PROJECT REPORT

Costing the South African Public Library and Information Services Bill

August 2013

This page is intentionally left blank

Acknowledgements

Citation suggestion –

Department of Arts and Culture, 2013. 'Project Report for the Costing the South African Public Library and Information Services Bill'. Pretoria, South Africa

Project team –

Conrad Barberton	*conrad@cornerstonesa.net*
Jonathan Carter	*jonathan@cornerstonesa.net*
Carmen Abdoll	*carmen@cornerstonesa.net*

Senior Researchers with Cornerstone Economic Research
www.cornerstonesa.net

Costing the South African Public Library and Information Services Bill

Table of Contents

List of Tables

List of Figures

List of library infrastructure projects

 # Executive Summary

The requirement to cost draft legislation

The national Department of Arts and Culture has drafted the *South African Public Library and Information Services Bill, 2012*. The Bill aims to –

− ensure consistency in the delivery of public library and information services in the country;

− put in place measures to ensure redress of the inequalities in the provision of public library and information services; and

− provide for principles, norms and standards for the provision of public library and information services.

In terms of the Schedule 5 Part A of the Constitution, the public libraries function is a provincial function. The Bill seeks to provide a framework for putting in place measures *to maintain essential national standards* and *to establish minimum standards required for the rendering of services* as permitted by section 44(2) of the Constitution.

To this end, the Bill requires the Minister of Arts and Culture to issue national minimum norms and standards for the provision of public library and information services. The implementation of these norms and standards will have financial implications for national government, the provinces and municipalities – all of whom are involved in managing and funding different aspects of the function.

Section 35 of the Public Finance Management Act (Act 1 of 1999) reads:

> **35. Unfunded mandates**
> Draft national legislation that assigns an additional function or power to, or imposes any other obligation on, a provincial government, must, in a memorandum that must be introduced in Parliament with that legislation, give a projection of the financial implications of that function, power or obligation to the province.

The principal aim of this project is to cost the financial implications of the Bill.

Municipalities are widely involved in the provision of library services, and the norms and standards that are to be issued in terms of the Bill will have financial implications for them. Section 9(1) of the Bill requires a municipality that is providing library services to take all reasonable steps to "provide public library and information services that comply with the minimum national norms and standards contemplated in this Act", and to "execute its functions in accordance with the national norms and standards for public library and information services".

This raises the question whether the Minister of Arts and Culture does not only need to cost the Bill as required by the Public Finance Management Act, but also needs to follow the processes set out in the Financial and Fiscal Commission Act (Act 99 of 1997) and section 9 of the Municipal Systems Act (Act 32 of 2000)?

Provinces are responsible for funding public libraries

Prior to 1993 public library services were provided by municipalities in terms of the provincial ordinances of the four old provinces. Services were provided mainly in urban centres, while the townships, informal settlements and homeland areas were poorly catered for. With the transition from minority rule to democracy, "libraries other than national libraries" became a provincial function listed in Schedule 5 Part A of the Constitution. Given that public libraries are a provincial mandate, provinces are required to budget for them from their provincial equitable share and own revenues.

National government is not obliged to provide funding for a provincial function over and above what is allocated to the provincial equitable share. National government can, however, choose to assist provinces with additional funding via a conditional grant, such as the Community Libraries Services Grant. The grant should top up the funds that provinces already allocate to library services, and not be used as replacement funding

Libraries are a very valuable social resource, giving job seekers, entrepreneurs, students and learners access to information, the internet and photocopy facilities, in addition to serving the reading needs of the public. They therefore play a very important role in fostering social and economic development. In light of this, pressure needs to be placed on provinces to fund the function properly from their own funds (which includes their equitable share). To do this, the Department of Arts and Culture needs to develop indicative funding norms for library budgets, and then analyse and publish comparative information on provincial funding of libraries. The Department also needs consider using the proposed South African Public Library and Information Services Bill to specify norms and standards that will have the effect of forcing provinces to budget adequately for library services, unless there is provincial legislation in place empowering the MEC to make executive assignments.

Options for formalising service delivery arrangements for the libraries function

As noted, public libraries are a provincial function. However, municipalities are widely involved in providing the actual service, very often by default because provinces have been slow to take responsibility for the function. This has resulted in public libraries being left "in limbo" with no clear institutional home. Municipalities very often have *de facto* control of the services, but provinces are *legally* responsible for the services. There is thus an urgent need to formalise arrangements to manage both the function and its related services. The Project explores four approaches for doing so.

One proposal is to amend the Constitution to shift the function from Part A to Part B of Schedule 5, thereby making public libraries a local government function. Given the intergovernmental system established by the Constitution, the placement of libraries in Part A of Schedule 5 is appropriate and in the best interest of ensuring equitable access to library services across the country. Moving the function to Part B of Schedule 5 would be disruptive to the function and undermine equitable provision of the service, especially in those municipalities that do not have the required capacity or are focussed on other priorities.

Provinces need to adopt a differentiated approach to delivering the libraries function. The province needs to take full responsibility for the function in those municipalities that do not have the capacity to administer the function, while it *must* assign the function to those municipalities that do have the capacity to administer it (see section 156(4) of the Constitution). However, with assignment, provinces must comply with the principle "funds follow function" and take responsibility for funding the function, whether they provide it directly or transfer the funds to municipalities that provide the function.

All provinces must engage with municipalities that deliver the libraries function and put appropriate delegation/agency agreements in place. If the province does not have adequate funds in its libraries budget at present, then the agreements should deal explicitly with this issue, and set out a time-table for when the province will fully fund the municipality for delivering the function on its behalf.

The abovementioned delegation/agency agreements should be replaced with executive assignment agreements once the Bill has been passed and promulgated. Section 17 of the Bill empowers an MEC in a province to assign the function to municipalities, taking into consideration the provisions of sections 9 and 10 of the Municipal Systems Act. Until such time as the Bill is enacted, provinces can only conclude agency agreements with municipalities for the delivery of the function.

Review of provincial spending on public libraries – 2005 to 2011

Many provincial and municipal, and even some national, role players in South Africa describe the libraries function as an "unfunded mandate". The term is used to suggest that national government has not made resources available to fund it. The real issue is that provinces have not prioritised public libraries in the allocation of resources in their budget processes. Therefore, from a provincial perspective, the libraries function is an "un-prioritised mandate".

From a municipal perspective the libraries function is an unfunded mandate. It is not a municipal function, and yet they are being forced to fund the function because the provinces have not stepped up to their responsibilities. Increasingly, municipalities are threatening to stop funding libraries. They have every right to allocate those resources elsewhere in their budget. This would, however, be disastrous for the function if provinces do not start to prioritise it properly in their budgets.

A key question is: Are provinces progressively taking over the responsibility of funding the function?

When national government introduced the Community Library Services Conditional Grant in 2007/08, a condition of the grant was that each province had to at least maintain the budget baseline of the Libraries Programme at the time the grant was introduced, i.e. 2006/07. The relevant condition in the grant framework reads: *The funding must not be used as a replacement funding that provinces have to allocate to public libraries.*

Have provinces adhered to this condition? Or have they decreased their allocations from own funding, in effect "hollowing out" the benefit of the conditional grant?

Table E1 shows the provinces' allocations to the libraries programme from own sources. 2006/07 is highlighted in grey as it is the baseline against which to measure provinces' compliance with the above condition.

Table E1: Expenditure on the Libraries Programme from provincial own sources

R thousand	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Annual average growth
Eastern Cape	14 515	36 870	43 053	34 727	36 013	59 782	64 432	28%
Free State	40 660	38 796	31 663	23 624	30 100	30 854	45 883	2%
Gauteng	11 334	13 223	17 932	10 522	9 251	12 581	11 281	0%
KwaZulu-Natal	56 512	65 273	68 296	71 662	67 973	86 981	103 782	11%
Limpopo	15 767	16 355	21 450	4 504	6 841	10 285	10 886	-6%
Mpumalanga	12 121	13 731	9 708	12 715	16 028	13 313	14 418	3%
Northern Cape	8 328	10 384	13 102	13 228	5 875	4 847	13 744	9%
North West	42 867	62 963	67 818	72 585	48 066	31 391	39 215	-1%
Western Cape	54 295	55 897	62 157	67 054	68 450	64 264	104 136	11%
Total	**256 400**	**313 491**	**335 179**	**310 620**	**288 598**	**314 299**	**407 778**	8%
Compliance with the conditional grant condition: *Percentage difference between annual allocations can the 2006/07 baseline*								Over the 5-years
Eastern Cape			16.8%	-5.8%	-2.3%	62.1%	74.8%	29.1%
Free State			-18.4%	-39.1%	-22.4%	-20.5%	18.3%	-16.4%
Gauteng			35.6%	-20.4%	-30.0%	-4.9%	-14.7%	-6.9%
KwaZulu-Natal			4.6%	9.8%	4.1%	33.3%	59.0%	22.2%
Limpopo			31.2%	-72.5%	-58.2%	-37.1%	-33.4%	-34.0%
Mpumalanga			-29.3%	-7.4%	16.7%	-3.0%	5.0%	-3.6%
Northern Cape			26.2%	27.4%	-43.4%	-53.3%	32.4%	-2.2%
North West			7.7%	15.3%	-23.7%	-50.1%	-37.7%	-17.7%
Western Cape			11.2%	20.0%	22.5%	15.0%	86.3%	31.0%
Total			**6.9%**	**-0.9%**	**-7.9%**	**0.3%**	**30.1%**	5.7%

Source: National Treasury, Provincial Budget Database

Table E1 shows that aggregate provincial funding of libraries grew from R256 million in 2005/06 to R407 million in 2011/12. This gives an annual average growth rate of 8 per cent, which is well below the 14.8 per cent growth in total provincial expenditure. This indicates that, on aggregate, provinces have not been prioritising the libraries function in the allocation of own funds. The Eastern Cape is the only province whose allocation from own funds has increased faster than the average annual growth in total provincial expenditure. This means that it is the only province that is prioritising the libraries function relative to all other provincial expenditures. Limpopo, North West and Gauteng's allocations from own funds to the libraries function have shown negative annual average growth since 2005/06.

Looking at whether provinces have complied with the grant condition not to use the grant funds to replace own funds allocated to the libraries function, the lower half of Table E1 shows the following –

- Only the Western Cape and KwaZulu-Natal have consistently complied with the grant condition, in that their annual own funds allocations since 2007/08 have exceeded their baseline amounts in 2006/07.
- Allocations from own sources in the Free State and Mpumalanga decreased the year the conditional grant was introduced (2007/08). This suggests they withdrew own funding from the programme in anticipation of the grant being introduced.
- In five of the nine provinces own source funding declined in 2008/09, the year after the conditional grant was introduced. The largest declines where in Limpopo (72.5 per cent), Free State (39.1 per cent) and Gauteng (20.4 per cent).
- The right-hand column in the lower half of the table indicates that between 2007/08 and 2011/12 only the Western Cape, KwaZulu-Natal and the Eastern Cape have allocated more own funds to library services than five times their baseline allocations in 2006/07. The other six provinces have replaced their own fund allocations to library services with the conditional grant funds. The worst offenders are Limpopo (34 per cent), North West (17.7 per cent) and Free State (16.4 per cent).

So, six of the nine provinces have been deliberately reducing their own fund contributions to the libraries function since the introduction of the Community Library Services Conditional Grant in 2007/08. Through their actions, these provinces appear to be willfully undermining national governments' national policy objective to revitalize public libraries. This action may represent willful non-compliance with a key condition of the conditional grant.

It is submitted that national government should not simply turn a blind eye to this matter. It is proposed that all further transfers of the Community Library Services Conditional Grant to the provinces concerned should be withheld or stopped, in terms of either section 17 or 18 of the 2013 DORA, subject to getting the province to agree to make up the short fall in their level of funding of library services over the next three years, and only releasing the grant funds to them as they fulfil their part of the contract in this regard. Going forward, the Department of Arts and Culture should only approve the release of the first tranche of conditional grant funds to a province if their approved budget for the library function complies with the condition that it is not less than the province's 2006/07 allocation. And in each year, the final transfer of the grant funds to the province should only be approved if the province can demonstrate that its actual expenditure of own funds for the year is likely to exceed the 2006/07 threshold.

Province's non-compliance with this condition also suggests that the calls by certain provincial treasuries for the conditional grant to be rolled into the provincial equitable share should be regarded with some cynicism. Six of the nine provinces failed to honour a very explicit condition of the grant; this suggests that they would be very unlikely to honour any form of "soft earmarking" on the funds once they are incorporated in the provincial equitable share. It is therefore submitted that the Community Library Service Conditional Grant and any further national allocations for the libraries function should not be placed in the provincial equitable share until such time as provinces' management of the service has matured.

Share of spending on libraries by sphere of government

The following table shows total government spending on public libraries, i.e. spending by provinces, municipalities and national government. It shows that government spending on library services came to about R2.3 billion in 2011/12. Over the three years shown, the average annual growth in government spending on libraries was 10 per cent. However, this hides wide provincial differences. Of most concern is the decline in overall spending on libraries in Mpumalanga, and the very low rates of growth in North West, Free State, KwaZulu-Natal and Northern Cape.

Table E2: Total government spending on provincial public libraries

R thousands	2009/10	2010/11	2011/12	Share of total in 2011/12	Average annual growth
Eastern Cape	148 796	219 910	301 414	13%	42%
Free State	124 826	144 415	133 195	6%	3%
Gauteng	358 160	407 652	415 850	18%	8%
KwaZulu-Natal	386 424	416 881	417 559	18%	4%
Limpopo	94 199	119 454	139 036	6%	21%
Mpumalanga	117 390	112 310	112 762	5%	-2%
Northern Cape	95 540	85 511	102 715	4%	4%
North West	130 621	126 242	134 479	6%	1%
Western Cape	454 122	504 059	541 591	24%	9%
Total	**1 910 079**	**2 136 435**	**2 298 602**	**100%**	**10%**

Sources: National Treasury Provincial Budget Database and Local Government Budget Database

Table E3 shows each sphere of government's contribution from own funds to the running of the libraries function in each province, and overall.

Table E3: Spending on provincial public libraries by sphere of government

R thousands	Provincial own funding			Municipal own funding			National grant funding		
	2009/10	2010/11	2011/12	2009/10	2010/11	2011/12	2009/10	2010/11	2011/12
Eastern Cape	36 013	59 782	64 432	57 268	82 888	141 508	55 515	77 240	95 474
Free State	30 100	30 854	45 883	54 411	68 364	39 403	40 315	45 197	47 909
Gauteng	9 251	12 581	11 281	302 866	343 452	349 853	46 043	51 619	54 716
KwaZulu-Natal	67 973	86 981	103 782	284 304	291 618	264 806	34 147	38 282	48 971
Limpopo	6 841	10 285	10 886	31 402	46 436	53 209	55 956	62 733	74 941
Mpumalanga	16 028	13 313	14 418	45 406	36 264	31 847	55 956	62 733	66 497
Northern Cape	5 875	4 847	13 744	30 845	14 721	19 071	58 820	65 943	69 900
North West	48 066	31 391	39 215	29 683	35 576	32 432	52 872	59 275	62 832
Western Cape	68 450	64 264	104 136	344 696	390 157	388 761	40 976	49 638	48 694
Total	**288 598**	**314 299**	**407 778**	**1 180 881**	**1 309 476**	**1 320 890**	**440 600**	**512 660**	**569 934**
Provincial, municipal and grant funding as a percentage of total spending									
Eastern Cape	24%	27%	21%	38%	38%	47%	37%	35%	32%
Free State	24%	21%	34%	44%	47%	30%	32%	31%	36%
Gauteng	3%	3%	3%	85%	84%	84%	13%	13%	13%
KwaZulu-Natal	18%	21%	25%	74%	70%	63%	9%	9%	12%
Limpopo	7%	9%	8%	33%	39%	38%	59%	53%	54%
Mpumalanga	14%	12%	13%	39%	32%	28%	48%	56%	59%
Northern Cape	6%	6%	13%	32%	17%	19%	62%	77%	68%
North West	37%	25%	29%	23%	28%	24%	40%	47%	47%
Western Cape	15%	13%	19%	76%	77%	72%	9%	10%	9%
Total	**15%**	**15%**	**18%**	**62%**	**61%**	**57%**	**23%**	**24%**	**25%**

Source: National Treasury, Provincial Budget Database & Local Government Database

At an aggregate level, provinces contributed just 18 per cent of total government spending on provincial public libraries in 2011/12. This is slightly up on previous years, but it still means provinces are contributing the least of the three spheres of government to the funding of the *provincial libraries function*. National government's contribution through the conditional grant amounted to 25 per cent in 2011/12. Municipalities, and particularly the metros, contributed the lion's share. In 2011/12 municipalities' contribution was 57 per cent of total government spending on provincial public libraries. This is down from 62 per cent in 2009/10.

Norms and standards for costing the Bill

To cost any policy there need to be quantifiable norms and standards that describe the services concerned. In this costing, a differentiated approach to modelling where libraries should be located is used. It is submitted that there should be norms for *seven* different types of libraries as follows:

a. **Community Book Units (CBU):** These are also known as wheelie wagons. A CBU is a large cabinet with doors and is mounted on small wheels. The doors can be locked and the cabinet pushed around a flat floor by one person. CBUs can hold up to 2 500 books. The units will be placed in a Community Reading Room. In the hierarchy of libraries, CBUs are used to serve areas with very low population densities.

b. **Container Library:** These are small libraries that are housed in single or double containers or in prefab buildings. In practice, single containers are more common because they are easily fitted out and easily moved. A container library is a cost effective way to test the demand for library services. They should not be a permanent means of providing the service, but can be adequate temporary facilities.

c. **Basic Public Library:** These are small, purpose built libraries. In practice, many of these libraries are housed inside municipal buildings or other multi-purpose centres. These libraries focus on providing a book lending service to the local community.

d. **Branch Public Library:** Branch public libraries provide the core library services to large local communities. These libraries are only established in areas with population sizes and densities above the threshold that will ensure the range of services provided will be effectively used.

e. **Central Public Library:** A central public library provides a comprehensive library service. They will be established in municipalities with a population size threshold greater than 150 000 people. .

f. **Regional Public Library:** A regional public library is a very large library that provides a comprehensive range of services and at least one specialised reference service. These libraries will only be established in large urban areas with populations larger than 400 000 people.

g. **Mega Public Library**: A mega public library is the central public library in a major urban area. These libraries provide professional and specialised services. A larger proportion of the collection at these libraries is reference and study material. These libraries will have direct arrangements with UNISA and other universities offering distance learning to hold their materials. They will only be established in metropolitan areas with populations above one million.

The norms and standards for staffing, collections, management and this costing are all built around the above types of library.

Results of library allocation process

The Library Costing Model uses a four step filtering process, based primarily on population size and population density, to identify which wards and which municipalities should receive what type of library. The detailed allocation of libraries by municipality is presented in Annexure D. The following table shows the results of this allocation process by province

Table E4: Allocation of libraries by province according to the norms and standards

Types of library	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
CBU	73	22	14	66	57	39	20	43	41	**375**
Container Library	274	26	19	230	138	45	23	71	35	**861**
Basic Public Library	154	82	41	183	152	95	51	89	79	**926**
Branch Public Library	193	129	321	340	169	191	37	143	172	**1 695**
Central Public Library	26	9	76	44	24	17	1	15	28	**240**
Regional Public Library	4	2	26	9	3	2		2	9	**57**
Mega Public Library	1		9	3					3	**16**
Total libraries required	**725**	**270**	**506**	**875**	**543**	**389**	**132**	**363**	**367**	**4 170**
No. of existing libraries (excl. CBUs)	184	150	236	172	80	108	108	89	281	1 408
Current libraries backlog	**541**	**120**	**270**	**703**	**463**	**281**	**24**	**274**	**86**	**2 762**
Analysis of library allocation										
Existing libraries as % of target	*25%*	*56%*	*47%*	*20%*	*15%*	*28%*	*82%*	*25%*	*77%*	***34%***
Total library floor space (m²)	*178 675*	*95 200*	*294 060*	*283 335*	*152 285*	*137 565*	*32 790*	*112 085*	*150 735*	***1 436 730***
% share of total floor space	*12%*	*7%*	*20%*	*20%*	*11%*	*10%*	*2%*	*8%*	*10%*	***100%***
Floor space per population (m²)	*0.03*	*0.03*	*0.02*	*0.03*	*0.03*	*0.03*	*0.03*	*0.03*	*0.03*	***0.03***
Ave. distance between libraries (km)	*17.2*	*24.7*	*6.8*	*11.7*	*17.2*	*15.8*	*60.0*	*19.2*	*21.2*	***19.3***
Provinces' share of population	*13%*	*5%*	*24%*	*20%*	*10%*	*8%*	*2%*	*7%*	*11%*	***100%***

Based on the norms and standards and the library allocation process, the Library Costing Model estimates that there should be a total of 4 170 libraries in the country. Over 92 per cent of these libraries should be Branch Public Libraries or smaller. Those provinces with dispersed populations receive a larger number of smaller libraries relative to the provinces with denser settlement patterns; compare Gauteng with Limpopo for instance.

The greatest challenge in the libraries function is reflected by the "Current libraries backlog". This shows there are currently about 1 408 public libraries in the country. This is about 34% of the required number of libraries, which means there is a backlog of 2 762 libraries. The real challenge is that the backlog is very unevenly distributed across provinces and municipalities. At the extremes, Northern Cape only has a backlog of 18 per cent, while Limpopo has a backlog of 85 per cent.

To reduce, and eventually eradicate, these inequalities requires a deliberate redress strategy that involves allocating resources to building libraries in those areas where the need is greatest. This strategy informs the five-year rollout plan for library infrastructure described below.

Summary of the total cost of the Bill by province

Using the norms and standards that describe the size and the main characteristics of each type of library, the Library Costing Model estimates the capital cost and operating cost of building and equipping each of the types of library. The following table shows each province's share of the total capital cost of building the 4 170 libraries proposed by the Library Costing Model.

Table E5: Total capital cost of the Bill by province

R thousands	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Number of libraries required	725	270	506	875	543	389	132	363	367	**4 170**
New library buildings	1 364 034	763 902	2 385 759	2 230 975	1 190 016	1 101 241	255 679	884 819	1 208 165	**11 384 587**
Equipment (including furniture)	931 631	515 130	1 564 999	1 503 899	806 789	742 353	174 501	598 417	802 283	**7 640 003**
Computers	12 528	6 516	20 514	19 752	10 464	9 498	2 142	7 734	10 326	**99 474**
Collection (books & audiovisual)	895 864	404 321	1 103 313	1 262 307	716 519	581 293	161 810	501 797	618 000	**6 245 223**
Total capital cost of new libraries	**3 204 056**	**1 689 869**	**5 074 585**	**5 016 934**	**2 723 787**	**2 434 385**	**594 132**	**1 992 766**	**2 638 773**	**25 369 287**
Expenditure required to address backlog										
Libraries backlog	541	120	270	703	463	281	24	274	86	2 762
% libraries backlog	75%	44%	53%	80%	85%	72%	18%	75%	23%	66%
New Library Buildings	1 017 851	339 512	1 273 033	1 792 429	1 014 691	795 498	46 487	667 880	283 112	**7 230 493**
Equipment (including furniture)	695 189	228 947	835 079	1 208 276	687 925	536 250	31 727	451 698	188 001	**4 863 092**
Computers	9 348	2 896	10 946	15 869	8 922	6 861	389	5 838	2 420	**63 490**
Collection (books & audiovisual)	668 500	179 698	588 724	1 014 174	610 954	419 905	29 420	378 767	144 817	**4 034 960**
Total capital cost to address backlog	**2 390 889**	**751 053**	**2 707 782**	**4 030 748**	**2 322 493**	**1 758 514**	**108 024**	**1 504 182**	**618 350**	**16 192 035**

It is evident that the most costly library backlogs are in KwaZulu-Natal, Gauteng, Eastern Cape and Limpopo. Northern Cape and the Western Cape have the lowest library backlogs.

The following table summarises the total operating costs per province required to run the 4 170 libraries according to the norms and standards envisaged by the Bill.

Table E6: Total annual operating cost of the Bill by province

R thousands	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Salaries (on provincial scales)	306 583	144 911	501 580	461 380	252 109	207 072	55 925	177 439	251 071	**2 358 071**
Non personnel expenditure	257 616	131 772	381 961	393 975	215 152	190 664	46 904	157 196	201 978	**1 977 218**
Total annual operating costs	**564 200**	**276 683**	**883 542**	**855 355**	**467 261**	**397 736**	**102 829**	**334 634**	**453 049**	**4 335 289**
Current operating expenditure compared to total annual operating expenditure for 4 170 libraries										
2011/12 Total current expenditure	*241 101*	*116 467*	*416 067*	*383 569*	*83 447*	*47 301*	*78 692*	*114 734*	*538 171*	*2 019 550*
Annual operating budget gap	*323 099*	*160 216*	*467 475*	*471 785*	*383 813*	*350 436*	*24 137*	*219 900*	*-85 122*	*2 315 739*
Gap as % of current expenditure	*134%*	*138%*	*112%*	*123%*	*460%*	*741%*	*31%*	*192%*	*-16%*	*115%*

The total annual operating cost of the library services envisaged by the Bill is R4.34 billion. Of this amount, about R2 billion is already in the baseline, which means the annual operating gap is about R2.3 billion.

The following table shows the number of staff who would need to be employed to provide the services envisaged by the Bill in the 4 170 libraries. These numbers are based on the human resource norms for each type of library developed for the model

Table E7: Library staff by province

Provincial staff categories	Municipal staff categories	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Chief director	Executive director	1	-	9	3	-	-	-	-	3	**16**
Director	Executive head	-	-	-	-	-	-	-	-	-	**-**
Deputy director	Director	1	-	9	3	-	-	-	-	3	**16**
Assistant director	Manager	32	11	120	59	27	19	1	17	43	**329**
Librarian (level 8)	Librarian (T11)	34	11	138	65	27	19	1	17	49	**361**
Librarian (level 7)	Librarian (T9)	644	377	1 095	1 058	577	538	128	430	570	**5 417**
Library assistant	Library assistant	782	289	811	997	582	416	133	388	473	**4 871**
P/T library assistant	P/T library assistant	77	26	337	151	60	42	2	38	119	**852**
Administrative clerk	Administrative clerk	31	11	111	56	27	19	1	17	40	**313**
General w orker	General w orker	418	235	655	659	378	326	90	268	355	**3 384**
Total		**2 020**	**960**	**3 285**	**3 051**	**1 678**	**1 379**	**356**	**1 175**	**1 655**	**15 559**

In addition, the provinces would need to employ a total of about 1000 staff to manage the head office and cataloguing responsibilities of the function.

Placing the estimated cost of the Bill in perspective

This project uses the Library Costing Model to describe an end point that government will progressively work towards achieving within available resources. To realise the levels of investment in libraries and to build up library services to the level being proposed will take time. How much time depends on whether government prioritises the libraries function, and on the state of public finances, which will determine the availability of resources.

Are these levels of funding realistic and achievable? The following table compares the total annual operating cost of the libraries function as estimated by the Library Costing Model to the total annual budget of each province for 2013/14.

Table E8: Total operating cost of Bill versus 2013/14 total provincial budgets

R thousands	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Salaries (on provincial scales)	306 583	144 911	501 580	461 380	252 109	207 072	55 925	177 439	251 071	**2 358 071**
Non personnel expenditure	257 616	131 772	381 961	393 975	215 152	190 664	46 904	157 196	201 978	**1 977 218**
Total annual operating costs	**564 200**	**276 683**	**883 542**	**855 355**	**467 261**	**397 736**	**102 829**	**334 634**	**453 049**	**4 335 289**
Total provincial budget 2013/14	59 258 176	26 871 618	75 964 651	89 792 204	48 434 820	33 493 744	12 248 313	28 566 054	43 670 163	418 299 743
Library costs as % of 2013/14 provincial budget	0.95%	1.03%	1.16%	0.95%	0.96%	1.19%	0.84%	1.17%	1.04%	1.04%

This table indicates that, were all 4 170 libraries proposed by the costing in place, provinces would need to allocate about one per cent of their 2013/14 budget to managing and operating the libraries function. It is submitted that all provinces are capable of achieving these levels of funding.

When it comes to funding the building of libraries to address the backlog, it is a well-recognised principle that national government should take responsibility for funding measures to address infrastructure backlogs. We argue that national government is already doing so through the Community Library Services Conditional Grant, and is expected to continue doing so going forward.

Funding strategy to address the libraries' backlog

There are currently 1 408 libraries in existence, which means the library backlog is 2 762 libraries. The Library Costing Model estimates that it will cost R16.2 billion to build these libraries.

The following table proposes a funding strategy for addressing the libraries backlog over a period of just more than ten years.

Table E9: Funding strategy for the proposed libraries infrastructure rollout plan (R thousands)

Year	Annual Spend	Accumulated Spend	
1	850 000	850 000	
2	1 000 000	1 850 000	
3	1 150 000	3 000 000	*First 5 year rollout plan*
4	1 300 000	4 300 000	
5	1 450 000	5 750 000	
			Recalibrate rollout plan
6	1 600 000	7 350 000	
7	1 750 000	9 100 000	
8	1 900 000	11 000 000	*Second 5 year rollout plan*
9	2 050 000	13 050 000	
10	2 200 000	15 250 000	
11	2 350 000	17 600 000	*Finishing off*

In 2013/14, national government allocated R598 million to the Community Libraries Service Conditional Grant, and the Division of Revenue Act shows that it is budgeted to increase to R1 billion in 2014/15 and R1.3 billion by 2015/16. This is an increase of R1 billion over the 2013 MTEF. Clearly, national government is prioritising spending on the libraries function.

Noting that libraries are a provincial function and that provinces should take full responsibility for operating costs, it is not unreasonable to assume that at least R850 million of the R1.016 billion allocated in 2014/15 should be used to address the library infrastructure backlog. This would suggest the majority of the funds required to fund the first five years of the rollout plan are already in the conditional grant baseline. The above funding strategy assumes that R150 million is added to that baseline amount each year, which means the total of R16.2 billion would be reached in the eleventh year of the strategy.

The Multiple Index of Library Need

The Multiple Index of Library Need (MILN) was created by the project team to prioritise municipalities for purposes of allocating libraries in the infrastructure rollout strategy. The MILN consists of four domains that measure specific demographic characteristics of municipalities that collectively have an effect on the likely usage and demand for public library and information services. The MILN gives each municipality an "index score" out of 100. The higher a municipality's MILN score the greater the municipality's demand, or need, for libraries.

The following table shows the municipalities with the highest and lowest MILN scores, and the scores of the ten largest municipalities by population. The complete MILN scores for all municipalities are shown in Annexure C.

Table E10:   Municipalities with the highest and lowest MILN scores

Top 10 municipalities by population size			Lowest 10 MILN		Highest 10 MILN	
Municipality	Population	MILN	Municipality	MILN	Municipality	MILN
Polokwane	628 999	59.27	Richtersveld	5.63	Bushbuckridge	77.69
eThekwini	3 442 361	56.53	Khâi-Ma	9.35	Port St Johns	76.25
Emfuleni	721 663	51.34	Cape Agulhas	9.87	Thulamela	75.27
Ekurhuleni	3 178 470	51.18	Hessequa	11.21	Indaka	72.86
Nelson Mandela Bay	1 152 115	48.05	Bergrivier	11.59	Mbizana	72.44
Buffalo City	755 200	47.08	Matzikama	11.75	Greater Tzaneen	71.85
Mangaung	747 431	46.60	Gamagara	11.79	Msinga	70.76
City of Johannesburg	4 434 827	44.17	Kannaland	12.09	Maphumulo	69.60
City of Tshwane	2 921 488	41.67	Nama Khoi	13.07	Emalahleni	68.93
City of Cape Town	3 740 026	37.61	Karoo Hoogland	13.84	Dannhauser	67.60

Based on these MILN scores, Bushbuckridge in Mpumalanga needs a library more than any other municipality in the country. Of the ten largest municipalities, Polokwane has the highest MILN score, and eThekwini needs libraries more than the other eight metros. The Richtersveld in the Northern Cape is either already well served with libraries, or the characteristics of its population mean that its demand for libraries is lowest relative to all other municipalities in the country. The MILN is used to allocate libraries to municipalities in the rollout strategy.

Five-year rollout strategy for libraries' infrastructure

Using a rigorous allocation methodology based on the MILN, and taking into consideration issues of equity and practicality, a five-year rollout plan for libraries' infrastructure by municipality was developed, and is presented in annexures D and E.

The following table summarises the allocation of the different types of library by province during the five-year rollout plan for libraries' infrastructure.

Table E11:   Proposed five-year rollout plan for libraries' infrastructure

Libraries	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total
Eastern Cape	23	65	42	60	11	1	0	202
Free State	1	0	1	28	1	0	0	31
Gauteng	1	0	0	71	1	1	2	76
KwaZulu-Natal	19	71	66	110	16	1	3	286
Limpopo	31	59	78	36	15	3	0	222
Mpumalanga	7	9	20	24	8	2	0	70
Northern Cape	0	0	0	10	0	0	0	10
North West	8	2	5	32	3	1	0	51
Western Cape	0	0	0	14	0	0	0	14
Total	**90**	**206**	**212**	**385**	**55**	**9**	**5**	**962**

The above table shows that all provinces are allocated libraries over the five years. The Northern Cape and Western Cape receive the least. In the Northern Cape this is because most of the municipalities in that province are adequately served. There are three main reasons why the allocation is concentrated in a few provinces:

–   Libraries are allocated to where the need is greatest *first*.

–   The time horizon of the five-year plan is only half the period proposed to address the infrastructure backlog. The other provinces would get more libraries in the second period.

–   Realistic resource constraints are applied.

Detailed analysis of the rollout strategy indicates that it will move the country strongly towards a more equitable distribution of libraries across provinces and municipalities, while ensuring that all provinces

move progressively towards achieving the target levels of access projected by the Library Costing model.

Next steps… to take the process forward

1. **Prepare draft national minimum norms and standards**

   When the Bill goes to Parliament, it would assist the debate if it were accompanied by a set of draft national minimum norms and standards. This would result in a more informed debate.

   Once there is clear policy direction regarding the national minimum norms and standards to be prescribed, it would be useful to recalibrate the Library Costing Model and cost the final norms and standards so that properly informed implementation strategies, plans and budgets can be developed.

2. **Consider the impact of the Bill on municipalities**

   Municipalities are widely involved in the provision of library services, and the norms and standards to be issued in terms of the Bill will have financial implications for them to the extent that provinces do not take up their responsibility to fully fund the function. It is therefore submitted that the Minister of Arts and Culture should not only cost the Bill as required by the Public Finance Management Act, but also follow the processes set out in the Financial and Fiscal Commission Act (Act 99 of 1997) and section 9 of the Municipal Systems Act (Act 32 of 2000), which require the implications of proposed legislation affecting local government to be evaluated.

3. **Require provinces to take responsibility for funding the library function**

   Provinces are responsible for the library function; they therefore need to take responsibility for funding the full operating cost of managing and providing the function. The province may choose to take direct responsibility for administering the function (i.e. provincialise the function) or put in the required arrangements for municipalities to administer the function on its behalf – either way the province must fund the function. Of particular concern is the evidence that six of the nine provinces have been reducing their own fund contributions to the function since the introduction of the conditional grant. This situation needs to be turned around. Provinces must be required to fund the operating of cost of all existing and new libraries so as to ensure that the quality of services is aligned to the norms and standards. This means appointing properly trained staff on permanent contracts, investing in maintaining collections and ICT services. The Department of Arts and Culture, working with National Treasury, should require each province (department and provincial treasury) to put in place a five-year strategy aimed at ensuring they progressively take over the responsibility for funding the operational cost of libraries from municipalities. Access to the conditional grant funds could be linked to the implementation of these strategies.

4. **Put in place and maintain appropriate agreements with municipalities**

   Provinces are responsible for the libraries function; therefore, where municipalities are delivering the function due to historical arrangements, the provinces need to put in place appropriate agreements with municipalities who are administering the function. Currently, these agreements must take the form of agency or delegation agreements, unless the province has the required provincial legislation that enables the MEC to make an executive assignment of the function to a municipality. These agreements must deal with the issue of funding the function, and set out a plan that commits the province to taking responsibility for funding the function.

5. **Conduct an audit of existing libraries and recalibrate the Library Costing Model and rollout plan**

   Based on information currently available, it is possible to indicate the size of the library backlog in each municipality. This is a significant step forward, but it would greatly assist the infrastructure planning process if more accurate information on the physical size and geographical/ward location of all existing libraries was available. This information would enable one to establish a very accurate description of the library backlog in each ward and municipality by type of library. To gather this information, an audit of existing libraries is proposed, followed by a process to recalibrate the Library Costing Model and rollout plan based on the new information.

6. **Align the conditional grant to the five-year rollout plan**

The Library Costing Model defines the library backlog by province, and the MILN suggests where the greatest need for libraries is by municipality. Based on this information, the five-year rollout plan for libraries' infrastructure proposes where funding for building libraries should be directed. If there is agreement on the plan, a process to align the conditional grant allocations with the plan needs to be put in place. This will entail setting up project management capacity in the provinces that will be required to build most of the new libraries in the first five-years of the plan to ensure the funds are effectively used.

The Department of Arts and Culture should make the allocation of new libraries to a province conditional on the provincial Executive Committee committing itself to a medium term plan to budget adequately for the operating costs of existing libraries, and providing the MTEF funds to fund the operating cost of the new libraries according to the national minimum norms and standards.

7. **Put in a budget bid for funds to address the library backlog**

The ten-year rollout strategy to address the library backlog of 2 762 libraries assumes a starting allocation of R850 million, which grows by R150 million each year. It is not unreasonable to assume that at least R850 million of the R1 billion allocated to the Community Library Services Conditional Grant in 2014/15 should be used to address the library infrastructure backlog. This would suggest the majority of the funds required to fund the first five years of the rollout plan are already in the conditional grant baseline. The budget bid would seek to get government to commit to increasing the grant by an additional R150 million per year over the next ten years.

8. **Public libraries serving the needs of learners and educators**

Given the shortage of funds for libraries in the education sector, great emphasis is being placed on the idea of "dual purpose libraries". However, rather than emphasising the relationship between public libraries and schools (as institutions), it is submitted that public libraries should seek to serve the needs of learners and educators in the following ways –

– public libraries should be located close to schools, and the rollout of new libraries should prioritise areas with high learner populations;

– library buildings should be designed to make provision for study space with a separate entrance so that the library can be locked, but the study space kept open after hours;

– there need to be sufficient computers to enable learners and educators to access and print learning materials on the internet;

– the book collections should cater specifically for the reading needs of learners in the different grades, and reference materials and local area collections should cater for the information needs of learners needing to do school projects;

– the staffing of libraries must allow for librarians to be available to run library orientation classes, outreach programmes to schools (with lending boxes), junior story times, reading clubs for older learners and information searches for educators.

– the larger libraries should conclude working arrangements with the universities and colleges that offer distance learning opportunities to hold their learning materials, and facilitate inter-library loans with them.

9. **Training librarians**

The proposed library infrastructure rollout plan will require the provinces to employ increasing numbers of librarians and assistant librarians. The Department of Arts and Culture needs to ensure that there is an appropriate human resource strategy in place to ensure an adequate supply of qualified librarians. This may require an expanded bursary scheme.

Case study 1: WC – Harare Library

Project name: Harare Library
Cost: Building– R20.4 million, Equipment – R2.4 million and Collection – R4.4 million
Location: City of Cape Town, Khayelitsha

Picture downloaded from www.capetown.gov.za

This is a sensational library and perhaps the benchmark that South Africa should aspire towards in large urban centres. It has two floors, and these are split in the middle so it feels like there are four very separate sections to the library.

The children's section has a children's reference collection and a very large number of children's books. There is a play area which is a large room with a mezzanine floor. Children aged between three and six come to that section for introduction to the library sessions, to watch videos, and to make a lot of noise. When in action it is a happy and noisy place (it is closed so it does not disturb the rest of the library). In this section there is a classroom where lessons are given to women who run crèches. They are taught how to run programmes. That whole area is designed for play, and to make the very young want to come to a library.

The adult section has a separate adult reference section which is operated by a librarian (afternoons only). This part of the library has a sitting area with magazines.

Then there is a closed off study area, which is superbly laid out to enable group and individual work. It boasts nice lighting and good ventilation.

The busy section at the time of the visit was the computer section. Quite a few people looked to be completing CVs or applying for jobs. There is a section for teenagers to sit and read magazines on couches or little stools. It is brightly coloured and very inviting to the youth. The real highlight of this part of the library was the gaming room, which has wii's and computers on which one can play computer racing car games. The wii are used by the elderly as a form of exercise, and the computer games are used to teach kids left from right, moving the eyes from left to right, hand eye coordination and other foundational skills used in reading.

The Library has made a very big difference to community members of all ages. It is located in the heart of Khayelitsha. The library is built around a cradle to grave philosophy: get them in young and keep them coming back for the rest of their lives.

The only "flaw" is that the white walls get a bit grubby near the floor (this was pointed out during the visit, otherwise it would have gone unnoticed).

The library was built with Carnegie Foundation funds. But, if government could emulate it in other densely populated areas it, would definitely be value for money for South African taxpayers.

Front Desk

The mural on the front desk was done with the participation of local community members.

Children's section

This section is for young children. To the right are reference books and junior encyclopaedia for use in homework assignments.

Early childhood development training facility

The sole purpose of the room pictured here is to providing training to ECD teachers and child carers.

Play centre

This is the play centre at the library. Next to the lady are racing car consoles. They use games to teach children how to sit properly, improve hand eye coordination, and how to follow from left to right for reading. On the right under the air conditioner is a wii. The wiis are used as part of the hand eye coordination training for kids, but also an important source of exercise for the elderly (get book and do a work out).

Funda Udlale – mezzanine

This is the mezzanine area of Funda Undlale. Notice how appealing it is to children. This is all part of the cradle to grave philosophy.

Outside play area

The green is AstroTurf. Young children (under six) are brought out here for play sessions

Young adult seating area

This area is set up as a place for young adults (15–24 years) to sit and chat.

The computer section gets busy from early in the morning

Computer section

Study area

This study area was quiet at the time of the visit, but gets very busy in the afternoon. Notice how light and airy this area is. It is a nice area to read or study

Adult reference section

The layout and size of this section is similar to that of the children's section. Behind the security guard (who is opening a window) is the adult reference desk, which is manned in the afternoon.

This page is intentionally left blank

Chapter 1
Introduction

1.1 The requirement to cost draft legislation

The national Department of Arts and Culture has drafted the *South African Public Library and Information Services Bill, 2012*[1]. The Bill aims to –

− ensure consistency in the delivery of public library and information services in the country;

− put in place measures to ensure redress of the inequalities in the provision of public library and information services; and

− provide for principles, norms and standards for the provision of public library and information services.

In terms of the Schedule 5 Part A of the Constitution, the public libraries function is a provincial function. The Bill seeks to provide a framework for putting in place measures *to maintain essential national standards* and *to establish minimum standards required for the rendering of services* as permitted by section 44(2) of the Constitution.

To this end the Bill requires the Minister of Arts and Culture to issue national minimum norms and standards for the provision of public library and information services. The implementation of these norms and standards will have financial implications for national government, the provinces and municipalities – all of whom are involved in managing and funding different aspects of the function.

Section 35 of the Public Finance Management Act (Act 1 of 1999) reads –

> **35. Unfunded mandates**
> Draft national legislation that assigns an additional function or power to, or imposes any other obligation on, a provincial government, must, in a memorandum that must be introduced in Parliament with that legislation, give a projection of the financial implications of that function, power or obligation to the province.

The principal aim of this project is to cost the financial implications of the Bill, as required by section 35 of the Public Finance Management Act.

Municipalities are widely involved in the provision of library services, and the norms and standards that are to be issued in terms of the Bill will have financial implications for them. Section 9(1) of the Bill requires a municipality that is providing library services to take all reasonable steps to "provide public library and information services that comply with the minimum national norms and standards contemplated in this Act" and to "execute its functions in accordance with the national norms and standards for public library and information services".

It is therefore submitted that the Minister of Arts and Culture does not only need to cost the Bill as required by the Public Finance Management Act, but also needs to follow the processes set out in the Financial and Fiscal Commission Act (Act 99 of 1997) and section 9 of the Municipal Systems Act (Act 32 of 2000).

Section 9 of the Municipal Systems Act requires the Minister or MEC seeking to initiate an assignment of a function to local government to request the Financial and Fiscal Commission to assess the financial implications of the legislation. The Financial and Fiscal Commission Act (Act 99 of 1997) requires the organ of state that plans to assign a power or a function to another organ of state in another sphere of government to first notify the Financial and Fiscal Commission of the fiscal and financial implications of

---

[1] The version of the Bill that is costed by this project is the South African Public Library and Information Services Bill [B – 2012].

such an assignment and ask the Financial and Fiscal Commission for their recommendations. Furthermore, when draft legislation dealing with the assignment of functions to municipalities is tabled, either in Parliament or a provincial legislature, it must be accompanied by certain specified information, including information on the financial implications of the assigned function for local government.

The Bill itself does not assign any aspect of the libraries function to municipalities. However, the Bill does require the municipalities that are performing the function, either by historical default or on the basis of a delegation or an assignment, to comply with the minimum national norms and standards envisaged by the Bill. This will have financial implications for them.

On the one hand, it can be argued that because the Bill does not actually *assign* any power or function to municipalities, the Minister does not need to follow the processes set out in the Financial and Fiscal Commission Act and section 9 of the Municipal Systems Act. On the other hand, it can be argued that because the Bill imposes financial obligations on municipalities these need to be properly evaluated and discussed, and therefore the Minister ought to follow the processes set out in Financial and Fiscal Commission Act and section 9 of the Municipal Systems Act. It is submitted that the latter approach is more consistent with maintaining sound intergovernmental relations.

Although this project was not specifically designed to provide the kinds of analysis envisaged by the Financial and Fiscal Commission Act and section 9 of the Municipal Systems Act, the information generated by it would usefully feed into such processes if the Minister chooses to take that route.

1.2 Project elements and methodology

The scope of this project covered seven different elements. Given their diverse nature, a wide range of investigatory approaches were used, based on which was best suited in a given situation. The seven elements of the project are described briefly below –

i. Interviews and gathering information

Aim: To gather information directly from provincial departments and municipalities responsible for provincial library services

Interviews were conducted with officials from the nine provincial library services and with 10 per cent of the local municipalities in the country. The sample of 27 municipalities (three per province) aimed to achieve a balanced representation of municipalities in urban and rural areas, and was agreed in consultation with the Department of Arts and Culture. A total of 17 officials from the provincial library services and 45 officials from the municipalities participated in the interviews. The full list of officials interviewed is presented in Annexure E.

Prior to the interviews, two questionnaires were prepared and sent out: one for the provinces and one for the municipalities. The purpose of these questionnaires was to enable the officials to orient themselves and submit information in preparation for the structured interviews. The questionnaires were followed by structured face-to-face interviews. The information gathered by these processes was very useful, and informed aspects of the analysis in the other project elements.[2]

ii. Literature review

Aim: To provide a synthesis of relevant studies and identify the elements of good practice in the management and funding of library services

This was a desktop/internet study of the literature on public libraries, focussing on the management and funding of public libraries in South Africa. The study also looked at the structure, management and funding of public libraries in Denmark, Kenya and Botswana. The results of the study are presented in Chapter 2.

---

[2] A *Report on the provincial and municipal interviews* was submitted to the Department of Arts and Culture on 18 June 2013.

iii.   Management of schedule 5 functions

Aim: To research the intergovernmental framework for the management of Schedule 5 functions with particular reference to problems faced by the libraries sector

Public libraries are an "exclusive legislative competence of provinces", assigned to them in Part A of Schedule 5 of the Constitution. Prior to 1994 the service was performed primarily by municipalities. After 1994 that remained the status quo in most municipalities, despite it not being a municipal function. Municipalities are increasingly expecting provinces to either take over the function or fund their expenditure on the service. Using information gathered from the interviews and the literature review, the project explored the different options available for managing Schedule 5A functions, as well as the implications of shifting responsibility for delivering the service from municipalities to provinces. The results of this review are presented in Chapter 3.

iv.   Review of the current spending on library services

Aim: To determine the baseline for public expenditure on the provision of provincial and municipal libraries services

Expenditure on public libraries between 2005/06 and 2011/12 were analysed from both the provincial and municipal perspectives. Data was obtained from National Treasury's provincial and local government databases, as well as provincial government gazettes. The results of the analysis are presented in Chapter 4.

v.   Review of provincial library infrastructure projects

Aim: To review at least three recently completed library infrastructure projects per province

The twenty-nine Projects listed after the Table of Figures were visited as part of this component of the project. The infrastructure projects included a mix of old libraries, new libraries, container libraries and upgrades to existing libraries. The sample was drawn from a list of projects funded through the Community Library Services Conditional Grant, after discussions with the project manager and representatives of the provincial library services. The diversity in the sample provided useful insights into options for libraries infrastructure delivery in different regions of South Africa. The information gathered from these visits informed the development of the infrastructure delivery model. The Projects presented throughout this report draw from these infrastructure visits. The key observations and recommendations emerging from these visits are presented in Chapter 7.

vi.   Costing the rollout of library infrastructure

Aim: To estimate the demand for new libraries and develop a 5-year rollout plan that prioritises the delivery of new libraries to where they are most needed

Demand for new library infrastructure is modelled based on municipal ward-level information on population size and population density. The rollout of this new library infrastructure is then prioritised based on a prioritisation model that uses municipal level information on population density, poverty rates, number of learners and existing levels of library services to calculate an index of the "need for library services". The model itself is one of the outputs of the project. The assumptions and methodology underpinning the model and the results are reported in Chapters 5, 6 and 7.

vii.   Costing the implementation of the Bill

Aim: To estimate the cost implications for national, provincial and local government to implement the South African Public Library and Information Services Bill

The primary aim of the project is to work out the financial implications of the Bill. To cost a policy, it is necessary to have clear norms and standards as to how the policy is likely to be implemented. The Bill only specifies areas where the Minister is required to issue national minimum norms and standards. It was therefore necessary for the team, in discussion with the steering committee for the project, to develop a set of "likely" norms and standards that could form the basis for the costing. These "likely" norms and standards are presented in Chapter 5.

