley (2004) are widely used and accepted as authoritative (Table 1).

Table 1: Literacy and basic education levels of South Africans aged 15 and over

Level of education	1995 October Household Survey	1996 Census	2001 Census
Full general education (Grade 9)	14.3m (54%)	13.1m (50%)	15.8m (52%)
Less than full general education (less than Grade 9)	12.2m (46%)	13.2m (50%)	14.6m (48%)
Less than Grade 7	7.4m (28%)	8.5m (32%)	9.6m (32%)
No schooling	2.9m (11%)	4.2m (16%)	4.7m (16%)

They conclude that 33.9 per cent (or 8.5 million) of the population is functionally illiterate. When these figures are disaggregated using race as a variable, the damage and inequities caused by the apartheid system become starkly apparent:

- 22.3 per cent of adult black South Africans have not received any schooling, whereas
- only 1.4 per cent of whites have received no schooling.

In the Constitution (South Africa, 1995), access to adult education is affirmed as a right that must be provided by the state:

Adult basic education refers to all forms of organised education and training that meet the basic learning needs of adults, including literacy and numeracy, as well as general knowledge, skills and values and attitudes that

they require to survive, develop their capacities, live and work in dignity, improve the quality of their lives, make informed decisions and continue learning.

In spite of the government's affirmation of the importance of ABET, May (1998) points out that it does not receive the rate of funding relative to the need. This view is implicitly recognised by the Minister of Education, Naledi Pandor, who acknowledged in 2005 that the government's ABET efforts have not been effective and proposed that they need to be reconceptualised. She has since appointed a task team to investigate a new approach (Blaine, 2006).

The efforts of public libraries to engage in this arena, as surveyed by May and Nassimbeni (2005), must be seen against the background of low achievement by the government. The investigation included a survey of all 1295 public libraries, basing its findings on the returns of 589 libraries (45.5 per cent). This was supplemented by qualitative data collected during field visits to 11 libraries that were selected to cover a wide range of conditions. The involvement of public libraries in adult education dates back to the early 1990s, in particular triggered by the International Year of Literacy in 1990 and in keeping with imminent political change. An important national study of libraries and related development in the late 1980s found that libraries seemed "at a loss how to act in regard to spreading literacy" (Zaaiman et al., 1988:24).

The study by May and Nassimbeni (2005) found that only 23.7 per cent of libraries participate in adult education programmes to varying degrees, while 76.3 per cent make no contribution to such activities. Of those participating in adult education (i.e. 157 out of 589 responding libraries), the majority (94 or 59.9 per cent) plays a supporting role through activities such as block loans of material and provision of a venue. Altogether 63 libraries (40.1 per cent) play a direct role in devising, presenting and hosting adult education programmes themselves, with librarians in some instances acting also as adult education facilitators.

Among the responding libraries, a lack of financial, human and material resources was a cause of great concern to all, undermining their efforts or acting as barriers to participation. Most of the non-participant libraries (328 out of 432) cited the following resource constraints as reasons for their non-involvement:

- lack of funds;
- shortage of staff;
- lack of suitable materials; and
- lack of appropriate training.

These findings are consistent with the conclusion of a study on adult literacy provision in public libraries in the United Kingdom, which found that their two major challenges were dedicated staff time and funding (McLoughlin & Morris, 2004:37). Yet, despite gaps in provision and the precarious stability of programmes, there was convincing evidence of dedicated staff commitment to adult education provision among the active participants in the South African study. This can provide a platform for further development, given the prospect of extra funding for public libraries that was announced after completion of the investigation.

The Minister of Arts and Culture, Dr Pallo Jordan, announced in 2006 that public libraries would receive an additional R1 billion in funds over three years starting in 2007 (\$ = R7.41, £ = R14.36, € = R9.85). The intention of the extra funding is to transform and revitalise the public library service into a responsive one that meets the needs of all citizens, and to promote literacy and develop a culture of reading (*News24.com*, 2006). The prospects, therefore, for improvement in adult education provision are good, given the government's interest in assisting public libraries to fulfil their mandate.