Based on these norms and standards a costing model was developed using MS Excel. It estimates the demand for new libraries, and the operational costs of managing and operating all existing and new libraries. This model is the main output of the project. The costing results of the model are presented in Chapter 6, and also inform the infrastructure rollout plan presented on Chapter 7.

1.3 Structure of the project as it relates to this report

The following figure illustrates the structure of the project and the relationship between the different elements and how they relate to the project report.

Figure 1: Structure of project as it relates to the Project Report
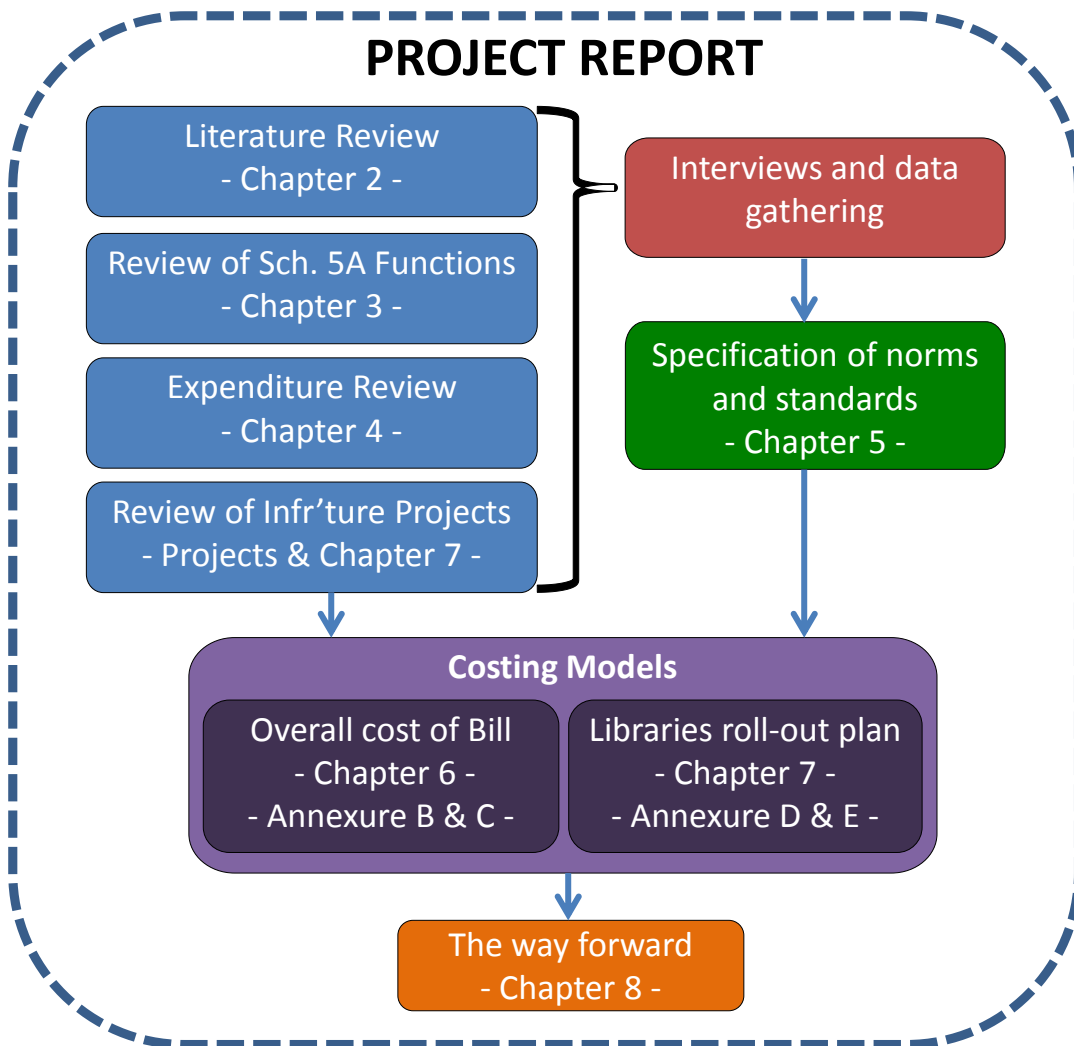
Case study 2: EC – Mount Ayliff Library

Project name: Mount Ayliff Library
Cost: Approximately R11 million
Location: Mount Ayliff LM

This is a good sized building with a neat perimeter wall. The building is complete, but the library has not been opened. Apparently there has been a delay in commissioning the library because certain issues in the interior of the building need to be sorted out before the Department will take delivery. It is noted that the process of completing the project has taken longer than planned. The official handover was planned for 4 June 2013.

The library is very well situated opposite Mount Ayliff Comprehensive High School, which has over 1 100 learners. Also close by are the Mount Ayliff

Pre Primary, Primary and Junior Secondary schools, which together have at least an equal number of learners. It is also in the middle of a poorer residential area.

The sandstone cladding on the outside of the building has already come loose or fallen off in some places. This type of finish looks nice for a short time, but is really not suitable for public buildings that need to serve a community for an extended period of time. The metal lettering for the name on the front was badly mounted – and is already coming loose. The building itself was locked, so we could not see the interior finishes; what we could see through the windows looked neat.

Front of the Mount Ayliff Library

Front door and wheel chair access

Waiting for books and computers

Outside eating area

Case study 3: FS – Ratanang Library

Project name: Ratanang Library
Cost: R15.9 million
Location: Letsemeng LM

Ratanang Library is a large library (550 m^2) in a sparsely populated area. It looks out of proportion to the needs of the community, but the size of the library may be based on projected future population growth as opposed to the existing population.

The new facility is in the township, and therefore closer to the section of the community without transport. It has a lot of space for study/work, as well as separate rooms for activities. Its potential use goes well beyond just information services. It has a large computer room, separate spaces for different types of collections and a big room that can be used for training and other activities.

It will make a very big difference to the local community, as it replaces a facility that was too small. It has taken the service point away from the centre of the town, but the librarian plans to make visits to the town centre every week with a mini-depot.

It is north facing, but does not maximise the natural light. The internal layout has a number of sections and internal walls block the view of the central desk, which is not ideal. These are not really deal breakers, but will place an extra work load on the librarians.

The head of the library will be funded by the municipality and the assistant librarian will be funded from the grant. The layout will put a strain on a small workforce.

Front of Ratanang

Circulation desk and offices

Good use of glass had been made inside the library, but there are many walls that are not entirely necessary. There are a lot of shelves for books. In the centre of the photo is the passage way to the computer room. On the left are what appear to be offices.

Chapter 2
Literature review: funding public libraries in South Africa

2.1 Introduction

This chapter presents a literature review of the funding of public libraries in South Africa, and three international case studies. Given the nature of the topic, as well as the purpose of the overall project, the focus is primarily on the current debates around the funding of public libraries in South Africa.

To give some comparative context on the issues, the chapter provides high level reviews of library services in Denmark, Kenya and Botswana.

2.2 Key moments in the history of public libraries in South Africa

The table below details key events and dates in the development of public libraries in South Africa. The information is drawn mostly from Fourie (2007), Dick (2007) and Mostert (1997).

1761	Joachim van Dessin bequeathed his book collection to the Dutch Reformed Church with the express wish that it should be used as the foundation for a public library.
1803	Johannes van der Kemp mooted the idea of establishing a book collection in the Bethelsdorp Missionary.
1818-1820	Van Dessin's collection formed the basis of the newly formed South African Public Library. It was built by Lord Charles Somerset, using funds raised by a tax on the wine industry.
1874	The government of the Cape Colony started supplying modest funds for library services. It also granted official recognition to subscription libraries.
1910	The Financial Relations Act of 1913 provided official recognition that provincial councils were to be responsible for the administration, development and financing of public libraries.
1919	The South African Library for the Blind is established in Grahamstown by Josie Wood. The library started with a collection of donated braille books.
1928	Carnegie Memorandum recommended, among other things, free library services. At the Bloemfontein Library Conference, the recommendations were discussed and some adopted.
1937	The Interdepartmental Committee on Libraries of the Union of South Africa recommended free rural and urban library services, library services for juveniles, library services for the blind, non-European services, university libraries, departmental libraries, national libraries, copyright libraries and training and legislation.
1954	Services for the black population were transferred from the provincial councils to the Department of Native Affairs. They subsequently fell into disarray due to a lack of financial support.
1959	An Action Committee was appointed and it requested the Minister of Education, Arts and Science to convene a National Conference of Library Authorities.
1962	The Programme for Future Library Development was adopted by the National Conference of Library Authorities.
1967	The National Library Advisory Council was established. The council was abolished in 1987 when government decided it was not necessary to have a national policy on libraries.
1983	The South African Bibliographic and Information Network (Sabinet) was established to support, among other things, bibliographic control and computerised cataloguing.
1985	UNISA commissioned a report into the potential value of public libraries. The report was made available in 1998.
1992	The National Education Policy Investigation (NEPI) report became available. The report recommended funding public libraries and information systems that can support education.

1993	Local Government Transition Act listed libraries as a function of metropolitan municipalities, but did not specify a role for non-metropolitan local councils.
1993	The Interim Constitution of South Africa did not assign public libraries to provinces, or to any other sphere of government.
1996	A working group on the National Libraries of South Africa was established.
1997	The 1996 Constitution came into law. Public libraries other than national libraries were assigned to provinces as an exclusive legislative competence in Schedule 5A.
1997	The legal deposit committee was established in terms of the Legal Deposit Act.
1998	The South African Library for the Blind Act amended the legal framework for the South African Library for the Blind.
1998	The National Library of South Africa Act amended the legal framework for the National Library of South Africa (NLSA).
1998	The Municipal Structures Act came into law. Section 84 did not include libraries of any sort as a function of municipalities.
1998	Free State Provincial legislature passed the Free State Libraries Act. It was passed without an approved implementation plan.
2001	The National Council for Library and Information Services (NCLIS) was established in terms of the NCLIS Act. The Council first met in 2004.
2001	Limpopo Provincial Legislature passed the Limpopo Provincial Libraries Act. It was not costed before it was passed and therefore remains unfunded.
2003	Eastern Cape Provincial legislature passed the Eastern Cape Libraries and Information Service Act.
2006	The Department of Arts and Culture commissioned a review of library services in South Africa.
2007	The Library Services Conditional Grant was introduced and subsequently became a crucial source of funds for public libraries.
2010	KwaZulu-Natal province started a pilot to provincialise libraries services.
2010	Western Cape province introduced the Municipal Replacement Fund as the start of the process to fully fund municipalities for expenditure on libraries.
2011	Free State Provincial Executive Council adopted a resolution that the province will provincialise libraries unless municipalities choose to deliver the service.
2013	The Public Libraries and Information Services Bill was costed.

2.3 The history of funding public libraries

Ehlers sums up the development of the funding of library services in the country as follows:

> Historical writing on South African libraries shows a pattern of progression from private reading societies to private and public subscription libraries subsidised by the government, to Carnegie-funded libraries, to free public libraries with legislation to secure their financial viability. (Ehlers, 1986, quoted by Dick (2007))

2.3.1 Early years

In the early years, the few libraries that existed were mainly stocked with donated or bequeathed books. Van Dessin's bequeathed collection is probably the most notable, as it formed the basis of the South African Public Library in 1818. It is also noted that donations formed the basis of the library collections at many mission schools (these mission schools were mainly attended by Khoisan children and adults). Missionaries received religious and secular reading material for their schools from the Religious Tract Society in London.[3]

---

[3] Dick (2007)

From 1818, the public funding of libraries became more structured with the introduction of Lord Charles Somerset's infamous wine tax to fund libraries.

In 1840, the first subscription libraries emerged in the Cape Colony.[4] These are said to have also been frequented by the literate Khoisan population from the mission stations. However, this community only used the non-subscription part of these libraries.

In 1874, the Cape Colony government decided to provide funding for libraries on a regular basis. With the establishment of the Union of South Africa in 1910, the responsibility for libraries was assigned to the four provinces.

Despite this formal allocation of the function to the provinces, municipalities generally took the lead in building and funding public libraries. The provinces variously played an oversight role, supplemented funding for collections, and certain provinces ran the mobile library services.

In 1939 a reading room was established in Johannesburg for miners. The room was stocked by the Religious Tract Society, and later became the centre and depot of the Carnegie Non-European Library in the Transvaal.[5] Services for the black population were transferred from the provincial councils to the Department of Native Affairs in 1954. They subsequently fell into total disarray due to a lack of financial support. Donations and self-help organisations formed the basis of the black community libraries in this period.

In addition, the Carnegie Foundation notes the following: "Between 1911 and 1961 almost $9 million had been provided to library projects in the continent's (Africa) Commonwealth countries, with two-thirds of the total going to South Africa."

2.3.2 Since the transition in 1994

During the transition from minority rule to democracy in 1993, the Local Government Transition Act listed public libraries as a function of metropolitan municipalities, but did not specify a role for non-metropolitan local councils. In these areas, municipalities that were providing a libraries service simply continued to do so.

This changed with the passing of the Constitution of the Republic of South Africa, Act 108 of 1996, which came into effect on 4 February 1997. From this date, "libraries other than national libraries" became a provincial function, as listed in Schedule 5 Part A of the Constitution. In effect, this made provinces fully responsible for the provision and funding of public libraries.

The Municipal Structures Act (Act 117 of 1998) and Municipal Systems Act (Act 32 of 2000) were published later, and neither of these provided for public libraries or their financing by municipalities (which is consistent with the allocation of functions in the Constitution).

2.4 Current debates in the funding of public libraries

> The Public Library shall in principle be free of charge. The public library is the responsibility of local and national authorities. It must be supported by specific legislation and financed by national and local governments. It has to be an essential component of any long-term strategy for culture, information provision, literacy and education.
>
> To ensure nationwide library coordination and cooperation, legislation and strategic plans must also define and promote a national library network based on agreed standards of service.
>
> UNESCO Public Library Manifesto

---

[4] Dick (2007)

[5] Dick (2007)

In 2006, the Department of Arts and Culture commissioned a report to investigate the funding of public libraries in South Africa. The report found that there was no clear funding for public library services. In addition, the report highlighted various anomalies in the libraries sector. It was found that even though provinces have been allocated the constitutional mandate for the function, the prevailing budgets of the provinces (as they were in 2006) would not sustain the service. The report therefore concluded that there is not a consistent or clear indication as to who is responsible for the service.[6]

Most of the literature reviewed notes the ambiguous relationship between provinces and municipalities with regard to the public libraries function. Hart (2006) sums up this ambiguity by highlighting that the constitutional assignment of the function to provincial government ignored the status quo of predominant municipal provision of the service prior to 1994.

KPMG (2006)[7] points out that, when assigning the responsibility to provinces, the legislature did not spell out how issues such as ownership and responsibility for existing infrastructure, staff and other library assets should be addressed. Most of these assets were, and still are, owned by the municipalities. While this is true, it is submitted that (i) it would have been inappropriate for the Constitution to deal with matters of this nature, (ii) the Constitution put in place mechanisms for the assignment and delegation of functions to municipalities which provinces have been slow to activate properly, and (iii) subsequent legislation (namely the Public Finance Management Act, the Municipal Finance Management Act (Act 56 of 2003), the Municipal Systems Act and the Labour Relations Act (Act 66 of 1995)) do deal with these issues.

2.4.1 The unfunded mandate issue

A consequence of this ambiguity was that most municipalities continued providing the service with only the original pre-1994 agreements in place between themselves and the provinces. However, during its impact assessment, KPMG (2006) found that many municipalities were questioning these arrangements on the basis that they were not legally mandated to provide the service.

Municipalities perceived the constitutional assignment to provinces, and the absence of any legislative provisions assigning the function to local government, as indicating that they had no further financial responsibility for rendering the library service.[8] Strictly speaking, municipalities are not *required* to fund any functions that have not been explicitly allocated to them by the Constitution or other national or provincial legislation. However, the Municipal Structures Act does not prevent a municipality from providing and funding the service either. The Western Cape Provincial Library and Archive Services (2010) notes that although municipalities do not carry the legal mandate, most municipalities still carry the mandate of administration and funding of public libraries in practice.

Various sources conclude that, from the perspective of municipalities, the library service is an unfunded mandate. In this context, an unfunded mandate arises when national or provincial government decides on a policy or course of action that local government has to implement, but no funding is given to local government to do so. It is probably more correct to argue that the failure of the provinces to take up their constitutionally mandated responsibility to fund library services has imposed an unfunded mandate on municipalities.

In light of the fact that libraries are not a municipal function, Hart (2006:4) notes the following:

> In theory, the money spent by municipalities on the function was unauthorised expenditure in terms of public finance legislation.

Hart's point is not correct. There is a possibility that rate-payers may object to the municipality using municipal funds to deliver a service that does not fall within its mandate and has not been properly assigned or delegated (with funding) to the municipality. However, this does not mean that it is unauthorised expenditure at all, because the definition of unauthorised expenditure relates to whether

---

[6] KPMG, Legal and Accountability Framework, Phase 2, 2007
[7] KPMG, Impact Assessment Study, 2006
[8] Western Cape Provincial Library and Archive Services, 2010

the funds are properly appropriated in a budget for spending, irrespective the function (for a full explanation see section 3.5.3 below).

Despite this, and given the current economic circumstances, municipalities are being forced to cut budgets and as libraries are not a municipal function, municipalities are increasingly questioning why they should allocate funds to it. There is no legal basis that national government or provinces could use to stop municipalities withdrawing their funding for the service. This places the libraries functions at risk. Provinces must be required to put in place properly costed service level agreements with municipalities that specify the extent, norms and standards of the services municipalities are expected to deliver. Provinces must then fund these agreements explicitly in their budgets, and funds must be transferred to municipalities according to fixed payment schedules.

Various studies[9] (including our own) conclude that the best way to deal with the unfunded mandate issue is for provinces to 'provincialise' the funding of public libraries and to assign the administration of the function (along with appropriate transfers) to municipalities through executive assignment.

2.4.2 Provincial funding obligation

There is consensus in the literature that, given the current constitutional arrangements, provincial governments should provide the bulk of the funding for the libraries function. The Library and Information Service Transformation Charter (PISTC)[10] specifically emphasises this point.

Section 104 of the Constitution confers legislative authority on provincial legislatures to pass legislation for the province with regard to functions listed in Schedules 4 and 5. Section 125 of the Constitution requires provinces to –

– implement national legislation that applies to functions listed in Schedules 4 and 5;

– exercise their executive authority by implementing national legislation within the functional areas listed in Schedules 4 and 5, unless otherwise provided for in legislation.

"Libraries other than national libraries" are one of the functions listed in Schedule 5A. Provinces are therefore responsible for implementing national legislation that governs their provision.

The Print Industry Cluster Council (PICC) found that there is significant variation between provinces in respect of the source of funding for different items acquired to run the service. The PICC report notes the following patterns in sources of funding for different items in the library service –

– Funding of building construction is sometimes done by the municipality and sometimes by the province.

– Building rental, where applicable, is always paid by the municipality.

– Building maintenance is usually paid for by the municipality.

– Furniture expenditure is sometimes covered by the municipality and sometimes by the province.

– Salaries are almost always covered by the municipality.

– The province usually contributes to book costs, but a large number of municipalities also contribute.

– There is no discernible pattern in respect of other print materials and audio materials.

Similar patterns were observed in our research. These patterns point to a lack of coherent policies and strategy in the sector as a whole. The Transformation Charter (2009) notes that the fragmentation in the library sector is not conducive to effective service delivery. It further notes that the lack of coherent policies results in the perpetuation of the inequalities of the past.

---

9   KPMG (2007) & Western Cape Provincial Library and Archive Services, 2010
10   Transformation Charter 6th Draft 2009

2.4.3 Provincial funding sources

The Transformation Charter (2009) points out that libraries have been seriously underfunded and that there is no funding framework/model with a clear emphasis on the funding of the library service. Given that it is a provincial function, the service should be funded from provincial own funds, directly or through transfers to municipalities. Provincial own funds include the provincial equitable share and own revenues.

The Transformation Charter (2009) further notes that the funding available through the provincial equitable share is not library specific. The Charter therefore recommends that the funding available through the provincial equitable share be made library specific. This suggests that the funds in the provincial equitable share should be specifically 'ring-fenced' or 'earmarked' for libraries.

There have also been recommendations that any funding from national government (such as the existing Community Libraries Services Conditional Grant) should eventually be incorporated into the provincial equitable share allocation.[11] This view is shared by many provincial treasuries.

However, section 227 of the Constitution entitles each province to an equitable share of nationally raised revenue. The provincial equitable share must be used by provinces to provide basic services and perform the functions allocated to them. The provincial equitable share is an unconditional transfer, and provinces exercise discretion over how they allocate it across policy priorities. Provinces also raise own revenues. National government cannot specify to provinces how they should allocate the provincial equitable share and their own revenues. As public libraries are a mandate of provinces, they should budget for the service from their provincial equitable share and own revenues.

It is therefore the responsibility of the province to ensure that there is adequate funding available for the service.

2.4.4 National conditional grants

National government may allocate funds via conditional grants to provinces. Provinces can only use conditional grants for the purposes determined by national government. The following extract from the Division of Revenue Act 2007 introduced the national Community Library Services Conditional Grant –

> Minor changes are effected to the provincial fiscal framework for the 2007 MTEF. The national community library services grant to be administered by the Department of Arts and Culture is introduced to step up and consolidate library services at provincial level.

The Community Libraries Services Conditional Grant was introduced to address the funding problem created by the constitutional assignment of libraries to provinces. The intention behind the grant was to enable provinces to increase allocations to the service, given its importance, and because, up till then, provinces were not prioritising sufficient resources for the function from their own funds.

In 2013, the National Treasury noted the increases in spending on the library function through the grant as follows –

> The spending focus over the medium term will be on providing community library services through the community library services conditional grant transfers to provinces to allow them to build and upgrade libraries, hire personnel and purchase library materials. The bulk of spending increases in this programme over the medium term goes towards these transfers. The increase in transfers to provinces projected over the medium term includes the building of 51 new libraries and the upgrading of 135 existing libraries.[12]

The Transformation Charter (2009) notes that since its introduction, the grant has been used to –

---

[11] Transformation Charter 6th Draft 2009
[12] National Treasury, Estimates of National Expenditure, 2013

- build libraries and upgrade library buildings;
- buy, equip and deliver mobile libraries and container libraries for communities;
- appoint more staff, and extend opening hours;
- expand and improve ICT connectivity;
- develop and implement a new provincial ICT system;
- upgrade security and improve library assets;
- buy more library materials;
- stock more books in indigenous languages.

Provincial treasuries are of the opinion that the conditional grant should be rolled into the provincial equitable share, and should be seen as a short term solution for the libraries service sector.[13] There is a strong possibility that provincial treasuries are pushing in this direction because it will enable them to shift the funds around to different functions (away from libraries), given that the provincial equitable share is an unconditional transfer.

Theoretically, conditional grants should be short term sources of funding that address specific priorities. Once the priority has been addressed, the funds should be added to the provincial equitable share and used as provincial own funds, or the grant should be discontinued. These funds were allocated through a conditional grant to ensure provinces used the funds for public libraries and could not legally divert them to other areas of spending. Even though, as noted above, much has been done with the grant since its implementation, it has been found that the grant is being used as top-up funding to the municipal funding. In addition, certain provinces have decreased their equitable share contribution to the library function in light of the grant.

Consequently, an argument could be made for the continued existence of the grant until library services are well established in the provinces in accordance with national norms and standards.

2.4.5 Norms and standards

The Transformation Charter (2009) notes the need for norms and standards in the different library sectors –

- In the public sector, norms and standards are lacking for categories of employment and salaries.
- There is unequal grading of positions and ranks across provinces, departments and local government.
- Salaries are also unequal across the various sectors of the public service.
- Salaries and post levels in other sectors are also unequal and appear to be arbitrary.
- Salaries do not compare with those of other professionals with equivalent qualifications and responsibilities.
- Career pathing for librarians is widely lacking. Unqualified staff are often employed at low salaries and expected to perform professional tasks.

Section 44(2) of the Constitution allows Parliament to intervene in Schedule 5 functions by passing legislation when it is necessary to –

- maintain national security, economic unity or essential national standards;
- establish minimum standards required for rendering of services; or
- prevent unreasonable action being taken by a province that may negatively impact on other provinces.

---

[13] KPMG, Status Quo Report, Phase 2, 2007

KPMG (2007)[14] specifically recommend that norms and standards be set for public libraries.

> Norms and standards are essential to providing guidance and direction to a sector in undertaking its activities. They define the minimum levels of service expected and the materials, equipment, and resources required to achieve these service levels. However, in the case of South Africa's public library sector no national norms and standards have existed. So, to address this, certain provinces and municipalities developed their own norms, standards, by-laws and/or guidelines to regulate the provision of their library services. This resulted in variations in service levels, library structures, resourcing levels, practices, and procedures which impacted on the quality of library services across the country. Some communities have received acceptable services, but many others have generally received substandard services. The problem has been exacerbated by diminishing funding flows resulting in a reduction in library services and even the closure of some libraries.[15]

They further note that norms and standards will ensure that all role players have a benchmark to work towards. This recommendation stems from proposals by provincial and municipal staff for the establishment of norms and standards in the library sector and for greater coordination between the three spheres of government.

Section 100 of the Constitution outlines the basis for national interventions in the affairs of provinces. This section gives the national executive the power to intervene "when a province cannot or does not fulfil an executive obligation." Such executive obligations can include minimum standards and other matters provided for in the Constitution or legislation. With only three of the nine provinces having passed library-specific legislation, national norms and standards may not only be necessary, but long overdue.

2.5 Donations as a source of funding

2.5.1 Private donations and bequests

Leach (2006) quotes various resources which show that throughout the history of libraries, philanthropy has played a very important role in the establishment and maintenance of libraries. We have seen that donations played a big role in the establishment of the first South African libraries, from van Dessin's book collection bequest to van der Kemp's mission station collections, as well as collections of books serving African and coloured communities.

These days, donations to public libraries are mainly in the form of money, though other forms of donations still exist. Funding ranges from small individual and community donations to large donations from corporations, trust funds or bequests. An example of how donations can improve service delivery can be found in the Smart Cape Access Project, which placed computers in mainly disadvantaged areas within the City of Cape Town and provided free internet access:

> All the computers were second-hand machines donated by the city's IT Directorate. Most were Pentium 1 computers that were refurbished by students from the Peninsula Technikon, a technical college. The computers were stripped of original software, standardized as much as possible, and prepared for installation. No donated software was used.

> The Shuttleworth Foundation, located in Durbanville, South Africa, donated technical expertise regarding open-source software that was licensed from vendors or obtained at no cost from Internet sites. Xerox South Africa donated

---

[14] KPMG, Legal and Accountability Framework, Phase 2, 2007
[15] KPMG, Norms and Standards, Phase 3, 2007

printers, and Cablecom Ltd. gave cabling. The City of Cape Town paid for installation. The creation of local Web content relevant to communities using the Smart Cape computers was done largely in partnership with local companies and organizations. Smart Cape does not have the capacity to create or generate local content on its own; instead, it facilitates the delivery of relevant local content from other Web sites. For example, Web sites of nongovernmental organizations funded by the government of the City of Cape Town are linked to the Smart Cape Web site, as are other partners, such as the Medical Research Council and its AfroAIDS site.[16]

In 2004, the City of Cape Town won an award from the Bill and Melinda Gates Foundation worth $1 million for this Project.[17].

While public libraries still benefit from donations, corporate responsibility investments and bequests, it would seem that this stream of funding is being increasingly channelled towards providing reading materials and libraries to schools. Examples of such channels include –

− Biblionef South Africa - www.biblionefsa.org.za

− Room to Read – www.roomtoread.org

− Nali Bali – www.nalibali.org

− Greater Good South Africa – www.myggsa.co.za

− Read Educational Trust – www.read.co.za

2.5.2 Role of philanthropic foundations

In South Africa, donations from the Carnegie Foundation, the Bill and Melinda Gates Foundation and the Ford Foundation are probably the most significant. As noted above, in the period 1911 to 1961 the Carnegie Foundation provided almost $9 million to library projects on the African continent, with the majority going to South Africa.

Donations of this kind do not by-pass issues such as a lack of strategic focus, leadership and accountability that are found in most government institutions. In 2000, the Carnegie Foundation noted these issues in its first Africa library initiative within two metropolitan municipalities in South Africa (Durban Library Services and Nelson Mandela Metro). Both programmes were allocated $750 000 for different objectives, and both were plagued by the issues raised above. Following efforts by the Foundation to refocus the programmes, both were cancelled and the funding returned to the Foundation.[18] It should be noted that this experience did not deter the Foundation from investing in other programmes in South Africa in subsequent years. It is worth pointing out that the Carnegie Foundation does not build any infrastructure. Therefore public funding still remains critical. Other Carnegie projects include –

− Pietermaritzburg junior reference area

− Cape Town Central Library and others

− The National Library of South Africa

− Johannesburg City Library

− eThekwini City Library

2.5.3 Volunteers serving in libraries

Although not widely documented, volunteering in public libraries is fairly common. Mostert (1997) noted that in all of the libraries sampled (albeit a small sample), volunteers made up a portion of the staff complement. Anecdotal evidence suggests that most volunteers in public libraries from the

---

[16] Valentine, 2004

[17] Valentine, 2004

[18] Carnegie Corporation of New York, 2012

community are unemployed, seeking eventual employment at the library or simply building up work experience. Mostert (1997) found that in some cases volunteers were absorbed and employed full time.

In 2011, Statistics South Africa (STATSSA) published a report on the rate of volunteering in South Africa in 2010. The table below comes from this publication.

Table 1:   The value of volunteering by type of organisation

		Reference period		Computed	
	Number of volunteers	Total hours volunteered, 4 weeks	Value of volunteer work, 4 weeks	Total hours volunteered, 12 months	Value of volunteer work, 12 months
	Thousand		R'000	Thousand	R'000
Organisation-based volunteering only ((at least one volunteer activity)	550	17 278	372 894	224 618	4 847 622
Charity/non-profit organisation/NGO/CBO	185	8 167	168 424	106 177	2 189 516
Religious	249	3 910	106 235	50 829	1 381 049
Political	12	404	9 437	5 253	122 678
Union	3	40	1 505	517	19 569
Private business	27	689	18 091	8 951	235 187
Private school	8	226	7 922	2 938	102 985
Government school	23	614	18 667	7 987	242 672
Private hospital/clinic	3	89	1 092	1 158	14 194
Government hospital/clinic	9	523	7 914	6 801	102 885
Other government entity	54	2 612	33 449	33 958	434 832

Source: Statistics South Africa 2011

Although public libraries are not named specifically in this report, one can safely categorise them with the "Other government entity" group. If we work from this assumption, public libraries receive a portion of the 10 per cent of volunteer work (computed over a 12 month period). Therefore a substantial portion of the R435 million worth of service noted for "Other government entity" probably goes to libraries and is not accounted for in most library funding discussions.

2.6   Case studies: funding public libraries in other countries

2.6.1 Denmark

2.6.1.1 Types of libraries

There are three different types of libraries in Denmark. The first level is the state and research libraries, which are placed under various ministries. The next level is public libraries, which are managed by municipalities and organised within the municipal boundaries. In each county, a public library is appointed a regional central library[19]. In total there are 519 branch libraries and 31 mobile libraries. The third level is the school libraries, which are placed at every primary school. These are also managed by municipalities, and defined by law.

All libraries in Denmark are governed by the Library Services Act. The Act was first introduced in 1920 and has been amended a number of times since. The most recent of the amendments was made in 2005. It appears that the Act gets amended primarily to ensure that libraries remain up to date with current information trends. For instance, in 2000 the Act was amended to take into account recommendations that libraries be able to deal with the new electronic media and provide information and cultural material published by both printed and electronic media. The amendments to the Act made this obligatory, and identified relevant standards of quality that all libraries must comply with.

The Act obliges municipal councils to operate public libraries. Municipal councils are entitled to run libraries in co-operation with other municipalities.

---

[19]   This is according to the Danish Union of Librarians website:
http://www.bf.dk/Service/English/DanishUnionOfLibrariansPresentation, accessed on 7 July 2013.

Municipalities are required to ensure there are library services in their municipalities that serve children and adults not able to physically visit libraries. The Act also allows municipalities to form library councils that ensure coordination in library services between a few municipalities.

2.6.1.2 Danish Agency for Culture

The Library Services Act is implemented by the Danish Agency for Culture, which falls under the Ministry of Culture. The Agency is a merger of the previous Danish Agency for Libraries and Media, the Danish Arts Agency and the Heritage Agency for Culture. It has four centres, one of which is libraries. The merger came into effect on 1 January 2012, and aims to improve synergies between policy areas of the cultural agencies. The objectives of the agency are to –

– bolster the interplay among art, cultural heritage, libraries and media;

– improve the coordination of national and municipal efforts in cultural fields;

– promote the development and exploitation of an increasingly digitalized culture and media landscape;

– develop new proposals and forms of communication for citizens;

– strengthen international cultural collaboration within all professional fields;

– increase cooperation among, inter alia, education, teaching, research, the environment and nature, and business development, including architecture and tourism.

The Agency[20] is mandated to develop the appeal of public libraries and information communication. It also performs a number of important administrative roles in support of public library services. These tasks include managing a library transport scheme, bibliotek.dk and DEF. The transport scheme transports books between libraries in the country, which enables inter-library loans. Bibliotek.dk is a record of all items published in Denmark, as well as all items found in public and research libraries in Denmark. The public can access bibliotek.dk online, and order items for pick up at a library of their choice. DEF stands for Denmark's Electronic Research Library, and aims to continuously improve and expand the application of ICT with a view to supporting research and education.

Although the Agency is mandated to implement the Libraries Services Act, it has no executive authority over municipalities. It is able to influence libraries' development through grants and service agreements with designated libraries. This is explained further in the next section.

2.6.1.3 Funding public libraries

Municipalities are responsible for managing and funding public and school libraries. The municipalities have autonomy over how they run their public libraries, as long as they comply with the Act.

The Agency aims to ensure the optimal use and exploitation of resources and development of a cooperative Danish library service across municipal and government sectors. The Agency administers a number of grants to libraries. The focus areas of the grants change annually. Some will remain relevant for a number of years, and there is usually some money that can be allocated outside of focus areas for "brilliant ideas". The focus areas of the grants are determined after consultation with Local Government Denmark (an authority that represents the interests of Danish municipalities), the Danish Library Association and the Ministry for Education.

The Agency uses the grants to steer development of libraries in its preferred direction. The larger public libraries have established development departments and invest substantial resources in applying for grants from the Agency. Smaller public libraries struggle to compete with the bids of larger libraries, and seek development assistance from local partners.

The Act mandates the Ministry of Culture to designate a certain number of libraries as "county libraries". These libraries enter into contracts with the Ministry regarding library and competence

---

20   This was the mandate of the Agency for Libraries and Media. It is assumed that the merged agency performs all the roles the three agencies performed when they were separate agencies.

development. Effectively, these libraries are privileged to have state-financed development departments.

Between 2002 and 2007 Denmark reformed its local government structures. The number of municipalities in the country reduced from 270 to 98. Municipalities were merged and consolidated to ensure that all municipalities have populations larger than 20 000 people. Thirty-two municipalities remained unchanged either because they were already over the population threshold of 20 000 people, or because they signed cooperation agreements with larger municipalities. The 14 counties were restructured into five regions. As stated above, according to the Danish Union of Librarians, in each region a library is appointed as a central library. It is assumed this is the same as a county library.

2.6.2 Kenya

2.6.2.1 Recent legislative changes

Kenya passed a new Constitution in 2010. Prior to 2010, the country comprised of eight provinces. The heads of the provinces were appointed by the President. Each province was divided into districts. Under the 2010 Constitution, the country is divided in 47 semi-autonomous counties. In March 2013, the country held its first general election under the new Constitution. Therefore, at the time of writing, the counties had only recently been elected and were in a process of being properly established. The 2010 Constitution lists public libraries as falling under the powers and functions of the counties. The 2010 Constitution strongly favours the devolution of powers to the counties.

The Transition to Devolved Government Act (2012) provides a framework for the transition to devolved government. That Act identifies two phases of transition, as well as a transition period. Phase Two and the Transition Period are envisaged to end three years after the March 2013 elections. At the time of writing, public libraries in Kenya were managed by the Kenya National Library Services Board.

2.6.2.2 Kenya National Library Service

The Kenya National Library Service (KNLS) Board was established in 1967. It is now a national corporation established by The Kenya National Library Service Board Act of 1996 (Kinya, 2011). The Board is overseen by the Minister of State for National Heritage and Culture. Section 4 of the KNLS Act lists the Board's functions as –

- to promote, establish, equip, manage, maintain and develop libraries in Kenya as a National Library Service;
- to plan and co-ordinate library, documentation and related services in Kenya;
- to advise the Government, local authorities and other public bodies on all matters relating to library, documentation and related services;
- to provide facilities for the study of, and for training in, the principles, procedures and techniques of librarianship and such other related subjects as the Board may from time to time decide;
- to advise the Government on library education and training needs for library, documentation and related services;
- to sponsor, arrange or provide facilities for conferences and seminars for discussion of matters in connection with library and related services;
- to carry out and encourage research in the development of library and related services;
- to participate and assist in campaigns for the eradication of illiteracy;
- to stimulate public interest in books and to promote reading for knowledge, information and enjoyment;
- to acquire books produced in and outside Kenya, as well as such other materials and sources of knowledge necessary for a comprehensive national library;
- to publish the national bibliography of Kenya and to provide a bibliographical and references service.

The KNLS Act entitles the Board to recommend regulations pertaining to library services to the Minister. The Board has the responsibility to manage the National Library of Kenya and the Public Library System. Regarding the National Library, the Board's key function is to preserve the national documentary heritage and produce the Kenya national bibliography. Through the National Library of Kenya the KNLS aims to –

- preserve the national imprint through the collection and safe custody of legal deposits of Kenyan publications;
- produce the Kenya National Bibliography, which is a list of the books published in Kenya or about Kenya in any given year;
- issue the International Standard Book Number (ISBN) to Kenyan Publishers;
- provide reference and referral services;
- provide online databases to researchers and other interested parties;
- facilitate international inter-library lending;
- stock specialized collections and government publications like the constitution review materials, Laws of Kenya, Kenya Gazettes and bound copies of past newspapers for use by the public;
- act as a deposit library for the World Bank, the United Nations and the International Labour Organization.

Under the Public Library System the KNLS's function is to provide library and information services to communities in Kenya with a view to promoting a positive and sustained reading culture. Through the public library, KNLS provides the community with a wide range of services including –

- adult and junior lending;
- advisory library services;
- bulk lending of books to learning institutions (this is however limited to availability of stock);
- technical assistance on library development to interested government and private institutions;
- internet service in some libraries;
- inter-library lending;
- HIV & AIDS information to encourage openness and reduce vulnerability;
- services to the visually impaired persons;
- user education; and
- field practicum opportunities to those studying library and information studies.

Information is seen as a basic commodity, important for individual and community empowerment. According the 2012 KNLS Customer Service Charter, the corporation has 13 departments and 850 posts, of which 675 were filled (KNLS, Our Customer Service Charter, 2012).

When the KNLS first started, its approach was to develop public libraries first at the provincial or area level and then at the district or branch level. While expanding its branches, it would also maintain postal services to individuals and 'block borrowing' to institutions.

2.6.2.3 Library network in Kenya

At the time of writing, the KNLS had a library network of 59 branches[21]. This network consists of a national library, eight provincial libraries, eight district libraries and 43 branch libraries. Two more branches are expected to be opened before the end of 2013.[22] In addition, the KNLS has outreach services, which include a camel library service in one district, donkey library services in two districts, book box services to schools and mobile library vans running from some provincial and district libraries. The camel and donkey services serve nomadic and very remote communities. The City Council of Nairobi operates four libraries, although these are independent from the KNLS libraries.

---

[21] http://en.wikipedia.org/wiki/National_Library_Service_of_Kenya. Refer to Transition to Devolved Government Act 2012
[22] E-mail correspondence with Timothy Maheathe from KNLS.

Libraries were named "Provincial" or "District" due to their establishment in provincial or district headquarters. The fact that only eight out of 47 districts had established libraries is evidence of historical chronic funding shortages for libraries in Kenya (Rosenberg, 1993). The titles "Provincial", "District" and "Community" have been changed to "KNLS" libraries. This will remain the case until the transition to devolved government is complete. Once the counties have established sufficient capacity and are in a position to handle library services, the service will be devolved. The details of that transition had not been worked out at the time of writing.

2.6.2.4 Vision 2030

The recent political change that has brought about the 2010 Constitution and the subsequent Vision 2030 has created new opportunities for public libraries in Kenya. Section 11 of the Constitution "recognises culture as the foundation of the nation" and that the "State shall promote all forms of national and cultural expression through literature, the arts, traditional celebrations, science, communication, information, mass media, publications, libraries and other cultural heritage."

Libraries are seen as an important service that cuts across the social, political and economic pillars of Vision 2030. Libraries services connect communities to information which is considered crucial for social, economic and political empowerment.

2.6.2.5 Budgeting for libraries

The KNLS Act requires the government to budget for the KNLS yearly. The Act does not specify the formulae for the annual grants or the usage of the funds. The grants are allocated during the government allocation of funds to respective Ministries, and has fluctuated from one year to the next. This has proved to be strenuous for planning and providing services to users (Kinya, 2011).

In addition to government funding, the KNLS receives funds from donors and corporate institutions. In 2013 the KNLS was engaging in income generating activities in order to fund operations.

The KNLS has adopted a model of working with communities to establish libraries. Under this model the community provides land, and through joint initiatives of the Constituency Development Fund (CDF), corporate organizations, donors, library supporters and the KNLS resources – cash and in-kind – are made available to construct new libraries. The KNLS funds, with the support of donors and corporate institutions, support the libraries and provide necessary services. Once counties have established the capacity to run the libraries, the service will be devolved to them.

2.6.3 Botswana

2.6.3.1 Botswana National Library Service

Public libraries in Botswana are overseen by the Botswana National Library Service (BNLS). The BNLS was established through the National Library Service Act (No. 29, 1967), and was officially opened in 1968. The BNLS was originally a department of the Ministry of Labour and Home Affairs, but is now a department of the Ministry of Youth, Sport and Culture. Its mission is to preserve the national literary heritage and provide the public with an information service for educational, research and recreational purposes through lending and reference services. The director of the BNLS reports to the Permanent Secretary through the Deputy Secretary responsible for culture and social welfare matters.

The BNLS has five divisions –
– Bibliographic Support Services
– National Reference Library
– Public Libraries Division
– Library Service for People with Disabilities
– Projects Research and Publications

The Public Libraries Division is one of the biggest divisions in the BNLS. Its mandate is to provide information and knowledge free of charge for the purpose of research, education and recreation. The division is responsible for the provision of library services to the public in general.

The Public Libraries Division is supported by the Bibliographic Support Services as well as the Projects Research and Publications divisions. The Bibliographic Support Services Division procures resources and performs cataloguing services for all service points, including public libraries. The Projects Research and Publications Division coordinates government- and donor-funded library projects, and is concerned with infrastructure development so that library buildings, furniture and equipment are developed for better service delivery.

The BNLS provides public libraries, mobile libraries and village reading room services that are accessed by the public in general. Educational libraries are run by the Ministry of Education. Two commissions on education, one in 1977 and another in 1994 both made strong recommendations about the need for school libraries (Baffour-Awuah, 1998). This research is only about public libraries; however it is worth noting that the country has a strong educational library system.

2.6.3.2   Library network in Botswana

There are three main types of public libraries in Botswana: branch libraries, community libraries and village reading rooms. In addition, the BNLS has six mobile libraries that service the most remote parts of the country. The services include reference services, educational services, capacity building and recreational programs, community information services, as well as provision of free internet services to the community.

According to the Sesigo (Botswana e-public libraries) website in July 2013, there were 26 branch libraries and 69 village reading rooms. The village reading rooms are equipped, maintained and managed by the BNLS. They are community initiated mini-libraries that are run from community-owned buildings or local council buildings. These have been built since the mid 1990s.

The third type of library is the Community Library and Cultural Centres. These are architecturally modern facilities that are built in areas with medium sized populations. They were built through a partnership between the Botswana Government and the Robert and Sara Rothschild Family Foundation. The Foundation agreed to build two libraries per year starting in 2007. By July 2013 the Foundation's website listed eight completed projects. The government will provide books, furniture, equipment as well as personnel for the libraries.

The Sesigo project is aimed at transforming Botswana's public libraries and bringing their services in line with the information age. It is supported by funding from the Government of Botswana and the Bill and Melinda Gates Foundation. The Sesigo project falls within the African Comprehensive HIV/AIDS Partnerships (ACHAP), through the Ministry of Youth, Sport and Culture (MYSC), and is implemented by the BNLS. The project started in 2009 and, once fully implemented, a total of 78 public libraries will be equipped with computers and Internet for use by the public. By April 2013 the programme had reached 72 public libraries of the target of 78.

2.6.3.3   Funding Libraries in Botswana

The BNLS is financed from nationally raised revenues. It receives budget allocations during the same budget process as all other government departments. The National Library Service Act established the National Library Service Fund. This fund is administered by the Permanent Secretary, and all funds appropriated by government for the purposes of libraries are added to the fund. Any funds that accrue to the BNLS due to regulations, grants, bequests or any other public or private sources are also added to the fund.

The BNLS uses its budget allocation to fund the operations and staffing of libraries. As noted above, the Bill and Melinda Gates Foundation funds the equipping of libraries with IT infrastructure. The Robert and Sara Rothschild Foundation is sponsoring the building of 20 community libraries and cultural centres. There were no references to the Government of Botswana contributing to the building of libraries.

2.6.4 Discussion

The BNLS and KNLS were established at similar times, and tied in with the countries gaining independence. The process of establishing libraries in these countries was largely one of transplanting a European model of the library system, illustrated by the Danish case study, into a developing country context. The motive behind introducing libraries was to develop literacy and reading cultures. By contrast, public libraries in Europe (Denmark) and North America were established in response to a demand for information services from an educated and literate public. The library systems operated by BNLS and KNLS were introduced with little or no change in terms of organisation and service offerings.

By and large, libraries are passive service providers. They are a place where users come to access information. In developing countries, the active demand for the service does not exist due to low levels of literacy. Libraries needed to be proactive to stimulate this demand. The system that was transplanted is not based on a service that involved proactive outreach to communities. Building literacy is not a passive activity. In addition, on the African continent the oral medium of information transfer has always been the preferred medium. Therefore the notion of 'going to' an institution to access information needs to be fostered.

Generally speaking, but particularly within developing communities, librarians need to have a combination of skills that enable them to respond effectively to the needs of their communities. They must be able to gauge what users want, even when the users cannot clearly articulate their needs. Good communication and interpersonal skills are crucial. They also need the technical librarian skills to ensure that user needs feed through into collection development, procedures and policies, so that relevant material reaches the library service points. To be relevant, the entire library system in a country must be designed to support and respond to local needs and be aligned to local cultural practices.

Librarians need to receive training that enables them to be functional in their contexts. The technical skills they require can be learnt from American and European syllabi, but they need to be trained in culturally relevant soft skills as well. Establishing a training system that achieves these objectives requires continuity in commitment and funding. It appears that there has been a prolonged lull in funding for libraries in Kenya and Botswana. It is therefore no surprise that there is a chronic shortage of librarians in both countries.

Some of the literature reviewed points to a prolonged lull in the development of library services in Kenya and Botswana. It would appear that it only ended close to 2010. Libraries in both countries are now seen as an important source of information for farmers. As access to the internet expands, users are increasingly making use of these services. This is in response to a demand that is driven from the bottom up.

Chapter 3
Public libraries – managing a Schedule 5A function

3.1 Introduction

In terms of the Constitution, "libraries other than national libraries" are a provincial function listed in Schedule 5 Part A of the Constitution. Provinces are, therefore, fully responsible for the provision and funding of public libraries. However, in practice, municipalities own the library buildings and collections, employ the staff and so are still funding public libraries. But municipalities are increasingly expecting provinces to either take over the function or fund their expenditure on the service. This raises questions as to what processes should be followed to transfer staff, buildings and other assets to provinces if the service were to be provincialized. Or how provinces should formally assign or delegate the function to municipalities. It also raises questions about provinces' willingness to fund public libraries. Public libraries are often described as an "unfunded mandate" by municipalities, or an "underfunded mandate" by provinces.

There are other Schedule 5 functions provinces perform and fund that are not saddled with these issues. In many instances, the problems confronted by the libraries function are quite specific to the function.

3.2 How the libraries function was managed in the past

Prior to 1993 library services were provided by municipalities in terms of provincial ordinances of the four old provinces. The arrangements differed between provinces. Some provinces provided financial assistance and infrastructure, while all provinces played an oversight and advisory role. Services were provided mainly in urban centres; the townships, informal settlements and homelands were poorly catered for. Services in the homelands were rendered in terms of Acts of the different homelands. It was a centralised function rendered from the National Library of the homeland to different communities. There were no municipalities to render services in the homelands.

In most municipalities where library services were available, the municipality affiliated with the provincial services and in terms of the affiliation agreement the municipality took responsibility for providing the service and funded library infrastructure, staff and library assets from their own budgets. The provinces often subsidized the staff expenditure of the smaller municipalities, but only on proof of actual expenditure.

Metropolitan municipalities rendered library services in metropolitan areas without assistance from the provincial library services. They were therefore fully responsible for the funding of library services.

During the transition from minority rule to democracy, two key national pieces of legislation affecting municipal services were the Interim Constitution of South Africa (Act 200 of 1993) and the Local Government Transition Act (Act 209 of 1993). Under the Interim Constitution, local government functions were administered under the Local Government Transition Act. Schedule 2 of this Act listed the powers and duties of transitional metropolitan councils, which included "metropolitan libraries". The Local Government Transition Act was silent as to how the function should be performed in transitional local councils in non-metropolitan areas. In these areas, municipalities that were providing a libraries service simply continued to do so.

Schedule 6 of the Interim Constitution listed the "Legislative Competences of Provinces". Provinces could pass legislation "which is reasonably necessary for or incidental to the effective exercise of such legislative competence". The Interim Constitution listed the conditions under which provincial legislation did not prevail over national legislation. Library services were not listed in Schedule 6 of the

Interim Constitution, and at that time no sphere of government was explicitly responsible for the function outside of metropolitan councils.

This changed with the passing of the Constitution of the Republic of South Africa, Act 108 of 1996, which came into effect on 4 February 1997. From this date "libraries other than national libraries" became a provincial function listed in Schedule 5 Part A of the Constitution.

The Municipal Structures Act, 1998 (Act 117 of 1998) and Municipal Systems Act, 200 (Act 32 of 2000) were published later, and neither of these provided for public libraries or their financing by municipalities, which is consistent with the Constitution.

3.3 The legislative framework for the performance of the function

3.3.1 Obligations of spheres of government to perform and fund functions

Section 104 of the Constitution confers legislative authority on a provincial legislature to pass legislation for the province with regard to functions listed in Schedule 4 and 5. Section 125 of the Constitution requires provinces to –

- implement national legislation that applies to functions listed in Schedules 4 and 5;
- exercise their executive authority by implementing national legislation within the functional areas listed in Schedules 4 and 5 or unless otherwise provided for in legislation.

"Libraries other than national libraries" is one of the functions listed in Schedule 5A. Therefore provinces are responsible for implementing national legislation that governs their provision.

Section 227 of the Constitution entitles each province to an equitable share of nationally raised revenue. The provincial equitable share must be used by provinces to provide basic services and perform the functions allocated to them. The provincial equitable share is an unconditional transfer and provinces may exercise discretion over how they allocate it across policy priorities. Provinces also raise own revenues which they can allocate based on provincial preferences and priorities. National government can use legislation to specify minimum norms and standards for Schedule 4 and 5 functions that provinces must comply with, but national government cannot specify to provinces how they should allocate the provincial equitable share and their own revenues. As public libraries are a mandate of provinces, they should budget for the service from their provincial equitable share and own revenues.

The Constitution makes provision for provinces to receive other allocations which can be conditional or unconditional. The Community Libraries Services Grant is a conditional transfer. The grant is transferred to provinces on condition that it is used for specific purposes related to the provision of library services, either directly by the province or transferred to municipalities for use on libraries. The Community Library Services Grant should top up the funds that provinces allocate from their provincial equitable share and own revenues to library services.

The Constitution and other legislation, most notably the Municipal Systems Act, create a legislative framework that enables a wide range of funding and delivery arrangements. Formal agreements between provinces and municipalities are one of these options. Importantly, this legislative framework allows for asymmetric approaches between provinces, as well as asymmetric approaches within provinces between the province and municipalities.

National government is not obliged to provide funding for a provincial function over and above what is allocated to the provincial equitable share to enable provinces to meet their constitutional obligations. National government can, however, choose to assist provinces with additional funding for a function by adding to the provincial equitable share, the Community Library Services Conditional Grant or another similar conditional grant.

3.3.2 National government's power to intervene in provincial functions

The Constitution lists the functional areas of provinces and municipalities in Schedule 4 and Schedule 5. Part A of each Schedule lists provincial functions, and Part B lists local government functions. Schedule 4 functions are functional areas of *concurrent national and provincial legislative competence*, while Schedule 5 functions are functional areas of *exclusive provincial legislative competence*. As already noted, "libraries other than national libraries" is included in Part A of Schedule 5, and therefore is a "functional area of exclusive provincial legislative competence".

Section 44(1)(ii) of the Constitution empowers national Ministers to pass legislation "with regard to any matter" for Schedule 4 functions. Such legislation can and is used to specify minimum norms and standards that provinces must comply with. "Executive obligations" can be specified in this legislation. If a province cannot or does not fulfil an "executive obligation" in terms of the Constitution or legislation, the national executive may intervene, in terms of section 100 of the Constitution, in the province to ensure the fulfilment of that obligation.

Section 44(1) explicitly excludes Schedule 5 functions. They are subject to section 44(2) of the Constitution. Section 44(2) allows Parliament to intervene in Schedule 5 functions by passing legislation when it is necessary to –

– maintain national security, economic unity or essential national standards;

– establish minimum standards required for rendering of services; or

– prevent unreasonable action taken by a province which may negatively impact on other provinces.

Both sections 44(1) and 44(2) of the Constitution therefore give national government the power to specify norms and standards in law. The key difference between these sections is that the National Assembly can pass legislation on "any matter regarding" Schedule 4 functions, but legislation dealing with a Schedule 5 function may only regulate specific issues for the purposes noted above.

The National Council of Provinces may approve, amend or reject legislation dealing with matters covered by sections 44(1) and 44(2).

Section 100 of the Constitution outlines the basis for national interventions in the affairs of provinces. This section gives the national executive the power to intervene "when a province cannot or does not fulfil an executive obligation." Such executive obligations can include minimum standards and other matters provided for in the Constitution or legislation. Section 139 of the Constitution deals with provincial interventions in local government, and creates the same basis for intervention: "when a municipality cannot or does not fulfil an executive obligation in terms of the Constitution or legislation, the relevant provincial executive may intervene."

There is a view that national government cannot intervene in Schedule 5 functions. This confusion seems to arise due to a focus on section 146 of the Constitution, and a failure to take section 147 into account. Section 146 only deals with conflicts that arise between provincial and national legislation with respect to Schedule 4 functions. If the national legislation falls within the ambit of section 146(2) and (3), then it prevails over provincial legislation; if not, then provincial legislation prevails over national legislation.

When it comes to Schedule 5 functions, section 147(2) applies. This section states that national legislation passed in terms of section 44(2) of the Constitution "prevails over provincial legislation in respect of matters within the functional areas listed in Schedule 5".

In effect, therefore, national government can intervene in provinces in relation to functions set out in Schedule 4 and 5 functions if an executive obligation, *as defined in law*, is not fulfilled. What has not been tested yet is the difference between the enforceability of executive obligations defined in national legislation pertaining to Schedule 4 functions and legislation pertaining to Schedule 5 functions.

25

3.4 Options for formalising responsibility for the function

As noted, public libraries are a provincial function. However, municipalities are at present widely involved in providing the actual service, very often by default as a result of how the function was organised prior to 1997. Provinces have been slow to take responsibility for the function, and put formal arrangements in place to manage the related services. This has resulted in these services being left 'in limbo' with no clear institutional home. Municipalities very often have *de facto* control of the services, but provinces are *legally* responsible for the services. There is thus an urgent need to formalise arrangements to manage both the function and its related services.

There are four different ways in which the arrangements to manage the library function and services can be formalised –

- Amending the Constitution to shift the function from Part A to Part B of Schedule 5.
- Provincialising the library services.
- Provinces assigning the function to municipalities through legislative or executive assignment.
- Provinces delegating the performance of library services to municipalities, or entering into agency agreements with municipalities to perform library services.

This section discusses these options in more detail.

3.4.1 Amending the Constitution to shift the function back to municipalities

Should the Constitution be amended to shift the libraries function from Part A to Part B of Schedule 5, thereby making municipalities responsible for the function?

The placement of community libraries in Part A of Schedule 5, as a functional area of exclusive provincial legislative competence, may seem to be one of the peculiarities to emerge from the constitutional negotiations. In many regions of the country the libraries function was already being performed by municipalities, so one may have been inclined to argue that it would have been better if the drafters had placed it in Part B of Schedule 5.

However, it needs to be remembered that, equally, in many regions of the country municipalities were not performing the libraries function. It also needs to be remembered that prior to 1993 the four old provinces had active administrative roles in the function, although they differed by province. These roles included collection development, distribution, mobile libraries and infrastructure delivery. Taking these two variables into consideration, the drafters of the Constitution no doubt envisaged that provinces should have an ongoing role to play in rolling out library services to those regions of the country where the municipalities were not performing the function.

If the function had been assigned exclusively to municipalities by the Constitution, it is very likely that areas of the country that were not adequately served by libraries would have continued to be neglected, given that libraries do not feature very high up on most municipalities' priority lists, and the underserved areas are generally faced by the greatest funding constraints, and backlogs in other service areas.

By placing the libraries function in Part A of Schedule 5, the drafters of the Constitution sought to ensure that provinces would be made primarily responsible for the function, while not excluding the option of municipalities continuing to perform the function in terms of an assignment provided for by section 156(4) of the Constitution. In essence, the placement of the libraries function in Part A of Schedule 5 allows the municipal service delivery arrangements that existed prior to 1993 to continue, but at the same time makes provinces responsible for funding the function, for ensuring equitable access and for the effective performance of the function.

The placement of the libraries functions in Part A of Schedule 5 does not mean that provinces have to perform or deliver on all aspects of the function. The Constitution allows for the regulatory aspects of a function to be performed by a province and for the implementation aspects of the same function to be assigned to one or more municipalities. Liquor licensing, which is also in Part A of Schedule 5, provides an example of a function where the responsibilities have been split in this way. Indeed, many features

of the intergovernmental system put in place by the Constitution rely on national government, provinces and municipalities sitting down and agreeing on a clear delineation of roles and responsibilities between the different spheres of government. In the case of liquor licences, the roles of each sphere of government have been clearly defined. The same cannot be said about the libraries function yet.

Certain provinces have developed a clear vision of how roles and responsibilities with regards to the libraries function should be divided between the province and municipalities, and are working towards realising it. But other provinces lack such clarity, because they have failed to take leadership. It is submitted that attention needs to be given to this issue of leadership to resolve the impasse around roles and responsibilities.

Amending the Constitution to shift the libraries function from Part A to Part B of Schedule 5 should not be considered. It would be a backward step in terms of the funding and managing the equitable rollout of libraries, especially in those areas of the country where the municipalities do not have the capacity or the funding to rollout and administer the function locally. Rather than tampering with the Constitution, provinces need to be made to step up to the plate and take responsibility for the function.

3.4.2 Provincialising the service

Provinces are responsible for the delivery and funding of the libraries function. However, the Constitution provides provinces with a number of options as to *how* the actual delivery should be organised. A province may decide to deliver the function itself, it may contract out delivery to a third party, it may delegate the function to a municipality or it may enter into an agreement with a municipality to assign responsibility for delivery to the municipality.

Where a province decides to deliver the function itself, this is often referred to as "provincialising the service". This is because it usually involves moving responsibility for library services from municipalities to the province. Obviously, where a municipality is not involved in delivering the service, there won't be anything to "provincialise"… and the province can simply get on with delivering the service.

Since the Constitution assigns the library function to provinces, if a province wants to provincialise the service, it does not need to follow any legislative process to do so. However, the province will need to agree with the municipalities concerned on the ending of their responsibility for the function. The province and the municipality will also need to comply with the various legislative and regulatory provisions governing the transfer of capital assets, materials and staff between government entities. These matters are dealt with in the sections that follow.

Free State and KwaZulu-Natal are the only two provinces that have specifically decided to provincialise library services. However, both provinces are giving municipalities the choice to either transfer the function or to continue performing the function. And certain municipalities have indicated they are prepared to continue performing the function.

Note that this approach is consistent with section 156(4) of the Constitution, which provides that responsibility for administering a Schedule 4 or 5 function *must* be transferred to a municipality if that function would be administered more effectively locally, and if the municipality has the capacity to administer it. In this regard, it should be noted that the municipalities are not required to have the capacity to fund the function, but only the capacity to administer the function.

So where municipalities are already administering a Schedule 5 function, a province cannot insist that those municipalities cease administering the function and transfer it to the province. The province can only do so if it can demonstrate that the function would be administered more effectively provincially, and the municipality does not have the capacity to administer the function.

It is generally accepted that municipalities are well placed to administer the libraries function. So where they have the necessary capacity to do so, the relationship with the province needs to be properly formalised, and arrangements made for the province to either pay for or contribute to the cost of providing the service.

However, many municipalities do not have the capacity to administer the libraries function. In such instances, the province has an obligation to provincialise the function so as to ensure it can be properly administered to the benefit of the province's residents.

3.4.2.1 Transferring of capital assets

If a province decides to provincialise or "take-over" the libraries function from a municipality, the province cannot demand or insist that the municipality transfer all the municipal library assets to the province. In other words, the provincialisation of the function does not give the province the right to expropriate a municipality's library assets (buildings, books, equipment etc.). By the same token, the province should not simply abandon the municipal library assets and build new facilities – this would be wasteful, and not in the best interests of the community or the function.

Where the province and a municipality agree that the performance of the libraries function should be provincialised, the parties need to carry out a detailed analysis of the future use of the municipality's library assets and whether they should be transferred to the province or not.

A municipality may decide not to transfer the fixed infrastructure (buildings) used to provide the library service, but rather to lease the space to the province. The municipality could decide to charge the province only a nominal rent as a way of contributing to the provision of library services within the municipality. In such instances, the municipality's supply chain management policy would need to have a provision allowing the municipality to let property at below-market-related rates "when in the public interest", as required by regulation 40(2)(c) of the Municipal Supply Chain Management Regulations. It would be important that the terms of the lease specify which party will be responsible for maintenance and other running expenses (water and electricity).

The province and municipality may agree that the municipal library capital assets should be transferred to the province, in which case it must be done in accordance with the relevant legislation and regulations, namely –

– section 14 of the Municipal Finance Management Act read together with the Municipal Asset Transfer Regulations of 2008; and
– section 42 of the Public Finance Management Act.

Section 14 of the MFMA provides that –

> **Disposal of capital assets**
>
> 14. (1) A municipality may not transfer ownership as a result of a sale or other transaction or otherwise permanently dispose of a capital asset needed to provide the minimum level of basic municipal services.
>
> (2) A municipality may transfer ownership or otherwise dispose of a capital asset other than one contemplated in subsection (1), but only after the municipal council, in a meeting open to the public—
>
> (a) has decided on reasonable grounds that the asset is not needed to provide the minimum level of basic municipal services; and
>
> (b) has considered the fair market value of the asset and the economic and community value to be received in exchange for the asset.
>
> (3) A decision by a municipal council that a specific capital asset is not needed to provide the minimum level of basic municipal services, may not be reversed by the municipality after that asset has been sold, transferred or otherwise disposed of.
>
> (4) A municipal council may delegate to the accounting officer of the municipality its power to make the determinations referred to in subsection (2)(a) and (b) in respect of movable capital assets below a value determined by the council.

(5) Any transfer of ownership of a capital asset in terms of subsection (2) or (4) must be fair, equitable, transparent, competitive and consistent with the supply chain management policy which the municipality must have and maintain in terms of section 111.

(6) This section does not apply to the transfer of a capital asset to another municipality or to a municipal entity or to a national or provincial organ of state in circumstances and in respect of categories of assets approved by the National Treasury, provided that such transfers are in accordance with a prescribed framework.

How does the above apply to the transfer of municipal library capital assets to a province?

Section 14(6) of the MFMA needs to be read together with Chapter 2 of the Municipal Asset Transfer Regulations, particularly regulation 20. The specific instances listed in regulation 20(a) to (e) do not apply to municipal library capital assets because none of them cover the circumstances surrounding the provincialisation of the libraries function. However, if Parliament were to enact national legislation that required or permitted the transfer of municipal library capital assets to provinces and determined the conditions of the transfer, then the transfer would fall within the ambit of regulation 20(e). The Department of Arts and Culture may want to consider including such provisions in the South African Public Library and Information Services Bill, so as to manage the transfer of municipal library capital assets in future.

Where a municipality decides to transfer its municipal library assets to the province at *less than fair market value* it will need to follow the process specified in regulation 20(f)(ii) as follows:

> (f) any other circumstances not provided in paragraph (a) to (c), provided that –
>
> (i) the capital asset to be transferred is determined by resolution of the council to be not needed for the provision of the minimum level of basic municipal services and to be surplus to the requirements of the municipality; and
>
> (ii) if the capital asset is to be transferred for less than fair market value, the municipality takes into account –
>
> (aa) whether the capital asset may be required for the municipality or a municipal entity under the municipality's sole or shared control at a later date;
>
> (bb) the expected loss or gain that is expected to result from the proposed transfer;
>
> (cc) the extent to which any compensation to be received in respect of the proposed transfer will result in a significant economic or financial cost or benefit to the municipality;
>
> (dd) the risks and rewards associated with the operation or control of the capital asset that is to be transferred in relation to the interests of the municipality or municipal entity;
>
> (ee) the effect that that proposed transfer will have on the ability of the municipality or municipal entity to raise long-term or short-term borrowings in future;
>
> (ff) any limitations or conditions attached to the capital asset or the transfer of the asset, and the consequences of any potential non-compliance with those conditions;
>
> (gg) the estimated cost of the proposed transfer;
>
> (hh) the transfer of any reserve funds associated with the capital asset;

(ii)   the interests of any affected organ of state, the municipality's own strategic, legal and economic interests and the interests of the local community; and

(jj)   compliance with the legislative regime applicable to the proposed transfer.

Where the municipality decides to transfer its municipal library assets to the province at fair market value, the municipality has a choice of whether to follow the process specified in section 14(1) – (5) of the MFMA, or the process specified in regulation 20(f) and the rest of Chapter 2 of the Municipal Asset Transfer Regulations. In this regard, "fair market value" is defined in the regulations as follows –

> **"fair market value"**, in relation to a capital asset, means the value at which a knowledgeable willing buyer would buy and a knowledgeable willing seller would sell the capital asset in an arm's length transaction

Note that the fair market value may be different from the value of the asset determined in terms of regulation 29 of the Municipal Asset Transfer Regulations, since this regulations allows for a range of different valuation approaches.

As regards the application of section 14(1) of the Municipal Finance Management Act and regulation 20(f)(i) of the Municipal Asset Transfer Regulations, municipal library capital assets would not normally fall within the ambit of a "capital asset needed to provide the minimum level of basic municipal services", because libraries are not a municipal service. So the books, furniture and other equipment may be transferred to a province. If the library building is a stand-alone building used exclusively for providing library services, then such a building may be transferred. However, where a library is housed in a municipal administrative building or a multipurpose centre, then that building may well be considered "needed to provide the minimum level of basic municipal services", in which case it may not be transferred to the province. In such circumstances the municipality may agree to lease the space to the province.

When it comes to compensation, if the province and municipality agree to follow the process set out in section 14(1) – (5) of the Municipal Finance Management Act, then the province will be obliged to pay the municipality a fair market value for the assets. If they agree to follow the process specified in regulation 20(f) of the Municipal Asset Transfer Regulations, when it comes to compensation of the assets regulations 28 and 29 will apply –

> **Compensation for transfer of assets**
>
> 28.   (1)   A municipality or municipal entity transferring an exempted capital asset and any subsidiary assets to an organ of state may receive compensation for the value of those assets, as may be agreed with the organ of state.
>
>   (2)   The value of an asset must for purposes of subregulation (1) be determined in accordance with regulation 29.

The words "may receive" indicate that compensation is not mandatory. The municipality may decide not to receive compensation or to receive compensation that is below the fair market value in light of the fact that the province will continue to use the assets to provide library services to the community. In this regard, a sensible approach would seem to be –

–   for provinces to compensate municipalities for buildings and vehicles at fair market value, given that these assets contribute significantly to the strength of a municipality's balance sheet, and therefore its ability to borrow funds at competitive rates, and

–   for provinces and municipalities to agree that no or only nominal compensation is due in respect of other capital assets such as books, furniture and equipment (note that, in many instances, these assets may already be provincial assets).

Alternatively, municipalities can choose to follow any of the valuation approaches set out in regulation 29 of the Municipal Asset Transfer Regulations –

Valuation of assets

29.   (1)   The value of a capital asset or any subsidiary assets transferred to an organ of state in terms of this Chapter must be determined in accordance with the accounting standards that the municipality or municipal entity is required by legislation to apply in preparing its annual financial statements.

(2)   In the absence of sufficient guidance in those accounting standards regarding the valuation of assets, any of the following valuation methods must be applied:

(a)   historical cost of the asset, adjusted for accumulated depreciation and any impairment losses as at the date of transfer of the asset;

(b)   fair market value of the asset;

(c)   depreciated replacement cost of the asset; or

(d)   realisable value of the asset.

When the actual transfer of the assets take place, the accounting officer of the provincial department receiving the assets and the accounting officer (municipal manager) of the municipality transferring the assets will need to comply with section 42 of the Public Finance Management Act and regulation 30 of the Municipal Asset Transfer Regulations, which require a written transfer agreement and an inventory of assets being transferred.

3.4.2.2   Transfer of municipal library staff

Municipal library staff can be a valuable resource for the function. Those who have been in service for a while will have established valuable relationships with the local community, and also developed institutional knowledge of how the service functions. In most instances it would be in the public interest for the existing municipal staff to continue serving in the libraries in the event of the function being provincialized.

When considering how to deal with the issue of staff, it needs to be recognised that municipalities are not part of the civil service. This means that the provisions in the Public Service Act dealing with the transfer of staff between departments or between national government and a province do not apply to municipal staff. It also means that the salary scales and benefits of municipal staff are often different to what the province offers similar staff. In most provinces, the salaries paid to library staff by municipalities are better than provincial salaries.

Options that are *not available* to the province are to dismiss all municipal library staff or to require them to "re-apply" for provincial positions when the function is transferred.

In terms of the Labour Relations Act, staff transfers can take place either through an "automatic transfer" in terms of section 197(2) of the Act, or in accordance with section 197(6), which provides for a negotiated agreement.

In accordance with a section 197(2) transfer, the new employer is automatically substituted in the place of the old employer in respect of all contracts of employment in existence immediately before the date of transfer. All rights and responsibilities between the old employer and employees are transferred to the new employer. Notably, this includes obligations of payments whilst in service and payment obligations upon termination of service.

Section 197(3) provides that a new employer complies with subsection (2) (i.e. automatic transfer) if that employer employs transferred employees on terms and conditions that are on the whole not less favourable to the employees than those under which they were employed by the old employer. Given that conditions of service in municipalities are generally more favourable than in provinces, section 197(3) does not apply, which effectively rules out a section 197(2) automatic transfer as an option.

Section 197(6) provides for an alternative approach to automatic transfer. Under section 197(6), negotiations lead to a written agreement which sets out deviations from an "automatic" section 197(2) transfer. In these situations, the negotiations take place between either the old employer, the new

employer, or the old and new employers acting jointly, on the one hand; and the appropriate person or body referred to in section 189(1), on the other.

The section 197(6) negotiated approach also has the advantage of providing for the employees to be transferred to a pension fund other than the pension fund the employee belonged to before the transfer. In a negotiated agreement, it can also be agreed that the new employer is not bound by arbitration awards and collective agreements in terms of sections 23 and 32 (section 197(5)b).

When certain provinces transferred the primary health care function from municipalities to the province, they adopted the section 197(6) approach and concluded individual agreements with each of the municipality employees who were to be transferred to the province.

Alternatively, the province and the municipalities could agree that the municipal library staff remain with the municipality until such time as their employment ends in the normal course of events, after which the province would replace them with an employee employed by the province. In such instances, the municipality might agree to continue paying the staff from its own budget, or the province could agree to transfer funds to the municipality to pay for the staff.

3.4.2.3 *Current initiatives to provincialise the function*

The two provinces that have started provincialising the service are approaching the transfer of assets and staff very differently. The Free State does not need to transfer any existing stand-alone libraries, as these belong to the province already. Libraries in some municipalities in the Free State are operated from municipal buildings. Where this is the case, the province has decided that it will build new libraries and move all the books and other equipment to the new facilities. Whether this is an optimal use of public resources would need to be explored. If the municipalities require the space that is to be vacated for other purposes, then this approach is acceptable, but if the space is simply going to stand vacant it may be better to explore the option of the province leasing the space from the municipality.

In the Free State staff are not being transferred from municipalities to the province. Instead, municipalities that have transferred the function will continue to pay their staff to work in the provincial library. When the municipal staff leave, the province will take responsibility for replacing them.

At the time of this research, KwaZulu-Natal had recently completed the consultation stage with five local municipalities in the District Municipality where full provincialisation is to be piloted. The province had not yet worked out the detail of how they would compensate the municipalities for the assets. They had not even made budget provision for this. Most of the libraries in the district are rendered from municipal complexes or attached to municipal buildings. In those cases the province is likely to lease the facility from the municipality. Any new libraries built going forward will be fully owned and operated by the province.

In KwaZulu-Natal the understanding from the province is that the municipal staff will be absorbed by the province. Municipal staff who are on higher salaries than the provincial equivalent will get a personal salary notch as allowed by the Public Service Regulations, and those on lower salaries will receive increases. However, the details of how this will work have not yet been finalised.

3.4.3 The assignment of functions to municipalities

The following legislation is relevant to the assignment of functions to municipalities –
–   sections 44, 99, 104, 126 and 156 of the Constitution
–   sections 8, 9, 10 and 10A of the Municipal Systems Act (as mended)
–   the Financial and Fiscal Commission Act
–   national legislation or provincial legislation governing the performance of the function.

The Constitution provides for two different forms of assignment of powers and functions to municipalities, namely "legislative assignments" and "executive assignments". The following figure shows how the different constitutional and legislative provisions relate to each other in organising these two forms of assignment.

Figure 2: The legal framework governing the assignment of functions to municipalities
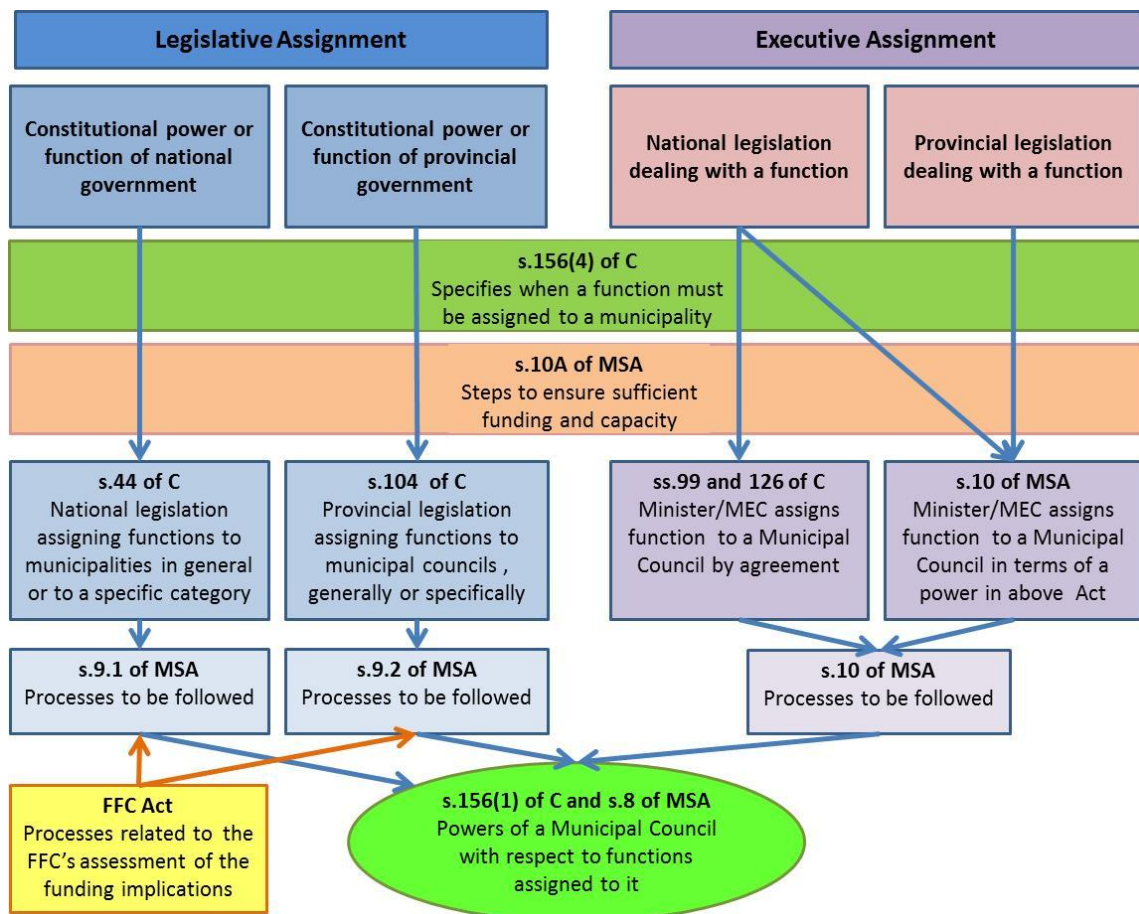
3.4.3.1 Constitutional preference for municipal assignment

Section 156(1) of the Constitution states that municipalities have executive authority over and the right to administer matters listed in Part B of Schedules 4 and 5 and "any other matter" assigned to it by national or provincial legislation.

Section 156(4) requires national government and provinces to assign matters listed in Part A of Schedules 4 or 5 to a municipality if the matter would be most effectively administered locally and the municipality has the capacity to administer the matter. Such assignment has to be by agreement with the municipality and may be subject to any conditions as specified. Supporting the above, section 156(5) grants municipalities the "right to exercise any power concerning a matter reasonably necessary for, or incidental to, the effective performance of its functions."

There are four things worth noting about section 156(4) of the Constitution –

−   By using the word "must" the Constitution requires the function in question to be assigned to the municipality if the conditions set out in the section are met.

−   Municipalities must have the capacity to administer the matter before it can be assigned, and it must be by way of agreement. National government or a province cannot force municipalities to accept an assignment, especially if the municipality does not have the required capacity. By contrast, if the municipality has the necessary capacity, the municipality can insist on being assigned the function.

−   The municipality must have the capacity to *administer* the function. The municipality does not need to have the capacity to *fund* the function as well. In such instances the funding would continue to come from the province or national government, as relevant to the case, as either a

transfer/grant or agency payment (see sections 9, 10 and 10A of the Municipal Systems Act in this regard).

−   It requires that *matters related to the function* be assigned and not necessarily the entire function. Provinces and municipalities can therefore agree to perform different aspects of a function.

A normal reading of section 156 of the Constitution indicates a strong preference, even an injunction, that functions listed in Part A of Schedules 4 and 5 should progressively be shifted to municipalities in instances where they can be administered more effectively locally, and where the municipality has the capacity to administer them. As already noted, it is generally accepted that municipalities are well placed to administer the libraries function, so where they have the necessary capacity to do so, there is a strong argument that the Constitution requires the function to be assigned to them. However, there must be a formal agreement in place to do so, which would also need to deal with the funding of the function.

Indeed, section 156 of the Constitution implies that provincialising library services is not the preferred option except in areas where the municipalities do not have the required capacity. However, even in such instances, national government and provinces should be taking steps to build the capacity of municipalities so that they will be able to administer the function in future.

3.4.3.2 Legislative assignment of functions

Section 44(1) of the Constitution gives the National Assembly the power to assign any of its legislative powers to another sphere of government, i.e. both to provinces and local government. Section 9(1) of the Municipal Systems Act, together with the Financial and Fiscal Commission Act, sets out the processes that need to be followed when a Minister or deputy Minister initiates a process to assign, through national legislation, any powers or functions to local government.

Similarly, section 104(1)(c) of the Constitution gives a provincial legislature the power to assign any of its powers to a Municipal Council. In this instance, section 9(2) of the Municipal Systems Act, together with the Financial and Fiscal Commission Act, sets out the processes that need to be followed when an MEC initiates a process to assign, through provincial legislation, any powers or functions to local government.

The processes that need to be followed in terms of section 9 are broadly similar for both national and provincial legislative assignments. Section 9(2) of the Municipal Systems Act reads as follows −

> 9.   (2)   An MEC seeking to initiate the assignment of a function or power by way of a provincial Act to municipalities, or any category of municipalities, in the province must, within a reasonable time before the draft provincial Act providing for the assignment is introduced in the relevant provincial legislature −
>
> (a)   request the Financial and Fiscal Commission to assess the financial and fiscal implication of the legislation, after information the Financial and Fiscal Commission of the possible impact of such assignment on −
>
> (i)   the future division of revenue between the spheres of government in terms of section 214 of the Constitution;
>
> (ii)   the fiscal power, fiscal capacity and efficiency of municipalities or any category of municipalities; and
>
> (iii)   the transfer, if any, of employees, assets and liabilities; and
>
> (b)   consult the MEC for local government the MEC responsible for finance, and organised local government representing local government in the province with regard to −
>
> (i)   the assessment by the Financial and Fiscal Commission contemplated in paragraph (a);
>
> (ii)   the policy goals to be achieved by the assignment and the reasons for utilising assignment as the preferred option;

     (iii)   the financial implications of the assignment projected over at least three years;

     (iv)   any possible financial liabilities or risks after the three-year period referred to in subparagraph (iii);

     (v)   the manner in which additional expenditure by municipalities as a result of the assignment will be funded;

     (vi)   the implications of the assignment for the capacity of municipalities;

     (vii)   The assistance and support that will be provided to municipalities in respect of the assignment; and

    (viii)   any other matter that may be prescribed.

Section 9 requires the Minister or MEC seeking to initiate an assignment to request that the Financial and Fiscal Commission assess the financial implications of the legislation. The Financial and Fiscal Commission Act requires the organ of state that plans to assign a power or a function to another organ of state in another sphere of government to first notify the Financial and Fiscal Commission of the fiscal and financial implications of such an assignment. The notification to the Financial and Fiscal Commission must include an assessment of the –

–   implications of the assignment for the division of revenue between the three spheres of government;

–   the fiscal capacity and efficiency of the municipality; and

–   any transfer of employees, assets and liabilities.

The organ of state assigning the power or function must ask the Financial and Fiscal Commission for their recommendations. The Financial and Fiscal Commission has 180 days to provide their recommendations. The organ of state is required to show they have considered these recommendations before they may assign the power of function. If the Financial and Fiscal Commission does not make their recommendations within 180 days, the organ of state is not required to wait for Financial and Fiscal Commission's recommendation to assign the power or function.

Furthermore, when draft legislation dealing with the assignment of functions to municipalities is tabled either in Parliament or a provincial legislature, it must be accompanied by the information specific in section 9(3) of the Municipal Systems Act, which reads as follows –

    9.   (3)   When draft legislation referred to in subsection (1) or (2) is introduced in Parliament or a provincial legislature, the legislation must be accompanied by –

  (a)   a memorandum –

     (i)   giving at least a three-year projection of the financial and fiscal implications of the assignment of that function or power for those municipalities;

     (ii)   disclosing any possible financial liabilities or risks after the three-year period;

     (iii)   indicating how any additional expenditure by those municipalities will be funded; and

     (iv)   indicating the implications of the assignment for the capacity of those municipalities; and

  (b)   the assessment of the Financial and Fiscal Commission referred to in subsection (1)(a) or (2)(a) as the case may be.

These processes can be very time consuming. The assessments required by section 9 of the Municipal System Act that have to be sent to the Financial and Fiscal Commission by an assigning Minister or MEC take time to compile. The involvement of Financial and Fiscal Commission involves further time. These assessments do, however, ensure that the funding implications of the assignment are properly considered, and the financial interests of municipalities are protected to some extent. When a Minister

or MEC makes an executive assignment, the processes set out in section 10 are slightly less onerous, and the fact that the Financial and Fiscal Commission is not involved reduces the amount of time required.

Note that when national government makes a legislative assignment in terms of section 44, it may be to municipalities in general or to categories of municipality (such as metropolitan municipalities), but it cannot be to specific municipalities. By contrast, when a province makes a legislative assignment in terms of section 104 it may be to municipalities in general, to a category of municipality or to specific municipal councils.

Given that libraries are a "function of exclusive provincial legislative competence" in Part A of Schedule 5, if national government wanted to assign any aspects of the function to local government, the legislation making the assignment would need to fall within the ambit of section 44(2) of the Constitution, i.e. it would need to deal with matters necessary to –

–   maintain national security, economic unity or essential national standards;

–   establish minimum standards required for rendering of services; or

–   prevent unreasonable action taken by a province which may negatively impact on other provinces.

It is difficult to see how national legislation, working within the above constraints, can be used to assign the libraries function either to all municipalities or a category of municipalities such as the metros.

It therefore falls to each province to decide whether or not to pass provincial legislation to assign the libraries function to municipalities in general or to specific municipalities. No provinces have indicated that they are considering a general legislative assignment of the libraries function to municipalities.

3.4.3.3 Executive assignment of functions

Section 99 of the Constitution empowers a Cabinet member to assign any power or function that is to be exercised or performed in terms of an Act of Parliament to a provincial executive council or to a municipal council. The assignment of a power or function by a Minister in terms of this section becomes effective upon proclamation by the President

Section 126 of the Constitution empowers a member of an executive council to assign any power or function that is to be exercised or performed in terms of an Act of Parliament or a provincial Act to a municipal council. An executive assignment by a MEC comes into effect upon proclamation by the Premier.

Both of these sections require agreements between the assigning and receiving parties, and that these agreements must be consistent with legislation in terms of which the relevant function is exercised or performed. This means that *before* a Minister or MEC can make an *executive assignment* of a function to a municipality, there needs to be either national or provincial legislation in place governing the performance of the function. *In the absence of national or provincial legislation governing the exercise or performance of a function that function cannot be assigned to a municipality by way of an executive assignment.*

When either a Minister or an MEC makes an executive assignment to a municipality, they will need to comply with the process set out in section 10 of the Municipal Systems Act, which reads –

> 10.   If a function or power is assigned to any specific municipality in terms of a power contained in an Act of Parliament or a provincial Act, or by agreement in terms of section 99 or 126 of the Constitution, the organ of state assigning the function or power must, before assigning the function or power, submit to the Minister and the National Treasury a memorandum –
>
> (a)   giving at least a three-year projection of the financial implications of that function or power for the municipality; and
>
> (b)   disclosing any possible financial liabilities or risks after the three-year period; and

(c)   indicating how any additional expenditure by the municipality will be funded.

How does this impact upon the libraries function? The following –

−   Given that libraries fall in Part A of Schedule 5, a national Minister is not empowered to make an executive assignment of the function to a municipality in terms of section 99 of the Constitution;

−   National legislation governing the libraries function can provide the basis for an MEC to make an executive assignment of the function to a municipality in terms of section 126 of the Constitution. It is desirable that national legislation regulates this aspect in order to ensure a uniform approach to executive assignments across the country;

−   In the absence of national legislation providing the basis for executive assignments by an MEC, each province would need to pass a provincial Act empowering the MEC to make an executive assignment of the function to a municipality in terms of section 126 of the Constitution.

In other words, in the absence of national or provincial legislation governing the libraries function, an MEC cannot assign the function to a municipality either by agreement in terms of section 126 of the Constitution, or in terms of a power conferred in the Act (because it is not there).

Section 17 of the Bill reads –

Assignment of functions

17.   (1)   The MEC may assign any function contemplated in section 8(c) to a municipality, subject to sections 126 and 156(1)(b) of the Constitution and sections 9 and 10 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), to achieve the objects of the Constitution and this Act.

(2)   A municipality may request the MEC to assign a function contemplated in section 8(c) to it, subject to sections 126 and 156(1)(b) of the Constitution and sections 9 and 10 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000), if such municipality, in the opinion of the MEC after consultation with the municipality, has the capacity to provide[23] library and information services in accordance with this Act.

Once the Bill has been passed and promulgated as an Act, it will empower an MEC in a province to assign the function to municipalities. Until such time, provinces can only conclude agency agreements with municipalities for the delivery of the function. These delegation/agency agreements should be replaced with executive assignment agreements once the Bill has been passed and promulgated.

3.4.4 Delegation and agency agreements

The Constitution also allows organs of state to delegate functions and enter into agency agreements where, for instance, a province will contract with a municipality to deliver a function or an aspect of a function on the province's behalf.

Section 238(a) of the Constitution allows any executive organ of state in any sphere of government to delegate any power or function to any other executive organ of state, as long as the delegation is consistent with relevant legislation.

Section 238(b) of the Constitution allows an executive organ of state in any sphere of government to perform any function for any other executive organ of state on an agency or delegation basis.

Although not explicitly stated, any such delegations will have to be on the basis of a written agreement between the respective organs of state, and such an agreement would need to deal with all matters relevant to the funding, management and monitoring of the delivery of the function.

---

23   The word "provide" should be changed to "administrate" so as to align with section 156(1)(b) of the Constitution, and also to emphasise that the municipalities are not required to fund the function if it is assigned to them.

In the absence of national or provincial legislation empowering an MEC to make an executive assignment of the libraries function to municipalities, the only legal option currently available is for the MEC to delegate the performance of the function or aspects of the function to a municipality. This would require an appropriate written agreement to be concluded between the parties.

3.4.5 Comments on options to deliver the function through municipalities

South Africa is a diverse country and therefore a general legislative assignment to all municipalities in a province is unlikely to be in the best interests of delivering the library function, given that certain municipalities do not currently have the capacity to take on the function.

Executive assignments are based on agreements with individual municipalities, and therefore the terms can be adapted to fit the specific needs of the municipality. The use of "one-size-fits-all" Service Level Agreements, however, defeats this objective. In fact they call into question whether the province is actually giving municipalities the opportunity to *agree* to the assignment, or simply imposing the assignment on them indiscriminately.

Most provinces need to apply an asymmetric approach to delivering the libraries function through municipalities, given that municipalities have widely differing capacities. Provinces that use executive assignments will be able to maintain powers to provide certain aspects of the service that are most effectively provided at the regional level and assign those that are most effectively provided at the local level, and according to the relative capacities of the municipalities.

Provinces can use executive assignments to implement a progressive decentralization process. This is unlikely to be practical through legislative assignments. In this regard, a province could start off assigning only a few matters to municipalities and then build the capacity of municipalities so they can take on more powers. This would be consistent with section 10A of the Municipal Systems Act. As the capacity of an individual municipality grows, the executive assignment agreement can be amended to assign more matters in line with the municipality's new capacity to deliver.

Provinces can use executive assignments to formalize the status quo where it is appropriate to do so. However, as already noted, they would need to put empowering legislation in place before this option is available to them.

At the time of the research Western Cape and Gauteng indicated that assigning the function through executive assignment is their preferred choice. Free State and KwaZulu-Natal want to use executive assignments with municipalities that want them.

None of the provinces had signed executive assignment agreements with municipalities for the libraries function. The reason given was that the funding municipalities require to deliver the assigned functions is not yet available. However, this is not a valid excuse. Such assignment agreements would ideally describe the process for the province to progressively take over the responsibility for funding the function. A more probable reason is that provinces do not want to commit themselves to actually taking on the responsibility for funding the function. As noted above, there is also currently a legal obstacle to such executive assignments, since none of the provinces have the necessary legislation in place empowering the relevant MEC to make executive assignments of the libraries function to municipalities.

Therefore, to formalise current arrangements using executive assignments, a province would need to pass a provincial Act empowering the MEC to make an executive assignment of the function to a municipality in terms of section 126 of the Constitution. The MEC would then conclude the assignment agreements, clearly outlining the funding responsibilities of the two parties and describing the process for the province to progressively take over the responsibility for funding the function.

Delegations and agency agreements differ from assignments as they do not involve legislative procedures. They allow for the same level of flexibility as executive assignments do, but are easier to revoke and/or cancel.

The certainty that comes with legislative assignments and to a lesser extent executive assignments cannot be created with delegations or agency agreements. Municipalities that provide library services

under delegation or agency agreements are therefore much less likely to take a long term view to managing and rolling out library services.

At the time the research for this project was conducted (August 2013), the only form of agreement between provinces and municipalities with regards to the libraries function were agency agreements, though in many instances there were no agreements in place at all.

3.5 Financial and fiscal considerations

3.5.1 Shifting funds with a shift of function in the Constitution

If the libraries function were to be shifted from Part A to Part B of Schedule 5 of the Constitution, then the funds for libraries in the baseline of the provincial equitable share would have to shift to the local government equitable share, and any national conditional grants for libraries would go directly to municipalities.

It is not clear what library funds are in the baseline of the provincial equitable share, but there is a very strong case to be made that it is substantially more than provinces currently budget for library services from their own funds (i.e. around R483 million in 2011/12). The argument would be that provinces are under-prioritising the function in their budgets, and that municipalities should not be penalised by this if the function is shifted. Based on current levels of spending by all three spheres of government on library services, about R3 billion[24] should probably be moved from the provincial equitable share to the local government equitable share should the function be shifted.

3.5.2 Transferring funds after an assignment

Unfunded mandates arise due to the failure to adhere to the very basic intergovernmental fiscal principle that when responsibilities are shifted from one sphere to another, then "funds follow function".

At present, the libraries function is for most municipalities an unfunded or an under-funded mandate.[25] Library services are not a municipal function, so the fact that provinces have not taken up their responsibility to fund the function has left municipalities carrying the cost. The process of formalising arrangements between the provinces and the municipalities needs to explicitly address the issue of funding.

At the time of writing there were no examples of assignments to municipalities of a provincial function. The Explanatory Memorandum to the 2013 Division of Revenue Act indicated that once the housing function had been assigned to the metros, the Human Settlements Development Grant would be transferred directly to them. That assignment won't be finalised before September 2013, and therefore lessons cannot be drawn from that yet.

The legislation is unclear as to whether funds can be transferred from national government to a municipality once a function has been assigned, but not shifted, to the municipality. Section 227 of the Constitution states that each province and municipality is entitled to an equitable share of revenue to enable it to perform the functions *allocated to it*. A shift of a function by a change to the Constitution, e.g. moving libraries from Part A to Part B of Schedule 5, would mean that the function is taken away from provinces and allocated to local government. If that were to happen, then all funding associated with the function would need to move as well. This would mean that baseline amounts in the provincial equitable share related to the libraries function would need to shift to the local government equitable

---

[24] This is based on what provinces, municipalities and national government currently allocate to the libraries function – see Chapter 4.

[25] It has been argued that because the libraries function has not been properly *assigned* to municipalities, it cannot be an *unfunded mandate* for municipalities because, legally speaking, they do not have any mandate to perform the function. This is, however, splitting hairs. The *de facto* situation is that provinces have failed to take on the responsibility for funding the function and left municipalities to do so – so by virtue of the provinces' failure, the municipalities have been left with an unfunded mandate.

share, and national government would direct any libraries conditional grants to municipalities and not the provinces.

Whether the assignment of a function by legislation or by executive decision to a municipality means the function has been *allocated* for purposes of interpreting section 227 of the Constitution can be debated. One argument would be that the constitutional allocation of the function remains in place, and so the allocation of funds through the equitable share process would not be affected by the assignment of the function. It could be argued that the legislation or agreements assigning the function would have to set out how the movement of funds in relation to the assignment will be managed. The counter argument would be based on the principal of "funds follow function". This position maintains that all funds related to the function need to shift with the function when it is assigned to another organ of state. Those holding this position might point to the fact that the Financial and Fiscal Commission has to be consulted prior to making an assignment, which would not be necessary if the flow of funds were not affected by the assignment.