3.2 Early literacy

The government is also very concerned about problems of early literacy and poor reading scores in the young school-going population. South Africa's basic reading scores and maths and science literacy are consistently among the world's worst, including much of Africa. The Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ II) project, which considered educational quality and performance in 15 countries, showed South African children lagging behind their counterparts in reading scores. Learners from South Africa (and also Uganda, Zanzibar, Lesotho, Namibia, Zambia and Malawi) did not reach the SACMEQ mean of 500 in reading. South Africa is listed with 19 other countries among those considered by the Education For All (EFA) global report as at risk of not achieving the EFA goals (Makuwa & Murimba, 2006).



A delightful playhouse in the children's section in the Sezela Library on the South Coast of KwaZulu-Natal.

(Courtesy of the Directorate of Library Services, KwaZulu-Natal)

A number of factors impact negatively on levels of early literacy. One is the extent to which voluntary reading is negatively influenced by publishing patterns in Africa, including South Africa, where 95 per cent of books published are for the education market, as opposed to 35 per cent in the developed world (Machet & Wessels, 2006:58). Moreover, there are very few titles in national languages other than English and Afrikaans. Theorists of early literacy note the deleterious effects on literacy development of the dislocation of African children from their mother tongue at school, with its emphasis on written forms of languages other than the mother tongue (Alexander & Bloch, 2004).

Many researchers point out the importance of voluntary reading and print-rich environments to the development of early literacy. The analysis by Wells (1985:253) is representative:

Because stories are self-contextualising, sustained symbolic representations of possible worlds, they provide the child with the opportunity to learn some of the essential characteristics of written language. Reading and discussing stories help the child to cope with the more embedded uses of spoken language that the curriculum demands.

Alexander and Bloch (2004:9) point out that notwithstanding the critical importance in child development of mother tongue literacy, “our youngsters continue to be denied opportunities to experience the richness of stories in their own languages in print”. Children’s literacy is traditionally a concern of school and children’s librarians. Elsewhere in this collection the problems of public and school libraries and the consequences of reduced levels of provision and services have been discussed. This has impacted negatively on these institutions’ ability to promote reading and literacy in ways consistent with their mandate.

Children’s reading, especially in the mother tongue, has been vigorously promoted by a non-governmental organisation (NGO), BiblionefSA, which supplies books in the mother tongue to schools, libraries and other children’s organisations. In the eight years of its existence the NGO has donated 396 230 books and reached a total of 1 818 307 children. It has commissioned the publication of 50 titles in the 11 national languages, including the very successful *Brenda has a dragon in her blood*, based on the true story of a little girl infected with HIV. The intervention of BiblionefSA is significant, particularly in the area of mother tongue literacy where there is general dissatisfaction with the lack of children’s storybooks in languages other than English, and at a time of budget cuts and reduced spending by school and children’s libraries.

Another noteworthy project dedicated to the promotion of a culture of reading among young children is First Words in Print of the Centre for the Book, which is part of the National Library of South Africa. This project has reached more than 10 000 youngsters from disadvantaged areas in the country and provides children with a shared South African literary heritage. The project works in partnership with public libraries, clinics, early childhood development organisations, preschools and crèches, which distribute the First Words in Print literature and give most children their first access to books. These partners play a vital role in exposing parents and other caregivers to the

importance, and ways, of sharing books with their children (Centre for the Book, 2006).

The interventions of both of these agencies highlight the importance of print-rich environments for early literacy and the importance of texts in all languages in a linguistically and culturally diverse society. Libraries, however, need to be resourced at levels sufficient to allow them to resume their rightful place in the development of early literacy. This has been acknowledged by the Department of Arts and Culture, and emphasised by the Minister of Education, Naledi Pandor, who recognised the critical importance of young people having books in their own language and the state's consequent "responsibility to ensure that there is some form of library within walking distance of every child in this country" (Pandor, 2005).