There is a third, more nuanced position which fits the structure of the intergovernmental fiscal system better than the previous two. It consists of the following elements –

   i. If the assignment is a general legislative assignment by an Act of Parliament to local government as a whole or to a category of municipalities, then equitable share and conditional grant funds should follow the function, i.e. be removed from provinces and allocated to the local government equitable share, or in the case of national conditional grant flow from national government to the municipalities.

   ii. If the assignment is a legislative assignment by a provincial Act, then the equitable share and national conditional grant funds would continue to flow to the province. The reason for this is that the Constitution allows provincial legislation to assign a function to one or more municipalities, and also not all provinces may assign the same aspects of the function to municipalities. In fact, some provinces may not assign the function at all. The division of revenue process is not designed to accommodate this level of differentiation, and so it would be more practical to maintain the flow of funds to the province. The province would then manage the onward flow of the funds to the municipalities it has assigned the function to.

   iii. If the assignment is an executive assignment either in terms of legislation or in terms of sections 99 and 126 of the Constitution, then the equitable share and national conditional grant funds would continue to flow to the province for similar reasons as mentioned under ii. above, and the province would manage the onward flow of the funds to the municipalities it has assigned the function to.

The Systems Act requires the Cabinet Member, Deputy Minister or MEC initiating an assignment to "take appropriate steps to ensure sufficient funding". Clearly, the issue of funding would need to be settled by agreement between the parties, but the point of departure should be that the province is responsible for fully funding library services up to a specified standard, and that any municipal funding would be to raise the level of service delivery above that standard.

In the case of an assignment by a province, the municipality will want the province to specify the source of funds the province will use to fund the municipality for performing a service on its behalf. The province can commit its provincial equitable share and own revenues, but it would not be able to commit the national grant funding – because national government controls both the quantum of this funding and the conditions for its use. The agreement may, however, cover the issue of the national conditional grant, and whether the municipality will be responsible for managing it or not.

3.5.3 Municipal funding of an assigned function

Strictly speaking, municipalities are not required to fund any functions that have not been explicitly allocated to them in the Constitution. However, once a function has been assigned to a municipality, it is responsible for the function and legally entitled to use its own sources of revenue to perform the function.

Indeed, an advantage to provinces of assigning the function is that a significant number of municipalities will continue to top up their allocation from the province with their own sources of revenue. Municipalities have historically spent their own funds on the libraries function, and are likely to continue doing so. The libraries budget therefore will be larger than the provincial contribution.

Currently, a municipality that performs the libraries function in the absence of an assignment could be challenged by its community for using their fees and resources to perform a provincial function. Some municipalities noted that the Auditor-General has queried municipal expenditure on libraries in the absence of a service level agreement between the municipality and the province, suggesting that the expenditures are unauthorised expenditure and therefore grounds for qualifying a municipality's annual financial statements.[26]

If these reports are accurate, the Auditor-General is wrong in this regard. In terms of the Municipal Finance Management Act, the definition of unauthorised expenditure is as follows –

> ''unauthorised expenditure'', in relation to a municipality, means any expenditure incurred by a municipality otherwise than in accordance with section 15 or 11(3), and includes—
> (a) overspending of the total amount appropriated in the municipality's approved budget;
> (b) overspending of the total amount appropriated for a vote in the approved budget;
> (c) expenditure from a vote unrelated to the department or functional area covered by the vote;
> (d) expenditure of money appropriated for a specific purpose, otherwise than for that specific purpose;
> (e) spending of an allocation referred to in paragraph (b), (c) or (d) of the definition of ''allocation'' otherwise than in accordance with any conditions of the allocation; or
> (f) a grant by the municipality otherwise than in accordance with this Act

So if the municipality has a budget vote in place for library services, and the municipal council appropriates funds to that vote, then spending the funds in that vote for library services is not unauthorised expenditure. All municipalities that spend funds on libraries have a budget for "Libraries and Archives" under the "Community and social services" vote – because this is what is prescribed by Schedule 1 (the formats for municipal annual budgets) of the Municipal Budget and Reporting Regulations issued by the National Treasury.

In addition, the Constitution requires that a municipality must structure and manage its administration, budgeting and planning processes to give priority to the basic needs of the community, to promote the social and economic development of the community, and participate in national and provincial development programmes. Therefore a municipality is perfectly within its rights to choose to allocate funds to library services.

3.6 General observations on managing the libraries function

This section presents some general observations regarding the management of the libraries function. It is based on issues that were observed during the research, or raised during the interviews. What is clear is that the assignment of the libraries to provinces by the Constitution has caused a large measure of confusion, given the fact that the service was historically performed by municipalities. It is also evident that if provinces were to embrace their responsibilities and provide the necessary leadership, most of the issues confronting the sector can be resolved.

---

[26] In the Eastern Cape we received reports that the Auditor-General was of the view that municipalities who spent funds on the libraries function where making "unauthorised expenditures" and was therefore threatening to qualify their annual financial statements.

A summary of how the function is being managed in each province is presented in section 3.7.

3.6.1 An un-prioritised mandate

Many provincial and municipal, and even some national, role players in South Africa describe the libraries function as an "unfunded mandate". The term is used to suggest that national government has not made resources available to fund it.

As discussed above, provinces receive the provincial equitable share and can raise some own revenue. They are required to use these resources to provide the services and deliver the functions allocated to them by the Constitution. Public libraries are assigned by the Constitution to provinces, and therefore the service is "funded" through the provincial equitable share and the mandates provinces have to raise own revenues. So from a provincial perspective, the libraries function is not and cannot be an unfunded mandate. It is a mandate that provinces are required to fund. Only if national legislation imposes further spending responsibilities on provinces in respect of the function could provinces then argue that those further spending responsibilities are unfunded.

The real issue is that provinces have not prioritised public libraries in the allocation of resources in their budget processes. Therefore, from a provincial perspective, the libraries function is an "un-prioritised mandate".

From a municipal perspective the libraries function is an unfunded mandate. It is not a municipal function, and yet they are being forced to fund the function because the provinces have not stepped up to their responsibilities. Municipalities, of which there are apparently many, that are threatening to stop funding libraries have every right to allocate those resources elsewhere in their budget. This would be disastrous for the function if provinces do not start to prioritise the function properly in their budgets.

A worrying finding of the research is that most provinces expect municipalities to continue making substantial budget contributions to the service. Limpopo, Mpumalanga, Northern Cape, Eastern Cape and the North West have done little to formalise arrangements between the province and the municipalities that deliver the service – libraries have been left in legal limbo. Gauteng has had discussions to formalise, but argues that it does not have sufficient resources to do so.

And yet, all of these provinces are funding the construction of libraries infrastructure (mostly from grant funds), which in most instances gets transferred to municipalities. Municipalities are expected to maintain the new assets. While the provinces do contribute to funding these new libraries, the municipalities are expected to deal with the shortfalls and the contingent liabilities associated with the services: if books are lost it becomes a municipal problem, if the community become unhappy with something about the service it is a municipal problem and so on. As the service is mandated to provinces, the liabilities for the service should rest with them.

3.6.2 Provinces have not developed their capacity to deliver the function

Government departments that are effective have – (i) competent officials who understand the service and the administrative processes they must follow; (ii) established systems and procedures; and (iii) political leadership that is enabling. The first two aspects are only established if there is continuity in staff and a commitment to implement and use functional systems.

Most provinces have not given sufficient attention to establishing the departmental capacity needed to provide quality library services. Therefore, even where provinces provide libraries, equipment and staff to municipalities, many of the key linkages that ensure value is delivered are missing. For instance, most provinces have what appear on paper to be good collection development systems, but often it takes two years from the time a book is selected to when it is delivered to a library, by which time it is outdated and no longer sought by those who originally asked for it.

3.6.3 Professional development

Professional development in the libraries sector has been neglected. In the context of the above two points this should not be surprising, but it is a concern. No one is taking responsibility or thinking

strategically about how to provide access to professional capacity building opportunities. It is something that is getting lost between the large cracks that exist. Much of the training that happens was reported to be ad hoc, organised at short notice and not of an acceptable quality.

A large proportion of the workforce is appointed on contract, because they are funded by the conditional grant – which is an uncertain funding source. Understandably, they move around a lot and do not stay in one place long enough to get the experience and learn important soft and hard skills needed in the sector.

3.6.4 Protecting the libraries grant

Provincial treasuries are of the opinion that the Community Library Services Conditional Grant should be seen as a short term solution for the libraries service sector, and that it should eventually be rolled into the provincial equitable share. There is a strong possibility that provincial treasuries are pushing in this direction because it will enable them to shift the funds around to different functions (and away from libraries), given that the provincial equitable share is an unconditional transfer. It also means that the funds would not be subject to any conditions, and if the province fails to spend them within the financial year they do not have to be returned to national government.

The Community Library Services Conditional Grant was introduced to ensure provinces used the funds only for public libraries; they could not legally divert them to other areas of spending. Provinces are not funding the libraries function adequately, and so national government stepped into the gap. There is not much evidence to suggest that provinces have "changed their ways" and are increasingly taking on their funding responsibilities. Indeed, certain provinces have decreased their equitable share contributions to the library function in light of the grant. It is therefore submitted that the grant should not be rolled into the provincial equitable share. Instead, it should be used to leverage provincial allocations to the libraries function by requiring provinces to make matching allocations from their own funds in order to receive the grant.

3.6.5 Threats by municipalities to withdraw funding

Eastern Cape, KwaZulu-Natal and the Northern Cape have experienced threats from certain municipalities to terminate funding for the service. These incidents have sparked similar threats from other municipalities. There is clearly a latent energy in many municipalities to withdraw funding from the service. Potentially, it will take just a few municipalities to stop funding the service to trigger a chain reaction.

Given the current economic circumstances, municipalities, like other spheres of government, are being forced to cut budgets, and as libraries are not a municipal function municipalities are increasingly questioning why they should allocate funds to it. There is no legal basis that national government or provinces could use to stop municipalities withdrawing their funding for the service.

3.6.6 Asymmetrical solutions are necessary

There are three different approaches provinces have taken to the service: provincialising it, funding it through transfers to municipalities and providing the necessary inputs for the service to municipalities (e.g. paying the salaries of and placing librarians in municipalities, paying for IT infrastructure). The Western Cape is moving steadily towards provincialising the funding of the service, while the Free State and KwaZulu-Natal are provincialising the service. The other provinces provide limited subsidies to municipalities or provide inputs, such as staff. What is evident is that there is no "best practice", and different contexts need very different approaches to the service. However, the provinces need to negotiate with municipalities on what approach to adopt, and agreements between provinces and municipalities need to be formalised.

3.6.7 Collection development mismatches

A very worrying effect of the current arrangements is the mismatch between the collections delivered to libraries and the collection that is wanted by the library users. Most librarians noted that much of the

collection they get from the province is not used because there is no demand for it, whereas books that are requested are not provided by the province (large print books, Afrikaans fiction books and local area collections were specifically mentioned). Therefore book shortages are not purely a funding issue but more a matter of not spending funds for books smartly.

Libraries should be a place where communities can go to access books that meet their needs. The current application of some collection development criteria and policies that cause unwanted books to crowd out collection budgets is problematic.

3.6.8 Transferring more funds would buy more value

As mentioned above, most provinces make in-kind transfers to municipalities e.g. placing librarians and paying their salaries; buying books and equipment. Although it only goes some way to fulfilling the responsibility of provinces to the service, it does help municipalities. Municipalities with well-developed capacity in their libraries division would be able to buy more value if at least some of this money was transferred directly. Three examples are pointed out:

i. *Placement of librarians*: in many cases, the provinces place librarians who are not suitable for the community they will serve or compatible with other staff. This would be picked up if the municipality recruited the staff, but they have no role in the provincial recruitment process. Also, provincial recruitment processes tend to be very slow, so when such a staff member leaves, the province is very slow to replace them – leaving a service gap.

ii. *Collection development*: if municipalities were given more direct control over the procurement of their collection, they would be able to ensure that urgent and very particular requests for books from their communities were addressed.

iii. *Managing service providers:* provinces provide and maintain equipment used in the provision of the service, particularly the IT-related equipment and systems. This is fine until the equipment breaks down and a technician needs to be called to fix the problem. The municipality has to go through the province, which typically creates an unnecessary delay. Often the result is that communities are deprived of access to computer, photocopy and internet services for extended periods. If municipalities were given the funds and mandated to care for the equipment themselves, they would be able to use municipal technicians and deal with the problem much more efficiently.

3.7 Provinces' approaches to managing the libraries function

This section summarises the approach of the different provinces to the libraries function.

i. Eastern Cape

The preference of the province is to continue working with municipalities, but there has been no policy decision taken at a political level in this regard.

The province pays for some books, staff, training, the operational costs of ITC, stakeholder meetings and big renovations and new libraries. The municipalities cover maintenance, security, water and electricity. Some municipalities also cover staff. The two metros seem to carry the full cost of the function, without any provincial support.

The province procures books, as do most municipalities (from their own funds).

ii. Free State

The Executive Council took a decision in 2011 to provincialise the service where municipalities don't want to perform it, and assign it through executive assignment where the municipalities do want to perform it. This decision is currently being progressively rolled out within available resources.

The province has a Libraries Act, but it was never funded and therefore only exists on paper.

Most libraries were built by the province and remained assets of the province, so do not need to be transferred. In some municipalities the library is part of a municipal building and the province will move the library into a new building as funds to build new libraries become available. Municipalities that want to hand the function over will not replace staff who leave – province will replace them.

The province will enter into executive assignments once it has sufficient funding. At the time of the research few municipalities have even signed service level agreements with the province, as the municipalities want more certainty, which the province cannot give as most of the transfers it makes to municipalities are funded by the conditional grant. Municipalities whose transfers are from the provincial equitable share have signed service level agreements.

Currently the province pays for a significant proportion of the staff, ICT infrastructure, books, new libraries and training. The province procures books for all municipalities in the province. Those municipalities that want to continue performing some role in the function contribute resources to the book collection.

iii. Gauteng

The province's stated preference is to assign the function to municipalities through executive assignment. The municipalities have accepted that approach to managing the function, and many have requested executive assignments to be finalised. A lack of funding was cited as an obstacle to proceeding with executive assignments.

The Executive Council approved the policy for public library and information services in January 2013. The policy supports the executive assignment of the function to municipalities that have the capacity to render the service by agreement. The policy informs the Gauteng Public Library and Information Services Bill that is currently in the process of consultation with stakeholders. To supplement the Bill, the province is currently drafting provincial norms and standards for libraries, and is also in the process of drafting standard library by-laws in partnership with municipalities in Gauteng in line with the principles of the approved policy and draft legislation

The province has limited institutional capacity and transfers funds from the provincial equitable share and conditional grant to the municipalities. The transfers from the province top up existing expenditure at the municipal level. Municipalities make all the purchases required for libraries from those funds, including infrastructure and book collections. The province will transfer funds for targeted needs when they arise, such as staff training. The provincial equitable share and the conditional grant transferred from the province must be accounted for separately by the municipalities.

At the time of the research, the province had decided it will build new libraries for municipalities and will no longer transfer the funding for that.

iv. KwaZulu-Natal

The stated preference of the province is that municipalities with the capacity to perform the function should continue to do so, and where the capacity does not exist the province will provincialise the function. At the time of the research the province was piloting the full provincialisation of the service in one district (five local municipalities).

The province procures books, provides computers and access to internet in municipalities and builds new libraries for municipalities. Some municipalities also procure their own books and fund infrastructure. The province transfers funds to municipalities, which covers the costs of some salaries.

v. Limpopo

Despite Limpopo being one of two provinces with a provincial libraries Act, it has not committed itself to a position on how to perform the function. The libraries division in the Department of Sports, Arts and Culture has suffered from staff turnovers and institutional instability. Salaries and overheads of the division are paid for from the provincial equitable share, but the division relies on the conditional grant for the majority of its operational expenditure. The province has not established the institutional capacity that is required to support the service, and relies on municipalities to perform the function.

The province has a generic Service Level Agreement that municipalities effectively need to accept or lose any support. Municipalities that are pro-active enough can make minor amendments to the agreement.

The province does not transfer funds to any municipality. Municipalities indicated that they were told by province that this was because they do not have unqualified audits. However, the province told the research team that this was because the province did not want to burden municipalities with additional responsibilities. Clearly, there is an issue here.

The province builds libraries, provides some staff, IT infrastructure and internet access, subscriptions to newspapers and magazines and also buys books for municipalities. Municipalities are expected to cover all operational costs. Many municipalities provide additional staff and add to the books the province provides.

vi. Mpumalanga

The province has not taken a position on how the function should be performed. The province has signed a standard "affiliation agreement" with all municipalities. It is not clear whether this is structured as an assignment, a delegation or is modelled on the pre-1993 "affiliation agreements" that the old order provinces had with municipalities. The province has stopped transferring funds to municipalities.

The province provides IT infrastructure and internet access, books, some staff and equipment. The province builds libraries and equips them with furniture and books, but municipalities are expected to maintain the libraries and cover the bulk of operational costs. Some municipalities top up their book collection with their own resources.

vii. Northern Cape

The province has not taken a decision on how it will take the function forward. Currently the province transfers funds to all municipalities from the conditional grant and the provincial equitable share.

The province buys books, provides IT infrastructure and internet connectivity for municipalities and builds and equips new libraries. Municipalities are expected to fund the bulk of operational expenses from their own resources. The province also runs a number of container libraries itself.

The provincial department does not have sufficient capacity to provide support to municipalities or provide library services at the level of professionalism required.

viii. North West

The province does not have a position on where the function should lie. At one stage it had Service Level Agreements in place with all the municipalities, but these are now outdated. Where such agreements are not in place, the province relies on old provincial ordinances to oversee the function.

The province buys books for municipalities, builds new libraries, pays for seconded staff and provides ICT infrastructure and access to the internet. The province transfers funds to municipalities from its provincial equitable share which they can use for operational expenditure. Municipalities are expected to cover the bulk of operational expenses and maintain the libraries.

ix. Western Cape

The province has stated its commitment to assigning the function to municipalities through executive assignment, and is currently phasing that decision in. In 2011 the province introduced the "Municipal Replacement Funding" out of the provincial equitable share. The aim is to replace municipal funding in the poorest 15 municipalities in the province, who also have the smallest library budgets. This has nearly been achieved, and the province intends moving to replacing municipal funding in other municipalities. Currently those municipalities that are not part of this process cover the bulk of operational costs from own sources.

The province also transfers funds to municipalities from the conditional grant, including those who receive the Municipal Replacement Funding. Different conditions apply to the different transfers.

The province buys books for municipalities and pays directly for ICT infrastructure and access to the internet in all municipalities except the metro. All other expenditure, including new infrastructure, is transferred to and managed by municipalities.

3.8 Recommendations regarding the Schedule 5A issues

Based on the above explanation of processes related to the management of library services, a function listed in Part A of Schedule 5 of the Constitution, the following recommendations are made regarding the future management of the function:

a. Given the intergovernmental system established by the Constitution, the placement of libraries in Part A of Schedule 5 of the Constitution is appropriate and in the best interest of ensuring equitable access to library services across the country. Moving the function to Part B of Schedule 5, thereby making it a local government function, would be disruptive to the function and undermine equitable provision of the service, especially in those municipalities that do not have the required capacity or are focussed on other priorities.

b. Libraries are a very valuable social resource, giving job seekers, entrepreneurs, students and learners access to information, the internet and photocopy facilities, in addition to serving the reading needs of clients. They therefore play a very important role in fostering social and economic development. In light of this, pressure needs to be placed on provinces to fund the function properly from their own funds (which includes their equitable share). To do this, the Department of Arts and Culture needs to develop indicative funding norms for library budgets, and then analyse and publish comparative information on provincial funding of libraries. The Department also needs to explore whether it can use the proposed South African Public Library and Information Services Bill to specify norms and standards that will have the effect of forcing provinces to budget adequately for library services.

c. National government should resist calls to roll the Community Library Services Conditional Grant into the equitable share. Rather, national government should explore whether the grant can be used to leverage greater provincial allocations to the libraries function by requiring provinces to make matching allocations from their own funds in order to receive the grant.

d. When the Bill has been enacted, it will empower an MEC in a province to assign the function to municipalities. Provinces should seek to formalise any delegation and agency type arrangements into executive assignments as soon afterward as possible.

e. Provinces need to adopt a differentiated approach to delivering the libraries function. The province needs to take full responsibility for the function in those municipalities that do not have the capacity to administer the function, while it *must* assign the function to those municipalities that do have the capacity to administer it (see section 156(4) of the Constitution). However, with assignment, provinces must comply with the principle "funds follow function", and take responsibility for funding the function, whether they provide it directly or transfer the funds to municipalities that provide the function.

f. All provinces must engage with municipalities that deliver the libraries function and put appropriate delegation/agency agreements in place. The fact that a province's budget for libraries is inadequate is not a valid excuse for not putting in place such agreements. If the province does not have adequate funds, then the agreements should deal explicitly with this issue, and set out a time-table for when the province will fully fund the municipality for delivering the function on its behalf.

g. The abovementioned delegation/agency agreements should be replaced with executive assignment agreements once the necessary legislation is in place. Again, the fact that a province's budget for libraries is insufficient to fully fund the function is no excuse for not putting executive assignments in place (provided the necessary legislation is in place).

Case study 4: GP – Sicelo Library

Project name: Sicelo Library
Cost: Estimated R6 million
Location: Midvaal LM, Sicelo Township

This is a plain but very functional library. From the outside it does not look like a place where much goes on, but once you walk inside that impression disappears. It is well located in the same precinct as the community hall, so security is good. It is a relatively small library (346 m^2), beautifully equipped and well maintained. Small, narrow windows all around the library provide good lighting, and despite the low roof it is well ventilated.

It is clear that the municipality chose to invest less in the building itself and more in the furniture, equipment and finishing. This is definitely a "value for money" approach, since it is the latter that makes a real difference to the library experience.

When one compares what the community is getting for R6 million, compared to the building costs of many of the other libraries viewed, it calls into question the cost of those other libraries.

The libraries in Midvaal are worth visiting just to see the quality of the equipment and finishings (including leather couches). It makes one want to come to the library and use the equipment (sit on the chairs, work at the desks).

Sicelo Library entrance

Inside Sicelo Library

This is the view from the circulation desk. Notice the good visibility from the desk. To the left is the children's area. The internal design of the library allows for flexibility in layout.

Chapter 4
Review of spending on public libraries – 2005 to 2011

4.1 Introduction

This chapter reviews expenditure on public libraries between 2005/06 and 2011/12. The expenditure data was obtained from National Treasury's provincial and local government databases. Data reported through the Basic Accounting System was also analysed. However, this latter set of data is not consistent with the budget and expenditure data, and is therefore not used.

As noted in the previous chapter, given that libraries are a provincial function, the service should be funded from provincial own funds, directly or through transfers to municipalities. Provincial own funds include the provincial equitable share and own revenues. From 2007/08 provinces have received the Community Libraries Services Conditional Grant, which is funded from national government's share of revenue. Municipalities continue to fund library services as well.

A key question is: Are provinces progressively taking over the responsibility of funding the function?

4.2 Provincial discretion to prioritise spending on public libraries

The Constitution entitles provinces to an equitable share of nationally raised revenue. They receive this through the provincial equitable share. The total value of the provincial equitable share is determined through the budget process. The value of the provincial equitable share in comparison to the proportions of nationally raised revenue allocated to national government and local government is a political decision, informed by the factors set out in section 214 of the Constitution. Once the overall provincial equitable share has been determined, then the share that each province receives is calculated by a formula.

Provinces are also entitled to raise own revenues. Their total own revenues are a small proportion of their total income. The provincial equitable share and own revenues are described as "provincial own funds". Provinces have discretion over how they allocate their own funds. The structure of the intergovernmental fiscal system enables each province to decide what proportion of its own funds to allocate to different priorities. However, provinces' discretion over the allocation of their own funds is constrained by regulated national norms and standards and inflationary pressures. In addition, certain types of expenditure create long term budget commitments, which also constrain the discretion provinces have to move money between priorities. The most notable of these is expenditure on salaries. Salaries are usually the first budget item that provision is made for in any budget.

In addition to own funds, provinces are allocated conditional grants. Provinces can only use conditional grant funds for purposes determined by national government in the grant frameworks. Generally, conditional grants should be short term sources of funding that address specific priorities. Once the priority has been addressed, the funds should be added to the provincial equitable share, or the grant should be discontinued. The Community Libraries Services Conditional Grant was introduced to address the funding problem created by the constitutional assignment of libraries to provinces, despite the fact that they had historically been funded from municipal budgets. The intention behind the grant was to enable provinces to increase allocations to the service, given its importance, and because up till then provinces were not prioritising sufficient resources for the function from their own funds. These funds were allocated through a conditional grant to ensure provinces used the funds for public libraries, and could not legally divert them to other areas of spending.

Budgets in all three spheres of government are allocated over three years, known as the medium term expenditure framework (MTEF). The first year of the MTEF is the appropriated budget, and is signed

into law after it is approved by Parliament or the provincial legislature, as the case may be. The second and third years of the MTEF are indicative allocations. At the start of a new budget process, provinces are advised by National Treasury on how they should prepare the budget for the new MTEF. The second and third year become the first and second year of the new MTEF respectively. The third year of the new MTEF is calculated by increasing the second year by a percentage that is based on inflation forecasts. These three budget numbers are the baseline MTEF for the new budget year.

From about 2002 until the 2010 budget, the budget process was essentially about bidding for additions to the baseline. Since 2010, departments have been required to identify savings in their baselines that can be reprioritised. This change was necessary, as government has had few additional resources to add to baseline spending due to the economic crisis of 2008.

Additions to baselines for provincial functions can either be added to the provincial equitable share or to conditional grants. Provinces are advised by National Treasury as to how the additions to baseline to the provincial equitable share should be allocated. These are sometimes referred to as earmarked allocations, but in practice provinces are not legally obliged to allocate them in line with the nationally agreed priorities – it is more a matter of persuasion and intergovernmental co-operation.

Provinces have no discretion over how to allocate additions to conditional grants, however, whether these are new grants or additions to existing conditional grant baselines.

The amount of money provinces allocate to a service in their budget signals the relative value they place on the service versus other services. The above explains why provinces cannot make wholesale changes to budgets each year. It also illustrates why changes in budget allocations generally happen slowly. It is therefore necessary that analyses of government expenditure take a long term view.

4.3 Provincial spending on public libraries

All provincial expenditure data in this chapter is taken from the National Treasury Provincial Budget Database. Most provinces fund libraries through the budgets of the Departments of Sports, Arts and Culture. In some provinces that department is also called the Department of Sports, Arts, Culture and Recreation or the Department of Cultural Affairs and Sports. In most provinces, allocations to libraries are made through the Libraries and Archives Services Programme. In some provinces the sub-programme has a slightly different name.

The information in the National Treasury Provincial Budget Database only disaggregates between the Library Services sub-programme and the Archives sub-programme, but does not disaggregate line items for these respective sub-programmes. The analysis of line item expenditures below show the total allocations to the Libraries and Archives Services Programme less a pro-rata amount attributable to the archives function. However, the analysis of provincial transfers to municipalities uses the total "transfers to municipalities" amounts, as it is assumed these amounts are for the libraries function, since provinces do not generally make transfers to municipalities in relation to the archives function.

4.3.1 Total provincial expenditure

Total provincial expenditure on the Library Programme amounted to just under R1 billion in 2011/12, up from R256 million in 2005/06. This includes provincial own funds and funds provinces received from the Community Library Services Conditional Grant, as well as the transfers provinces made to municipalities.

The following table shows the total provincial expenditure on public libraries by province. The right hand column shows the annual average growth in spending between 2006/07 and 2011/12.

Table 2:   Provincial expenditure on the Libraries Programme

R thousand	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Annual average growth
Eastern Cape	14 515	36 870	53 520	70 628	85 841	107 908	156 567	49%
Free State	40 660	38 796	47 914	52 543	70 291	76 088	91 301	14%
Gauteng	11 334	13 223	36 369	43 888	56 589	63 619	66 267	34%
Kw aZulu-Natal	56 512	65 273	82 263	96 415	98 570	128 242	153 226	18%
Limpopo	15 767	16 355	33 117	44 549	60 286	62 354	61 264	25%
Mpumalanga	12 121	13 731	32 281	46 461	72 563	84 257	76 878	36%
Northern Cape	8 328	10 384	34 879	48 116	63 451	66 211	86 914	48%
North West	42 867	62 963	83 347	111 844	89 477	79 389	96 336	14%
Western Cape	54 295	55 897	78 805	98 342	109 523	113 902	152 830	19%
Total	**256 400**	**313 491**	**482 495**	**612 785**	**706 592**	**781 971**	**941 584**	**24%**

Source: National Treasury, Provincial Budget Database

Between 2005/06 and 2011/12, the annual average growth in provincial expenditure on library services was 24 per cent. This is well above inflation, and almost ten per cent above the annual average growth in total provincial expenditure of 14.8 per cent. This suggests that, generally, provinces appear to be prioritising the function in the allocation of resources. However, there is a strong possibility that much of this growth must be attributed to the introduction of the Community Library Services Conditional Grant. This is highlighted by the significant step-up in spending in 2007/08, which is when the grant was introduced.

Looking at the individual provinces' numbers, it is clear that there are significant disparities between provinces' spending on libraries. What is encouraging is that some the provinces that started from very low bases in 2005/6 have shown significant growth, notably the Eastern Cape, Northern Cape and Mpumalanga. Also encouraging is that there has generally been steady growth in allocations, except in North West, Mpumalanga and Limpopo towards the end of the period.

The following figure shows allocations to the Libraries Programme as a percentage of total provincial expenditure. This gives an indication of how the provinces are prioritising spending on libraries relative to other functions.

Figure 3: Expenditure on the Libraries Programme as a percentage of total provincial expenditure
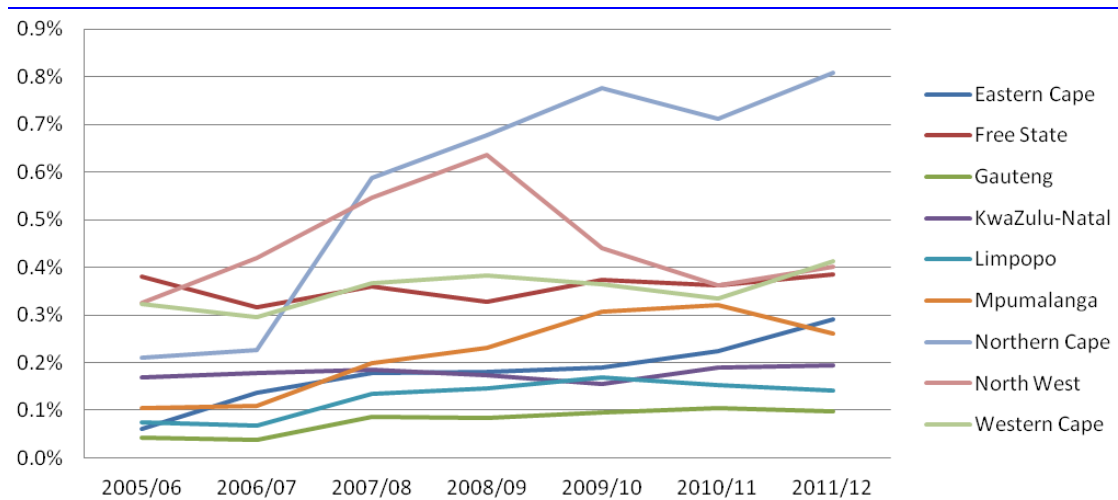
All provinces allocate less than one per cent of their total provincial expenditure to library services. Of all the provinces, Gauteng spends the lowest percentage of its budget on libraries at just less than 0.1 per cent in 2011/12, followed by Limpopo and KwaZulu-Natal. The Northern Cape spends the largest

percentage of its budget on libraries at just over 0.8 per cent in 2011/12. This is more than twice the level of spending of the second highest province, Western Cape.

An upward movement in the graph lines indicates that provinces are giving increase priority to funding library services. Eastern Cape and Northern Cape are the only provinces where there has been a steady increase in the libraries proportion of provincial spending across the period. North West's spending on libraries has varied widely over the period.

4.3.2 Provincial expenditure funded from own sources

National government introduced the Community Library Services Conditional Grant in 2007/08 in order to ensure that additional funding intended for library services was actually spent on libraries by the provinces. A condition of the grant was that each province had to at least maintain the budget baseline of the Libraries Programme at the time the grant was introduced, i.e. 2006/07. The relevant condition in the grant framework reads as follows: *The funding must not be used as a replacement funding that provinces have to allocate to public libraries.*

Have provinces adhered to this condition? Or have they decreased their allocations from own funding, in effect "hollowing out" the benefit of the conditional grant?

Table 3 shows the provinces' allocations to the libraries programme from own sources. These numbers are calculated by subtracting each province's annual expenditure of the conditional grant from their total expenditure on the libraries programme shown in Table 2.

2006/07 is highlighted in grey as it is the baseline against which to measure provinces' compliance with the condition that they should not use the conditional grant funding to replace their own funding allocations to the libraries function.

Table 3:   Expenditure on the Libraries Programme from provincial own sources

R thousand	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Annual average growth
Eastern Cape	14 515	36 870	43 053	34 727	36 013	59 782	64 432	28%
Free State	40 660	38 796	31 663	23 624	30 100	30 854	45 883	2%
Gauteng	11 334	13 223	17 932	10 522	9 251	12 581	11 281	0%
Kw aZulu-Natal	56 512	65 273	68 296	71 662	67 973	86 981	103 782	11%
Limpopo	15 767	16 355	21 450	4 504	6 841	10 285	10 886	-6%
Mpumalanga	12 121	13 731	9 708	12 715	16 028	13 313	14 418	3%
Northern Cape	8 328	10 384	13 102	13 228	5 875	4 847	13 744	9%
North West	42 867	62 963	67 818	72 585	48 066	31 391	39 215	-1%
Western Cape	54 295	55 897	62 157	67 054	68 450	64 264	104 136	11%
Total	**256 400**	**313 491**	**335 179**	**310 620**	**288 598**	**314 299**	**407 778**	**8%**
Compliance with the conditional grant condition: *Percentage difference between annual allocations can the 2006/07 baseline*								Over the 5-years
Eastern Cape			16.8%	-5.8%	-2.3%	62.1%	74.8%	29.1%
Free State			-18.4%	-39.1%	-22.4%	-20.5%	18.3%	-16.4%
Gauteng			35.6%	-20.4%	-30.0%	-4.9%	-14.7%	-6.9%
Kw aZulu-Natal			4.6%	9.8%	4.1%	33.3%	59.0%	22.2%
Limpopo			31.2%	-72.5%	-58.2%	-37.1%	-33.4%	-34.0%
Mpumalanga			-29.3%	-7.4%	16.7%	-3.0%	5.0%	-3.6%
Northern Cape			26.2%	27.4%	-43.4%	-53.3%	32.4%	-2.2%
North West			7.7%	15.3%	-23.7%	-50.1%	-37.7%	-17.7%
Western Cape			11.2%	20.0%	22.5%	15.0%	86.3%	31.0%
Total			**6.9%**	**-0.9%**	**-7.9%**	**0.3%**	**30.1%**	5.7%

Source: National Treasury, Provincial Budget Database

The lower half of Table 3 shows the percentage difference between the 2006/07 baseline and the subsequent years' allocations. The blue highlighting between 2007/08 and 2011/12 indicates the years in which provinces' own funding allocations to the libraries function were lower than the 2006/07 baseline. The right-hand column in the lower half of the table shows provinces' total allocations between 2007/08 and 2011/12 as a percentage of five times their 2006/07 allocation. This indicates whether provinces have complied with the grant condition in aggregate over the five years.

Looking at provinces' own revenue expenditures on the libraries function, Table 3 shows the following –

–   Aggregate provincial funding of libraries from own funds grew from R256 million in 2005/06 to R407 million in 2011/12. This gives an annual average growth rate of 8 per cent, which is well below the 14.8 per cent growth in total provincial expenditure. This indicates that, on aggregate, provinces have not been prioritising the libraries function in the allocation of own funds.

–   The Eastern Cape is the only province whose allocation from own funds has increased faster than the average annual growth in total provincial expenditure. This means that it is the only province that is prioritising the libraries function relative to all other provincial expenditures.

–   Limpopo, North West and Gauteng's allocations from own funds to the libraries function have shown negative annual average growth since 2005/06.

Looking at whether provinces have complied with the grant condition not to use the grant funds to replace own funds allocated to the libraries function, the lower half of Table 3 shows the following –

–   Only the Western Cape and KwaZulu-Natal have consistently complied with the grant condition, in that their annual own funds allocations since 2007/08 have exceeded their baseline amounts in 2006/07.

–   Allocations from own sources in the Free State and Mpumalanga decreased the year the conditional grant was introduced (2007/08). This suggests they withdrew own funding from the programme in anticipation of the grant being introduced.

–   In five of the nine provinces own source funding declined in 2008/09, the year after the conditional grant was introduced. The largest declines where in Limpopo (72.5 per cent), Free State (39.1 per cent) and Gauteng (20.4 per cent).

–   The right-hand column in the lower half of the table indicates that between 2007/08 and 2011/12 only the Western Cape, KwaZulu-Natal and the Eastern Cape have allocated more own funds to library services than five times their baseline allocations in 2006/07. All the other provinces have replaced their own fund allocations to library services with the conditional grant funds. The worst offenders are Limpopo (34 per cent), North West (17.7 per cent) and Free State (16.4 per cent).

The trends in provinces' own fund allocations are very concerning. They indicate that in six of the nine provinces the provincial treasuries are cutting own funding allocations to libraries and replacing the funds with conditional grant funds. This indicates deliberate and persistent non-compliance with a key condition of the Community Library Services Conditional Grant.

4.3.3 Provincial transfers to municipalities for libraries

This section shows the transfers from provinces to municipalities and how these have changed during the period under review.

Provinces may contract with municipalities to deliver certain aspects of the libraries function on their behalf. Currently these contracts may only take the form of delegation or agency agreements. The province should then transfer funds to the municipality to enable them to deliver on the agreement. In practice, some provinces transfer funds to municipalities for the library function without such agreements in place. In 2011/12, seven of the nine provinces transferred funds to municipalities for library services.

Provincial transfers to municipalities may be funded from either provincial own sources or conditional grant funds. Limpopo stopped transferring funds to municipalities in 2006/07 and Mpumalanga stopped in 2010/11. Mixed reports as to why the funds are no longer being transferred were received. Limpopo

officials indicated that the province does not transfer funds to the municipalities as it would be too much of a burden for them. Officials in the municipalities in both provinces have been told they cannot receive funds because the municipalities do not have unqualified audits and/or their "financial systems are a mess." All other provinces continue to transfer funds to municipalities, which the municipalities then appropriate onto their own budgets.

The following table shows the actual transfers that provinces made to municipalities between 2005/06 and 2011/12. The lower half of the table shows the transfers to municipalities as a percentage of provinces' total libraries budget.

Table 4: Provincial transfers to municipalities for library services (actual payments)

R thousand	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Eastern Cape	1 465	21 889	20 385	19 087	27 896	32 813	40 493
Free State	41	10	1	140	265	84	200
Gauteng	793	1 691	28 175	36 361	50 556	58 429	59 563
KwaZulu-Natal	15 557	17 615	22 141	21 537	15 727	21 397	48 491
Limpopo	19	3	–	–	–	–	–
Mpumalanga	56	50	2 682	3 178	3 650	300	–
Northern Cape	1 537	2 245	7 541	9 163	9 908	13 144	17 678
North West	16 815	26 831	18 577	13 585	22 300	10 170	13 990
Western Cape	879	2 390	15 795	26 853	31 452	42 958	72 466
Total	**37 162**	**72 724**	**115 297**	**129 904**	**161 754**	**179 295**	**252 881**
Transfers as a percentage of provinces' total libraries budget							
Eastern Cape	10%	59%	38%	27%	32%	30%	26%
Free State	0%	0%	0%	0%	0%	0%	0%
Gauteng	7%	13%	77%	83%	89%	92%	90%
KwaZulu-Natal	28%	27%	27%	22%	16%	17%	32%
Limpopo	0%	0%	0%	0%	0%	0%	0%
Mpumalanga	0%	0%	8%	7%	5%	0%	0%
Northern Cape	18%	22%	22%	19%	16%	20%	20%
North West	39%	43%	22%	12%	25%	13%	15%
Western Cape	2%	4%	20%	27%	29%	38%	47%
Total	**14%**	**23%**	**24%**	**21%**	**23%**	**23%**	**27%**

Source: National Treasury, Provincial Budget Database

The lower half of Table 4 shows that there is significant variation in how much of their library budgets provinces transfer to municipalities. The zero per cent in Free State is due to rounding. The rapid increase in the per cent transferred in Gauteng between 2005/06 and 2007/08 is as a result of restructuring within the province and the policy decision to "transfer" the function to municipalities. It is also clear that Eastern Cape, Gauteng, KwaZulu-Natal and Western Cape are moving towards delivering the service through municipalities.

Northern Cape and North West use municipalities to provide the service, but transfers to municipalities as a proportion of total expenditure is erratic.

Financial transfers to municipalities are one form of support provinces provide to municipalities. All provinces provide some support in-kind. Gauteng provides little in-kind support and prefers to transfer funds. All of the other provinces provide IT equipment, internet access and books. Eastern Cape, Free State, Limpopo, Mpumalanga, Northern Cape and North West place staff in municipal libraries and pay their salaries. These librarians will work alongside librarians employed by the municipality. This often results in labour issues, since staff are not paid the same salary for the same job by the two employers (municipality and province).

Table 5 compares the actual transfers to municipalities to the amounts appropriated for transfer in provinces' budgets (adjusted appropriation).

Table 5:   Actual transfers as a percentage of transfers amounts appropriated

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Eastern Cape	55%	100%	100%	69%	82%	88%	94%
Free State	100%	100%	100%	100%	100%	100%	25%
Gauteng	93%	100%	98%	100%	100%	100%	100%
Kw aZulu-Natal	100%	100%	100%	94%	85%	99%	101%
Limpopo	38%	100%	0%	0%	0%	0%	0%
Mpumalanga	509%	63%	97%	99%	95%	100%	0%
Northern Cape	60%	100%	95%	99%	99%	83%	100%
North West	96%	98%	100%	100%	98%	43%	87%
Western Cape	54%	100%	99%	99%	100%	100%	100%
Total	**91%**	**99%**	**99%**	**93%**	**94%**	**90%**	**98%**

Source: National Treasury, Provincial Budget Database

The reasons why a province may choose not to transfer funds to a municipality will depend on the nature of the agreement they have between them. Generally, provinces appear to actually transfer most of the funds they budget for transfer. There have clearly been problems in the Eastern Cape and North West, and to a lesser extent in KwaZulu-Natal, but the trends seem to suggest that these are being ironed out.

The next table shows the amounts gazetted for transfer to municipalities versus what was actually transferred to municipalities in 2010/11. Only this year was used because it is the only year for which a complete set of provincial gazettes is available. For the other years, a full set of provincial gazettes could not be sourced either from the National Treasury or the respective provincial treasury websites.

The amount reflected in the "Provincial Gazette" column reflects what provinces budgeted to transfer to municipalities. The "Final Appropriate" column reflects what provinces committed to transfer after all adjustments budgets are taken into consideration. The "Actual Transfer" column shows what provinces actually transferred to municipalities in the financial year.

Table 6:   Actual transfers as a percentage of the amounts gazetted for 2010/11

R thousand	Provincial Gazette	Final Appropriation	Actual Transfer	Actual transfers as a % of Gazette	Actual trasnfers as a % of final appropriation
Eastern Cape	35263	37084	32813	93%	88%
Free State	250	84	84	34%	100%
Gauteng	57929	58429	58429	101%	100%
Kw aZulu-Natal	12400	21606	21397	173%	99%
Limpopo	0	0	0	0%	0%
Mpumalanga	0	300	300	0%	100%
Northern Cape	11193	15794	13144	117%	83%
North West	27739	23700	10170	37%	43%
Western Cape	42958	42958	42958	100%	100%
Total	**187732**	**199955**	**179295**	**96%**	**90%**

Source: Provincial Government Gazettes 2010/11 from the National Treasury website at
http://www.treasury.gov.za/documents/provincial%20budget/2010/Allocations/Default.aspx

This table gives a different view of how provinces managed transfers to municipalities in 2010/11. Only the Western Cape adhered to the amounts it published in its provincial gazettes. Four of the other provinces increased the amount for transfer in their adjustments budget, and the remaining provinces made in-year cuts to their allocations for transfers. These kinds of changes suggest poor planning by the provinces, and do not facilitate effective service delivery by the municipalities.

In some instances (KwaZulu-Natal and Northern Cape), it would seem that the provinces may be engaging in "fiscal dumping", i.e. transferring funds they cannot spend themselves to municipalities so as to give the appearance in their books that the funds have been spent. This practice is fairly common

in relation to conditional grants – when provinces have not spent adequately against a grant, they dump the funds on a municipality by means of an adjustment appropriation and transfer. They then report to national government that the funds have been 'spent' and the municipality is saddled with the problem of having to spend the funds before the end of the financial year. During our interviews, municipal officials noted that fiscal dumping was a frequent occurrence, and that they were loath to turn-down the opportunity of receiving additional funds even though they know they could not spend the funds effectively within the short timeframes imposed.

4.3.4 Provincial compensation of employees

Even though this is the digital age, public libraries need to be operated by librarians. Table 7 below shows total expenditure on compensation of employees in provincial budgets, i.e. it does not include municipal spending on library employees.

Table 7:   Provincial expenditure on compensation of employees in the libaries programme

R thousand	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Annual average growth
Eastern Cape	4 301	5 421	5 667	13 014	13 626	30 137	33 918	41%
Free State	10 612	11 757	16 467	18 855	25 292	33 542	40 495	25%
Gauteng	4 998	4 955	5 567	4 037	2 992	2 623	2 488	-11%
Kw aZulu-Natal	16 832	17 508	19 982	25 341	29 736	32 099	35 700	13%
Limpopo	8 073	6 520	7 622	8 585	14 974	19 803	19 935	16%
Mpumalanga	3 452	5 032	9 216	9 423	10 679	12 507	14 866	28%
Northern Cape	2 651	3 242	4 771	7 563	9 521	12 356	15 597	34%
North West	9 196	10 943	14 656	22 898	27 028	29 345	37 126	26%
Western Cape	15 802	18 329	21 478	25 078	29 307	33 447	36 268	15%
Total	**75 917**	**83 706**	**105 426**	**134 796**	**163 157**	**205 859**	**236 393**	**21%**

Source: National Treasury, Provincial Budget Database

The decline in Gauteng's expenditure on compensation is related to the restructuring and transfer of the function to municipalities noted previously. In other provinces, compensation of employees has grown at rates above inflation across the period which suggests that the workforce is increasing.

Existing reporting formats do not show the difference between compensation for permanent employees and staff on one-year contracts. Such an analysis would have been useful, as a significant proportion of the libraries work force is on contract because provinces and municipalities are paying them using conditional grant funds. Since this source of funding is not permanent, employees are placed on one-year contracts.

Table 8 below shows compensation as a percentage of total provincial expenditure on libraries.

Table 8:   Compensation as a percentage of total expenditure on the Libraries Programme

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Eastern Cape	30%	15%	11%	18%	16%	28%	22%
Free State	26%	30%	34%	36%	36%	44%	44%
Gauteng	44%	37%	15%	9%	5%	4%	4%
Kw aZulu-Natal	30%	27%	24%	26%	30%	25%	23%
Limpopo	51%	40%	23%	19%	25%	32%	33%
Mpumalanga	28%	37%	29%	20%	15%	15%	19%
Northern Cape	32%	31%	14%	16%	15%	19%	18%
North West	21%	17%	18%	20%	30%	37%	39%
Western Cape	29%	33%	27%	26%	27%	29%	24%
Total	**30%**	**27%**	**22%**	**22%**	**23%**	**26%**	**25%**

Source: National Treasury, Provincial Budget Database

The proportion of the budget allocated to compensation in Free State and North West has grown consistently. In Western Cape and KwaZulu-Natal this proportion has remained within a small range. The decline in Gauteng is related to the restructuring as noted above. In all other provinces, the shares of compensation of the provincial library budgets are erratic. This is more a function of the erratic patterns of total expenditure than variations in spending on salaries.

4.3.5 Provincial capital spending on libraries

The table below shows actual payments on 'buildings and other fixed structures' in the Libraries Programme.

Table 9: Actual payments on buildings and other fixed structures by provinces

R thousand	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	Share of spending since 2007/08
Eastern Cape	1 008	–	2 192	4 958	7 379	11 478	47 874	13%
Free State	15 982	15 723	9 489	5 250	7 583	8 712	6 950	7%
Gauteng	–	–	–	–	–	–	–	0%
Kw aZulu-Natal	947	2 732	655	2 389	13 807	23 681	27 528	12%
Limpopo	–	7 826	14 987	10 534	19 760	18 592	27 879	16%
Mpumalanga	2 553	–	6 297	20 675	35 306	39 362	38 658	25%
Northern Cape	–	–	2 797	4 957	25 782	13 096	17 001	11%
North West	–	5 689	23 388	43 536	7 403	3 246	8 836	15%
Western Cape	–	–	–	–	–	–	–	0%
Total	**20 489**	**31 970**	**59 805**	**92 299**	**117 020**	**118 167**	**174 725**	**100%**

Source: National Treasury, Provincial Budget Database

Unfortunately the above table provides a very incomplete picture of infrastructure spending on libraries, because some of the funds that provinces allocate for infrastructure are captured under transfers. Both Gauteng[27] and Western Cape transfer funds to municipalities to build infrastructure, hence the zero payments in these provinces, but other provinces also allocate infrastructure spending in transfers to municipalities. Therefore the "Share of spending since 2007/08" in the right-hand column only provides a partial picture of the impact that the conditional grant has had on infrastructure spending. However, even on this partial information, it would seem that the Northern Cape's share of infrastructure spending is disproportional to its population size and the extent of the libraries backlog in the province (it being the best served province based on libraries per 100 000 people). By contrast, the level of infrastructure spending in KwaZulu-Natal and the Eastern Cape seems comparatively low.

The table below shows the actual payments on "buildings" as a percentage of the final appropriated budget.

Table 10: Actual payments as a percentage of final appropriation for infrastructure

	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12
Eastern Cape	77%	0%	25%	76%	94%	29%	78%
Free State	94%	93%	96%	64%	82%	77%	73%
Gauteng	0%	0%	0%	0%	0%	0%	0%
Kw aZulu-Natal	42%	83%	87%	75%	69%	78%	92%
Limpopo	0%	104%	67%	52%	75%	47%	63%
Mpumalanga	43%	0%	69%	60%	52%	55%	67%
Northern Cape	0%	0%	72%	26%	55%	39%	82%
North West	0%	95%	93%	99%	52%	56%	64%
Western Cape	0%	0%	0%	0%	0%	0%	0%
Total	**77%**	**94%**	**75%**	**68%**	**61%**	**51%**	**74%**

---

[27]   We have been informed that in Gauteng the province will in future take responsibility for building new infrastructure.

Source: National Treasury, Provincial Budget Database

Given that capital projects can span over a number of years, the fact that few provinces spend the total appropriated budget in each year is not surprising. However, the persistent low spending figures in Limpopo, Mpumalanga, Northern Cape and North West indicate poor planning and project management on infrastructure projects on the part of the provinces.

4.4 Community Library Services Conditional Grant

In response to the apparent confusion caused by the library function being placed in Part A of Schedule 5 of the Constitution, the Department of Arts and Culture commissioned an assessment into the service, which was completed in 2006. Flowing from this assessment was a recommendation that a conditional grant for libraries should be introduced. This lead to the Community Libraries Services Conditional Grant being introduced in the 2007/08 Division of Revenue Act (DORA).

Each year the DORA is tabled with conditional grant frameworks and the Explanatory Memorandum to the Division of Revenue (Annexure W1). The grant frameworks include details on the grant purpose, the conditions of the grant and other information such as why the grant funds were not included in the provincial equitable share. Annexure W1 describes policy shifts and changes to baselines of allocations to provinces and municipalities. Information from various years of the conditional grant framework and Annexure W1 was reviewed for this section.

The original grant purpose and the reason why it was not incorporated in the equitable share indicate that government sought to use the grant to direct funds to library services so as to improve access to libraries and address backlogs in the service. The grant was also seen as a means of addressing the confusion created by the function being assigned to provinces.

- Grant Purpose (2007, 2008) –

  To enable communities to gain access to knowledge and information that will improve their social, economic and political situation.

- Reason why it was not included in the provincial equitable share –

  This funding is intended to help resolve the constitutional implications of schedule 5 of the Constitution and ensure that it is used for the designated purpose of addressing backlogs in the provision of library services, which are not distributed across provinces as per the equitable share formula.

The outputs of the grant have always included a list of outputs required to provide a proper library service, including: materials, maintenance of existing facilities, appointment of staff, use of IT systems, use of monitoring systems and library programmes delivered. Initially new libraries were not listed in the outputs, but since 2009 they were included and remain part of the 2013 grant framework.

In 2009 the purpose of the grant changed –

  To transform urban and rural community library infrastructure, facilities and services (primarily targeting previously disadvantaged communities) through a recapitalisation programme at provincial level in support of local government and national initiatives.

The above purpose has remained unchanged through to 2013. Even though the new purpose may suggest an emphasis on infrastructure, the conditions and outputs of the grant are still broad.

A noticeable change in the framework, however, is that the reason why the grant is not in the provincial equitable share was changed in 2010 to –

  This funding is intended to address backlogs and disparities in the provision of community library services across provinces and enable the national department to provide strategic guidance and alignment with national priorities.

The reference to the implications of the function being listed in Schedule 5 of the Constitution was dropped.

The Community Libraries Services Conditional Grant has always been part of Schedule 5 to the DORA (a different issue entirely to Schedule 5 of the Constitution). This means that the grant must be used by provinces for the specific purposes as specified in a business plan approved by the National Department of Arts and Culture. Provinces must report against these business plans and the national department may withhold funds from provinces if they do not spend against their business plan.

4.4.1 Total grant allocations through DORA

In 2007, R984 million was allocated to the grant over the 2007/08 to 2009/10 MTEF. Subsequently additional funds have been added to the grant. The table below shows the total allocations per province for the grant from its inception to the end of the 2013 MTEF.

Table 11: Community Library Services Grant allocations by province

R thousand	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Eastern Cape	22 680	42 588	55 515	77 240	95 474	78 058	72 492	109 418	145 934
Free State	16 470	31 126	40 315	45 197	47 909	50 304	62 918	119 013	156 114
Gauteng	18 810	35 321	46 043	51 619	54 716	56 452	63 470	125 608	163 039
Kw aZulu-Natal	13 950	26 195	34 147	38 282	48 971	48 619	63 145	122 754	160 042
Limpopo	22 860	48 404	55 956	62 733	74 941	68 822	56 528	81 010	111 502
Mpumalanga	22 860	43 212	55 956	62 733	66 497	68 822	72 521	114 781	151 671
Northern Cape	24 030	45 806	58 820	65 943	69 900	72 395	75 596	118 396	154 467
North West	21 600	40 560	52 872	59 275	62 832	64 973	64 058	98 883	133 978
Western Cape	16 740	31 434	40 976	49 638	48 694	56 129	67 058	126 347	163 815
Total	**180 000**	**344 646**	**440 600**	**512 660**	**569 934**	**564 574**	**597 786**	**1 016 210**	**1 340 562**

Source: National Treasury, Provincial Budget Database and DORA 2012 and 2013
Note: Allocations for 2007/08–2011/12 show all DORA allocations and any in-year adjustments to DORA. Allocations for 2012/13 are taken from the 2012 DORA and for 2013/14 to 2015/16 the allocations are from the 2013 DORA.

The funding spikes and declines between 2010/11 and 2012/13 in the Western Cape and Eastern Cape are linked to specific funds for buildings in the Eastern Cape and donor funding linked to the maintenance of libraries in the Western Cape.[28] The additions to baselines for 2014/15 and 2015/16 in the 2013 DORA are to enhance capacity in the sector, address issues arising from the function shift and provide for dual-purpose libraries (where needed).[29]

Table 12 shows the year-on-year change in allocations per province.

Table 12: Year-on-year change in the grant allocations to provinces

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Eastern Cape	88%	30%	39%	24%	-18%	-7%	51%	33%
Free State	89%	30%	12%	6%	5%	25%	89%	31%
Gauteng	88%	30%	12%	6%	3%	12%	98%	30%
Kw aZulu-Natal	88%	30%	12%	28%	-1%	30%	94%	30%
Limpopo	112%	16%	12%	19%	-8%	-18%	43%	38%
Mpumalanga	89%	29%	12%	6%	3%	5%	58%	32%
Northern Cape	91%	28%	12%	6%	4%	4%	57%	30%
North West	88%	30%	12%	6%	3%	-1%	54%	35%
Western Cape	88%	30%	21%	-2%	15%	19%	88%	30%
Total	**91%**	**28%**	**16%**	**11%**	**-1%**	**6%**	**70%**	**32%**

Source: National Treasury, Provincial Budget Database and DORA 2012 and 2013

---

[28] National Treasury, 2010 Annexure W1 pg. 243
[29] National Treasury, Budget Documentation 2013, Annexure W1 pg. 27

In 2010/11 the Department of Arts and Culture conducted an assessment of library needs, which was used to calculate each provinces share in 2010/11. This explains the relative uniform growth per province up to 2010/11 and then the sudden change into 2011/12.

Table 13 compares the shares of the grant to the shares of the provincial equitable share for 2007/08 and 2013/14

Table 13: Shares of the grant compared to shares of the provincial equitable share

	2007/08		2013/14	
	Grant	**PES**	**Grant**	**PES**
Eastern Cape	12.6%	15.8%	12.1%	14.9%
Free State	9.2%	6.3%	10.5%	5.9%
Gauteng	10.5%	16.5%	10.6%	18.2%
KwaZulu-Natal	7.8%	21.6%	10.6%	21.8%
Limpopo	12.7%	13.0%	9.5%	12.3%
Mpumalanga	12.7%	8.3%	12.1%	8.1%
Northern Cape	13.4%	2.7%	12.6%	2.7%
North West	12.0%	7.0%	10.7%	6.7%
Western Cape	9.3%	8.8%	11.2%	9.5%
Total	**100%**	**100%**	**100%**	**100%**

Source: National Treasury, Provincial Budget Database and DORA 2007 and 2013

A national department that transfers a grant can determine the allocation criteria for calculating each province's share of the grant. The cells shaded in grey on the body of Table 13 show which shares of the grant are larger than that province's share of the provincial equitable share. If the funds for the grant had been added to the provincial equitable share in 2007, all the provinces where there is grey shading would have received substantially smaller allocations from the grant.

It is not clear on what basis the Northern Cape and the Western Cape should be favoured in the allocation of the grant funds, since these provinces have substantially lower library backlogs than say KwaZulu-Natal and Eastern Cape. It is submitted that the Department of Arts and Culture may need to reconsider how the conditional grant funds are allocated between provinces going forward, given the findings of this project.

4.4.2 Spending performance of the grant

Generally, it takes provincial departments time to make the adjustments necessary to implement new conditional grants. When the provinces were established, only Gauteng, Free State, KwaZulu-Natal and Western Cape inherited institutional capacity to perform the libraries function. Because of how the budget process works, that institutional capacity and the budgets to fund the departments were maintained in those provinces. The other five provinces had to establish this capacity from scratch, and they have been slow to do so. This is partly reflected in the respective province's ability to spend the conditional grant funds. Table 14 below shows the performance of the grant since it was introduced.

Table 14: Percentage of grant spent by provinces

R thousands	2007/08	2008/09	2009/10	2010/11	2011/12	% of grant spent since 2007/08	Total unspent grant since 2007/08
Eastern Cape	46%	84%	90%	59%	80%	81%	81 500
Free State	99%	93%	100%	100%	95%	97%	5 058
Gauteng	98%	94%	99%	99%	99%	99%	3 656
Kw aZulu-Natal	100%	94%	86%	95%	101%	99%	7 957
Limpopo	51%	83%	87%	76%	62%	78%	74 507
Mpumalanga	99%	79%	86%	100%	94%	98%	22 391
Northern Cape	91%	76%	83%	79%	99%	94%	41 612
North West	72%	95%	76%	66%	72%	85%	68 207
Western Cape	99%	100%	100%	100%	100%	100%	238
Total	**82%**	**88%**	**95%**	**91%**	**94%**	**91%**	**305 126**

Source: National Treasury, Provincial Budget Database

The above table shows how much of the grant that was available to provinces was spent. This includes transfers withheld from provinces. It shows that collectively provinces lost R305 million between 2007/08 and 2011/12 due to underspending the grant. The four provinces that inherited institutional capacity all spent over 90 per cent of the grant in the first two years. None of the other five provinces managed to spend over 90 per cent in both of the first two years of the grant. This is understandable, as the institutional capacity in those provinces was still being expanded. Performance improved slightly in 2009/10, but was problematically bad in the Eastern Cape, Limpopo and North West in the next two years. Eastern Cape underspent in 2010/11 and Limpopo in 2011/12 despite receiving roll-overs during those years. National Treasury will only approve a roll-over if a department can show it will spend the funds. In both cases the provinces underspent by a lot more than the amount rolled over, which suggests poor management and planning in these departments.

Table 15 shows the expenditure on the conditional grant as a percentage of the total expenditure on the Libraries Programme by province.

Table 15: Grant expenditure as a percentage of total expenditure on the Library Programme

	2007/08	2008/09	2009/10	2010/11	2011/12
Eastern Cape	20%	51%	58%	45%	59%
Free State	34%	55%	57%	59%	50%
Gauteng	51%	76%	84%	80%	83%
Kw aZulu-Natal	17%	26%	31%	32%	32%
Limpopo	35%	90%	89%	84%	82%
Mpumalanga	70%	73%	78%	84%	81%
Northern Cape	62%	73%	91%	93%	84%
North West	19%	35%	46%	60%	59%
Western Cape	21%	32%	38%	44%	32%
Total	**31%**	**49%**	**59%**	**60%**	**57%**

Source: National Treasury, Provincial Budget Database

When the grant was introduced, it accounted for 31 per cent of total provincial expenditure on the libraries programme. In other words, the other 69 per cent came from provincial own sources. The share of the grant of provincial budgets has grown steadily up till 2010/11 and has since plateaued at 60 per cent. This national aggregate hides the variation between provinces. In KwaZulu-Natal the grant accounts for only 32 per cent of the spending, whereas 84 per cent of the spending in the Northern Cape and 83 per cent in Gauteng are from the conditional grant. This reflects both the uneven distribution of the grant between provinces and the differing level of provinces' contributions from own funds. While national government's contribution to the grant has grown steadily, the total provincial contribution is not growing with it. This is confirmed by the analysis in Table 3 above.

4.5 Municipal spending on public libraries

In this section data from the National Treasury Local Government Database is used to analyse municipal spending on the libraries function. Municipalities report expenditure under a budget line *Libraries and Archives*, which is part of the sub-function: *Community and Social.* Note that the data is only available from 2009/10, since prior to this date the information is unreliable.

The following should be noted regarding the data from this database –

– The database only shows data reported to the National Treasury by municipalities.

– The data is not audited, but is presumed to be accurate. National Treasury does limited quality checking to eliminate obvious errors.

– All the municipal data used is what they reported as allocated through their original budgets and is not expenditure, as is the case with the provincial budget numbers.

– Not all municipalities reported budgets on this line item; therefore there is a possibility of under reporting the municipal contribution (by implication, this means the proportional provincial contribution is over estimated in some places).

Table 16 shows the number of municipalities per province for which data is available in the database. Category A refers to the metros, and category B refers to local municipalities, as opposed to district municipalities (of which only very few are involved in the libraries function).

Table 16: Number of municipalities' budget information captured

	Category A municipalities		Category B municipalities		
	Number	Reporting	Number	Reporting	% reporting
Eastern Cape	2	2	37	29	78%
Free State	1	1	19	17	89%
Gauteng	3	3	7	7	100%
KwaZulu-Natal	1	1	50	43	86%
Limpopo			25	16	64%
Mpumalanga			18	15	83%
Northern Cape			27	25	93%
North West			19	19	100%
Western Cape	1	1	24	24	100%
Total	**8**	**8**	**226**	**195**	**86%**

Source: National Treasury, Local Government Database

4.5.1 Budget allocations by category of municipality

Metropolitan municipalities budgeted R1.2 billion in 2012/13 for the libraries function. This is up from R845 million in 2009/10. The annual average growth rate of 12 per cent over the period is very positive.

Table 17: Metros' adjusted budgets for Libraries and Archives

R thousand	2009/10	2010/11	2011/12	2012/13	Average annual growth
Buffalo City	22 632	24 543	20 794	28 340	8%
Nelson Mandela Bay	39 777	43 042	129 435	50 834	9%
City of Cape Town	295 918	334 524	354 023	441 750	14%
City of Johannesburg	139 117	147 689	155 204	183 978	10%
City of Tshwane	62 763	77 986	74 916	91 953	14%
Ekurhuleni	95 424	105 488	110 242	124 891	9%
eThekweni	176 763	204 407	211 425	244 642	11%
Mangaung	13 539	16 706	17 270	18 982	12%
Total Metros	**845 933**	**954 385**	**1 073 309**	**1 185 370**	**12%**

Source: National Treasury, Local Government Database
Note: This table shows the *adjusted budget numbers* for the metros for all years, except the 2011/12 figure for Nelson Mandela Bay, which is the original budget allocation, as the database does not show an adjusted budget figure. All other municipal budget numbers are original budget allocations.

The above table shows that Cape Town spends the most of all the metros on libraries, followed by eThekwini and then Jo'burg.

The following table shows Category B municipalities budgeted R520 million for Libraries and Archives in 2012/13.

Table 18: Category B municipalities' budgets for Libraries and Archives

R thousand	2009/10	2010/11	2011/12	2012/13	Average annual growth
Eastern Cape	22 755	48 116	31 772	30 762	11%
Free State	41 137	51 742	22 333	30 115	-10%
Gauteng	56 118	70 718	69 054	75 698	10%
Kw aZulu-Natal	123 268	110 826	96 747	94 469	-8%
Limpopo	31 402	46 436	53 209	26 982	-5%
Mpumalanga	49 056	36 564	31 847	44 226	-3%
Northern Cape	40 753	27 865	36 749	38 561	-2%
North West	51 983	45 746	46 422	63 023	7%
Western Cape	80 230	98 591	107 204	116 216	13%
Total	**496 702**	**536 604**	**495 337**	**520 052**	**2%**

Source: National Treasury, Local Government Database

For Free State and KwaZulu-Natal, the negative growth in the budgets is probably linked to the respective provinces' policies to provincialise the libraries function, and similarly the large positive growth in the Western Cape and Gauteng reflects these provinces' policies to shift the funding to the municipalities. The strong growth in the Eastern Cape is most likely linked to the strong positive growth in provincial spending in that province. The poor growth in Limpopo, Mpumalanga and Northern Cape is, however, cause for concern.

In Table 19 below, we see that in total, municipalities contributed R1.6 billion to the library service in 2012/13. Allocations to the service by municipalities have increased steadily over the years from R1.3 billion in 2009/10.

Table 19: Total municipal budget allocations for Libraries and Archives

R thousand	2009/10	2010/11	2011/12	2012/13	Share of total spending - 2012/13	Metro's share of spending - 2012/13
Eastern Cape	85 164	115 701	182 001	109 936	7%	72%
Free State	54 676	68 448	39 603	49 097	3%	39%
Gauteng	353 422	401 881	409 416	476 520	30%	84%
Kw aZulu-Natal	300 031	313 015	313 297	318 494	20%	77%
Limpopo	31 402	46 436	53 209	26 982	2%	0%
Mpumalanga	49 056	36 564	31 847	44 226	3%	0%
Northern Cape	40 753	27 865	36 749	38 561	2%	0%
North West	51 983	45 746	46 422	63 023	4%	0%
Western Cape	376 148	433 115	461 227	557 966	35%	79%
Total	**1 342 635**	**1 561 507**	**1 595 046**	**1 605 861**	**100%**	**68%**

Source: National Treasury, Local Government Database[30]

The above table shows that municipalities in the Western Cape are responsible for over 35 per cent of municipal spending on Libraries and Archives, followed by municipalities in Gauteng at 30 per cent and municipalities in KwaZulu-Natal at 20 per cent. Municipalities in the other provinces are clearly a long way behind. In the Free State this can be attributed to the provincialisation of the service. However, in the other provinces it simply reflects very low levels of municipal spending on libraries in general – primarily because there are very few libraries in these areas.

---

[30] Total municipal budget allocations are a sum of the metro's adjusted budget numbers and local municipalities' original budgets

The above table also shows the extent to which the metros dominate municipal spending on the libraries function. In KwaZulu-Natal, 77 per cent of reported budget allocations to libraries come from eThekwini compared to the data from 43 municipalities. In the Western Cape, 79 per cent of municipal expenditure on libraries is from one metro amongst 24 municipalities.

In addition to the above-noted spending, some Category C district municipalities reported budget amounts for the libraries function. These amounts are not included in this analysis. The total reported for district municipalities was less than R83 million in 2012/13.

4.5.2 Municipal own funding of Libraries and Archives

Table 20 shows the budget allocations municipalities are making from their own funds. It is calculated by subtracting the provincial transfers to municipalities reflected in Table 4 from the total local government budgets for Libraries and Archives reflected in Table 19. The right-hand side of the table shows municipal own funds as a percentage of total municipal budgets for Libraries and Archives.

Table 20: Total municipal own fund contributions to Libraries and Archives

| R thousand | 2009/10 | 2010/11 | 2011/12 | Own funds as % of total budgets | | |
				2009/10	2010/11	2011/12
Eastern Cape	57 268	82 888	141 508	67%	72%	78%
Free State	54 411	68 364	39 403	100%	100%	99%
Gauteng	302 866	343 452	349 853	86%	85%	85%
KwaZulu-Natal	284 304	291 618	264 806	95%	93%	85%
Limpopo	31 402	46 436	53 209	100%	100%	100%
Mpumalanga	45 406	36 264	31 847	93%	99%	100%
Northern Cape	30 845	14 721	19 071	76%	53%	52%
North West	29 683	35 576	32 432	57%	78%	70%
Western Cape	344 696	390 157	388 761	92%	90%	84%
Total	**1 180 881**	**1 309 476**	**1 320 890**	**88%**	**84%**	**83%**

The above table gives a good estimate of the size of the "unfunded mandate" that municipalities are carrying as a result of provinces not taking on the full funding responsibility of the libraries function. As of 2011/12 municipalities are contributing R1.32 billion to the running of libraries even though the service has been a provincial mandate since February 1997 (when the 1996 Constitution came into effect). The balance of the spending is made up by transfers from the provinces.

In 2011/12 Northern Cape contributed 48 per cent to total spending by municipalities, which is comparatively high. Free State, Limpopo and Mpumalanga do not transfer funds to municipalities and hence the 100 per cents recorded in those provinces. The table shows that provinces contribute on aggregate 17 per cent of what municipalities spend on a service *that is assigned to provinces.* Admittedly, this percentage has increased in the three years shown in the table, but the presence of the conditional grant probably played a large part in this shift.

The National Treasury provincial budget database does not show transfers to metros separately from transfers to local (Category B) municipalities. Therefore an analysis of metros own contributions to the libraries function cannot be done using data from this database.

4.6 Share of spending on libraries by sphere of government

The following table shows total government spending on public libraries, i.e. spending by provinces, municipalities and national government. It shows that government spending on library services came to about R2.3 billion in 2011/12. Over the three years shown, the overall average annual growth in government spending on libraries was 10 per cent. However, this hides wide provincial differences. Of most concern is the decline in overall spending on libraries in Mpumalanga, and the very low rates of growth in North West, Free State, KwaZulu-Natal and Northern Cape.

Table 21: Total government spending on provincial public libraries

R thousands	2009/10	2010/11	2011/12	Share of total in 2011/12	Average annual growth
Eastern Cape	148 796	219 910	301 414	13%	42%
Free State	124 826	144 415	133 195	6%	3%
Gauteng	358 160	407 652	415 850	18%	8%
KwaZulu-Natal	386 424	416 881	417 559	18%	4%
Limpopo	94 199	119 454	139 036	6%	21%
Mpumalanga	117 390	112 310	112 762	5%	-2%
Northern Cape	95 540	85 511	102 715	4%	4%
North West	130 621	126 242	134 479	6%	1%
Western Cape	454 122	504 059	541 591	24%	9%
Total	**1 910 079**	**2 136 435**	**2 298 602**	**100%**	**10%**

Sources: National Treasury Provincial Budget Database and Local Government Budget Database

Table 22 shows provinces own fund, municipal own fund and national grant fund contributions to the library function. It should be noted that the provincial numbers are actual expenditures, while the municipal and national numbers are budget amounts. This does not, however, affect the overall picture that emerges from this table.

Table 22: Spending on provincial public libraries by sphere of government

R thousands	Provincial own funding			Municipal own funding			National grant funding		
	2009/10	2010/11	2011/12	2009/10	2010/11	2011/12	2009/10	2010/11	2011/12
Eastern Cape	36 013	59 782	64 432	57 268	82 888	141 508	55 515	77 240	95 474
Free State	30 100	30 854	45 883	54 411	68 364	39 403	40 315	45 197	47 909
Gauteng	9 251	12 581	11 281	302 866	343 452	349 853	46 043	51 619	54 716
KwaZulu-Natal	67 973	86 981	103 782	284 304	291 618	264 806	34 147	38 282	48 971
Limpopo	6 841	10 285	10 886	31 402	46 436	53 209	55 956	62 733	74 941
Mpumalanga	16 028	13 313	14 418	45 406	36 264	31 847	55 956	62 733	66 497
Northern Cape	5 875	4 847	13 744	30 845	14 721	19 071	58 820	65 943	69 900
North West	48 066	31 391	39 215	29 683	35 576	32 432	52 872	59 275	62 832
Western Cape	68 450	64 264	104 136	344 696	390 157	388 761	40 976	49 638	48 694
Total	**288 598**	**314 299**	**407 778**	**1 180 881**	**1 309 476**	**1 320 890**	**440 600**	**512 660**	**569 934**
Provincial, municipal and grant funding as a percentage of total spending									
Eastern Cape	24%	27%	21%	38%	38%	47%	37%	35%	32%
Free State	24%	21%	34%	44%	47%	30%	32%	31%	36%
Gauteng	3%	3%	3%	85%	84%	84%	13%	13%	13%
KwaZulu-Natal	18%	21%	25%	74%	70%	63%	9%	9%	12%
Limpopo	7%	9%	8%	33%	39%	38%	59%	53%	54%
Mpumalanga	14%	12%	13%	39%	32%	28%	48%	56%	59%
Northern Cape	6%	6%	13%	32%	17%	19%	62%	77%	68%
North West	37%	25%	29%	23%	28%	24%	40%	47%	47%
Western Cape	15%	13%	19%	76%	77%	72%	9%	10%	9%
Total	**15%**	**15%**	**18%**	**62%**	**61%**	**57%**	**23%**	**24%**	**25%**

Source: National Treasury, Provincial Budget Database & Local Government Database

This table shows each sphere of government's contribution to the running of the libraries function in each province and overall. At an aggregate level, provinces contributed just 18 per cent of total government spending on the provincial libraries function in 2011/12. This is slightly up on previous years, but it still means provinces are contributing the least of the three spheres of government to the funding of the *provincial libraries function*. National government's contribution through the conditional grant amounted to 25 per cent in 2011/12. Municipalities, and particularly the metros, contributed the lion's share. In 2011/12 municipalities' contribution was 57 per cent of total government spending of funding for provincial public libraries. This is down from 62 per cent in 2009/10.

The detail by province shows very different funding patterns in each of the provinces –

i. Eastern Cape

In the Eastern Cape, the burden of funding public libraries is spread fairly evenly between the three spheres of government. The province contributes least, and it's share declined in 2011/12 to 21 per cent on the back of a significant increase in funding coming from municipalities between 2010/11 and 2011/12. Note that part of this increase may be attributed to more complete reporting by municipalities.

ii. Free State

There is a clear shift toward the province funding libraries, and as a result the province's share increases from 21 per cent in 2010/11 to 34 per cent in 2011/12. Municipalities' collective contribution to the funding of libraries falls from R68 million in 2010/11 to R39 million in 2011/12. This indicates that the province is moving forward with implementing its policy to provincialise the service.

iii. Gauteng

The provincial government in Gauteng contributed only R11.2 million from own funds to the libraries function in 2011/12. This is only 3 per cent of total government spending on libraries in the province, which is by far the lowest provincial contribution to the funding of libraries. In absolute terms, the province's contribution from own funds is the secondly lowest of all the provinces. The gap left by the province is filled by the municipalities, which together made up 84 per cent of spending on the libraries function in the province. Against this background it is to be expected that the municipalities in Gauteng are the most vocal when it comes to the issue of them carrying an unfunded mandate.

iv. KwaZulu-Natal

As in the Free State, there is a clear shift toward the province funding libraries, and as a result the province's share increases from 18 per cent in 2010/11 to 25 per cent in 2011/12. The national government's contribution to the funding of libraries in the province is amongst the lowest of the provinces – 9 per cent in 2009/10 and rising to 12 per cent in 2011/12. KwaZulu-Natal's share of conditional grant funding is disproportionately low at R48.9 million in 2011/12, compared to R69.9 million going to the Northern Cape. What is driving these disparities is not apparent, given that KwaZulu-Natal has a significantly large population and a larger libraries backlog than the Northern Cape (and other provinces).

v. Limpopo

Of all the provinces, the Limpopo provincial government consistently contributes the least from own funds to the libraries function – just R10.9 million in 2011/12. However, unlike in Gauteng, the municipalities are only partially filling the gap, contributing 38 per cent of the spending on libraries in the province. National government's contribution to library spending in Limpopo was 54 per cent in 2011/12, indicating a high level of dependence on the conditional grant to fund the service.

vi. Mpumalanga

The province is funding 13 per cent of the overall cost of running libraries in the province. This is the third lowest among the provinces. Of concern is that the provinces contribution from own funds has declined from R16 million in 2009/10 to R14.4 million in 2011/12. This makes it one of only two provinces that show a declining own fund contribution to libraries over this period. Also of concern is the very significant decline in municipal own funding of libraries from R45.4 million in 2009/10 to R31.8 million in 2011/12. These declines are partially off-set by an increase in conditional grant funding. Nevertheless, Mpumalanga is the only province whose overall spending on libraries declines from 2009/10 to 2011/12.

vii. Northern Cape

The province's contribution to funding libraries grew significantly between 2009/10 and 2011/12, but it remains the third lowest (along with Mpumalanga) among the provinces. The municipalities have cut back significantly on their own fund contributions to libraries, resulting in their share funding declining

from 32 per cent in 2009/10 to 19 per cent in 2011/12. National government's contribution to funding libraries in the Northern Cape was 68 per cent in 2011/12. This is the highest among all the provinces, and reflects a high level of dependency on the conditional grant. The Northern Cape has the smallest population and the lowest libraries backlog, yet it receives a disproportionate share of the conditional grant funds.

viii. North West

The province's contribution to funding public libraries has fallen from 37 per cent in 2009/10 to 29 per cent in 2011/12. The gap left by the province withdrawing own funds has been filled mainly by an increase in national government's contribution through the conditional grant. Overall spending on libraries in the province only grew by one per cent from 2009/10 to 2011/12.

ix. Western Cape

The province's contribution from own funds has increased from R68 million in 2009/10 to R104 million in 2011/12. The province's contribution to the overall funding of libraries was 19 per cent in 2011/12. This is only slightly up from 2009/10, because the municipalities have also increased their own funding of public libraries. Municipalities' share of funding was 72 per cent on 2011/12, which is the second highest after Gauteng. National government's contribution comes to 9 per cent.

4.7 Discussion

This chapter highlights the variation across provinces with respect to the funding of public libraries. This is not unexpected given South Africa's history and, more particularly, the history of public libraries.

Despite the growth in transfers to municipalities, provinces still have a long way to go to fulfil their constitutional mandate to fund the service. This is highlighted by the analysis in section 4.6 above. At an aggregate level, provinces contributed just 18 per cent of total government spending on the provincial libraries function in 2011/12. In other words, other spheres of government are contributing 82 per cent of the funds spend on libraries, or R1.89 billion in 2011/12.

This is not an exact measure of the shortfall provinces need to address. There are two expenditure items that may need to be adjusted. Firstly, there are significant backlogs in the level of library services being offered in most provinces. Addressing these backlogs will require the level of spending to increase significantly. Secondly, not all municipalities include an explicit amount for maintenance in their budget documents. Municipalities record this expense in a mixture of ways. However, to keep this analysis simple, it is assumed that on aggregate this expense is accurately accounted for.

Probably the most concerning finding of this review of spending on public libraries is that six of the nine provinces have been deliberately reducing their own fund contributions to the libraries function since the introduction of the Community Library Services Conditional grant in 2007/08. Through their actions, these provinces appear to be willfully undermining national governments' national policy objective to revitalize public libraries. This action represents willful non-compliance with a key condition of the conditional grant, namely that each province had to at least maintain the budget baseline of the Libraries Programme at the time the grant was introduced, i.e. 2006/07. As mentioned previously, the relevant condition in the grant framework reads as follows: *The funding must not be used as a replacement funding that provinces have to allocate to public libraries.*

It is submitted that national government should not simply turn a blind eye to this matter. The following course of action is therefore proposed –

a. The National Treasury, with the support of the Department of Arts and Culture, should initiate a process to withhold or stop all further transfers of the Community Library Services Conditional Grant to the provinces concerned in terms of either section 17 or 18 of the 2013 DORA.

b. Once the flow of funds has been stopped, the National Treasury and the Department of Arts and Culture can enter into discussions with the provinces as to how they propose to rectify their persistent non-compliance of this grant condition. This may involve getting the province to agree

to make up the short fall in their level of funding over the next three years, and only releasing the grant funds to them as they fulfil their part of the contract in this regard.

c. Going forward, the Department of Arts and Culture should only approve the release of the first tranche of conditional grant funds to a province if their approved budget for the library function complies with the condition that it is not less than the province's 2006/07 allocation.[31] And in each year, the final transfer of the grant funds to the province should only be approved if the province can demonstrate that its actual expenditure for the year is likely to exceed the 2006/07 threshold.

Province's non-compliance with this condition also suggests that the calls by certain provincial treasuries for the conditional grant to be rolled into the provincial equitable share should be regarded with some cynicism. Six of the nine provinces failed to honour a very explicit condition of the Community Library Services Conditional Grant; this suggests that they would be very unlikely to honour any form of 'soft earmarking' on the funds once they are incorporated in the provincial equitable share. It is therefore submitted that the Community Library Service Conditional Grant and any further national allocations for the libraries function should not be placed in the provincial equitable share until such time as provinces' management of the service has matured.

---

[31] The impact of inflation needs to be factored into the application of this condition.

Chapter 5
Norms and standards for costing the Bill

5.1 Introduction

This chapter discusses the sections in the South African Public Libraries and Information Services Bill (the Bill) that deal with norms and standards. The Bill does not specify norms and standards, but rather specifies categories of norms and standards the Minister of Arts and Culture must issue by way of notice in the Government[32] Gazette[33]. The Department of Arts and Culture has not developed any "concept" or "draft norms" yet. This makes the task of costing the Bill rather difficult, because to cost the Bill there need to be quantifiable norms and standards that describe the services. Therefore this chapter sets out the norms and standards that have been developed in the course of this project for the purpose of costing the Bill.

The purpose of the costing is to comply with section 35 of the Public Finance Management Act, which requires the financial implications of legislation impacting on provinces to be assessed before it is presented to Parliament.

The norms and standards set out below are not comprehensive. We only describe those norms and standards that have direct cost implications, and which are therefore required to cost the Bill. The norms and standards are also not structured in a way that the Department should ideally structure service norms and standards. So, instead of specifying ranges, we specify absolute levels, because the focus is on laying the basis for costing the Bill.

So while the norms and standards set out below might inform the development of national norms and standards going forward, the national department is in no way bound by them, and nor is any province or municipality.

5.2 Norms and standards in the Bill

The Bill requires that:

> 5. (1) The Minister must, after consultation with the MEC's, SALGA and the Committee, by notice in the Gazette—
>
> (a)   determine national minimum norms and standards for public library and information services that must apply throughout the Republic; and
>
> (b)   set indicators to measure compliance with the national minimum norms and standards.

Section 5(2) of the Bill then describes the consultation process the Minister must follow before issuing the national norms and standards. Then section 5(3) of the Bill specifies the areas or aspects of the library service where the Minister is required to issue minimum norms and standards. These different categories of norms and standards are very general in nature, and so are not very useful for purposes of costing.

With reference to section 5(1) the following –

−   It is notable that the section says the Minister *must* issue minimum norms and standards, and then section 5(3) details the specific areas or aspects of the service that *must* be covered.

---

[32]   The Bill simply refers to 'Gazette'. It should be 'Government Gazette'.
[33]   It would be preferable if the norms and standards were regulated, rather than issued by notice.

‒ It is notable that the Bill requires the Minister to issue *minimum* norms and standards. In other words, the Minister must establish, through norms and standards, the *basic* level of library and information services that provinces are *required* to provide, taking into consideration what is reasonably and progressively achievable given available resources. Obviously provinces would be perfectly free to exceed these minimums and provide higher levels of service.

‒ It is notable that the Bill specifies that the minimum norms and standards *must apply throughout the Republic.* In other words, the Minister may not specify different norms and standards for different categories of municipality, or for rural versus urban areas. The same norms and standards have to apply to all areas of the country.

This has implications for how the Bill is costed ‒

i. It is necessary to examine *all* the areas of the service covered in section 5(3) and evaluate whether any of the norms and standards likely to be issued will have significant cost implications that require costing. *This may result in the costing model costing services that are currently not being provided by libraries and not costing certain services that are currently being provided (though this is less likely).*

ii. The costing needs to be based on *minimum* norms and standards, rather than *ideal* or *best practice* norms and standards for library and information services. *This will result in the costing diverging from existing budgets for library services, where the standard of service is either lower or higher than the minimum norms and standards on which the costing is based.*

iii. The costing needs to be based on norms and standards that apply to all areas of the country. However, this does not imply that all areas of the country will enjoy the same levels of service. For instance, if norms and standards based on population densities are used to determine the allocation of libraries to wards, they would apply equally across all wards in the country, but would result in the more densely populated wards getting larger libraries than the less densely populated wards. *This means the costing model is likely to produce costing outcomes for municipalities that diverge from existing funding for library services in those areas, depending on whether they are under- or over-serviced relative to the norms and standards used for costing.*

Based on the above, it is very likely that the outcomes of costing the Bill will result in cost estimates that diverge significantly from existing budgets for library and information services.

Each sub-subsection of section 5(3) of the Bill is discussed separately below. The relevant portion of the Bill is quoted, followed by a short discussion. Then we present the norms and standards that are used in the costing model, along with the data sources used.

5.2.1 What should norms and standards do?

The intergovernmental system established by the Constitution creates specific and influential roles for norms and standards. Because of their potential influence, it is important they are developed carefully. Norms and standards prescribe what a given service should look like: rights to access the service, what its core content should be and the quality of the service.

Therefore norms and standards *indirectly* prescribe what funds must be allocated to that service. Depending on their content, they can lead to more or less resources being allocated to a sector. They may also constrain what is permissible. Properly designed norms and standards can be very beneficial, ensuring greater access to better quality services. However, poorly designed norms and standards can undermine service delivery or have unintended consequences.

Norms and standards should –

–   apply across all provinces and municipalities[34];

–   set limits that are absolute – these are usually minimum limits, but may be maximum limits in certain circumstances;

–   be objective and measurable so that it is clear when they are not being complied with;

–   be easy to understand;

–   be designed for the sector in the South African context, and not imported from other sectors and other contexts;

–   be a holistic package, where each one reinforces and complements the others.

Norms and standards should not discourage innovation. This can be achieved by focussing on norms that are primarily designed to prevent bad practices, or that specify minimum acceptable levels of a service. This leaves room for creativity and higher levels of service delivery to be achieved.

Government bureaucracies take time to adapt to new requirements simply because of the nature of government processes. These processes are intended to ensure transparency, equity and fairness. However, it does mean that new norms take time to be complied with. Therefore when issuing norms and standards, the Minister should simultaneously specify *realistic timeframes for achieving compliance*. Also, norms and standards should provide a stable framework, and any revisions ought to be limited to keeping them up to date with inflation (if relevant) and critical emerging service trends.

5.2.2 Sources of information on norms and standards

Norms and standards set out in this document are based on information drawn from various sources. The two most important documents were –

–   *IFLA Library Building Guidelines: Developments and Reflections* from the International Federation of Library Associations and Institutions

–   *Minimum Standards for the Public Library Services of the City of Johannesburg, July 2003 – June 2006* from the City of Johannesburg

The *8th Draft Outline for Guidelines, Norms and Standards for Community Libraries* from Gauteng Province and *Norms and Standards, Phase 3 of 3* of the KPMG assessment in 2007 for the Department of Arts and Culture were also reviewed.

Proposed norms and standards were also discussed during the interviews with the provincial departments of arts and culture that were conducted as part of the project.

The norms and standards set out in this document were discussed with and approved by the Steering Committee that the Department of Arts and Culture established to oversee the project. This does not give them any sort of official status, but it does mean that they are regarded to provide a 'credible' basis for the costing of the Bill.

5.2.3 Quantifying the norms and standards so as to cost the Bill

The norms and standards in the above-mentioned documents mostly specify norms applicable to ranges of a variable. For instance, they require one book per capita for a population range from 10 000 people to 15 000 people. Such norms are useful and meet most of the requirements of norms discussed in section 5.2.1 above. However, they cannot be used for costing. For the purpose of costing the Bill, the norm needs to be specific and quantified; for instance, 10 000 books for every 15 000 people.

Even though specific norms and standards are used for the costing, it is not proposed that the norms eventually issued by the Minister should be structured in the same way. For instance, in Table 23

---

34   The Bill specifically excludes the possibility that norms and standards might differentiate between categories of municipality. We submit that this is consistent with the concept of *minimum standards* anticipated by section 42(2)(d) of the Constitution although it could be argued that this section does not prohibit differentiation between categories of municipality, and therefore such differentiation is permissible.

specific numbers are attached to libraries. The norms and standards proposed for a Basic Public Library suggest that type of library must be 225m^2, only be built when there is a population of 3 800 people with a population density of 115 per m^2. Conceptually, these are based on international norms, but the international norms and standards are structured quite differently. As already noted, they would normally use ranges: i.e. they would say "where there is a community between 2 500 to 3 800 people there should be a library between 180 and 300m^2 etc". Norms and standard that use ranges are more practical when it comes to specifying minimum levels of a service, but they do not lend themselves to being used in a costing model.

So for purposes of costing the Bill, measurable or specific norms and standards have been developed. Very often this meant taking the 'middle ground' of the norms identified in the course of our research. We have also modified certain norms to make them more appropriate to the South African context, which includes taking into consideration the scarcity of resources.

Generally, we have only specified norms that are directly relevant to costing the Bill. In some cases, we include norms that do not have a direct influence on the costing, either because they are linked to costing norms, or because they contribute to describing the service that is being costed, and thus give the costing outcomes greater meaning.

5.3 Norms and standards used to cost the Bill

This section discusses the different categories of norms and standards in section 5(3) of the South African Public Libraries and Information Services Bill, and sets out the norms and standards that have been used to cost the Bill.

5.3.1 Accessibility

5.3.1.1 What the Bill says

> National minimum norms and standards must –

> 5(3)(b) provide for easy and equal access to public library and information services, which must provide for:
> > i. appropriate geographical location for the rendering of public library and information services; and
> > ii. accessibility of public library and information services to the public;

5.3.1.2 What needs to be considered?

In the context of section 5(3)(b), "accessibility" relates to the location of libraries from a spatial planning perspective with an emphasis on ensuring libraries are located in places where the public can access them easily. Libraries should be in locations that are quiet and easily accessed by potential users. So locations close to schools, in residential areas or shopping centres and close to transport terminals are preferable.

It is possible to use norms and standards to promote geographical locations with appropriate characteristics. However, it is unlikely that such standards can be applied uniformly across the country. For the purposes of identifying enforceable minimum norms and standards it is probably easier to define geographical locations that are not appropriate for libraries. For instances, libraries should not be located in industrial areas or close to highways. One might also regulate that libraries should not be established within a certain distance of areas zoned for bars or shebeens.

"Accessibility" also refers to making library and information services user-friendly. This has to do with the nature of these services and how they are provided, as well as the general helpfulness of the staff.

5.3.1.3 Proposed norms and data

Norms and standards for accessibility within the context of section 5(3)(b) should ensure –

- Libraries are a minimum distance from busy roads, so as to avoid noise pollution and so as to minimise the number of users that need to cross roads with heavy traffic.
- Libraries are a minimum distance from areas zoned for alcohol consumption or the sale of alcohol (e.g. bars and restaurants)[35], as such places generate noise and their patrons often create disturbances for libraries.
- If a library is located close to a railway line, it must be within a minimum distance of a safe crossing to enable easy access.
- If a library is open after dark, all streets around the library must have street lights.
- Libraries should be located close to schools, in or near shopping centres and multi-purpose service centres, and close to transport terminals.
- Libraries must only be built if the facility will have permanent and reliable sources of water, electricity and sanitation.

5.3.1.4 Implications for costing the Bill

The above norms will impact on where libraries are located, but cannot easily be translated into variables that can be costed on a country-wide basis. There is no official government data that can be used to estimate the proximity of communities to the various factors listed above.

These factors may impact on the cost of land on which libraries are built. For instance, requiring that libraries are located close to schools and transport terminals will mean the land is likely to be more expensive than land further from such facilities. However, it is only really meaningful to evaluate this impact when considering the location of a library within a particular community.

The cost of land on which libraries are built is not factored into the costing of the Bill. It is anticipated that in most instances libraries will be built on land already owned by provinces or municipalities.

5.3.2 Redress

5.3.2.1 What the Bill says

National minimum norms and standards must

5(3)(c) provide measures to redress the inequality in the provision of public library and information services, taking into account:

 i. the size of public libraries and information services which must be proportional to the communities they serve;

 ii. the resources allocated to the public libraries and information services that must be suitable to the needs and preferences of the community concerned;

 iii. the language of the community it serves and that of potential library users; and

 iv. the geographical areas they serve, which must be proportional to the number of libraries in the area.[36]

---

35 Actually the zoning by-laws of municipalities should work the other way round: bars and shebeens may not be established within a specified distance of a site zoned for library services.

36 It is not clear what this last clause means. It would make sense if it read: 'the geographical areas they serve must be proportional to the number of *people* in the area'.

5.3.2.2 What needs to be considered?

There is a large backlog in library services in South Africa. The scale of the backlog varies between provinces and within provinces. Generally, the most significant backlogs are in the former homelands, rural areas and poor residential areas. It is very important that these inequalities be addressed given that libraries can play a crucial role in education as well as economic empowerment.

Section 5(3)(c) can be used to introduce norms that require a minimum distribution of libraries or that libraries must be provided when certain population thresholds are met.

However, it is important that the "redress" norms and standards do not force provinces to allocate a disproportionate amount of their library budgets to building new libraries. Doing so will impact negatively on existing levels of resources allocated to asset maintenance and the operations of the service. It is also crucial that the norms and standards do not encourage provinces to build libraries where they will not be effectively used. Building new libraries at the expense of staff and buying books for existing libraries is wasteful.

The size of the libraries backlog in all provinces is very much larger than the resources available. It is therefore essential that all resources are used effectively. The norms and standards set out below are designed to ensure the optimal use of scarce resources. They provide that libraries of different sizes *can only be built* if the size and distribution of the population within a defined geographic area meets minimum population thresholds and densities. This differs from requiring a minimum geographic distribution of libraries or a minimum number of libraries per capita.

5.3.2.3 Proposed norms and data

A differentiated approach to modelling where libraries should be located is used. It is submitted that there should be norms for *seven* different types of libraries[37] that are arranged in a hierarchical structure as follows –

a. **Community Book Units (CBU):** These are also known as wheelie wagons. A CBU is a large cabinet with doors and is mounted on small wheels. The doors can be locked and the cabinet pushed around a flat floor by one person. The doors can be opened and closed easily. CBUs can hold up to 2 500 books. Normally these are operated by one person for a few hours a week. When not in use, the CBU can be locked and pushed out of the way to the side of the room. In some provinces, CBUs have been placed in unused rooms on farms, community halls, church facilities and schools. The communities have equipped the rooms and transformed them into small, functional libraries. In the hierarchy of libraries, CBUs are used to serve areas with very low population densities. The population density in these areas is expected to remain low and CBUs are seen as a long term service delivery solution. A critical part of the CBU service is that the province must renew the book collection of the CBU regularly. Note that CBUs are a more cost effective means of reaching small, low density populations than mobile book vans/busses due to the high operating costs of the latter (see comments on mobile libraries in section 5.3.6.2).

b. **Container Library:** These are small libraries that are housed in single or double containers or in prefab buildings. In practice, single containers are more common because they are easily fitted out and easily moved. It is significantly more difficult to move double containers or prefab buildings. A container library is a cost effective way to test the demand for library services. They should not be a permanent means of providing the service, but can be adequate facilities for 10-1five-years. In the hierarchy of libraries, container libraries are used where there are small populations living close together[38]. If the population in these areas (i) grows or (ii) shows a good demand for library services, then the container library may be upgraded. Again a critical part of

---

[37] Note that provinces and municipalities use a wide variety of names to refer to libraries of different sizes, or that relate to each other differently in the library hierarchies. The lack of a standardized national naming convention of different kinds of library complicates discussions about library services and leads to unnecessary misunderstanding. Therefore the names given to the types of library in this document are intended to be descriptive in order to facilitate the discussion.