4. LITERACY AND INFORMATION LITERACY

The interconnectedness of the various literacies that are required for lifelong learning was first expressed by Charles McClure (1994:118) in an early model of information literacy that relates information literacy to other literacies:

At one level, an individual must be able to read and write – the traditional notion of literacy. At another level, the person must be technically literate, e.g. be able to operate computer, telecommunication and related information technologies. At a third level, people need media literacy, and at yet another level they need network literacy. All of these types of literacies can be cast in the context of information problem-solving skills.

McClure therefore places information literacy at the centre of the overlapping literacies and recognises that a number of these combine to form information literacy – in his view that skill in which the others are subsumed. His focus groups of faculty members confirmed that, especially in South Africa, information literacy consists "of an infusion of various different skills, many of which may be taken for granted by teachers and lecturers, but which students simply did not possess" (Sayed, 1998:9). He also noted that not many writers refer to the role of students' prior experiences of learning in their handling of information in higher education (Sayed, 1998:7).

While this chapter will show that various sectors in South Africa today are grappling with the inculcation of all these different literacies while coping with the particular demands of a very diverse and frequently disadvantaged population, recognition of the central role of information literacy is not yet shared by all.

5. INFORMATION LITERACY AND HIGHER EDUCATION

The ten-year review of higher education in the first decade of democracy by the South African Council on Higher Education (CHE) noted that South Africa needs to be part of the "network society" and that higher education institutions should assist the government "to stay on the competitive side of the digital divide" (CHE, 2004:37). The report set out a specific role for higher education institutions in the national project of reconstruction and development, namely to ensure that graduate skills and competencies contrib-

ute to the goals of “equity, democracy and development” in a learning society (CHE, 2004:34–35).

The CHE (2001) enumerated the competencies required in the 21st century by South African graduates as follows:

- computer literacy;
- knowledge reconfiguration skills;
- information skills;
- problem-solving;
- teamwork;
- networking;
- mediation skills; and
- social sensitivity.

These skills, which are transferable, relate both to the academic sphere and also to the world of work (CHE, 2004:114). Implicit in such an understanding of transferable graduate competencies is the recognition that the sequence of competencies closely resembles what librarians have come to understand as the concept of information literacy.

A reading of policy texts in the government domain and in the library and information services (LIS) sector shows that while the paths are not divergent, the trajectories



Students working in the Johannesburg Public Library.
(Courtesy of the Directorate of Library and Information Services, Gauteng)

have not yet converged. The government's primary focus is information technology literacy, while libraries have a much broader view of information literacy. LIS theorists frequently express exasperation that government documents stop short of making explicit the links between a desired outcome (such as lifelong learning) and the identification of LIS as one of the agencies tasked with implementation.

One significant factor that has aided recognition of the importance of information literacy in South Africa has been the report on the Western Cape Library Cooperative Project of 1992, also known as the "Senn Breivik Report" (Breivik et al., 1992). It addressed the need for facilitating cooperative academic planning within the tertiary education institutions of the Western Cape to achieve transformation with limited economic resources. Weaknesses in access to information and the management of information resources were identified as problems for which a cooperative solution would be viable. Information literacy was identified as a key part of the solution. The report also indicated that information literacy is inherent in the service role higher education played in the regional community, also by granting the community access to its resources.

A grant of US\$1 million (R3.6 million at 1995 rates of exchange) from the Reader's Digest SA, paid out in tranches over a five-year period, allowed the establishment of the INFOLIT Project in 1995. The primary objectives listed in the five-year plan included:

- promoting the concept, value and importance of information literacy in the context of globalisation and redress to key players in the region;
- launching a series of pilot projects that explore and establish various means of spreading information literacy education in the region; and
- investigating information literacy models, programmes and initiatives in other countries that could be adapted to local conditions.

These objectives were the guiding framework for activity for the INFOLIT Project. Its needs assessment study, published as a monograph in 1998, consisted of a major overview of the state of information literacy on five tertiary education campuses. The study revealed large discrepancies between students from "historically disadvantaged" (i.e. black) and white universities (Sayed, 1998).

Sayed (1998:6–7) emphasised that information literacy teaching in the South African context should recognise the fact that students do not all have equal prior access and exposure to educational resources. The same opportunities for developing skills that might be taken for granted in Western school-leavers were not available to the majority of entrants into South African tertiary institutions. Students bring with them a set of previous experiences, convictions and disciplinary traditions that may either hinder or enhance their learning, and these should be taken into consideration in activities aimed at developing their information literacy.