[38] Provinces and municipalities are using container libraries in many different contexts, such as dual purpose libraries serving a school and the local community, in dolomitic areas where no permanent structures are permitted, in densely populated informal settlements where land is not available, and to test the demand for library services in remote rural communities.

the container library service is that the province must renew their book collections regularly. The costing model is built around a container size of 55m^2, i.e. a double container size. This square meter variable is used to estimate service populations and operational costs.

c. **Basic Public Library:** These are small, purpose built libraries. In practice, many of these libraries are housed inside municipal buildings or other multi-purpose centres. These libraries focus on providing a book lending service to the local community. They would also typically provide access to computer and internet services, and photocopying services. Compared to the larger libraries they have limited space for users to read or study. These libraries are located in communities with population sizes and densities above the thresholds applicable to the container libraries, but below the thresholds applicable to the branch libraries (below).

d. **Branch Public Library:** Branch public libraries provide the core library services to large local communities. These libraries are only established in areas with population sizes and densities above the threshold that will ensure the range of services provided will be effectively used. These libraries will hold a reference collection, a study collection and a collection that will satisfy a wide range of reading preferences. These libraries have spaces dedicated for children's activities; computer areas and a study area.

e. **Central Public Library:** A central public library provides a comprehensive library service. A central public library will have its own service population and also service the branch public libraries with higher level services. Due to the population size thresholds that apply to central public libraries, they will only be established in urban areas. These libraries should have the capability to catalogue and distribute books to the smaller libraries in their areas.

f. **Regional Public Library:** A regional public library is a very large library that provides a comprehensive range of services and at least one specialised reference service. These libraries have large areas for children, studying and computers. These libraries will only be established in large urban areas.

g. **Mega Public Library**: A mega public library[39] is the central public library in a major urban area. These libraries provide professional and specialised services. A larger proportion of the collection at these libraries is reference and study material. These libraries will have significant areas for study and computers, and direct arrangements with UNISA and other universities offering distance learning to hold their materials. They will only be established in metropolitan areas with populations above one million.

The key characteristics and principles guiding the allocation of these types of library are presented in the Annexure A.

Branch public libraries and the smaller libraries may be located close to schools or in multi-purpose centres. However, the costing model does not specify when this should be the case. This is something that needs to be determined when planning the location (accessibility) of each new library.

It is assumed that all libraries will be organised into geographic hierarchical groupings for purposes of circulating collections and managing inter-library loans.

Table 23 below gives details of a set of variables and the resulting norms that are applied in the costing model to determine the location of libraries.

---

[39] Note that certain of the existing very large libraries in the metros may be bigger than the proposed "mega public libraries". This is because of the history of these institutions, and because they house important heritage collections. It is therefore proposed that national government should take responsibility for funding or part funding these "heritage libraries" directly – given that they serve the entire country.

Table 23: Norms and standards for types of libraries

	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
Library size (m²)	35	55	225	500	850	1 200	3 000
Catchment area of library km²	50	50	28	28	154	452	1 018
Population density threshold (people/km²)	15	40	115	230	450	750	1 350
Library population threshold	1 750	2 750	3 800	6 500			
Library service population	1 750	2 750	3 800	6 500	11 500	17 150	45 000

Table 23 shows the size of the libraries, the catchment areas they serve, population densities that should exist surrounding the library and the size of population the library serves. Table 23 is the core of the costing model. The assumptions set out in the above table determine the number, size and distribution of the four smallest libraries (CBUs to Branch). The distribution of the larger libraries is based on specific municipal population thresholds, which are set out below.

The variables, for all libraries, drive the costs in the model. These are based on analysis of international norms and standards, norms and standards proposed for South Africa, analysis of the population size and densities of all municipalities and wards in the country, and discussions with the Project Steering Committee.

There is a direct correlation between library size, catchment area, population densities and service population. The principles underlying this correlation are based on international norms and standards, but the actual correlation which is driven by m² of library per capita and an assumed service radius of the libraries has been adapted to the South African context.

Key drivers of costs in the model are as follows –

- The *library population threshold and population densities* are used to determine where the four smaller categories of libraries are located or not located. Ward populations and densities have been used to qualify or disqualify wards for libraries. Where a ward qualifies for more than one category of library, it is allocated the largest library for which it qualifies. A ward only qualifies for a library if *both* the population density and ward population meet the levels shown in Table 23.
- The *service population* of all libraries is derived from the size of the library and m² per capita. The service population is used to drive assumptions on the size of collections.
- The *size of the libraries (m²)* is used to estimate the construction costs and non-salary operational costs of the libraries.

Table 24 shows the differentiated approach used to ensure a minimum distribution of libraries across municipalities. All municipalities are sorted into seven groups by using their total populations. These groups are shown at the top of the table. The model specifies the largest library that can be placed in a municipality, based on the groups of municipality ("Largest library allocated").

Table 24: Population thresholds for establishing libraries in municipalities

Municipal groups (population)	< 25 000	25 000 - 49 999	50 000 - 99 000	100 000 - 199 000	200 000 - 399 000	399 000 - 1m	More than 1m
Number of municipalities in range	23	32	60	66	34	13	6
Largest library allocated	Basic	Branch	Branch	Central	Central	Regional	Mega
Minimum libraries per group	*These libraries will also be allocated based on ward population and densities*						
Basic public library	1	2	3				
Branch public library			1	3	3	5	
Libraries allocated by population	*These libraries will not be established in small municipalities*			*Large municipalities get these libraries based on their total population*			
Central public library				150 000	150 000	150 000	150 000
Regional public library					400 000	400 000	400 000
Mega public library							1 000 000

The placement of CBUs, Container Libraries, Basic Public and Branch Public Libraries is based on ward populations and densities. The "Minimum Libraries per threshold" shows the minimum number of libraries each municipality by group will receive.

The location of the largest three libraries is based on total municipal population. Municipalities with large populations will receive one Central Public Library for every 150 000 people; a Regional Public

Library for every 400 000 people and a Mega Public Library for every million people. Municipalities with populations below 150 000 don't receive any of these large libraries. The location of these libraries is not dependent on population densities or the population size of wards.

Table 31 on page 888 shows the assumptions for human resources for each library. Those assumptions will determine the human resource costs of each category of library.

The model estimates the cost of the norms and standards based on existing population figures. No predictions on future population growth rates are made.

5.3.2.4 Implications for costing the Bill

The norms set out above are used to calculate the number of different types of libraries required in each ward and in each municipality. The size and layout of each library are defined under the norms for building plans for physical infrastructure (section 5.3.4 below).

As indicated, the norms in Table 23 drive the costing model. They lay the basis for costing both the infrastructure requirements and the operational requirements of the Bill. Using these norms and detailed information on the population size and densities in each ward and municipality, the required number of libraries is calculated. The number and size of libraries drives variables such as the number of librarians, the size of the book collections and the numbers of computers required. These variables are then linked to cost/price variables that are used to calculate the cost of the Bill.

5.3.3 Promotion of official languages

5.3.3.1 What the bill says?

> National minimum norms and standards must
>
> 5(3)(d) provide for public library and information services which promote the official languages, and must include the availability of library materials in indigenous languages.

5.3.3.2 What needs to be considered?

As proposed in Chapter 3, it is submitted that the promotion of indigenous languages should be a national responsibility. Indigenous languages are not evenly distributed across the provinces, and therefore the associated spending obligations are not evenly spread. The promotion of indigenous languages should therefore be funded from the national budget, using a conditional grant similar to the Health National Tertiary Services Grant.

Provinces' collection development policies must be focussed on satisfying and responding to the existing reading preferences of local communities. National government policy would seek to promote the indigenous languages and build the demand for these languages among readers. National government's funding should be determined by policy rather than actual demand, primarily because the aim is to stimulate demand given that current levels of demand are low. Provinces may supplement the national funding for the purchase of materials in indigenous languages. Libraries should also promote indigenous materials written by local community members.

The demand for and supply of materials in indigenous languages needs to be assessed thoroughly before norms on the availability of material in indigenous languages within public libraries are promulgated. There are issues on both the demand and supply sides. Our interviews with librarians working in the libraries we visited indicated that the demand for materials in indigenous languages is fairly limited compared to the demand for English and Afrikaans materials. This appeared to be the case even in areas where neither English nor Afrikaans is the dominant mother tongue language.

On the supply side, there is only a limited range of materials available in indigenous languages. In addition, the physical quality of these materials is often poor (though not necessarily the content).

Books in indigenous languages are not necessarily more expensive than books in other languages, but there are added costs associated with finding publishers and procuring the material.

Hard questions need to be asked about "value for money" when setting norms in relation to the quantity of indigenous materials to be purchased. Is it appropriate to spend a disproportionate share of the budget on books that are not used at the expense of books for which there is a demand? This is another argument in favour of this matter being funded by national government.

5.3.3.3 Proposed norms and data

It is proposed that national government allocate an amount per capita per year for each mother tongue speaker of an indigenous language, and that this goes towards the development of indigenous language collections in the provinces. Given that building up a meaningful collection for a group of indigenous language speakers is a costly exercise, it is proposed that the available funding should be divided 40/60 and then allocated to the provinces as follows –

- The 40 per cent gets allocated according to the proportion of first language speakers of indigenous languages in each province, and
- The 60 per cent gets allocated according to the number of groups of first language speakers over 200 000 people in each province.

The following data is used to make the allocation.

Table 25: Distribution of first language indigenous language speakers

	EC	FS	GP	KZN	LIM	MP	NC	NW	WC	Total
Afrikaans	683 410	340 490	1 502 940	161 876	140 185	289 446	606 225	309 867	2 820 643	**6 855 082**
English	362 502	78 782	1 603 464	1 337 606	78 692	124 646	37 842	120 041	1 149 049	**4 892 624**
Indigenous languages										
IsiNdebele	14 854	10 008	380 494	111 657	104 283	403 678	6 023	43 988	15 238	**1 090 223**
IsiXhosa	5 092 152	201 145	796 841	340 832	20 275	48 993	60 187	190 601	1 403 233	**8 154 259**
IsiZulu	31 634	118 126	2 390 036	7 901 932	62 424	965 253	8 501	84 835	24 634	**11 587 375**
Sepedi	14 299	7 395	1 282 896	20 555	2 826 464	372 392	2 431	83 999	8 144	**4 618 575**
Sesotho	158 964	1 717 881	1 395 089	79 416	80 299	138 559	14 136	201 153	64 066	**3 849 563**
Setswana	12 607	140 228	1 094 599	52 229	107 021	71 713	373 086	2 191 230	24 534	**4 067 247**
SiSwati	2 020	2 246	136 550	8 347	25 346	1 106 588	648	12 091	3 208	**1 297 044**
Tshivenda	3 663	2 592	272 122	4 309	892 809	12 140	1 083	16 255	4 415	**1 209 388**
Xitsonga	3 092	8 039	796 511	8 936	906 325	416 746	1 201	127 146	9 152	**2 277 148**
Sign language	42 235	32 910	52 744	48 575	8 230	8 932	3 933	14 924	22 172	**234 655**
Other	36 893	15 935	371 575	77 519	86 322	39 639	12 385	60 872	127 117	**828 257**
Total population	**6 458 325**	**2 675 777**	**12 075 861**	**10 153 789**	**5 338 675**	**3 998 725**	**1 127 681**	**3 457 002**	**5 675 605**	**50 961 440**
Indigenous first language speakers	5 333 285	2 207 660	8 545 138	8 528 213	5 025 246	3 536 062	467 296	2 951 298	1 556 624	**38 150 822**
Share of indigenous speakers	14%	6%	22%	22%	13%	9%	1%	8%	4%	**100%**
Groups above 200 000	1	2	8	2	3	5	1	1	1	
Share of total population	13%	5%	24%	20%	10%	8%	2%	7%	11%	**100%**

Source: STATSSA Census 2011

5.3.3.4 Implications for costing the Bill

Information on the number of indigenous language speakers in each province was obtained from STATSSA. This information is used to allocate the funding available for the promotion of indigenous languages across the provinces.

5.3.4 Building plans for physical infrastructure

5.3.4.1 What the Bill says

> National minimum norms and standards must
>
> 5(3)(e) provide a building plan[40] for the physical infrastructure of the library to ensure access to persons with disabilities, older persons and children, which infrastructure must include:
>
> i. the public facilities to be provided for on the premises of public libraries and information services;
>
> ii. planning, design and maintenance of new public libraries and information services; and
>
> iii. the expansion, renovation and maintenance of existing public libraries and information services;

5.3.4.2 What needs to be considered?

Public facilities must be designed to be accessible to persons with disabilities, older persons and children. If this is factored into the design of a building from the start, its impact on the cost of building libraries is minimal.

The norms must ensure minimum internal layout and design standards are met. These standards must ensure the facilities are large enough to cater for the provision of the envisaged services. The layout of a library must also minimise the staffing requirements and the workload of librarians.

Libraries must be designed to capture as much natural light as possible. This can be achieved by ensuring the north-facing side of the library has enough windows. The roofs of libraries must also be designed to capture natural light. However, the design of a library must also ensure that no books or furniture in a library are ever in direct sunlight, as this causes damage.

The challenges facing infrastructure delivery vary significantly between provinces. Availability of materials and skills varies across and, in some cases within, provinces. For instance, the types of bricks that are available differ across the country. In many parts of the country new electricity cables need to be laid to where libraries are to be built. There are also areas where borehole water is a more feasible option than municipal water.

The norms for building plans must be kept simple and allow for flexibility in how they are met, given that libraries can form part of other buildings, and will be built in a wide variety of locations. The norms must not further complicate the already complicated infrastructure processes.

Finally, it is crucial that libraries are maintained. There are two key aspects to this. Firstly, the infrastructure must be maintained. There are many libraries globally that have been in operation for centuries. That is only possible because they were properly constructed and have been maintained properly. Secondly, a lack of maintenance can lead to library books and equipment being damaged. The Minister must prescribe norms and standards for maintenance that can be easily measured and monitored.

5.3.4.3 Proposed norms and data

Table 26 sets out norms and standards for the internal layout of libraries for each category of library. The norms show the space requirements of the different kinds of facilities required in the public libraries. This approach means the design of libraries may differ so long as each facility is provided with the minimum space requirements.

---

[40] The reference to "a building plan" should be changed to "for design features" or some similar wording so as to allow for different designs of libraries but still ensure that they incorporate the required design features.

The area dedicated for children under six years of age ought to be a room that can be closed off from the rest of the library, but the internal wall should be secure glass so as to allow for easy monitoring.

The work/study areas in branch public libraries and larger libraries ought to be closed off from the rest of the library so as to create an environment conducive to study. Separate secure access would be an added advantage so that they can be kept open after normal library hours as a study venue.

Table 26: Proposed norms for the use of space in libraries

	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
Minimum per cent of floor space for shelving and book displays	19%	17%	11%	8%	6%
Minimum floor space for periodicals and audiovisual material	3	4	8	16	28
Minimum number of computers for public use		6	10	16	24
Minimum floor space for public computers (3.25m^2)		19.5	32.5	52	78
Minimum floor space dedicated for following users (m^2)					
Children Under Six Years		55	121	150	100
Study/Work Area		195	360	570	650
Leisure Reading		75	105	150	150
Maximum per cent of floor space for staff work areas	4.6%	7.5%	8.2%	10.8%	8.3%
Floor space for a room to host events			57	77	97
Minimum number of toilets	6	9	11	18	23
Minimum floor space per toilet (3.5 m^2 per toilet)	21	31.5	38.5	63	80.5
Minimum surface areas (m^2) to allow natural light into building					
Wall surface (all sides)	36	51	85	104	164
North facing side of the building	9	13	21	26	41
Roof surface			8	12	16

5.3.4.4 Implications for costing the Bill

Most of the norms shown in Table 26 are linked to the assumptions in Table 28 about the number of books per member of the service population. In the costing model, a construction cost per square metre is used to estimate the cost of new library buildings in each of the categories. Any change to space utilisation assumptions above will not affect the construction cost per square metre, but they may change the overall size of the libraries. In that event, the overall cost of the library will increase.

Some of the variables above impact on other costs, such as equipment costs. However, these variables can be changed without necessarily affecting the size of a library. For instance, a reduction in the number of computers or the space required per computer does not necessitate that the size of the library be reduced.

As noted above, the cost of maintenance will be an average cost per m^2. This is a practical way of providing for variations in the likely cost of maintenance in different circumstances.

5.3.5 Library materials and information services

5.3.5.1 What the Bill says

> National minimum norms and standards must
>
> 5(3)(f) provide for library materials and information services including library materials which are accessible to and appropriate for visually impaired, older persons, children and rural communities, and include—
>
> i.   literacy programmes and adult basic education and training services;
>
> ii.   local area study collection;
>
> iii. public library awareness programmes; and
>
> iv.   literacy materials for visually impaired[41];

---

[41] It is not clear why this clause refers to only 'literacy materials'? It is submitted that it should read 'materials for the visually impaired'.

5.3.5.2   What needs to be considered?

It is important that the primary purpose of public libraries is clearly articulated. Libraries are service points of an information service. Their primary role is to facilitate access to information and provide a facility in which information can be consumed. Librarians must be trained to facilitate access to information. This is a specialised skill. Both literacy and adult education training are functions of the Department of Basic Education and the Department of Higher Education respectively. This division of functions ought to guide the process of specifying norms for the libraries function in this regard. In certain provinces and municipalities there is a view that libraries should be providing education services in areas where the provincial education departments are not performing adequately. This would be a diversion of library services from their core purpose. Library services play a complementary role to the education function – they cannot replace it.

Literacy programmes and adult basic education and training services must be provided by practitioners with the requisite specialised skills. It is unrealistic to expect a librarian at a small library to be able to provide quality information services and teach literacy. However, it is not unrealistic to expect these librarians to facilitate access to materials relevant to literacy and basic adult education. In the larger libraries, it is not unrealistic to assume the staff complement may include librarians who are trained in librarianship as well as an additional skill such as literacy or adult education. The higher cost of these skills is embedded in the salaries of such staff. Therefore the cost of literacy programmes is a function of the human resources assumptions discussed in section 5.3.9.

The same principle applies to library awareness programmes. The staff composition of libraries must ensure there are librarians available to provide an information service to the public who visit the libraries for the full time the library is open. Libraries should not need to close while the librarians run community awareness programmes. If a library has two librarians, one can run community awareness programmes when the library is quiet. There are minor operational costs associated with community awareness programmes, but the major cost is the cost of the time of librarians. The norms for human resources must ensure libraries have sufficient staff to perform community awareness programmes without disrupting normal services.

Libraries should be expected to house local area study collections. The composition of these will vary substantially between areas. In rural areas, local area study collections will have to be built up by librarians. In some areas the best way to generate the local area study collection is to make oral recordings. This is more of an archives function than a libraries service. In contrast, in the more urban areas a substantial local area study collection is probably available from mainstream publishers. It is important that resources are allocated to satisfying reader preferences and local area study collections do not crowd out limited resources. Local area study collections must be developed as part of the overall collection, and are factored into the discussion in section 5.3.6.

Library materials must be made available for the visually impaired. To start with, collections must include an adequate number and range of large print books.[42] Then specialised services are required for people who are blind. In this regard, the South African Library for the Blind provides a national service. All public libraries need to complement this service by facilitating library loans from the South African Library for the Blind, and providing access to specialised equipment such as the daisy machines for playing audio books.

Collection development policies must emphasise materials for the visually impaired, especially large print books and audio books that can be downloaded.

---

[42]   Our interviews with librarians and library users highlighted that the large print book component of library collections was being neglected, despite there being a high demand for them. The high demand stems from the fact that these can be read by both normal sighted and those with sight difficulties, as well as from the fact that generally the books are too expensive for individuals to be able to afford. They are also popular with new readers due to the larger size print.

5.3.5.3 Proposed norms and data

i.   Literacy programmes and adult basic education and training services

Norms should ensure that libraries hold an adequate collection of materials for literacy and adult basic education. The building design of libraries ensures that branch public libraries and the larger public libraries have facilities where ABET and similar programmes can be held. The proposed staffing requirements and levels of salaries of staff of libraries ensure that each level of library has sufficient personnel to facilitate access to materials and to arrange such programmes, even if the staff cannot run the programmes themselves.

ii.   Local area study collection

Developing a local area study collection must be seen as an on-going activity of librarians. It will involve librarians actively seeking materials and requesting materials through material selection processes. The cost is therefore factored into the staffing assumptions.

iii.   Public library awareness programmes

This is a role of the librarians. They should be required to visit all schools in the catchment area areas of their libraries at least twice a year and to host schools and ECD centres on regular occasions. The cost of this is factored into the staffing assumptions. Provision is also made in the operational costs.

iv.   Materials for visually impaired users

As discussed, it is important that the collection development policies ensure there are adequate collections of the large print books and audio books in each library. Further, all public libraries must facilitate lending from the South African Library for the Blind. All Central Public Libraries are required to have dedicated sections for serving the visually impaired, which is provided for in the operational costs of these libraries.

5.3.5.4 Implications for costing the Bill

Generally, most of the costs associated with these aspects of library services are covered elsewhere in the costing, mostly in collections development and staffing.

5.3.6 Promote access to public library services

5.3.6.1 What the Bill says

> National minimum norms and standards must
>
> 5(3) (g) promote accessibility of community library services which serve the needs and interests of the public, especially to previously disadvantaged persons and communities, and include—
>> i.   library opening and closing times which must accommodate the community it serves
>> ii.   circulation and lending services
>> iii.   library cost mechanism for the damage or loss of library materials
>> iv.   the minimum range of library materials to be made available to users and
>> v.   mobile library and information services

5.3.6.2 What needs to be considered?

Circulation and lending services are an integral part of the library service. Library cost mechanisms are implemented through stock control and auditing procedures. These are functions performed by

librarians. The cost of the required activities is captured in the cost of their salaries. It is assumed that the cost of losses is captured by the churn (estimated replacement levels) shown in Table 28.

The opening times of libraries depend on the number of librarians and their conditions of service. If librarians work in shifts, a library can stay open for longer, including Saturdays, at no additional cost. The salaries of shift workers do not need to differ from those of non-shift workers, if shift work is an explicit condition in their contract of employment. Many municipalities require their staff to work on Saturdays and give them time off as compensation.

The literature on libraries provides norms on the number of book items per capita a library should hold. The collection in each library needs to be developed with reference to the reading interests and needs of the community the library serves. So for instance, libraries in rural areas should have a greater emphasis on material relevant to farming.

There are mixed views on the efficiency of mobile library services in South Africa. Mobile book vans/busses are very expensive. The capital cost of the vehicles is high relative to CBUs and Container Libraries. Also the operating cost of mobile libraries is high due to the rough conditions of roads in rural areas, the increasing price of fuel and because they usually require a driver and a librarian. Very few provinces make use of this service, and few librarians recommend the use of mobile libraries. We submit that mobile libraries should not be the preferred mode of providing library services to communities. Permanent CBUs or Container Libraries are more cost effective and should therefore be the preferred mode of delivery if the population is too small to justify a Basic Public Library.

Many libraries operate outreach programmes to old age homes, prisons, hospitals and children's homes. These usually entail taking crates of books to the institution and displaying them on a table for a morning once every two weeks. This is a very valuable service and norms should be put in place to encourage it. These kinds of outreach services could also be extended to schools located far from libraries. Most librarians interviewed indicated that these outreach services are more cost-effective than operating mobile libraries – largely because the books can the transported in a normal vehicle or bakkie – eliminating the need for a dedicated vehicle and driver.

5.3.6.3 Proposed norms and data

Table 27 below shows the assumptions for the costs per item in collections used in the model.

Table 27: Cost of collection items in Rands

Rands		Price per item
Reference material	Adults	1 200
	Young adults	700
	Children	350
Non-Fiction material	Adults	180
	Young adults	180
	Children	130
Fiction	Adults	160
	Large print	160
	Young adults	120
	Children's picture books	80
Audiovisual collection		150
Periodicals	Annual subscription	135
Electronic access	Annual cost per book	85

Table 28: Norms for collections and outreach

	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
Collection norms							
Minimum number of books in collection	2 500	3 500					
Minimum books per population of service group			1.5	1.3	1.2	1.1	1
Annual churn of library collections	7.0%	7.0%	7.0%	6.5%	6.2%	5.7%	5.0%
Number of times per year new stock is received	4	4	4	4	4	4	4
Minumum number of audiovisual items	50	75	180	250	500	1 500	3 000
Minumum number of periodicals	3	3	8	13	25	45	55
Per cent of collections that are electronic			1.0%	1.0%	1.0%	1.0%	1.0%
Minumum percentage of books							
Reference Material	**10%**	**10%**	**10%**	**10%**	**10%**	**10%**	**12%**
Adults	*4%*	*4%*	*4%*	*4%*	*4%*	*4%*	*6%*
Young adults	*3%*	*3%*	*3%*	*3%*	*3%*	*3%*	*3%*
Children	*3%*	*3%*	*3%*	*3%*	*3%*	*3%*	*3%*
Non-Fiction Material	**25%**	**25%**	**25%**	**25%**	**25%**	**25%**	**25%**
Adults	*4%*	*4%*	*6%*	*6%*	*6%*	*10%*	*12%*
Young adults	*12%*	*12%*	*10%*	*10%*	*10%*	*9%*	*10%*
Children	*9%*	*9%*	*9%*	*9%*	*9%*	*6%*	*3%*
Fiction	**40%**	**40%**	**40%**	**40%**	**40%**	**40%**	**40%**
Adults	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*
Large print	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*
Young adults	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*
Children (picture and story books)	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*	*10%*
Unallocated	**26%**	**26%**	**26%**	**26%**	**26%**	**26%**	**23%**
Cost of collections in Rands							
Establishing collections in new libraries	537 701	753 531	1 235 859	1 829 581	3 001 711	4 263 883	11 612 337
Maintainance of collections in existing libraries	39 923	55 783	96 720	133 758	210 399	276 698	649 669
Travel requirements							
Number of awareness and outreach trips per month				8	8	8	
Average distance in km travelled per outreach visit				22	25	30	

The "Unallocated" line shows the proportion of the collection that the province and/or library has complete discretion over. The ratio used in the "Minimum books per population of service group" will calculate the *minimum* number of books each category of public library should hold. The various percentages specified under "Minimum percentage of books" calculate the minimum number of books in each category. Once those minimums have been met, the library (or province) has discretion over how to make up the rest of the collection.

In all parts of the model a cost of R6 per km is used for costing travel. The cost of distributing materials is dependent on the number of libraries and size of provinces. The total number of square kilometres of each province divided by the number of libraries in the province gives an estimated average square kilometre per library. It is assumed that this area per library is a circle and that the travel distance required for circulating materials is the diameter of this circle. The row "Number of times per year new stock is received" is the number of times collections are delivered to libraries. This number (4) is multiplied by the diameter in kilometres as discussed above (which is dependent on the final number of libraries per province).

5.3.6.4 Implications for costing the Bill

For the purpose of costing, it will be assumed that –

- most librarians are on contracts that require shift work, so that library opening times can be extended to suit the needs of the community
- the number of staff at each library is based on the number of hours the library must be open for

These variables are factored into the proposed staff complements of the different types of library as described in section 5.3.9.

The norms shown in Table 27 and Table 28 are used to cost establishment and operational costs of collections. The proportion of the collection that should be accessible electronically is discussed under section 5.3.8.

5.3.7 Library technical services

5.3.7.1 What the Bill says

National minimum norms and standards must

5(3) (h) provide for library technical services, which must include—
i.   material selection and classification systems;
ii.   electronic and manual cataloguing; and
iii. material database maintenance;

5.3.7.2 What needs to be considered?

Provinces must have policies, systems and equipment in place to deal with all of the above issues.

There is a mixture of arrangements in place with respect to material selection and classification in South Africa. Approaches include –
–   Lists of new books that are available are circulated to libraries electronically. The librarians identify which books they want through the libraries information system (e.g. SLIMS), and a central selection committee makes the final decision.
–   The same as the above, except that librarians can also visit book displays and select books they want.
–   The province hosts a book fair with selected publishers. Librarians visit the book fair and select books they want.

Some provinces combine two or all of the above approaches. Material selection processes must enable libraries to update their collections frequently. This ensures collections remain current. Selection processes should also allow librarians to physically inspect books to ensure they are appropriate for their communities. Provinces must be allowed to find their own way to achieve both of these objectives. Standardising the process for all provinces through norms is not advised. Norms should rather focus on how frequently book selection processes should take place. They should also require a team to inspect the physical quality of material before it is included on the library selection lists, so as to eliminate material that will not last in a library context.

Many municipalities and public libraries have the capacity to do their own book preparation and cataloguing. This should be encouraged, as it enables libraries to purchase books using own funds and receive donated books, which they can then enter into the system themselves. These libraries can also get the books onto the shelves and in circulation a lot quicker than if the cataloguing is done centrally. However, it is not necessary to require that all libraries have this capacity.

The most efficient distribution of preparation and cataloguing capacity depends on a range of factors. Provinces must have discretion to distribute the capacity they have to fit the diverse needs and circumstances across the province. The norms for capacity for material selection, preparation and cataloguing are proposed at a provincial level. However, it is not proposed that this capacity should be centralised at the provincial level only.

There is a range of technologies that can be used in libraries. When properly used, technology can render certain processes obsolete while also generating high quality data. Many libraries are still using manual systems, especially in the light of electricity supply problems. It is assumed that only electronic cataloguing and digital databases will be used going forward. To cost this, it is assumed that provinces will pay the software license fees, and that hardware requirements will be standardised across different categories of library.

5.3.7.3 Proposed norms and data

Section 5.3.8 discusses the software, the number of computers and internet access that should be available for staff use at libraries. This technology enables provinces to operate centralised electronic material selection systems and maintain a centralised databases.

Norms for material selection, preparation and cataloguing used in the costing model are shown in Table 29 below. The table shows the number of "Full Time Equivalent" (FTE) staff that are required to perform the different tasks.

Table 29: Minimum capacity for selection, procurement, perparation and cataloguing

	Maximum size of team one official may oversee	FTEs per 30 000 books procured per year	Minumum FTEs Required	Computers per FTE (minimum 1)
Material selection				
Assistant director	15		1	1
Librarian (level 7)		1.6	2	1
Library assistant		1.9	2	1
Procurement				
Assistant director	15		1	1
Administrative clerk		1.2	1	1
General worker		1.2	1	
Preparation and cataloguing				
Assistant director	15		1	1
Librarian (level 7)		1.5	2	1
Library assistant		1.5	2	1
Administrative clerk		1	1	1
General worker		2	2	

5.3.7.4 Implications for costing the Bill

The total number of books to be processed in each province is driven by the assumptions outlined in section 5.3.6. The total number of books per capita and the churn in books per year is used to calculate the number of books that should be procured each year. The cost of officials' time will be driven by the personnel assumptions in section 5.3.9.

5.3.8 Information and communication technology

5.3.8.1 What the Bill says

> National minimum norms and standards must
>
> 5(3) (i) provide for library information and communication technology, which must include:
>
> i. the availability of computers and electronic equipment; and
> ii. electronic access to library materials;

5.3.8.2 What needs to be considered?

It is essential that librarians and library users have access to computers and other electronic equipment such as scanners and photocopiers. Simple norms on the number of computers per librarian and number of computers that should be available in each category of library can be prescribed.

Providing electronic access to library materials in South Africa is in its infancy. Only a few provinces and municipalities have taken a policy decision in this regard. Electronic access to materials has some significant advantages. For example, it is more responsive to diverse and niche needs that are unevenly spread across a province.

Electronic subscriptions provide a way of ensuring at least a small part of a collection remains very current. It also creates an efficient way to provide access to books that have a short circulation period, such as business books. Electronic access to library materials can be managed through subscriptions that cover an entire province. Norms in this regard can require provinces to make a set percentage of their collection and periodicals accessible electronically. Proposals for this are included in section 5.3.6.

Provinces should not be expected to pay for subscriptions to academic journals. This is the responsibility of university libraries.

Provinces should have performance norms with respect to ICT to ensure that they have the capacity to provide all libraries with technical support. As an example, computers should never be down for longer than a specified amount of time (e.g. 48 hours). That length of time will be determined by how quickly technicians can get to libraries, which will be determined by how many technicians there are per library. Allowing the municipality ICT unit to service library computers may also reduce the amount of downtime.

5.3.8.3 Proposed norms and data

Table 30: Information and communication technology norms

	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
ICT Support							
Number of facilities serviced by one technician	0	12	25	25	5	5	1
Rank of ICT Technician: Assistant Director	0						
Computer for librarian use	0	1	1	2	6	8	13
Computers for public access	0	1	2	6	10	16	24
Network, cabling and data costs							
As per cent of electronic installation	0	7%	7%	7%	7%	6%	5%
Cost per year (Rands)	0	4 255	18 113	38 685	45 610	50 874	99 750
Multifunction printer operating costs							
Cost per printing bundle (Rands)	200	not related to library size					
Size of printing bundle (pages)	1000	not related to library size					
Annual leases (Rands)							
Bizhub 210	16 500	1	1	1			
Bizhub C451	19 200				2	2	2
Bizhub 750	25 000					2	3
Boxes of paper per year		7	12	12	24	48	60
Replacer toners per year		2	4	4	8	12	16
Number of pages printed per month/library		3 000	6 000	12 000	18 000	24 000	36 000
Computer costs							
Price of computer (Rands)	6 000	not related to library size					
Life of computer in years	3	not related to library size					

5.3.8.4 Implications for costing the Bill

Given that this is a high level costing exercise, rather than going into the detail of ICT, the costing model uses a networking and connectivity cost per m^2 of a library.

The annual leases for the multi printer operating costs are based on contracts advertised for these machines. The number of pages printed per month is based on assumed levels of usage linked to the service population of each library.

Norms for promoting access to public library services in section 5.3.6 include "Per cent of collections that are electronic". Those assumptions will determine the volume of materials that must be accessible electronically. It is assumed that provinces can buy subscriptions to electronic material. A cost based on the volume of materials that should be available is estimated.

5.3.9 Human resources and staffing requirements

5.3.9.1 What the Bill says

National minimum norms and standards must

5(3) (j) provide for library human resources and staffing requirements which must protect the dignity and enhance the stature of library officials, promote the equitable allocation of human resources and must include guidelines for—

    i.   staff composition;

    ii.   remuneration of staff;

    iii.   academic qualifications and training of library staff; and

    iv.   conduct of staff.

5.3.9.2 What needs to be considered?

Minimum staffing arrangements for the different categories of library are set out in Table 31 below. It is assumed that the different salary grades capture norms that may be introduced with respect to experience and qualifications of library staff. It is also assumed that the proposed staffing arrangements ensure libraries can operate for normal library operating hours.

Staff conduct is a function of management. It is costed by costing the management that needs to be put in place to manage the function.

5.3.9.3 Proposed norms and data

Table 31 shows provincial and municipal salary ranks for library staff for purposes of comparison. The Library Costing Model uses the provincial staffing levels given that libraries is a provincial function.

Table 31: Human resource requirements by type of library

Provincial staff categories	Municipal staff categories	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
Chief director	Executive director							1
Director	Executive head							
Deputy director	Director							1
Assistant director	Manager					1	1	2
Librarian (level 8)	Librarian (T11)					1	1	4
Librarian (level 7)	Librarian (T9)			1	2	3	5	6
Library assistant	Library assistant	1	1	1	1	2	6	12
P/T library assistant	P/T library assistant					2	4	9
Administrative clerk	Administrative clerk					1	1	1
General worker	General worker			1	1	2	3	7
Total full time librarians		**1**	**1**	**2**	**3**	**7**	**13**	**25**
Total staff		**1**	**1**	**3**	**4**	**12**	**21**	**43**

5.3.9.4 Implications for costing the Bill

As libraries are a provincial function, provincial salary scales should apply. The DPSA salary scales are used to cost staff at libraries. It is assumed that part time library assistants work 62.5 (5/8) per cent of their time. The DPSA salary scales will be used to determine the cost of their time.

However, municipalities are widely involved in managing the library function, and a large percentage of the staff currently working in public libraries are employed on municipal salary scales. It is unrealistic, and contrary to the Labour Relations Act, to assume that all municipal library staff will migrate onto the provincial salary scales, especially where the provincial scales are lower than the municipal scales.

Therefore the costing model presents two estimates of personnel costs. One shows the costs with the provincial ranks and salary levels. In that estimate, all staff costs are based on provincial salary grades.

The other estimate is based on municipal salary grades for staff in libraries. In that estimate, the cost of all staff in libraries are based on municipal salary grades.

The salary grades for the different ranks for provinces and municipalities used in the costing are shown in Table 32 below.

Table 32: Ranks and salary grades used in the costing model (2013 FTEs)

Provincial ranks	DPSA salary grade	Notch	FTE (Rands)	Municipalr Ranks	SALGA salary level	FTE (Rands)
Chief director	14	1	934 866	Executive director	T25	873 924
Director	13	1	771 306	Executive head	T22	740 244
Deputy director	11	1	495 603	Director	T20	657 468
Assistant director	9	1	252 144	Manager	T14	322 764
Librarian (level 8)	8	1	212 106	Librarian (T11)	T11	215 688
Librarian (level 7)	7	1	170 799	Librarian (T9)	T9	162 276
Library assistant	6	1	138 345	Library assistant	T6	105 888
P/T library assistant	6	1	86 466	P/T library assistant	T6	63 533
Administrative clerk	5	1	115 212	Administrative clerk	T4	79 680
General worker	3	1	81 312	General worker	T3	72 468

The cost of staff working in provincial head offices and in technical services is based on provincial salary grades.

5.3.10 Effective management

5.3.10.1 What the Bill says

> National minimum norms and standards must
>
> 5(3) (k) provide for the effective management of community library and information services, which must provide for—
> > i. performance management mechanisms; and
> > ii. the evaluation of community library and information services and library materials; and

5.3.10.2 Discussion on the proposed norms

Performance management is a function of general management. It is one of many activities carried out by librarians and their managers. The cost of performance management is therefore included in the cost of employees in libraries, which was dealt with in section 5.3.9.

It is crucial that provinces have sufficient capacity to strategically oversee the service across the province. This requires capacity that is dedicated to at least the following –
- collection development and related services;
- infrastructure delivery and maintenance; and
- municipal support and general performance monitoring.

Sections 5.3.7 (technical services), 5.3.8 (ICT) and 5.3.9 (libraries staffing) all deal with different aspects of capacity required to support the service in a province. The larger a province, the more capacity it will require in each of those categories.

5.3.10.3 Proposed norms and data

In addition to the capacity mentioned above, all provinces should have the following capacity in a head office for Public Libraries and Information Services –
- director at salary DPSA level 13;

- three deputy directors each at DPSA level 11;
- six assistant directors (2 per deputy director) each at DPSA level 9;
- four administrative support staff, each at DPSA level 7.

This is a total of 14 staff at the head office level. That is the standard capacity for all provinces. It is important to note that the larger a province is, the more capacity the model will estimate is required based on the assumptions in previous sections.

5.3.10.4 Implications for costing the Bill

Performance management at the individual library level will not be costed. The DPSA salary scales will be used to cost the time of the staff required for the head office.

5.3.11 Cooperative governance

5.3.11.1 What the Bill says

National minimum norms and standards must

5(3) (l) promote co-operative governance by providing for the co-ordination of responsibilities for public library an information services.

5.3.11.2 Discussion on the proposed norms

Care must be taken to ensure that any norms aimed at promoting cooperative governance do not promote a culture of malicious compliance. Care must also be taken to ensure these norms do not create reasons for provinces to spend money on meetings and conferences that achieve little or no value.

Norms with respect to cooperative governance also have the potential to create layers of bureaucracy and processes that do not add value, but actually slow down delivery and decision making in the 'interests of coordination'.

Cooperative governance and coordination is a function of management. The cost of this is included in the cost of salaries.

5.3.11.3 Proposed norms and data

No norms are proposed. Very careful thought must be given to norms in this area.

5.3.11.4 Implications for costing the Bill

None.

5.4 Costing and developing norms and standards for the Bill

As noted above, the aim of this chapter is to set out the norms and standards that will be used to cost the Bill. If the costing is to be regarded as credible, then there needs to be a measure of agreement that the norms and standards proposed above are reasonable and in "the right ballpark". There may be some disagreement on the exact size of the different types of library or the composition of book collections or the space to be set aside for study, but so long as there is agreement on the overall approach to the norms and standards, such disagreements will not impact significantly on the overall costing outcomes.

This has implications for the process of developing norms and standards in terms of the Bill. If the drafters of the norms and standards envisaged by the Bill adopt a similar approach to the norms and standards set out in this chapter, then they will be working within the parameters of the costing. If, however, they choose to adopt a completely different approach to specifying norms and standards in

any of the areas discussed above, then the costing will no-longer apply, and those norms and standards would need to be regarded as "uncosted". This would be problematic within the current arrangements for intergovernmental fiscal relations. If national government develops norms and standards in the absence of a credible costing, then it runs the risk of imposing unfunded mandates on other spheres of government; in this instance mainly provinces, but to the extent that municipalities take *de facto* responsibility for the function, also municipalities. Strictly, speaking, there would need to be a further exercise to work out the cost implications of such new norms and standards.

Working within the parameters of the norms and standards presented above, it is possible to test the cost implications of different scenarios; for instance what are the cost implications of increasing the threshold population for Branch Public Libraries from 3 800 people to 5 000 people? What impact does this change have on accessibility to library services?

Ideally, when the Department of Arts and Culture engages in the process of drafting the norms and standards envisaged by the Bill, it will seek to test the costing implications of the proposed norms and standards by running scenarios using the costing model that has been developed by this project. This will help ensure the norms and standards remain realistic, given the resource constraints facing the library function, and government more generally.

Case study 5: KZN – Malangeni Library

Project name: Malangeni Library
Cost: Approximately R13 million
Location: Umdoni LM

The library is very well located, built next to the local post office, police station and a community hall. The closest other library in the area is in the next town. Patrons used to catch a taxi to reach that library. This library now serves two primary and two high schools in the area, two of which are about 500m away and the other two still within easy walking distance The librarian shared that they average 14 000 visits a month.

The design allows for ample natural light to come in through the roof and windows. The librarian has noticed, however, that the natural light is not good for the books, and she sometimes has to protect the books from the harsh light to prevent damage.

Compared to other libraries we have seen, the cost of R13 million seems high.

Malangeni Library

Reading area and bookshelves

Note the natural light radiating from the back of the building as well as the roof

Media Room

This media room holds a large conference table, television with dvd player, and children's toys and furniture. The glass walls (right) make visibility and monitoring easier for library staff.

Chapter 6
Cost of the South African Public Library and Information Services Bill

6.1 Introduction

The principal aim of this project is to cost the financial implications of the South African Public Library and Information Services Bill, as required by section 35 of the Public Finance Management Act.

This chapter sets out the costing results from the Library Costing Model that the project team developed, based on the norms and standards described in the previous chapter.

It should be noted that the Library Costing Model does not seek to replicate the existing allocation of budgets and expenditures to the library function by government, but rather describes an ideal scenario where –

– the distribution and standard of library services across the country is equitable and accessible, and

– the provinces take up their responsibility to fund library services appropriately, in accordance with the constitutional mandate allocated to them in terms of Schedule 5 Part A.

The Library Costing Model uses the latest available data from various sources to develop a population-based estimate of the demand for library services in each ward, municipality, province and across South Africa. Table 33 below shows the data and the sources of data used in the model.

Table 33: Data and data sources used in the Library Costing Model

Data and Source	Comments
Population Data STATSSA	All population data used in the model is taken from Census 2011. STATSSA provided ward level population data, as well as ward sizes, directly to Cornerstone. This data was used to estimate population sizes and densities.
Income Data STATSSA	STATSSA published data for National Treasury for use in the review of the Local Government Equitable Share Formula. That data shows, amongst other things: • the number of households per municipality • the number of households per municipality with monthly income below R2 300 The above data was used to estimate poverty indicators in the model.
Schools Data Department of Basic Education (DBE) and STATSSA	DBE publishes the number of learners per school by ward collected during their Annual Snap Survey 2012. This is part of the Education Management Information System. This data was downloaded from the DBE website and merged with STATSSA ward level population data. STATSSA also provided school data at the ward level. Each data set had missing data. Assumptions were therefore made about the number of learners in some wards.
Libraries per Municipality Department of Arts and Culture (DAC), Provincial Departments of Arts and Culture, Municipal Websites	The DAC has a list of libraries in the country. The file is in PDF format and includes contact details and addresses of almost every library. The file was converted in MS Excel and ward level data from STATSSA was used to identify the municipality each library is located in. Libraries that are obviously not open to the public were excluded in the count. The intention of gathering this data is to create indicators of where permanent libraries are. Mobile libraries were therefore excluded. In some cases the address information of the library was limited and assumptions had to be made as to which municipality some libraries are located in. Eastern Cape, Gauteng, North West, Free State, Mpumalanga and Western Cape also provided information on the number of libraries per municipality. The provincial information was preferred where it was available and appeared to be more up to date.
Salary Data DPSA, SALGA	Salary scales from the Department of Public Services and Administration and the South African Local Government Association were used to define the salary levels in the model.

6.2 Allocating libraries to wards and municipalities

Table 23 in Chapter 5 shows the different types of library, and sets out the threshold populations and population densities, as well as the service areas that apply to each. Table 24 describes norms and standards for the allocation of libraries to wards and municipalities. It shows the largest library that each of the categories of municipality can receive, as well as how the largest three types of library are allocated according to the population sizes of municipalities. The information from these tables is used in a four step filtering process in the Library Costing Model to identify which wards and which municipalities should receive what type of library.

6.2.1 The process used to allocate libraries

The four step process of allocating libraries is described below –

Step 1: Ward population and population density

The total population and population density (people per km^2) of each ward is used to determine whether a ward qualifies for a library or not. This process is applied in relation to CBUs, Container Libraries, Basic Public Libraries and Branch Public Libraries.

If the ward population *and* the population density are *both* above the threshold level applicable to one or more of the types of library shown in Table 23, then the ward is "allocated" the largest type of library for which it qualifies. For instance, the population and population density thresholds for a Branch Public Library are 6 500 people and 230 people per km^2 respectively. Therefore if a ward's population is larger than 6 500 and its population density is higher than 230 people per km^2, it qualifies for a Branch Public Library.

If the population size and density of a ward are large enough to qualify the ward for a Branch Public Library, then it also qualifies for the three smaller types of library too. Therefore the model only allows it to receive one library and it would always receive the *largest library* its demographic information allows it to receive.

Step 2: Remove public libraries from municipalities whose geographic areas are too small

In Step 2, if some Branch Libraries were allocated to municipalities that are too small in geographic extent to receive them, this step removes the library from their allocation. In addition, the total service area each library serves is compared to the size of the municipality. If a municipality has been allocated a library that serves an area larger than the area of the municipality, it is removed from the allocation and replaced with a smaller library.

Essentially, the number and size of libraries allocated to a municipality is compared to the number and size of libraries that should be allocated given the total municipal area and total municipal population. If there is a discrepancy between the two, the smaller number and/or size of libraries is taken for the purposes of specifying the final allocation of libraries and the costing.

Step 3: Municipalities are given at least the number of large libraries that fit their population

In step 3, the largest three types of library are allocated to municipalities in proportion to their population sizes. For instance, the total population was divided by 400 000 to estimate the number of Regional Public Libraries a municipality should receive. The model allocates whole libraries and not parts of these libraries. Therefore a municipality with a population of 400 000 people would get one Regional Public Library. However, a municipality with a population of 399 999 people would not get a Regional Public Library. Both would, however, qualify for two Central Public Libraries because the threshold population for this type of library is 150 000 people.

Step 4: Allocate the minimum number of libraries to municipalities

Certain municipalities have such small populations that are so sparsely spread geographically that they do not qualify for any of the types of library. So the Library Costing Model uses the minimum library allocation criteria per group of municipality shown in Table 24 to ensure the smallest municipalities get

at least one library, and that the larger municipalities get at least the minimum number of each type of library.

6.2.2 Results of library allocation process

The results of the library allocation process described above are set out in Annexure D. Table 34 below shows a summary of the municipal level allocation of libraries by province.

Table 34: Allocation of libraries by province according to the norms and standards

Types of library	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
CBU	73	22	14	66	57	39	20	43	41	**375**
Container Library	274	26	19	230	138	45	23	71	35	**861**
Basic Public Library	154	82	41	183	152	95	51	89	79	**926**
Branch Public Library	193	129	321	340	169	191	37	143	172	**1 695**
Central Public Library	26	9	76	44	24	17	1	15	28	**240**
Regional Public Library	4	2	26	9	3	2		2	9	**57**
Mega Public Library	1		9	3					3	**16**
Total libraries required	**725**	**270**	**506**	**875**	**543**	**389**	**132**	**363**	**367**	**4 170**
No. of existing libraries (excl. CBUs)	184	150	236	172	80	108	108	89	281	**1 408**
Current libraries backlog	**541**	**120**	**270**	**703**	**463**	**281**	**24**	**274**	**86**	**2 762**
Analysis of library allocation										
Existing libraries as % of target	*25%*	*56%*	*47%*	*20%*	*15%*	*28%*	*82%*	*25%*	*77%*	***34%***
Total library floor space (m²)	*178 675*	*95 200*	*294 060*	*283 335*	*152 285*	*137 565*	*32 790*	*112 085*	*150 735*	***1 436 730***
% share of total floor space	*12%*	*7%*	*20%*	*20%*	*11%*	*10%*	*2%*	*8%*	*10%*	***100%***
Floor space per population (m²)	*0.03*	*0.03*	*0.02*	*0.03*	*0.03*	*0.03*	*0.03*	*0.03*	*0.03*	***0.03***
Avg. distance between libraries (km)	*17.2*	*24.7*	*6.8*	*11.7*	*17.2*	*15.8*	*60.0*	*19.2*	*21.2*	***19.3***
Provinces' share of population	*13%*	*5%*	*24%*	*20%*	*10%*	*8%*	*2%*	*7%*	*11%*	***100%***

Based on the norms and standards and the allocation process described above, the Library Costing Model estimates that there should be a total of 4 170 libraries in the country. Over 92 per cent of these libraries should be Branch Public Libraries or smaller. Those provinces with dispersed populations receive a larger number of smaller libraries relative to the provinces with denser settlement patterns; compare Gauteng with Limpopo for instance.