It was also increasingly being recognised that the skills required for information literacy might not necessarily be generic, but rather "highly dependent on context" (Sayed & De Jager, 1997:9). As the tools for and ways of handling information are in a constant state of change and development, the teaching of information skills should be firmly embedded in subject knowledge. It might therefore follow that so-called generic courses that are not firmly integrated into the curricula of specific courses might be less appropriate for inculcating information skills of lasting value.

There is considerable evidence that the INFOLIT Project achieved several of its objectives (De Jager & Nassimbeni, 2002:181). The greatest of these was surely the creation of awareness among librarians and faculties of the potential of information literacy, even though this has not yet adequately filtered through to the government, as explained above.

Influential early research on information literacy in South Africa was done by Behrens, who comprehensively reviewed the local state of the art in 1994 following the completion of her pioneering PhD thesis in 1992 (Behrens, 1992). Subsequently, Olen considered the role of the school library and media centre (Olen & Kruger, 1995). Thus active consideration was given, almost as soon as the Government of National Unity was established, to ways in which information literacy could begin to influence academic performance and community development.

The state of information literacy education (ILE) from 1997 to 2005 has been extensively reviewed by De Jager and Nassimbeni (2002; 2005). Their survey showed that many ILE interventions were taking place in higher education. Librarians were increasingly aware of the pedagogical desirability of integrating information literacy competencies into subject tuition rather than running add-on generic courses, frequently with a “one size fits all” approach. Despite the increasingly rather widespread recognition, they were finding it difficult to make inroads into the academic curriculum.

The current position is that most institutions offer library orientation courses in addition to ad hoc interventions as requested by students or academics. Examples include training in using the Online Public Access Catalogue (OPAC), electronic databases and bibliographic referencing. There has been demonstrable progress towards the integration of ILE modules into the academic curriculum at more institutions. While the majority of courses are still generic and stand-alone, some are credit-bearing and there is now evidence of a greater number of ILE modules embedded into various curricula with their own assessment components. Student performance is assessed using methods ranging from questionnaires and assignments to portfolios of work.

Most institutions have a librarian whose primary responsibility is ILE, very often supported by subject librarians who offer training in using information resources in their specific fields or disciplines. Some of the training is delivered in classrooms or computer laboratories, while some are offered virtually through platforms such as WebCT. A training librarian made the point, however, that her institution was unable to offer an online course as many of the students come “from rural areas, farms and townships where there are no libraries and computers”. In some institutions, for example at the Universities of Pretoria, the Western Cape and Cape Town, the library and the library school cooperate in the design and delivery of credit-bearing courses for first-year students.

Since 2002, the Library and Information Association of South Africa (LIASA) has facilitated a number of workshops and training courses to equip librarians with an understanding of the role of ILE in student learning and to provide them with guidance on curriculum design, teaching and assessment methods.

In addition, individual libraries are encouraging their librarians to attend professional development courses such as developments in web technology, new electronic products and communication tools, thus enhancing their own information literacy capacity. Of

the library schools, the Department of Library and Information Science at the University of the Western Cape offers a compulsory module on information literacy in the third year of the four-year undergraduate degree.

6. INFORMATION LITERACY IN SCHOOL LIBRARIES

The adoption of outcomes-based education (OBE) by the Department of Education was welcomed by school librarians who saw a space in the education programme for their special information literacy skills and consistent advocacy of the library and its resources as being central to learning. However, this has not been accompanied by any expansion of school libraries or explicit recognition by policy-makers and opinion leaders of the centrality of the library in the educational enterprise. In spite of careful and detailed work by school librarians on a policy framework for school libraries that sets out the role of information literacy, there has been “dismal progress in finalising school library policy” (Karlsson, 2003).