KwaZulu-Natal is allocated the highest number of libraries, followed by Eastern Cape. Gauteng gets the fourth highest number of libraries even though it has the largest population in the country. This confirms that the model is using ward level population data effectively to calculate where libraries should be located. Gauteng gets significantly more Regional and Central Public Libraries than the other provinces. It also receives more Mega Public Libraries than any other province. Therefore, despite Gauteng getting only the fourth highest number of libraries; it gets the largest total library floor space.

This is further highlighted in the following figure, which shows the relationship between municipal populations, the number of libraries per municipality, and the square meters of library per capita by municipality.

Comparing the "% share of total floor space" to "provinces' share of population" shows a very strong correlation between the two. This is intentional, since the allocation process is driven by population. If anything, there is a slight rural bias, with the more sparsely populated provinces being allocated slightly more floor space per person. Again this is intentional, given the economies of scale that can be realised in densely populated urban areas.

The "average distance between libraries" reflects a very good distribution of libraries across the provinces from the perspective of promoting accessibility. Even in the more sparsely populated provinces it needs to be recognised that the majority of people live in communities, and therefore they will be a lot closer to a library than the average distance data indicates.

The greatest challenge in the libraries function is reflected by the "current libraries backlog". This shows there are currently about 1 408 public libraries in the country. This is about 34% of the required number of libraries, which means there is a backlog of 2 762 libraries. Unfortunately the data on the existing

libraries does not indicate their size and exact location (in wards), so it is not possible to work out the backlog in terms of types of libraries – at this stage.

The real challenge is that the backlog is very unevenly distributed across provinces and municipalities. At the extremes, Northern Cape only has a backlog of 18 per cent, while Limpopo has a backlog of 85 per cent. To reduce and eventually eradicate these inequalities requires a deliberate redress strategy that involves allocating resources to building libraries in those areas where the need is greatest. This strategy informs the five-year rollout plan for library infrastructure outlined in Chapter 7.

Figure 4: Number of libraries per municipality versus library square meteres per capita
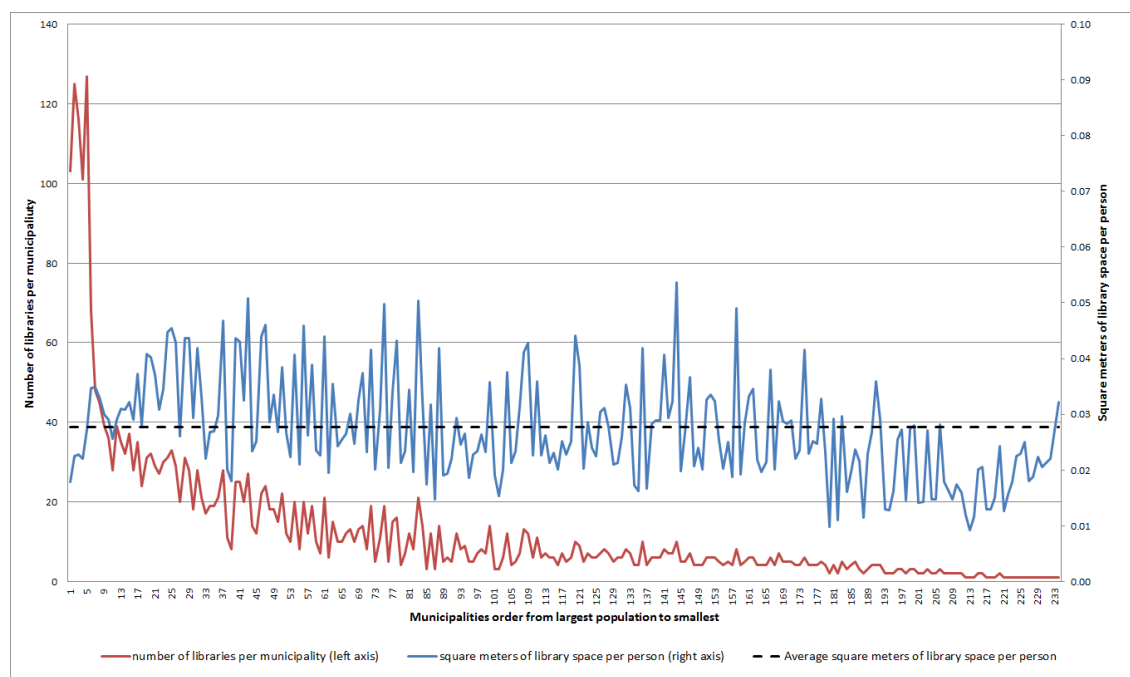
6.3 Estimating the unit cost of libraries by type

6.3.1 Capital cost of building and equipping new libraries by type

Using the norms and standards that describe the size and the main characteristics of each type of library, the Library Costing Model estimates the capital cost of building and equipping each of the types of library. Most of the assumptions used in this costing exercise are set out Chapter 5. The following basic approach is used for each different type of cost –

 – Site preparation and building costs are based on the size of each type of library, see Table 23.
 – The furnishings and equipment costs are also based on the size of each type of library.
 – The cost of collections is based on the size of the service population of each type of library, the composition of collections set out in Table 28, and the cost of collections in Table 27.

Key costs that are used with the above assumptions are shown in the lower half of Table 35 below.

Table 35: Capital cost of building and equipping new libraries by type

Rands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
Building	52 500	165 000	1 687 500	3 825 000	6 477 000	8 904 000	21 750 000
Site preparation	3 675	11 550	118 125	267 750	498 729	730 128	1 935 750
Cost of site preparation and building	*56 175*	*176 550*	*1 805 625*	*4 092 750*	*6 975 729*	*9 634 128*	*23 685 750*
Furniture & fittings	17 500	66 000	337 500	794 096	1 453 641	1 734 170	4 170 000
Mechanical installation	17 500	27 500	477 000	1 082 150	1 795 179	2 657 742	6 600 000
Fire protection	1 262	1 983	6 750	18 026	35 700	60 214	165 000
Electrical installation		35 278	146 250	320 712	493 000	656 748	1 590 000
Electronic installation		60 791	258 750	552 647	651 565	847 895	1 995 000
Cost fo furnishings and equipment	*36 262*	*191 552*	*1 226 250*	*2 767 631*	*4 429 085*	*5 956 768*	*14 520 000*
Collection (print and audiovisual)	537 701	753 532	1 235 859	1 829 581	3 001 711	4 263 883	11 612 338
New Computers		12 000	18 000	48 000	96 000	144 000	222 000
Total cost of a new library	**630 138**	**1 133 634**	**4 285 734**	**8 737 962**	**14 502 525**	**19 998 779**	**50 040 088**
Cost Assumptions							
Building costs (R/m²)	1 500	3 000	7 500	7 650	7 620	7 420	7 250
Site preparation as % of building costs	7.0%	7.0%	7.0%	7.0%	7.7%	8.2%	8.9%
Furniture & fittings (R/m²)	500	1 200	1 500	1 588	1 710	1 445	1 390
Mechanical installation (R/m²)	500	500	2 120	2 164	2 112	2 215	2 200
Fire protection (R/m²)	36	36	30	36	42	50	55
Electrical installation (R/m²)	641	641	650	641	580	547	530
Electronic installation (R/m²)	1 105	1 105	1 150	1 105	767	707	665

Note: It is assumed that provinces have existing in-house project management, design and architectural capacity. Therefore professional fees are not included in the costing.

The "Total cost of a new library" shows the estimated cost of each of the types of library. These totals, together with the information in Table 34, are used to estimate the overall cost of the new libraries proposed by the Library Costing Model.

6.3.2 Annual operating costs of libraries by type

The Library Costing Model calculates the operating cost of the different types of library as follows –

Table 36: Annual operating costs of libraries by type

Rands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library
Salaries (based on provincial scales)	138 345	138 345	390 456	561 255	1 704 105	2 968 539	7 161 129
Maintenance (building)	6 300	9 900	40 500	90 000	153 000	216 000	540 000
Electricity	2 975	4 675	19 125	42 500	72 250	102 000	255 000
Water	403	633	2 588	5 750	10 370	15 000	38 700
Hygeine equipment and rentals	438	688	2 813	6 250	10 625	15 000	37 500
Data and telecommunications		4 255	18 113	38 685	45 610	50 874	99 750
Content insurance	11 804	18 371	58 467	113 092	189 574	263 358	667 247
Structure insurance	350	2 026	9 675	22 296	38 933	47 818	115 200
Consumables for group activities	3 000	3 500	4 500	6 000	7 500	8 500	
Travel costs - operations			1 500	2 300	7 500	8 000	12 000
Travel costs - outreach				1 056	1 200	1 440	
Secuirity			12 000	160 000	160 000	160 000	240 000
Serving the visually impaired					15 000		
In service training (provincial salary scales)	1 383	1 383	3 905	5 613	17 041	29 685	71 611
Staff Welfare (cost per staff member/year)	650	650	1 500	2 000	6 000	11 000	22 500
Maintenance of collections	39 923	55 783	96 720	133 758	210 399	276 698	649 669
Printing and Photocopying costs		23 700	30 900	45 300	81 600	146 000	199 800
Computers (replacement costs)		4 000	6 000	16 000	32 000	48 000	74 000
Total operating costs (with provincial salaries)	**205 571**	**267 908**	**698 760**	**1 251 855**	**2 762 706**	**4 367 913**	**10 184 106**
Non personnel expenditure	*67 226*	*129 563*	*308 304*	*690 600*	*1 058 601*	*1 399 374*	*3 022 977*
Salaries (based on municipal scales)	*105 888*	*105 888*	*340 632*	*502 908*	*1 588 738*	*2 616 055*	*6 602 095*
Total operating costs (with municipal salaries)	**173 114**	**235 451**	**648 936**	**1 193 508**	**2 647 339**	**4 015 429**	**9 625 072**
Cost Assumptions							
Maintenance R/m² per year	180	180	180	180	180	180	180
Electricity R/m² per year	85	85	85	85	85	85	85
Water R/m² per year	12	12	12	12	12	13	13
Hygeine equipment and rentals R/m² per year	13	13	13	13	13	13	13
Data and telecom as % of electronic installation		7.0%	7.0%	7.0%	7.0%	6.0%	5.0%
Content insurance as % of library content	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%
Structure insurance as % of building costs	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%	2.0%
In service training (per cent of staff costs)	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%	1.0%
Staff Welfare (cost per staff member/year)	650	650	500	500	500	500	500

The different categories of cost are calculated using the following information –

– The salary costs are calculated using the staffing assumptions set out in Table 31 and the applicable provincial and municipal salary scales for 2013 shown in Table 32.

– The cost of replacing collections is based on information in Table 27 and Table 28.

– The cost of printing and photocopying costs and the replacement costs of computers are based on information in Table 30.

– All other cost items are based on cost assumptions shown in the lower half of the table.

The cost of salaries is estimated first by using the provincial salary scales, and then using the municipal salary scales. It is notable that for all types of library, the provincial salary scales result in higher total salary costs. This, however, needs to be qualified by the fact that the municipal salary scales are based on those suggested by SALGA, and not on the actual scales that might be in place in different municipalities.

The following five items make up 95 per cent of the operating costs of libraries –

– *Salaries* – these represent 45 per cent of the cost of operating a Branch Public Library and 70 per cent the cost of operating a Mega Public Library. Once libraries are in place, the provision of quality library services depends on librarians. Therefore salaries are a key cost driver.

– *Maintenance of collections* – in the smaller libraries proportionately more is spent on maintaining collections because they are primarily focussed on providing a book lending service. The larger libraries provide a wider range of services and therefore the proportion spent on maintaining the collections is lower, although the absolute amount grows with the size of the library.

– *Information and communication technology* – these costs are spread over a number of lines, but they are a significant cost driver: ranging from 12 per cent in the Basic Public Library down to 4 per cent in the Mega Public Library. This is a critical cost, as library services are increasingly about access to electronic information.

– *Building maintenance* – maintaining the library buildings is integral to maintaining the quality of library services. It is important that spending on maintenance does not get neglected, especially when the focus is on building new libraries.

– *Insurance* – the model costs building insurance and collection insurance. Usually government self-insures, i.e. carries the risk itself, rather than outsourcing the risk through insurance. However, it has been seen that libraries are often casualties in so-called "service delivery protests" – and therefore even if the cost is taken out of the direct annual operating costs of libraries, the government will still need to provide for the contingent financial risk of having to replace libraries that get destroyed, either accidentally or deliberately. It may be appropriate to spend part of the amount for insurance on providing better security, including fire extinguisher systems.

6.4 Total cost of building and operating the required libraries

The preceding sections show the total unit cost of building and equipping each type of library, and the total annual cost of operating each type of library. Using these unit costs, this section sets out the total capital cost of the building the required number of libraries, and the total annual operating cost of operating these libraries.

The section also shows estimates of the capital backlog and the operating funding gap relative to these total costs.

6.4.1 Total capital cost of building the required number of libraries

Assuming there are no libraries in the country, then to build all 4 170 libraries proposed by the Library Costing Model would cost about R25 billion. However, Table 34 shows that there are already about 1 408 libraries in existence, which is 34 per cent of the required number of libraries. This means that there are still 2 762 libraries to be built.

Based on this information we are able to estimate what it will cost to address the backlog in libraries, which is shown in the following table.

Table 37: Total capital cost of building the required libraries and the backlog

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total
Number of libraries	**375**	**861**	**926**	**1695**	**240**	**57**	**16**	**4 170**
New library buildings	21 066	152 010	1 672 009	6 937 211	1 674 175	549 145	378 972	**11 384 587**
Equipment (including furniture)	13 598	164 927	1 135 508	4 691 134	1 062 980	339 536	232 320	**7 640 003**
Computers		10 332	16 668	81 360	23 040	8 208	3 552	**143 160**
Collection (books and audiovisual)	201 638	648 791	1 144 405	3 101 139	720 411	243 041	185 797	**6 245 223**
Total capital cost if all libraries are built new	**236 302**	**976 059**	**3 968 590**	**14 810 845**	**3 480 606**	**1 139 930**	**800 641**	**25 412 973**
Expenditure required to address backlog								**2 762**
New library buildings	13 888	110 713	1 107 678	4 431 820	1 047 164	314 067	205 163	**7 230 493**
Equipment (including furniture)	8 965	120 121	752 255	2 996 919	664 874	194 187	125 770	**4 863 092**
Computers		7 525	11 042	51 977	14 411	4 694	1 923	**91 572**
Collection (books and audiovisual)	132 932	472 535	758 150	1 981 155	450 603	139 000	100 584	**4 034 960**
Total capital cost to address backlog	**155 785**	**710 895**	**2 629 126**	**9 461 870**	**2 177 051**	**651 950**	**433 440**	**16 220 117**

Unfortunately, the data on the existing libraries is not sufficiently detailed to identify the types of libraries in each province which are already in existence, and therefore what the backlog in each type of library is. It is therefore assumed that the backlog is spread evenly across all library types according the backlog in the number of libraries in each province. Based on this logic, the cost of addressing the libraries backlog in the country is about R16 billion.

However, it is very likely that most of the existing libraries are mid-sized to large libraries. This would mean most of the more expensive libraries are already in existence, and that most of the backlog consists of the smaller types of libraries, i.e. CBUs, Container Libraries and Basic Public Libraries. If this is indeed the case, it would mean that the above approach to calculating the cost of the libraries backlog overestimates it. It is therefore possible that the cost of the backlog could be substantially less.

To quantify the cost of the library backlog accurately would require an audit of existing libraries, so as to establish exactly how many of each type of library already exist in the right location and how many of each type is still required.[43]

6.4.2 Total annual cost of operating the required number of libraries

As libraries get built, provinces will need to budget for their operations. Using the annual operating costs for each type of library shown in Table 36, the following table shows the total cost of operating all 4 170 libraries proposed by the Library Costing Model.

---

[43] Such an audit would not be too costly to do, and the information it would generate would be invaluable to planning the future rollout of libraries.

Table 38: Total annual cost of operating the required number of libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total
Number of Libraries	**375**	**861**	**926**	**1695**	**240**	**57**	**16**	**4 170**
Number of books procured per year	**56 816**	**182 630**	**319 880**	**806 015**	**177 781**	**53 065**	**31 325**	**1 627 513**
Salaries	51 879	119 115	361 562	951 327	408 985	169 207	114 578	**2 176 654**
Facilities maintenance	2 363	8 524	37 503	152 550	36 720	12 312	8 640	**258 611**
Maintenance of Collections	14 971	48 029	89 562	226 720	50 496	15 772	10 395	**455 945**
Distributing collections	86	177	212	326	40	9	2	**2 202**
Electricity	1 116	4 025	17 710	72 038	17 340	5 814	4 080	**122 122**
Water	151	545	2 396	9 746	2 489	855	619	**16 801**
Hygeine equipment and rentals	164	592	2 604	10 594	2 550	855	600	**17 959**
Data and telecommunications		3 664	16 772	65 572	10 946	2 900	1 596	**101 450**
Content insurance	4 427	15 817	54 141	191 690	45 498	15 011	10 676	**337 260**
Structure insurance	131	1 744	8 959	37 792	9 344	2 726	1 843	**62 539**
Serving the visually impaired					3 600			**3 600**
Inservice Training	519	1 191	3 616	9 513	4 090	1 692	1 146	**21 767**
Staff Welfare	244	560	1 389	3 390	1 440	627	360	**8 009**
Consumables for group activities	1 125	3 014	4 167	10 170	1 800	485		**20 760**
Travel Costs - operations			1 389	3 899	1 800	456	192	**7 736**
Travel Costs - outreach				1 790	288	82		**2 160**
Secuirity			11 112	271 200	38 400	9 120	3 840	**333 672**
Total annual operational costs	**77 089**	**230 669**	**647 052**	**2 121 894**	**663 050**	**248 971**	**162 946**	**4 151 670**
Total non personnel	25 296	111 731	285 701	1 170 893	254 104	79 773	48 370	**1 975 868**

It will be some time before the provinces (or government) will need to provide for the full R4.2 billion each year to fund the library function. As it is, based on the review of public spending on the library function in Chapter 4, it is estimated that about R2 billion in operating expenditure for libraries was already in the baseline in 2011/12. This means the funding gap for annual operating expenditure would be just over R2.2 billion if the entire backlog of 2 762 libraries were to be built. This is not an excessively large amount within the broader context of public finances and the public benefit of having those libraries in communities.

Therefore the rate at which provinces (or government) would need to grow their annual operating expenditure on libraries is directly linked to the number and type of libraries that get built each year. Proposals in this regard are set out in Chapter 7.

6.5 Cost of provincial capacity to manage the library function

As noted in Chapter 5, provinces need to have sufficient capacity to strategically manage the library function. This requires capacity that is dedicated to at least the following –

- collection development and related services;
- ICT support;
- infrastructure delivery and maintenance; and
- municipal support and general performance monitoring.

The following table provides the salary costing of the head office capacity for the Public Libraries and Information Services unit in each provincial Department of Arts and Culture. The set-up and other operating costs related to the head-office function were not costed.

Table 39: Annual salary cost for provincial management of the libraries function

Salary Costs of LIS Directorates	EC	FS	GP	KZN	LIM	MP	NC	NW	WC	Total
Oversight and Management (Province l	4 117	4 117	4 117	4 117	4 117	4 117	4 117	4 117	4 117	37 050
Technical Capacity	**12 329**	**5 687**	**14 741**	**17 993**	**10 202**	**8 100**	**2 467**	**7 008**	**8 100**	**86 626**
Material Selection										
Assistant Director	252	252	504	504	252	252	252	252	252	2 774
Librarian (level 7)	2 050	854	2 391	2 904	1 708	1 366	342	1 196	1 366	14 176
Library Assistant	2 075	830	2 352	2 767	1 660	1 245	277	1 107	1 245	13 558
General Worker										
Cataloguing										
Assistant Director	504	252	756	1 009	504	252	252	252	252	4 034
Librarian (level 7)	1 879	854	2 220	2 733	1 537	1 196	342	1 025	1 196	12 981
Library Assistant	1 522	692	1 798	2 214	1 245	968	277	830	968	10 514
Administrative Clerk	806	346	1 037	1 267	691	576	115	461	576	5 876
General Worker	1 220	569	1 464	1 789	976	813	163	650	813	8 456
Procurement										
Assistant Director	252	252	252	252	252	252	252	252	252	2 269
Administrative Clerk	1 037	461	1 152	1 498	806	691	115	576	691	7 028
General Worker	732	325	813	1 057	569	488	81	407	488	4 960
ICT Technicians (Assitant Director)	**10 338**	**2 774**	**10 842**	**12 859**	**6 808**	**4 034**	**1 009**	**4 034**	**5 043**	**57 741**
Total Province Non Library Salaries	**26 783**	**12 577**	**29 699**	**34 969**	**21 126**	**16 251**	**7 593**	**15 159**	**17 260**	**181 417**

Section 5.3.10 of Chapter 5 describes the minimum capacity required by each provincial head office. Added to this is the capacity required to manage the selection, procurement, cataloguing and preparation of collection materials outlined in Table 29, and the ICT support required in Table 30. Consequently, the larger provinces require more capacity, which is reflected in the above costing.

6.6 Cost of strategy to promote indigenous languages

As discussed in section 5.3.3, it is proposed that funding the promotion of indigenous languages ought to be a national priority, funded by the national government by means of a conditional grant to provinces. The amount of funds allocated to the priority would be a policy decision, since there does not seem to be any obvious objective criteria for costing the priority. The following table illustrates how an amount of R80 million (which is about R2 for every first language speaker of an indigenous language) would be allocated across the provinces based on the methodology proposed in section 5.3.3

Table 40: Allocation of funding for the promotion of indigenous languages

	EC	FS	GP	KZN	LIM	MP	NC	NW	WC
Indigenous first language speakers	5 333 285	2 207 660	8 545 138	8 528 213	5 025 246	3 536 062	467 296	2 951 298	1 556 624
Share of indigenous	14.0%	5.8%	22.4%	22.4%	13.2%	9.3%	1.2%	7.7%	4.1%
Groups above 200 000	1.00	2.00	8.00	2.00	3.00	5.00	1.00	1.00	1.00
Available budget (R thousands)	**80 000**								
40% allocated based on speakers	*4 473*	*1 852*	*7 167*	*7 153*	*4 215*	*2 966*	*392*	*2 475*	*1 306*
60% allocated based on groups	*2 000*	*4 000*	*16 000*	*4 000*	*6 000*	*10 000*	*2 000*	*2 000*	*2 000*
Total allocation	**6 473**	**5 852**	**23 167**	**11 153**	**10 215**	**12 966**	**2 392**	**4 475**	**3 306**
Share of total allocation	8.1%	7.3%	29.0%	13.9%	12.8%	16.2%	3.0%	5.6%	4.1%

The allocation of the funds is deliberately skewed towards those provinces that have to cater for a larger number of the indigenous language groups. So Eastern Cape has 14 per cent of indigenous language speakers, but because it only has to cater for one language group it only receives 8.1 per cent of the funding. By contrast, Mpumalanga caters for 9.3 per cent of indigenous language speakers, who fall into five different groups. Therefore the province gets 16.2 per cent of the funding.

The above cost is not included in other totals for the costing of the Bill, because it is presumed national government will fund the policy, and because the amount to be allocated cannot be determined based on objective criteria, but is based on a policy choice of government.

6.7 Summary of the total cost of the Bill by province

The Library Costing Model is set up to generate very detailed information on the cost of the Bill for each province.[44] Some of this information is presented in Annexure B. Here we provide a high-level summary of the total capital cost and the total operating cost of the Bill by province, together with an estimate of the capital backlog and the annual funding gap for operating expenditure by province.

The following table shows each province's share of the total capital cost of building the 4 170 libraries proposed by the Library Costing Model. Note that because the mix of libraries in provinces differs, their share of the total capital cost is not a simple proportion of the total.

Table 41: Total capital cost of the Bill by province

R thousands	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Number of libraries required	725	270	506	875	543	389	132	363	367	**4 170**
New library buildings	1 364 034	763 902	2 385 759	2 230 975	1 190 016	1 101 241	255 679	884 819	1 208 165	11 384 587
Equipment (including furniture)	931 631	515 130	1 564 999	1 503 899	806 789	742 353	174 501	598 417	802 283	7 640 003
Computers	18 618	9 132	29 412	28 560	15 240	13 338	3 066	11 046	14 748	143 160
Collection (books & audiovisual)	895 864	404 321	1 103 313	1 262 307	716 519	581 293	161 810	501 797	618 000	6 245 223
Total capital cost of new libraries	**3 210 146**	**1 692 485**	**5 083 483**	**5 025 742**	**2 728 563**	**2 438 225**	**595 056**	**1 996 078**	**2 643 195**	**25 412 973**
Expenditure required to address backlog										
Libraries backlog	541	120	270	703	463	281	24	274	86	**2 762**
% libraries backlog	75%	44%	53%	80%	85%	72%	18%	75%	23%	**66%**
New Library Buildings	1 017 851	339 512	1 273 033	1 792 429	1 014 691	795 498	46 487	667 880	283 112	7 230 493
Equipment (including furniture)	695 189	228 947	835 079	1 208 276	687 925	536 250	31 727	451 698	188 001	4 863 092
Computers	13 893	4 059	15 694	22 946	12 995	9 635	557	8 338	3 456	91 572
Collection (books & audiovisual)	668 500	179 698	588 724	1 014 174	610 954	419 905	29 420	378 767	144 817	4 034 960
Total capital cost to address backlog	**2 395 433**	**752 216**	**2 712 530**	**4 037 824**	**2 326 565**	**1 761 288**	**108 192**	**1 506 682**	**619 386**	**16 220 117**

Again, because the data on the existing libraries is not sufficiently detailed, it is assumed that the backlog is spread evenly across all library types. Based on this logic, it is evident that the most costly library backlogs are in KwaZulu-Natal, Gauteng, Eastern Cape and Limpopo. Northern Cape and the Western Cape have the lowest library backlogs.

Table 42 below summarises the total operating costs per province required run the 4 170 libraries according to the norms and standards envisaged by the Bill as set out in Chapter 5.

Table 42: Total annual operating cost of the Bill by province

R thousands	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Salaries (on provincial scales)	306 583	144 911	501 580	461 380	252 109	207 072	55 925	177 439	251 071	2 358 071
Non personnel expenditure	257 616	131 772	381 961	393 975	215 152	190 664	46 904	157 196	201 978	1 977 218
Total annual operating costs	**564 200**	**276 683**	**883 542**	**855 355**	**467 261**	**397 736**	**102 829**	**334 634**	**453 049**	**4 335 289**
Anaylsis 1 - Current operating expenditure compared to total annual operating expenditure for 4 170 libraries										
2011/12 Total current expenditure	*241 101*	*116 467*	*416 067*	*383 569*	*83 447*	*47 301*	*78 692*	*114 734*	*538 171*	*2 019 550*
Annual operating budget gap	*323 099*	*160 216*	*467 475*	*471 785*	*383 813*	*350 436*	*24 137*	*219 900*	*-85 122*	*2 315 739*
Gap as % of current expenditure	*134%*	*138%*	*112%*	*123%*	*460%*	*741%*	*31%*	*192%*	*-16%*	*115%*
Analysis 2 - Estimated cost of existing libraries compared to 2011/12 operating expenditure on libraries										
Existing libraries as % of model total	*25%*	*56%*	*47%*	*20%*	*15%*	*28%*	*82%*	*25%*	*77%*	*34%*
% of total annual operating cost required for existing libraries	*143 190*	*153 713*	*412 087*	*168 138*	*68 841*	*110 426*	*84 133*	*82 045*	*346 885*	*1 463 810*
2011/12 expenditure as percentage of operating cost required for existing libraries	*168%*	*76%*	*101%*	*228%*	*121%*	*43%*	*94%*	*140%*	*155%*	*138%*

The total annual operating cost of the library services envisaged by the Bill is R4.34 billion. The annual cost of salaries for librarians and staff in the head offices of provinces is R2.36 billion. Other operational expenditure comes to R1.98 billion, where other operational expenditure includes maintenance, the cost of maintaining and distributing book collections and the running costs of libraries. Table 36 provides a breakdown of these costs by type of library, and Annexure B provides a detailed breakdown by province.

---

[44] The same information can also be broken down by municipality, but given that provinces are responsible for funding the library function, the latter detail is not presented in this report.

Analysis 1 compares the 2011/12 current expenditure to the total annual operating cost of the Bill by province. 2011/12 expenditure numbers by province are based on the total provincial expenditure for libraries plus total municipal expenditure for libraries less provincial payments for capital assets and less transfers to municipalities from provinces. According to this analysis, the funding gap for operating expenditure on library services is R2.32 billion. In other words, as the backlog in libraries gets built, provinces will need to gradually increase their current level of spending by R2.32 billion so as to be able to run the existing and new libraries in accordance with the minimum norms and standards proposed in Chapter 5. A comparison of the Western Cape's total operating cost estimated by the Library Costing Model and the current expenditure figures for 2011/12 suggests that their level of operating expenditure on library services already exceeds what is required to meet the minimum norms, even though there is still a 23 per cent libraries backlog in the province.

Analysis 2 uses the percentage of existing libraries in each province to estimate what proportion of the total annual operating cost required to implement the Bill provinces should already be budgeting for if they were implementing the norms and standard described in Chapter 5. The last line in this analysis compares the 2011/12 current expenditure on libraries by each province to this estimated budget. This shows that spending on the libraries' function in Gauteng and Northern Cape correlates very well with the estimated budget. It shows that five provinces are currently spending substantially more on libraries than the estimated budget, and two provinces significantly less.

Both these analyses are qualified by the fact that the Library Costing Model uses the 2013 provincial salary scales to cost personnel salaries, whereas the 2011/12 expenditures are based on a mix of 2011 provincial and municipal salary scales. One would expect this difference to result in the outcomes of the Library Costing Model being at least 8 per cent higher than the 2011/12 expenditures.

The rest of the difference can probably be attributed to something already alluded to above, namely that it is very likely that most of the existing libraries are mid-sized to large libraries. The operating costs of these libraries are substantially higher than for the smaller types of libraries, i.e. CBUs, Container Libraries and Basic Public Libraries. If this is indeed the case, it would mean that the estimated budget is underestimating the cost of operating the existing libraries. This suggests that the above approach to comparing existing budgets to the ideal budgets needs to be refined. But this would only be possible if systematic, detailed information on the current stock of libraries were available.

6.8 The human resource implications of the Bill

The following two tables summarise the human resource implications for provinces of implementing the head office capacity and library staffing norms set out in Chapter 5 for the 4 170 libraries proposed by the Library Costing Model.

The following table draws on the human resource norms set out in sections 5.3.7 (technical services capacity), 5.3.8 (ICT capacity), and 5.3.10 (oversight and management capacity)

Table 43: Head office, technical services and ICT capacity for the libraries function by province

no. of staff	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Oversight and management	**14**	**14**	**14**	**14**	**14**	**14**	**14**	**14**	**14**	**126**
Director	1	1	1	1	1	1	1	1	1	9
Deputy director	3	3	3	3	3	3	3	3	3	27
Assistant director	6	6	6	6	6	6	6	6	6	54
Administrative support staff	4	4	4	4	4	4	4	4	4	36
Technical Capacity	**93**	**42**	**110**	**135**	**76**	**61**	**16**	**52**	**61**	**646**
Assistant Director	4	3	6	7	4	3	3	3	3	36
Librarian (level 7)	23	10	27	33	19	15	4	13	15	159
Library Assistant	26	11	30	36	21	16	4	14	16	174
Administrative Clerk	16	7	19	24	13	11	2	9	11	112
General Worker	24	11	28	35	19	16	3	13	16	165
ICT Technicians - Assitant director	**41**	**11**	**43**	**51**	**27**	**16**	**4**	**16**	**20**	**229**
Total	**148**	**67**	**167**	**200**	**117**	**91**	**34**	**82**	**95**	**1 001**

The above table indicates that provinces should employ a total of 1 001 officials in "non-library" positions. This includes the oversight and management capacity to manage the library function. This would be head office capacity – and it is assumed it would need to be the same for all provinces. It could be argued that this may result in Northern Cape having a top-heavy structure, but this can be compensated by adjusting the technical services capacity slightly.

As noted previously, some of the technical and ICT capacity should be located at head office, but the rest can be located in the larger public libraries, where it is likely to be used more effectively.

The following table shows the number of staff that would need to be employed to provide the services envisaged by the Bill in the 4 170 libraries. These numbers are based on the human resource norms for each type of library set out in Table 31.

Table 44: Library staff by province

Provincial staff categories	Municipal staff categories	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Chief director	Executive director	1	-	9	3	-	-	-	-	3	**16**
Director	Executive head	-	-	-	-	-	-	-	-	-	**-**
Deputy director	Director	1	-	9	3	-	-	-	-	3	**16**
Assistant director	Manager	32	11	120	59	27	19	1	17	43	**329**
Librarian (level 8)	Librarian (T11)	34	11	138	65	27	19	1	17	49	**361**
Librarian (level 7)	Librarian (T9)	644	377	1 095	1 058	577	538	128	430	570	**5 417**
Library assistant	Library assistant	782	289	811	997	582	416	133	388	473	**4 871**
P/T library assistant	P/T library assistant	77	26	337	151	60	42	2	38	119	**852**
Administrative clerk	Administrative clerk	31	11	111	56	27	19	1	17	40	**313**
General worker	General worker	418	235	655	659	378	326	90	268	355	**3 384**
Total		**2 020**	**960**	**3 285**	**3 051**	**1 678**	**1 379**	**356**	**1 175**	**1 655**	**15 559**

The above table shows that the implementation of the Bill will require 15 559 staff to run the 4 170 libraries being proposed. Of these, about 6 100 will need to be qualified librarians, and a further 5 700 library assistants.

The Department of Arts and Culture will need to develop a human resources strategy to ensure sufficient librarians and library assistants are being trained to staff the libraries being proposed.

6.9 Placing the estimated cost of the Bill in perspective

The Library Costing Model is based on the norms and standards described in Chapter 5. These norms and standards are not cast in stone; they indicate the project team's proposal as to what norms and standards might be prescribed in terms of the Bill after it is enacted. This has two implications –

Firstly, it is likely to be some time before the Minister of Arts and Culture issues regulations setting out binding national minimum norms and standards. This is because the legislative processes for legislation of this nature are very often quite slow, unless for some reason it is given political priority and gets "pushed through". Also, the Bill itself sets out detailed consultative processes that the Minister needs to follow before regulating national minimum norms and standards, and these will take time to complete.

Secondly, both the legislative and consultative processes may alter the norms and standards proposed in this report, either raising them and thereby making them more costly, or lowering them and making them more affordable. It is difficult to anticipate which way the debate will go. However, once there is clear policy direction regarding the national minimum norms and standards to be prescribed, it would be useful to recalibrate the Library Costing Model and cost the final norms and standards so that properly informed implementation strategies, plans and budgets can be developed.

Further, while the above processes are taking place, government will continue to invest in the building of libraries and provinces will, ideally, gradually step-up the level of funding going to the library function. This means that by the time the national minimum norms and standards become mandatory, the remaining library backlog and the funding gap would be smaller than they currently are. How much smaller depends on whether the current efforts to address these issues are sustained.

It must also be recognised, that this project uses the Library Costing Model to describe an end point that government will progressively work towards achieving within available resources. In other words, to realise the levels of investment in libraries and to build up library services to the level being proposed will take time. How much time depends on whether government prioritises the libraries function, and on the state of public finances, which will determine the availability of resources? Chapter 7 below proposes a ten year rollout process – this we submit is a reasonable time-frame for making the required investment in libraries and stepping-up operating funding to the required levels.

Are these levels achievable? The following table compares the total annual operating cost by province estimated by the Library Costing Model to the total annual budget of each province for 2013/14.

Table 45: Total operating cost of Bill versus 2013/14 total provincial budgets

R thousands	EC	FS	GP	KZN	LIM	MPU	NC	NW	WC	Total
Salaries (on provincial scales)	306 583	144 911	501 580	461 380	252 109	207 072	55 925	177 439	251 071	**2 358 071**
Non personnel expenditure	257 616	131 772	381 961	393 975	215 152	190 664	46 904	157 196	201 978	**1 977 218**
Total annual operating costs	**564 200**	**276 683**	**883 542**	**855 355**	**467 261**	**397 736**	**102 829**	**334 634**	**453 049**	**4 335 289**
Total provincial budget 2013/14	59 258 176	26 871 618	75 964 651	89 792 204	48 434 820	33 493 744	12 248 313	28 566 054	43 670 163	418 299 743
Library costs as % of 2013/14 provincial budget	0.95%	1.03%	1.16%	0.95%	0.96%	1.19%	0.84%	1.17%	1.04%	1.04%

The above table indicates that once the 4 170 libraries proposed by the costing are in place, then all provinces should allocate about 1 per cent of their total annual budget to funding the annual operating budget of the library function. It is submitted that all provinces are capable of achieving these levels of funding of the libraries function.

When it comes to funding the building of libraries to address the backlog, it is a well-recognised principle that national government should take responsibility for funding measures to address infrastructure backlogs. National government is already doing so through the Community Library Services Conditional Grant, and is expected to continue doing so going forward. Chapter 7 discusses different options for rolling out libraries infrastructure and proposes a ten-year timeframe for doing so. Therefore, to address the backlog will require about R1.6 billion to be allocated to building libraries for ten years. This is likely to be a challenging target, but it is achievable if the necessary project management capacity is put in place.

Case study 6: MP – Shatale Library

Project name: Shatale Library
Cost: R7.17 million
Location: Bushbuckridge LM

The building is an extension of an old community centre. There is plenty of space for all of the different areas in the library, especially the study area.

Our visit took place on the day the building was being handed over by the contractor. Inside the library, all the furniture was stacked to the ceiling. As a renovation project, this could possibly have been done for less. In some provinces visited, a newly constructed library would cost R7 million.

There are many schools in the area, and this library will provide a service where none was offered before. The next closest library (6km away) is too far for children to walk – lots of hills and main roads, etc. The roads to the library are very run down and could pose an issue for accessibility.

The study area gets the most sun, but the large windows may be a security concern (note there are no burglar bars on the windows).

Shatale Library front entrance

Very spacious study area

Note the tables have wheels on them, which make them easy to move around. This could, however, be an irritation to those studying.

Chapter 7
A five-year rollout plan for libraries' infrastructure

7.1 Introduction

This chapter presents details of a five-year rollout plan for libraries infrastructure. This rollout plan is built around the following elements –

– the estimated number of libraries proposed by the Library Costing Model to meet the norms and standards in the Bill less the number of existing libraries: i.e. 4 170 – 1 408=2 762;

– the *Multiple Index of Library Need* (referred to as the MILN), which is used to order municipalities for the purposes of prioritising and scheduling the library infrastructure rollout;

– a proposed funding schedule according to which funding for the infrastructure rollout is made available over the five years; and

– a methodology used to allocate libraries to municipalities in the five-year infrastructure rollout.

The chapter ends with a summary of the implications for provinces' operating budgets arising from the proposed infrastructure rollout.

7.2 Infrastructure requirements of the norms and standards

Using the norms and standards described in Chapter 5, the Library Costing Model estimates that the country requires 4 170 libraries. There are currently 1 408 libraries in existence, which means the library backlog is 2 762 libraries. The following table shows the estimated capital cost of addressing this libraries backlog.

Table 46: Infrastructure required to meet norms and standards

R thousands	Total	To build
Cost of building libraries (if none existed)	25 412 973	4 170 libraries
Cost of libraries backlog	16 220 117	2 762 libraries
Annual cost of addressing backlog		
Over five years	3 244 023	
Over ten years	1 622 012	
Addressing backlog by 2030 (NDP target)	954 125	

If no libraries existed, the total cost of building and equipping libraries would be R25.4 billion. The cost of the backlog in libraries is estimated at R16.2 billion.

Table 34 shows the estimated backlog of libraries per province. It is assumed that the backlog in each province is evenly distributed across all types of libraries.[45] Based on this assumption, the total number of each type of library required to address the backlog is calculated by multiplying the cost of building and equipping new libraries shown in Table 37 by the required number of libraries according to type.

This cost includes the cost of building a library, furnishing it, installing electrical and electronic equipment and a collection of books and audio-visual equipment.

The above table shows that it would cost R3.2 billion per year to address the backlog in five years and R1.6 billion per year to address it in ten years. To address the backlog by 2030, which is the target date

---

[45] This would need to be confirmed by an audit of existing libraries. Elsewhere in the report we have argued that the existing libraries are probably among the larger types of libraries and therefore the backlog is more among the smaller types of libraries.

set for the implementation of the National Development Plan, requires an annual capital expenditure of R952 million.

7.3 Methodology for allocating new libraries

There are two main factors that need to be considered when proposing a libraries infrastructure rollout plan. The first is funding: how much can government reasonably be expected to allocate to funding the strategy given current constraints on the national fiscus? The second asks: where should the libraries by built?

Once the funding question is answered, there are two key steps to the methodology used to develop the infrastructure rollout plan. The first step is to rank municipalities in order of their need for one or more new libraries. The second step involves estimating the funds required to build the required number of each type of library and then to sequence the allocation of new libraries based on the funding available in the first five-year rollout strategy.

7.3.1 Funds to fund the plan

The availability of resources is the biggest constraint to the potential scale and speed with which infrastructure can be built. The capacity of a province to build or manage the building of libraries must be considered as well. It is also important to ensure the funds and systems are in place to manage the staffing and operational implications of the new libraries. Even if resources are made available to build new libraries, an assessment of the resources required to ensure the assets are used and provide value must also be performed. Due to capacity constraints provinces (and their agents – municipalities) can only staff and manage a certain number of new libraries per year.

The following table proposes a funding strategy for addressing the libraries backlog of 2 762 libraries over just more than ten years. As shown, it is proposed that the overall initiative should be divided into three phases: a first five-year rollout plan based on the proposals set out in this chapter, followed by a process of evaluation and recalibration of what still needs to be done, and then a second five-year rollout plan, end with a final year to "finish off" any outstanding projects.

Table 47: Funding strategy for the proposed libraries infrastructure rollout plan (R thousands)

Year	Annual Spend	Accumulated Spend	
1	850 000	850 000	
2	1 000 000	1 850 000	
3	1 150 000	3 000 000	*First 5 year rollout plan*
4	1 300 000	4 300 000	
5	1 450 000	5 750 000	
			Recalibrate rollout plan
6	1 600 000	7 350 000	
7	1 750 000	9 100 000	
8	1 900 000	11 000 000	*Second 5 year rollout plan*
9	2 050 000	13 050 000	
10	2 200 000	15 250 000	
11	2 350 000	17 600 000	*Finishing off*

In 2013/14, national government allocated R598 million to the Community Libraries Service Conditional Grant, and the Division of Revenue Act shows that it is budgeted to increase to R1.016 billion in 2014/15 and to R1.341 billion by 2015/16. This is an increase of R1.064 billion in the 2013 MTEF. Clearly, national government is prioritising spending on the libraries function.

It is not unreasonable to assume that at least R850 million of the R1.016 billion allocated in 2014/15 should be used to address the library infrastructure backlog. This would suggest the majority of the funds required to fund the first five-years of the rollout plan are already in the conditional grant

baseline. The above funding strategy assumes that R150 million is added to that baseline amount each year, which means the total of R16.2 billion would be reached in the eleventh year of the strategy.

The methodology used to allocate libraries to provinces in the first five years of the above funding strategy is discussed next.

7.3.2 The Multiple Index of Library Need

Multiple Index of Library Need (MILN) was created by the project team to prioritise municipalities for purposes of allocating libraries in the infrastructure rollout strategy. The MILN consists of four domains. Each domain measures a specific demographic characteristic of municipalities that collectively have an effect on the likely usage and demand for public library and information services.

The four domains are described in in the table below. The sources of data used in compiling the MILN are discussed in Table 33.

Table 48: Description of the Multiple Index of Library Need

Domain	Poverty	Libraries	Population Density	Schools
Basic Unit	Households with income lower than R2 300 per month	Number of people per library in the municipality	Number of wards in municipality with population density greater than 115 people per km^2	Number of learners in municipality
What it means	The higher the number the more households have an income less than R2 300	The higher the number the more people share a library in the municipality.	The higher the number the more wards in the municipality have a population density over 115.	The higher the number the higher the proportion of the population are at schools.
How it relates to the demand for libraries	The higher the number of poor households the greater the demand for libraries	The higher the number of people sharing libraries the greater the demand for libraries	The higher the number of wards with population densities over 115 the greater the demand for libraries	The higher the proportion of the population at school the greater the demand for libaries
Weighting	25 per cent	25 per cent	25 per cent	25 per cent

Note: Our data searches found that there were no libraries in four municipalities (Ezingoleni, Indaka, Maphumulo and Ubuhlebezwe – all in KwaZulu-Natal). This could not be verified. The model shows each of these municipalities has 0.75 libraries so as to ensure it functions correctly and that these municipalities are given the maximum possible score in this domain, based on their populations.

Based on the above information, the MILN gives each municipality an 'index score' out of 100. The higher a municipality's MILN score the greater the municipality's demand or need for libraries.

The following table shows the municipalities with the highest and lowest MILN scores, and the scores of the twenty largest municipalities by population.

Table 49: Municipalities with the highest and lowest MILN scores

Top 20 municipalities by population size			Lowest 20 MILN		Highest 20 MILN	
Municipality	Population	MILN	Municipality	MILN	Municipality	MILN
City of Johannesburg	4 434 827	44.17	Richtersveld	5.63	Bushbuckridge	77.69
City of Cape Town	3 740 026	37.61	Khâi-Ma	9.35	Port St Johns	76.25
eThekwini	3 442 361	56.53	Cape Agulhas	9.87	Thulamela	75.27
Ekurhuleni	3 178 470	51.18	Hessequa	11.21	Indaka	72.86
City of Tshwane	2 921 488	41.67	Bergrivier	11.59	Mbizana	72.44
Nelson Mandela Bay	1 152 115	48.05	Matzikama	11.75	Greater Tzaneen	71.85
Buffalo City	755 200	47.08	Gamagara	11.79	Msinga	70.76
Mangaung	747 431	46.60	Kannaland	12.09	Maphumulo	69.60
Emfuleni	721 663	51.34	Nama Khoi	13.07	Emalahleni	68.93
Polokwane	628 999	59.27	Karoo Hoogland	13.84	Dannhauser	67.60
Msunduzi	618 536	56.62	Prince Albert	14.94	Lepele-Nkumpi	67.60
Thulamela	618 462	75.27	Thabazimbi	15.17	Makhado	67.23
Mbombela	588 794	50.13	Kamiesberg	15.58	Ubuhlebezwe	66.53
Rustenburg	549 575	42.95	Cederberg	15.77	Umzimkhulu	66.19
Bushbuckridge	541 248	77.69	Swellendam	16.23	Mfolozi	65.37
Makhado	516 031	67.23	Hantam	16.63	Ngquza Hill	64.51
Madibeng	477 381	49.23	Kou-Kamma	16.96	Nyandeni	63.52
King Sabata Dalindyebo	451 710	55.53	Laingsburg	17.12	Mandeni	62.97
Matjhabeng	406 461	41.23	Witzenberg	17.82	Molemole	62.93
City of Matlosana	398 676	47.09	Kgatelopele	17.86	uPhongolo	62.53

The complete MILN scores for all municipalities are shown in Annexure C.

Based on these MILN scores, Bushbuckridge in Mpumalanga needs a library more than any other municipality in the country. eThekwini is the metro that needs libraries more than the other eight metros. And Richtersveld in the Northern Cape is either already well served with libraries, or the characteristics of its population mean that its demand for libraries is lowest relative to all other municipalities in the country.

The infrastructure rollout plan uses these MILN scores to allocate new libraries. This means that Bushbuckridge is first in line to receive the types of library it qualifies for, based on the allocation of libraries by the Library Costing Model.

7.3.3 Proportional allocation of the funds to different types of library

In what order should libraries be built? Should government concentrate first on the small libraries, or first on the large libraries?

We submit that government should seek to build up the network of libraries in a balanced way. In other words, the libraries infrastructure rollout strategy should provide for the building of libraries in a manner that ensures the ratio between the different types of library proposed by the Library Costing Model is established and maintained throughout the infrastructure rollout plan.