The official position of the Department of Education is that it is still working on the policy framework that was expected to be completed in 2005. The draft document reflects the shift to OBE and “argues that educators and learners will only be able to access an OBE curriculum if they have access to learning resources. This has implications for the way school libraries conceptualise, manage and provide resources” (South Africa, 2005b). The school library sector hopes that the publication of the draft policy will provide the framework that relates to the school library, curriculum and learning resources and also release funds and so assist in addressing the important question of information literacy. School librarians need to devise ways to align their activities with the critical crossfield outcomes required of every learner, as outlined by the South African Qualifications Authority, namely the research skills of collecting, analysing and critically evaluating information (SAQA, 2000).

Meanwhile, the KwaZulu-Natal Education Department has gone ahead to formulate its own policy, which promotes, among other things, a “whole-school information literacy policy” (South Africa, 2003:3). Its vision recognises that an information literacy policy at school is a core value that informs, and is informed by, all other aspects of policy and planning. The policy acknowledges the shared responsibility of the teacher, and the truth that information literacy requires a close partnership between the school librarian and the teacher (South Africa, 2003:3).

7. INFORMATION LITERACY IN PUBLIC LIBRARIES

Thus far, very little has been done in public libraries and very little, therefore, written about it. In the last few years, however – at least partly in response to the LIASA initiatives – there has been notable progress in this field, although many initiatives remain ad hoc and limited to individual libraries or municipalities and at the instigation of local champions.

Illustrating this trend, two research dissertations were recently awarded for their investigations into information literacy in public libraries (Hart, 2005; Van der Walt, 2005). Furthermore, a newly completed project in Mpumalanga is one of the first examples in South Africa of a sustained information literacy intervention designed for pub-

lic library workers in this province. Through a series of dedicated training sessions with identified experts, public librarians were given the opportunity to develop their information literacy skills and apply them to campaigns appropriate in their own libraries.

The overall goal of the project was to raise awareness of information literacy in the public library service and to establish, in the first instance, the necessary skills of 25 public librarians in Mpumalanga. These persons would then improve their service delivery and raise the profile of the public library by enskilling library users in using a variety of information resources. Few of the library workers who participated in the project were formally qualified librarians, but all were nonetheless very aware of their community needs and eager to promote the library as a resource to resolve socio-economic problems (Nassimbeni, 2006). A final report on this project will be delivered at the 2007 International Federation of Library Associations and Institutions (IFLA) conference (De Jager & Nassimbeni, 2007).

8. CONCLUSION

It can be argued that the 13 years since the onset of democracy in South Africa is insufficient time to have accomplished all the goals of economic and social development identified by its people. Transformation and rebuilding of the South African society, restitution of rights and reparation for the injustices of the past have also been significant policy drivers for the government. In this and other matters, South Africa is a society in transition that still reflects the effects of many of the divisions that so marked its past.



Library exhibits such as these send out a strong message on the HIV/AIDS pandemic.
(Courtesy of the Directorate of Information Services and Heritage, Free State)

The establishment and launch of the NCLIS are indicative of the resolve of the LIS profession to promote the importance of literacy and libraries in national development, given the imperative of the information society, and of the eventual willingness of the government to listen and respond to suggestions in this regard. The significance of a statutory body with a broad remit, including education and training for library and information services, is still to be tested but augurs well for libraries and literacy initiatives, especially when combined with the recent announcement of moves to deal with longstanding uncertainties over the governance of public libraries and a boost for public library funding.

Neither literacy nor information literacy can be regarded as the exclusive domain of libraries and librarians. Developing both must be seen as a concern for primary, secondary and tertiary educators, librarians, employers and other agencies. If libraries and librarians are to have a prominent community role in assisting with the development of literacy, the LIS profession will need to be much more active both in asserting this and in developing a better understanding of what this means for professional training. Links with the education services and other agencies will need to be improved considerably to reduce the possibility of inadvertent duplication and to improve service delivery.

Much remains to be done, especially in the provision of sufficient community libraries and school libraries. Until recently, the prospects remained bleak but the recent policy developments outlined in this chapter provide some source of hope. Considerable progress has been made, but targets have been missed, resources found to be inadequate and skills lacking. The imperative is for change, but the path to sustainable change is still being mapped out.

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