The following table shows the total infrastructure cost broken down by type of library.

Table 50: Total infrastructure rollout costs by type of library

Rands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total
New library building	56 175	176 550	1 805 625	4 092 750	6 975 729	9 634 128	23 685 750	**46 426 707**
Collection and materials	537 701	753 532	1 235 859	1 829 581	3 001 711	4 263 883	11 612 338	**23 234 604**
Other equipment	36 262	203 552	1 244 250	2 815 631	4 525 085	6 100 768	14 742 000	**29 667 548**
Total unit cost of library	**630 138**	**1 133 634**	**4 285 734**	**8 737 962**	**14 502 525**	**19 998 779**	**50 040 088**	**99 328 859**
Target number allocated	375	861	926	1 695	240	57	16	**4 170**
Total cost for all libraries	**236 301 817**	**976 059 083**	**3 968 589 740**	**14 810 844 752**	**3 480 606 055**	**1 139 930 380**	**800 641 403**	**25 412 973 231**
Ratio of total cost by type	1%	4%	16%	58%	14%	4%	3%	**100%**

The bottom line in the table shows each library type's percentage share of the total infrastructure cost. By way of example, it is estimated that 375 CBUs are required. Each CBU costs R630 318 to establish. This is the full establishment cost, including new books and installing equipment. The cost of establishing 375 CBUs is R236.3 million, which is 1 per cent of the total cost of establishing all 4 170 libraries proposed by the Library Costing Model.

To ensure the ratio between the different types of library is maintained from the beginning and throughout the rollout plan, the allocation of funds during the five-year rollout plan for the different library types corresponds to their relative share of the total cost of infrastructure required. This is shown below.

Table 51: Division of available budgets by type of library across rollout plan period

	Budget for new infrastructure	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total
				Per cent budget to be allocated to each category					
Year 1	850 000 000	1%	4%	16%	58%	14%	4%	3%	**100%**
Year 2	1 000 000 000	1%	4%	16%	58%	14%	4%	3%	**100%**
Year 3	1 150 000 000	1%	4%	16%	58%	14%	4%	3%	**100%**
Year 4	1 300 000 000	1%	4%	16%	58%	14%	4%	3%	**100%**
Year 5	1 450 000 000	1%	4%	16%	58%	14%	4%	3%	**100%**
Total	**5 750 000 000**								
				Number of Libraries that can be built per year					
Year 1		13	30	31	56	8	1	1	**140**
Year 2		15	35	37	66	9	2	1	**165**
Year 3		18	40	42	76	11	2	1	**190**
Year 4		20	46	48	86	12	2	1	**215**
Year 5		23	51	54	96	14	2	1	**241**
Total		**89**	**202**	**212**	**380**	**54**	**9**	**5**	**951**

The total funding over five years amounts to R5.75 billion, which funds the building of 951 libraries. This will lead to 34.4 per cent of the backlog being addressed.

If one per cent of R850 million is allocated to building CBUs, then 13 CBUs can be built in Year 1. The calculations in Table 50 show that three per cent of the infrastructure budget should be spent on Mega Public Libraries. Three per cent of the proposed budget in any single year is less than the cost of building a Mega Public Library. Therefore the model is calibrated to ensure that at least one Mega Public Library is built per year in the first five-year rollout plan period.

The lower half of the above table shows the total number of libraries that are allocated in the infrastructure rollout plan each year. If a larger budget is allocated, then the total number of libraries that can be funded would obviously increase.

7.3.4 Allocating the new libraries to municipalities

Once the number of each type of library to be delivered in each year of the infrastructure rollout plan was determined, we tested three different methodologies for allocating the new libraries to municipalities. It is submitted that the method outlined below is the most equitable and practical. It strikes a good balance between –

− giving priority to addressing backlogs where the need is the greatest;

− distributing resources equitably; and

− the capacity of provinces and municipalities to manage delivery.

The method consists of a three step process to allocate the new libraries to municipalities. These steps are as follows –

Step 1: Disqualify municipalities that do not have backlogs

Comparing the data collected on existing libraries to the number of libraries required per municipality according to the Library Costing Model, there are 60 municipalities that have no libraries backlog. 20 of these municipalities are in the Northern Cape, 15 in the Western Cape and 10 in each of Free State and Eastern Cape. Gauteng is the only province in which there are no municipalities without backlogs.

All these municipalities are fully served, and so no new libraries are allocated to them.

Step 2: Rank the municipalities in order of need based on the MILN

The libraries were ordered from highest to lowest MILN scores. Table 49 shows the MILN scores for selected municipalities. Bushbuckridge has the highest MILN and therefore is at the top of the list. Due to its high ranking it is at the front of the queue to receive libraries.

Step 3: Allocate libraries to be built in a year starting with municipalities with the highest need

The Library Costing Model allocates specific types of libraries to municipalities that have the necessary characteristics in terms of population size and density. The process followed in making these allocations is set out in section 6.2. In the libraries infrastructure rollout plan, a municipality can only receive the types of libraries allocated to it by the Library Costing Model. According to this plan the order and timeframes in which libraries are allocated for building in a municipality is subject to the following allocation process –

i.   For the "smaller" tier of libraries, namely for CBUs, Container Libraries and Basic Public Libraries, municipalities that needed five or more libraries will get two of these types of library. Municipalities that needed less than five will get one. The allocation of these libraries is based on available funds and need for each type of library in each municipality. The allocation of these types of library to a municipality is not affected by the number or type of other libraries allocated to the municipality. This rule applies to all groups of municipality, irrespective of size.

ii.   For municipalities with populations less than one million people, the "larger" tier of libraries are allocated according to the following rules –

       –   For Branch Public Libraries, if a municipality needs less than 20 it can only get one, if it needs more than 20 it receives two, if it needs more than 40 it gets four. These allocations are made every second year and municipalities only receive these libraries if they do not qualify for a larger type of library in the allocation year.

       –   For Central and Regional Public Libraries, a municipality can only receive one of these types of library at a time. These allocations are made every second year and a municipality only receives the largest of these two types of library they qualify for in the allocation year.

iii.   For municipalities with populations more than one million people, the "larger" tier of libraries are allocated according to the following rules –

       –   For Branch Public Libraries, if a municipality needs more than 20 it receives two, if it needs more than 40 it gets four. These allocations are made every year.

       –   For Central and Regional Public Libraries, a municipality can only get the largest library due to it each year, if it does not qualify for a Mega Public Library in a particular year.

       –   For Mega Public Libraries, a municipality can only get one every second year.

The actual process of allocating the larger tier libraries is thus as follows –
–   Identify the largest library due to a municipality.
–   Based on the size of the backlog in Branch Public Libraries in each municipality calculate the number of Branch Public Libraries due to each municipality.
–   Combine the above to estimate the delivery schedule of larger tier libraries per municipality based on their MILN score.

Municipalities with the highest MILN is allocated each type of library first[46]. Once the allocation for that year is reached (e.g. 13 CBUs in Year 1) then no more libraries of that type are allocated in that year. If libraries are allocated to a municipality, its estimated need for that type of library is reduced by the number of libraries allocated to it.

Only municipalities that need a library are allocated libraries. The total number of libraries allocated to each municipality in each year is calculated, and their backlog is reduced by this amount. Once the model estimates that a municipality's backlog is eradicated, that municipality no longer receives new libraries in future years of the rollout plan.

A municipality with a high MILN will only receive libraries in the first few years. The model will stop allocating particular types of library to them because their demand for that specific type of library has been satisfied. When there backlog for all types of library is eradicated no more libraries will be allocated to them.

7.4 Proposed five-year rollout plan for libraries' infrastructure

Using the methodology described in the preceding section, the following table shows the proposed five-year rollout plan for libraries' infrastructure by province. Detailed information on the allocation of libraries to municipalities is presented in annexures D and E.

Table 52: Proposed five-year rollout plan for libraries' infrastructure

Libraries	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total
Eastern Cape	23	65	42	60	11	1	0	202
Free State	1	0	1	28	1	0	0	31
Gauteng	1	0	0	71	1	1	2	76
KwaZulu-Natal	19	71	66	110	16	1	3	286
Limpopo	31	59	78	36	15	3	0	222
Mpumalanga	7	9	20	24	8	2	0	70
Northern Cape	0	0	0	10	0	0	0	10
North West	8	2	5	32	3	1	0	51
Western Cape	0	0	0	14	0	0	0	14
Total	**90**	**206**	**212**	**385**	**55**	**9**	**5**	**962**

The above table shows that over the five years 11 more libraries are built than original proposed. This small variance had been left in to ensure the allocation model remains fully functional and dynamic. These 11 libraries results in an 'over expenditure' of R30 million over the five years, which is half a per cent of the total funds required.

All provinces are allocated libraries. The Northern Cape and Western Cape receive the least. In the Northern Cape this is because most of the municipalities in that province are adequately served. Certain municipalities in that province with backlogs do not receive libraries because their measured need on the MILN is lower than the need of municipalities in other provinces. Western Cape is allocated only a few libraries because certain of the municipalities in the provinces are adequately served by existing libraries, and because the remaining municipalities where there is still a backlog are rated lower on the MILN mostly because of lower levels of poverty in the province.

There are three main reasons why the allocation is concentrated in a few provinces:

−   Libraries are allocated to where the need is greatest *first*.

−   The time horizon of the five-year plan is only half the period proposed to address the infrastructure backlog. The other provinces would get more libraries in the second period.

---

[46]   As a result of the structure of the model some municipalities slip through some of the rules to their benefit. If a municipality is due one Regional Public Library and one or more Central Public Libraries, because the libraries are different types of library, the municipality could receive the Regional Library in the first year and then a Central Public Library in the second year. However, the same municipality would only be allocated its second Central Public Library in the fourth year.

- Realistic resource constraints are applied.

Scenarios were tested and with larger budget allocations. In those scenarios, the benefits were spread more widely in the first five-year period.

Based on the allocation of libraries to the provinces shown in Table 52, the following table shows the provincial breakdown of the annual budget required to fund the five-year rollout plan for libraries' infrastructure.

Table 53: Provincial breakdown of funds for the libraries' infrastructure rollout plan

R thousands	Year 1	Year 2	Year 3	Year 4	Year 5	Total
Eastern Cape	175 426	156 578	174 684	227 165	235 864	**969 717**
Free State	26 214	61 166	26 214	85 036	65 451	**264 081**
Gauteng	52 428	189 847	122 331	218 584	172 416	**755 607**
Kw aZulu-Natal	369 499	196 213	437 105	260 664	460 672	**1 724 152**
Limpopo	142 981	210 471	239 581	185 748	234 026	**1 012 807**
Mpumalanga	82 762	66 521	75 259	117 815	123 699	**466 057**
Northern Cape	-	43 690	-	34 952	8 738	**87 380**
North West	26 214	78 642	41 347	103 606	122 050	**371 858**
Western Cape	-	34 952	34 952	52 428	-	**122 331**
Total	**875 524**	**1 038 079**	**1 151 473**	**1 285 998**	**1 422 917**	**5 773 990**
Share of infrastructure funds						
Eastern Cape	20%	15%	15%	18%	17%	**17%**
Free State	3%	6%	2%	7%	5%	**5%**
Gauteng	6%	18%	11%	17%	12%	**13%**
Kw aZulu-Natal	42%	19%	38%	20%	32%	**30%**
Limpopo	16%	20%	21%	14%	16%	**17%**
Mpumalanga	9%	6%	7%	9%	9%	**8%**
Northern Cape	0%	4%	0%	3%	1%	**2%**
North West	3%	8%	4%	8%	9%	**6%**
Western Cape	0%	3%	3%	4%	0%	**2%**
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

KwaZulu-Natal, Limpopo and Eastern Cape receive the bulk of the proposed budget. This is as expected, since library services in the former homelands were largely neglected. These provinces also have high levels of poverty and large population concentrations. This combination of factors means that (i) the libraries backlog in municipalities in these provinces is higher than in other provinces, and that (ii) the municipalities in these provinces generally have high MILN scores. As a result, they stand at the front of the queue when it comes to allocating libraries.

The larger libraries are allocated to municipalities in alternate years, so those municipalities with the highest MILN scores will get these libraries in the Years 1, 3 and 5, while municipalities with lower scores will get them in Years 2 and 3. This needs to be kept in mind when analysing the trends in the allocation of funds. In KwaZulu-Natal, the allocations in Year 1, 3 and 5 are on a downward trend. This shows that as the need for libraries in this province is progressively met the allocations start to fall. A similar, though weaker trend, applies to the Eastern Cape. On the other hand North West's share rises from three per cent in the first year to eight per cent in the final year. This is because the municipalities in the North West have slightly lower MILN scores than municipalities in the above mentioned provinces, largely because the North West municipalities are more sparsely populated.

It is worth comparing Gauteng's allocations in Year 1, 3 and 5 to each other. Allocations in these years show a rising trend. This is because Gauteng has large and concentrated populations. Therefore the Gauteng municipalities have relatively high MILN scores and so they start to benefit from the rollout of libraries sooner than, say, municipalities in the Western Cape.

7.5 Operational implications of the infrastructure rollout plan

When government builds any sort of infrastructure, it must also provide for the cost of maintaining and operating the infrastructure. So for each new library built in a province, the province will need to budget for the annual operating cost of running that library. Using the unit operating costs of the different kinds of library and the allocating of libraries in the rollout plan shown in Table 52, we calculated the additions to baseline that each province will need to budget in order to operate the new libraries built in the province. These additions are outlined in Table 55 below.

Table 54: Annual additions to operating budgets to support the infrastructure rollout

R thousands	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Growth in baseline over five years	Head Office
Eastern Cape	-	30 165	25 824	28 536	38 774	39 163	162 462	16 248
Free State	-	3 922	8 939	3 922	13 164	9 639	39 587	9 328
Gauteng	-	7 670	30 379	17 690	35 999	25 668	117 406	18 716
KwaZulu-Natal	-	60 462	32 605	72 527	43 201	78 140	286 935	19 977
Limpopo	-	24 114	39 381	42 244	32 465	39 159	177 362	13 505
Mpumalanga	-	13 925	11 740	12 993	18 989	21 949	79 596	9 580
Northern Cape	-	-	6 446	-	5 190	1 418	13 055	7 340
North West	-	3 921	11 443	6 893	16 228	20 788	59 273	8 261
Western Cape	-	-	5 177	5 177	7 685	-	18 039	14 653
Total additions to baseline	144 180	171 934	189 983	211 695	235 924	953 716	117 607

Provinces would need to add the above amounts to their baseline budgets from the second year of the rollout plan. Obviously, provinces receiving the largest number of libraries will need to budget for the highest increases in their operating budgets. The above numbers would need to be budgeted for cumulatively, which means that in the sixth year after the start of the rollout plan, each province's annual operating budget for libraries would need to have increased by the amount shown in the column "Growth in baseline over five years". This means that total annual operating expenditure on libraries by provinces will need to have increased by some R946 million over the 2011/12 baseline of about R2.019 billion. This requires a year-on-year real growth rate of between seven and nine per cent each year, which is relatively high, but not unmanageable.

The column "Head Office" shows the estimated cost of the provincial head office, based on the number of libraries in each province, at the end of Year 5. Provinces would need to review their current head office budgets and evaluate whether they need to expand their capacity given the number of libraries in the province at the end of the five-year rollout plan.

7.6 Summary analysis of results

Table 55 provides a high level comparison of the current square metres of library space per person[47] in provinces to the square metres of library space per person that will apply after the implementation of the five-year infrastructure rollout plan.

The "m^2 of library space per person" under the "Current Situation" is estimated by assuming that the existing libraries in each province are divided into types of library in the same proportion as estimated by the Library Costing Model. As discussed elsewhere, this is probably not the case. Nevertheless, this assumption provides a practical starting point for this analysis.

The number of libraries of each type is multiplied by the floor space applicable to the relevant type of library to calculate a total m^2 of library space for the province. For each province this number is then divided by the province's population to estimate the m^2 of library space per person in the province.

---

[47] Square meters of library space per person is widely used in the libraries' literature as a standard for measuring levels of service provision and the accessibility of library services.

The figures under "After Infrastructure Rollout" add the libraries allocated in the five-year infrastructure rollout plan to the libraries in the "Current Situation". The method to calculate the m² of library space per person is then applied. This enables a "before" and "after" type comparison.

Table 55: Summary of change in m² per population from infrastructure rollout

	m² per person estimated by Library Costing Model	Current Situation				After Infrastructure Roll Out				Summary	
		Number of libraries	m² per person	Per cent deviation from average	m² per person as % of model	Number of Libraries	m² per person	Per cent deviation from average	m² per person as % of model	% change in m² per person	Change in deviation
Eastern Cape	0.027	184	0.007	68%	24%	383	0.015	93%	55%	125%	25%
Free State	0.035	150	0.019	195%	55%	179	0.025	153%	71%	29%	-42%
Gauteng	0.024	236	0.011	113%	46%	309	0.015	91%	61%	32%	-22%
KwaZulu-Natal	0.028	172	0.005	52%	18%	453	0.015	91%	53%	190%	39%
Limpopo	0.028	80	0.004	40%	14%	299	0.014	89%	51%	269%	49%
Mpumalanga	0.034	108	0.009	93%	27%	175	0.016	97%	46%	72%	4%
Northern Cape	0.029	108	0.022	231%	79%	115	0.027	167%	94%	19%	-63%
North West	0.032	89	0.007	76%	23%	137	0.013	84%	42%	82%	8%
Western Cape	0.026	281	0.019	198%	75%	291	0.021	128%	79%	6%	-70%
South Africa		**1 408**	**0.010**			**2 341**	**0.016**			**65%**	

The above table estimates that currently there is 0.01 m² of library space per person in the country. This is expected to rise by 60 per cent to 0.016 m² after the completion of the first five years of the library infrastructure rollout process. This is still some way off from the 0.028 m² national average target of the Library Costing Model.

Free State, Gauteng, Northern Cape and Western Cape currently have above average m² per person allocations of library space. This means the communities in these provinces are better served with libraries than in other provinces. Even though the m² per population in the Northern Cape is 231 per cent above the national average in the "Current Situation", it is still slightly below the level targeted by the Library Costing Model. Therefore, even though the province is well above the 0.01 m² average for the country, it still needs to expand access to libraries, albeit far less than other provinces.

The above table illustrate how effectively the Library Costing Model and the five-year libraries infrastructure rollout plan are at addressing a key objective of the Bill, namely to redress the unequal access to libraries in the country –

– Limpopo, KwaZulu-Natal and Eastern Cape are currently furthest below the national average, but with the infrastructure rollout they experience the largest percentage changes in library floor space per person. This demonstrates a strong commitment to redressing past inequalities in access to libraries.

– Western Cape and Northern Cape are already above the national average, so they experience only small increases in the amount of library floor space.

Combined these two trends move the country strongly towards a more equitable distribution of libraries across provinces and municipalities, while also ensuring that all provinces move progressively towards achieving the target levels of access projected by the Library Costing model.

7.7   Refining the infrastructure rollout plan

The five-year rollout plan for libraries' infrastructure described in the preceding sections provides an objective way of allocating new library infrastructure according to the relative need/demand for library services in municipalities. The methodology has the following to recommend it –

i.   The Library Costing Model uses proposed national minimum norms and standards to allocate libraries to wards and municipalities based on their population size and densities. This provides an objective method for determining the number of libraries to be allocated to each municipality. This number, together with information on existing libraries, is used to calculate the library backlog in each municipality.

116

ii.   The MILN uses four domains of information to calculate the relative demand/need for library services in each municipality. If it is agreed that municipalities with the greatest need for libraries should be allocated new libraries first, then the MILN provides an objective measure for determining the order in which municipalities' need for libraries should be addressed.

iii. The allocation steps used to allocate the available new libraries can be applied methodically irrespective the size of the budget available to fund the libraries infrastructure rollout plan. If government decides to allocate more (or less) funding to the plan, then the allocation steps will determine which municipalities should receive new libraries and which not, based on their relative MILN rankings.

However, the methodology used to develop the infrastructure rollout plan is constrained by the non-availability of detailed ward-level demographic information and the lack of information on the size and ward-location of the existing libraries. There is thus scope for improving the accuracy and equity of the rollout allocation methodology through the following refinements[48] –

a.   Based on information currently available, we are able to indicate the number of the libraries backlog in each municipality. This is a significant step forward, but it would greatly assist the infrastructure planning process if there were accurate information on the physical size and geographical/ward location of all existing libraries. This information would enable one to establish a very accurate description of the library backlog in each ward and municipality by type of library.

b.   With more accurate information on the number of each type of library in the libraries backlog, it would be possible to get a more accurate estimate of the capital cost of addressing the libraries backlog – which as noted elsewhere may be lower than R16.2 billion because of the prevalence of larger libraries among the existing libraries.

c.   If the information required to calculate the MILN at the ward-level could be obtained[49], it would be possible to allocate the smaller types of library (i.e. CBUs through to Branch Public Libraries) according to the relative need for library services among all the wards in the country. This would provide a more accurate approach to targeting the building of these libraries in wards where they are most needed than is currently allowed by using the municipal-level MILN. Essentially, it would mean that a ward in, say, Jo'burg, would compete for new library infrastructure on an equal footing with a ward in Bushbuckridge. At present this is not the case, as the ward in Jo'burg is evaluated according to the municipal-wide MILN for Jo'burg and compared to the municipal-wide MILN for Bushbuckridge.

d.   The Library Costing Model uses a ward based approach for the allocation of the smaller types of library. This approach is used because ward-based information is readily obtainable, and norms can be developed that can be applied uniformly across all wards in the country. However, this is not an ideal approach because libraries serve communities who live in settlements that may be differently distributed to wards. We were not able to get useful national information on the size and location of settlements. This dimension to planning the distribution of libraries would need to be brought into the detailed planning of libraries in a province – which would specify the exact geographical location of libraries and deal with trade-offs between more smaller libraries located close to communities and fewer, larger libraries located at central locations.

The first refinement proposed above will probably yield the greatest benefits in terms of improving the accuracy of the allocation plan. This would require a standardised audit of all existing libraries to be conducted, and for the allocation model to be recalibrated to take this information into account. The level of benefit to be derived from the refinements proposed by point c is uncertain – it could well turnout that all the extra data-processing yields only limited benefits – partly due to reservations about the accuracy of such disaggregated data.

---

[48] These refinements would involve work that falls outside the terms of reference of the current project, but given the ground work that has already been done they would not require too much extra work – depending on whether the relevant data can be obtained or not.

[49] Currently such ward-level data is not readily available. It would require substantial additional work with STATSSA and the Department of Basic Education to see if the information can be extracted from existing datasets.

7.8 Observations regarding current infrastructure efforts

Part of this project involved visiting 29 infrastructure projects spread across the nine provinces. The brief reports and pictures at the end of each of the chapters summarise most of these visits.

The projects visited included a mixture of old library upgrades, new libraries and container libraries. The sample was drawn from a list of projects funded through the Community Library Services Conditional Grant, after discussions with the project manager and representatives of the provincial library services. The diversity in the sample provided useful insights into options for libraries infrastructure delivery in different regions of South Africa. The information gathered from these visits informed the development of the infrastructure delivery model above.

This section presents key observations and recommendations emerging from these visits. Given that this chapter deals with plans to rollout an extensive library infrastructure building programme, it is important that the lessons from the current infrastructure initiative are carried forward into the new infrastructure programme.

7.8.1 Departments need to develop technical infrastructure capacity

There are mixed levels of technical infrastructure capacity in the provincial departments of Arts and Culture. This finds expression in the departments adopting different approaches to infrastructure delivery –

- The Department of Arts and Culture takes responsibility for initiating the project, project design, and is the implementing agent.
- The Department of Arts and Culture identifies the need for a new library, or other works, on an existing library and instructs an implementing agent such as the provincial Department of Public Works to manage the project (but it might also be another government entity). Public Works will manage the entire process of designing and building the library. The Department of Arts and Culture will take responsibility for equipping the library.
- The Department of Arts and Culture transfers the funds to a municipality and provides technical assistance to the municipality. Under this arrangement, the entire project is the responsibility of the municipality, although the municipality may use technical skills from the province.

Some provinces originally worked through the provincial Departments of Public Works, but experienced delays and avoidable cost escalations. As a result they have chosen to take responsibility for infrastructure delivery. The third option is the least used option.

None of these approaches is necessarily better than the others. However, it is important that a department for which infrastructure is being delivered has the technical understanding of the infrastructure delivery process so that it can exercise proper oversight. There are problems with libraries infrastructure that would have been avoided had the department exercised better project oversight.

Often the lack of oversight is due to a lack of understanding of technical infrastructure issues. Problems are either not identified, or the advice of experts is not heeded, because the urgency and/or importance of the issue is not understood. For example, floor tiles that are not suited to the volume of traffic that libraries experience are used. After a short period of time these tiles crack and need to be replaced. In other cases, due to a lack of understanding of where in the process to get involved, the internal layout of some libraries is not suitable –the entrances to some rooms in the library are not visible from the front desk. As it is not visible from the front desk, the librarian(s) cannot monitor movement into and out of the room without leaving the front desk. At no extra, cost the room could have been put in a different part of the library and this problem would have been prevented. Other examples relate to the north orientation of the libraries to take advantage of natural lighting and the placement of windows and doors to ensure security.

In a number of cases, provinces have not required appropriate guarantees from contractors. In some cases the guarantees have been in place but not enforced. Both of these problems arise from a lack of technical understanding of the construction process. As a result, either the guarantee is not drafted

properly, or the relevant person does not know when or how to effectively enforce the guarantee. The result is government loses money or does not get value for money.

The five-year infrastructure rollout plan set out in this chapter envisages a large number of libraries being built over a relatively short period of time. South Africa has the technical capacity to manage such a programme – but government would need to ensure that it engages that capacity for the project both through direct employment and, where appropriate, contracting out the project management responsibility to competent companies.

Recommendation: All provincial departments of Arts and Culture must employ people with good technical infrastructure capacity. The national Department of Arts and Culture should specify the minimum competency levels required for the positions, and the responsibilities of these positions, which should include –

−   Responsibility for final site choice and the orientation of the building;

−   Ensuring the minimum design principles and prescribed norms are adhered to;

−   Project managing the infrastructure development pipeline, including pre-tender cost estimations;

−   Signing off on tender specifications and oversight of infrastructure procurement;

−   Responsibility for the quality of the infrastructure works;

−   Signing off on handover certificates, and enforcement of guarantees.

7.8.2 Specify minimum design principles

Most of the provinces have broad norms and standards that are used to guide the design and layout of libraries. These guidelines are not sufficiently prescriptive. As a result, many libraries have major faults that could have been avoided during the construction process at no or very little additional cost, but to correct them once the building is complete is either impossible or very expensive. These faults often have a significant impact on the quality of the users' experience of the library, as well as on the operating costs of the library.

A number of libraries visited were built facing the "wrong direction" (i.e. not north facing) or with rooms in the wrong places. As a result, a lot of natural light does not reach the central part of the library, and artificial lighting is required. In addition, these libraries are generally cold. Consequently, they are more expensive to operate.

In other libraries, the internal layout did not facilitate oversight by librarians from the front desk. This means either more librarians are required, or there are risks of equipment being damaged or stolen in certain spaces. There are also libraries where the location of external doors and the design of windows pose a security risk, for example low windows and external doors on computer rooms.

There is also an urgent need to avoid "over-the-top" type designs that are just fancy and expensive, but not functional. Ideally the aim is to build libraries that are good quality, functional and provide a venue for excellent services. The emphasis in spending should not be on the building, but rather on the equipment and collections inside the building.

Recommendation: the Minister should issue library infrastructure guidelines as soon as possible. Then, once the Bill has been enacted, he should prescribe minimum design requirements for new libraries that require all new libraries to –

−   maximise the capture of natural light by requiring a minimum percentage of the north facing side of the library to be clear windows, and a minimum length or area of the roof to have skylights or similar structures that allow natural light through;

−   ensure visibility of all areas of the library from the front desk;

−   specify that windows and external doors need to take into consideration issues of security;

−   have a minimum area of floor space dedicated for children under six years of age that can be closed off from the rest of the library;

−   have dedicated areas for computers that do not interfere with the rest of the library; and

    −   have a dedicated study area which, in the case of larger libraries, should have separate entrances so that they can operate after hours for students studying.

7.8.3 Libraries must be fit for purpose

A very significant aspect of this project was to develop norms and standards for the size and distribution of libraries to ensure reasonable, equitable minimum access to all areas of the country so as to redress the inequalities of past policies. The different types of libraries are at the centre of this strategy. By using different types of libraries, the aim is to extend libraries services as widely as possible, taking into account available resources and what is "fit for purpose" in different areas of the country and different contexts.

Some of the libraries visited were grand monuments that are simply too large for the communities they serve. Some also have expensive and extravagant design features that do not add value or functionality.

The most notable example of this was the Groblershoop Library (see Case study 7). The government is not getting value for money because the design and size of the library is not fit for purpose. The government needs to provide all communities with good quality infrastructure. By building such an expensive library in one location, the government is effectively depriving other communities of libraries. The funds allocated to this one library may well have funded five other good quality libraries for other communities.[50]

Attention needs to be given to ensuring the size and design of a library building is appropriate given the context and the size of the population the library serves. It is important that libraries are built to last for generations, but this does not mean they need to be monuments. Certain building designs cost more to build, maintain and operate. They create unnecessary financial burdens on the department or municipality that takes responsibility for operating them. No public value is gained by building large libraries that can't be staffed or filled with books because all available resources are spent on the buildings, or that are located in communities where they will not be effectively used. That is a waste of public resources.

The libraries in Midvaal LM set a precedent worth following (see Case study 4). The buildings were not expensive, but the furniture, equipment, collections and décor inside the library are of the highest quality. This creates a very attractive library environment – after all, the main purpose of a library is to serve the people that come inside. It also reduces operating costs, because high quality equipment and furniture are more durable. This is putting public money in the right place.

The practice of building excessively expensive library buildings can be curtailed through the use of norms and standards. Building costs fit within ranges – these ranges can be applied reliably and without constraining the innovation or creativity required to ensure a library fits the exact needs of a community.

Recommendation: The Minister should issue guidelines regarding the building costs of libraries per square meter and the appropriate size of libraries in different contexts so as to prevent public funds being wasted on building excessively expensive libraries.

Then, when the Bill has been enacted, the Minister must introduce norms and standards that regulate the size, location and cost library buildings. The maximum permissible size of a library in square metres should be based on the population within a specific radius of the library. This size should be used to inform the maximum budget for building the library. Provinces must be allowed to apply for exemptions to these requirements under specific circumstances –

    −   In some areas, the population growth rate will mean that applying these norms to existing populations will result in a library that is too small for the surrounding community within a few years.

---

[50]   Of great concern is the fact that the Northern Cape government seems to be using this particular design of library across the province. The same design was used in Nababeep and Barkly West. How many other areas are due to get a monumental library at the expense of other communities accessing even a basic library service in a container?

- It is very difficult to get building materials to certain parts of the country. Exemptions will also be required in these areas.

It is important that these issues are regulated and set as objective standards to guide the decisions of provinces when planning new library buildings. Norms used by the Construction Industry Development Board (CIDB) can be used as a guide or applied directly.

7.8.4 Minimum accessibility requirements for new libraries

All provinces have large libraries backlogs. The infrastructure rollout plan described in this chapter envisages the elimination of the library backlogs within ten years. However, in practice it may take longer. There are many other priorities competing for a limited pool of resources. This is an unfortunate reality of public finances and the state of the economy more generally at this time.

The previous chapter uses norms and standards to quantify the national backlog for libraries and break this down by province, municipality and ward. This is a useful process, as it provides an objective measure of the backlog, and exactly where it is located. However, this knowledge does not change the fact that the backlog will not be eradicated for some time due to resource constraints. It also does not change the need to ensure that existing libraries continue to be effective and productive assets.

Norms and standards are a useful guide, but they must be used carefully. Prescribing minimum accessibility norms can lead to resources being wasted. For instance, the norms could be used to legitimise building more libraries when that is not a community priority relative to, say, improving public transport. Norms and standards should be used to identify areas or communities in which libraries should be built first – and then the available library infrastructure budget must be prioritised accordingly.

Recommendation: While it is important that there is an equitable distribution of libraries, the national Department of Arts and Culture needs to focus on norms and standards that ensure that libraries are not built in the *wrong places.* Norms that deal with the following should be prescribed –

- Minimum population and population density within a prescribed radius around new libraries – by type of library.
- Minimum number of learners attending public ordinary schools within a prescribed radius around new libraries
- Minimum distance of the library from a public transport route (including taxi routes).

7.8.5 The transfer of libraries must be preceded by funding agreements

There are an alarming number of instances where provinces have transferred new libraries to municipalities without detailed agreements on the funding of the operations and maintenance. The funding of libraries is a provincial responsibility. Yet when most provinces transfer libraries, it is specified that the asset will belong to the municipality and that the municipality will take responsibility for the maintenance and operations of the asset. However, this agreement is not accompanied by any cost estimates of the responsibilities the municipality is accepting.

In many cases, the municipalities do not have the funds to operate the library, and as a result it stands empty for a long period.

Recommendation: The Minister should issue guidelines dealing with the responsibility of provinces to fund the libraries function, and the content of agreements between provinces and municipalities.

When the Bill is enacted, the Minister should issues regulations dealing with the minimum content of (i) delegation/agency agreements between provinces and municipalities, and (ii) assignment agreements between provinces and municipalities. These should both specify that the transfer of library infrastructure from provinces to municipalities must be accompanied by a funding agreement, which must at least –

- quantify the maintenance and operational costs of the library over at least the next three years;

- quantify the financial support the province will provide to the municipality in relation to maintenance and operational costs;
- clarify how unforeseeable expenditure related to events outside of the reasonable control of municipalities will be addressed; and
- specify how the financial support for the life cycle of the asset will be financed beyond the MTEF.

Case study 7: NC – Groblershoop Library

Project name: Groblershoop Library
Cost: Estimate at R15 million three years ago. Close to R25 million?
Location: Kheis LM, Stirnem area

It is a building site for a large library. It is clearly a prestige project, which will address a need, but at great cost. The same need could have been addressed more than adequately at half the cost. It was reported that the council ordered the orientation of the building to be changed from the original design so that it would present a better view from the road!

The architect and engineers do not appear to have done their jobs properly. The builder pointed to numerous mistakes in the designs, some of them obvious to even a lay person. Having these mistakes corrected impacts upon the building timeline, which in turn impacts on overall cost.

The building is a very complex design with many features that make it very costly, for instance:
1   There are essentially six different roof areas, two of which are concrete slabs. This "piecemeal" approach to roofing is very expensive, and using a concrete slab for a roof is not cost effective. In addition, the ceilings are almost excessively high in some areas
2   The design requires slabs to be built over the windows rather than the more conventional approach of using lintels; this makes each window more costly to construct.
3   The design requires many pillars, each with fancy metal work at the top to support the roof. The metal work has lighting inside it to illuminate the roof. These details are expensive.

4   The design calls for lighting embedded in the paving, large granite and solid wood counters, mosaic tile finishes at the entrance (a very large area), bathrooms and librarian's counter, expensive down lighting with built-in light heaters, etc.
5   The entire west-facing wall is glass, meaning it will catch the hot afternoon sun. This will impact on the operating cost of the library, as it will make air-conditioning necessary in summer.

The government is not getting value for money, and the design is not fit for purpose. The government needs to provide all communities with good quality infrastructure, but in this instance the design is over-the-top expensive. By building such an expensive library in one location the government is effectively depriving other communities of libraries. The funds allocated to this library may well have funded five "good quality" libraries in other communities, or been used to provide this very poor community with other needed infrastructure, such as ECD centres or even a high school.

Of great concern is the fact that the province seems to be using this particular design of library across the province. The same design was used in Nababeep and Barkly West. How many other areas are due to get the same type of library? If the province continues to build these expensive libraries, it is likely to impact negatively on the province's ability to make library services equitable and accessible. Some communities will have very expensive libraries, others will have containers.

Front of library

North facing view

Case study 8: LP – Ga Phaahla Library

Project name: Ga Phaahla Library
Cost: Approximately R6 million
Location: Jane Furse LM

This library was initially supposed to be an upgrade, but once work began, it became evident that the old library had to be replaced. The original library was funded by community and corporate donations. It deteriorated to a point where it had become a hazard

The only real problems with the new library are the security risks created by the low windows in the computer room. The whole facility is facing the wrong direction (south). There is also plenty of wall space which could have allowed for much larger windows and therefore more natural light.

This library had been open for over year at the time of the visit. Furniture that had been in use in the old library remained in storage. Therefore the new library only has a few desks and chairs for learners to sit at. A computer room is equipped with computer desks and cabling, but no computers. So the community is not getting value for money yet, nor is the government.

At the time of the visit, the electricity had been cut off for more than two weeks as neither the municipality nor the province had paid the bill. No electricity means the borehole cannot pump water, so the librarian was having to fetch water with a bucket for the toilets. This is not an acceptable state of affairs.

Computer room

The computers had not yet been delivered, even though the library had been open for more than a year.

Signs of poor management

Chapter 8
The way forward

8.1 Will this project make a difference?

A project of this nature can either become a consulting relic – another document commissioned by government and then left to gather dust. Or it can contribute to a process of change that results in improvements in the quality and reach of government's services, resulting in real, people-centred development taking place. Will this project make a difference? This depends on the answers to the following questions –

– Do the ideas and proposals put forward by the project offer realistic, workable solutions to the challenges confronting the libraries function?

– Will the national and provincial officials (including those in the relevant treasuries) responsible for the libraries function take ownership of the proposed solutions and become champions for them – promoting them and doing the leg-work to get them onto government's agenda and funded?

– Will the Minister champion the proposed solutions within the various political decision-making forums?

It is submitted that the Community Library Services Conditional Grant has successfully raised the profile of the libraries function. It has created the space for there to be a meaningful discussion around future plans for the sector and the need to direct investment towards addressing the library backlog. This project therefore comes at an opportune time. What is needed is a strategy to disseminate the project findings so that they can contribute to the discussion and take it forward to action.

8.2 Next steps…

The following are proposed next steps to take the findings of this project forward -

1. **Prepare draft national minimum norms and standards**

   When the Bill goes to Parliament, it would assist the debate if it were accompanied by a set of draft national minimum norms and standards that the Minister envisages issuing once the Bill is enacted. This would result in a more informed debate on the Bill's provisions.

   Once there is clear policy direction regarding the national minimum norms and standards to be prescribed, it would be useful to recalibrate the Library Costing Model and cost the final norms and standards so that properly informed implementation strategies, plans and budgets can be developed.

2. **Consider the impact of the Bill on municipalities**

   Municipalities are widely involved in the provision of library services, and the norms and standards to be issued in terms of the Bill will have financial implications for them to the extent that provinces do not take up their responsibility to fully fund the function. Section 9(1) of the Bill requires a municipality that is providing library services to take all reasonable steps to "provide public library and information services that comply with the minimum national norms and standards contemplated in this Act" and to "execute its functions in accordance with the national norms and standards for public library and information services". It is therefore submitted that the Minister of Arts and Culture should not only cost the Bill as required by the Public Finance Management Act, but also follow the processes set out in the Financial and Fiscal Commission Act (Act 99 of 1997) and section 9 of the Municipal Systems Act (Act 32 of 2000), which require the implications of proposed legislation affecting local government to be evaluated.

3. **Require provinces to take responsibility for funding the library function**

Provinces are responsible for the library function; they therefore need to take responsibility for funding the full operating cost of managing and providing the function. The province may choose to take direct responsibility for administering the function (i.e. provincialise the function) or put in the required arrangements for municipalities to administer the function on its behalf – either way the province must provide the core funding for the function. Of particular concern is the evidence that six of the nine provinces have been reducing their own fund contributions to the function since the introduction of the conditional grant. This situation needs to be turned around. Provinces must be required to fund the operating of cost of all existing and new libraries so as to ensure that the quality of services is aligned to the norms and standards. This means appointing properly trained staff on permanent contracts, investing in maintaining collections and maintaining ICT services. The Department of Arts and Culture, working with National Treasury, should require each province (department and provincial treasury) to put in place a five-year strategy aimed at ensuring they progressively take over the responsibility for funding the operational cost of libraries from municipalities. Access to the conditional grant funds could be linked to the implementation of these strategies.

4. **Put in place and maintain appropriate agreements with municipalities**

Provinces are responsible for the library function; therefore, where municipalities are delivering the function due to historical arrangements, the provinces need to put in place appropriate agreements with municipalities to administer the function. Currently, these agreements must take the form of agency or delegation agreements, unless the province has the required provincial legislation that enables the MEC to make an executive assignment of the function to a municipality. These agreements must deal with the issue of funding the function, and set out a plan that commits the province to taking responsibility for funding the core elements of the function. As soon as the Bill has been enacted, the responsible MEC in each province should convert all delegation/agency agreements with municipalities into executive assignments.

5. **Conduct an audit of existing libraries and recalibrate the Library Costing Model and rollout plan**

Based on information currently available, it is possible to indicate the number of the libraries backlog in each municipality. This is a significant step forward, but it would greatly assist the infrastructure planning process if there were accurate information on the physical size and geographical/ward location of all existing libraries. This information would enable one to establish a very accurate description of the library backlog in each ward and municipality by type of library. To gather this information, an audit of existing libraries is proposed, followed by a process to recalibrate the Library Costing Model and rollout plan based on the new information.

6. **Align the conditional grant to the five-year rollout plan**

The Library Costing Model defines the library backlog by province and the MILN shows where the greatest need for libraries is by municipality. Based on this information, the five-year rollout plan for libraries' infrastructure proposes where funding for building libraries should be directed. If there is agreement on the plan, a process to align the conditional grant allocations with the plan needs to be put in place. This will entail setting up project management capacity in the provinces that are going to be required to build most of the new libraries in the first five-years of the plan – so as to ensure the funds get effectively used.

The Department of Arts and Culture should make the allocation of new libraries to a province conditional on the provincial Executive Committee committing itself to a medium term plan to budget adequately for the operating costs of existing libraries, and providing the MTEF funds to fund the operating cost of the new libraries according to the national minimum norms and standards.

7. **Put in a budget bid for funds to address the library backlog**

The ten-year rollout strategy to address the library backlog of 2 762 libraries assumes a starting allocation of R850 million, which grows by R150 million each year. It is not unreasonable to assume that at least R850 million of the R1.016 billion allocated to the Community Library Services Conditional grant in 2014/15 should be used to address the library infrastructure backlog. This

would suggest the majority of the funds required to fund the first five years of the rollout plan are already in the conditional grant baseline. The budget bid would seek to get government to commit to increasing the grant by an additional R150 million per year over the next ten years. However, national government should only consider allocating the funds if provinces can demonstrate that they are budgeting adequately for the operating costs of existing libraries and will fund the operating costs of the new libraries.

8. **Public libraries serving the needs of learners and educators**

Given the shortage of funds for libraries in the education sector, great emphasis is being placed on the need for public libraries to serve schools and the idea of "dual purpose libraries". This project has adopted a different perspective on the issue. Rather than emphasising the relationship between public libraries and schools (as institutions), we submit that public libraries should seek to serve the needs of learners and educators in the following ways –

- public libraries should be located close to schools[51] and the rollout of new libraries should prioritise areas with high learner populations[52];

- library buildings should be designed to make provision for study space with a separate entrance so that the library can be locked, but the study space kept open after hours;

- there need to be sufficient computers to enable learners and educators to access and print learning materials on the internet;

- the book collections should cater specifically for the reading needs of learners in the different grades, and reference materials and local area collections should cater for the information needs of learners needing to do school projects;[53]

- the staffing of libraries must allow for librarians to run library orientation classes, outreach programmes to schools (with lending boxes), junior story times, reading clubs for older learners and information searches for educators.

- the larger libraries should conclude working arrangements with the universities and colleges that offer distance learning opportunities to hold their learning materials, and facilitate inter-library loans with them.

9. **Training librarians**

The proposed library infrastructure rollout plan will require the provinces to employ increasing numbers of librarians and assistant librarians. The Department of Arts and Culture needs to ensure that there is an appropriate human resource strategy in place to ensure an adequate supply of qualified librarians. This may require an expanded bursary scheme.

---

[51] Problems have been experienced with locating public libraries on school premises, because of issues with access control and school security, running libraries after school hours and during the school holidays when the school premises get locked.

[52] The schools domain of the MILN seeks to ensure that the needs of learners are prioritised in the allocation of new libraries.

[53] Librarians and educators need to work together on compiling a list of project topics each year so that the librarian can make sure the library has the relevant material available for the learners.

Case study 9: NW – Dryharts Library

Project name: Dryharts Library
Cost: R355 007 container only
Location: Naledi LM

As means of serving small communities, this type of container library is very useful. From the outside it looks very small, but once inside it is practical and makes library services available (even though on a much smaller scale) where none were available previously.

Obviously there is limited space. The container library has a front stoep area that is covered, and has canvas blinds that can be lowered to the ground on rainy or cold days. This area can then be used as an activity area or study space.

In cases where there is not enough funding to build a fully-serviced structure, this alternative is practical and useful. Community members can at least access some of the services whilst government gathers the resources for a fully resourced facility.

Dryharts modular library – front

Computer section – but waiting

Shelves and study desks

References

South Africa

Carnegie Corporation of New York. 2012. Carnegie Review: Bringing New Life to South Africa's Libraries.

Dick, A.L. 2007. 'The development of South African libraries in the 19th and 20th centuries: Cultural and political influences', in: Bothma, T., P. Underwood and P. Ngulube (eds), *Libraries for the Future: Progress and Development in South African Libraries*, Pretoria: Library and Information Association of South Africa.

Fourie, I. 2007. 'Library and Information Service Structure in South Africa', in: Bothma, T., P. Underwood and P. Ngulube (eds), Libraries for the Future: Progress and Development in South African Libraries. Pretoria: Library and Information Association of South Africa.

Hart, G. 2006. 'The Information Literacy Education Readiness of Public Libraries in Mpumalanga Province (South Africa)'. *International Journal of Libraries and Information Services* 56: 48–62.

KPMG. 2006. Impact Assessment Study. Study commissioned by the Department of Arts and Culture.

KPMG. 2007a. Legal and Accountability Framework. Study commissioned by the Department of Arts and Culture.

KPMG. 2007b. Status Quo Report. Study commissioned by the Department of Arts and Culture.

KPMG. 2007c. Funding Model. Study commissioned by the Department of arts and Culture.

KPMG. 2007d. Norms and Standards. Study commissioned by the Department of Arts and Culture.

Leach, A. 2006. Alternative funding and the public library sector: An exploratory overview with reference to South Africa. *Innovation* 32: 125–155.

Mostert, B.J. 1997. 'Community libraries: the concept and its application - with particular reference to the Pinetown community libraries', M.Bibl Dissertation. South Africa: University of Zululand.

National Treasury. n.d. 'Unauthorised, Fruitless and Wasteful, Irregular Expenditure'. Presented by Lindy Bodewig, Chief Director. South Africa.

National Treasury. 2013. 'Estimates of National Expenditure'. South Africa.

Print Industries Cluster Council. 2005. 'The Funding and Governance of Public Libraries in South Africa'. Department of Arts and Culture. South Africa

The Transformation Charter 6th draft

Theroux, Karen. 2012. 'Bringing New Life to South Africa's Libraries'. New York: Carnegie Corporation of New York.

Valentine, S. 2004. 'E-Powering the People: South Africa's Smart Cape Access Project'. Council on Library and Information Resources. Washington D.C.

Western Cape Provincial Library and Archive Service. 2010. 'Proposal for the provincialisation of public libraries in the Western Cape'. South Africa.

Denmark

Kann-Christensen, N. 2011. 'National strategies for public library development: Comparing Danish and Swedish models for project funding'. *Nordisk Kulturpolitisk Tidskrift*. 1-2: 33–50. Retrieved 05 July 2013 from
http://www.idunn.no/ts/nkt/2011/01-02/art05?mode=print&skipDecorating=true&textSize=

Biblotek.dk:
http://bibliotek.dk/?lingo=eng

Information on the Agency for Culture and Ministry of Culture:
http://www.kulturstyrelsen.dk/english/institutions/libraries/public-libraries/#.Udwk_vmqCH8
http://www.eenc.info/organisation/danish-agency-for-culture/
http://kum.dk/english/Policyareas/Libraries/
http://en.wikipedia.org/wiki/Danish_National_Library_Authority

Danish Union of Librarians

http://www.bf.dk/Service/English/DanishUnionOfLibrariansPresentation

Act on Library Services:

http://archive.ifla.org/V/cdoc/danish.htm

Blog: Global Statistics for Advocacy

http://iflastat.wordpress.com/2010/08/15/how-many-nordic-libraries/

Kenya

The Transition to Devolved Government Act, 2012

Kenya National Library Services Board Act Chapter 225 Revised Edition, 1966

Elsevier. 2013. 'Kenyan Librarians Serve Health Workers through Innovative Health Corners'. Accessed 8 July 2013 from http://www.elsevierfoundation.org/stories/kenyan-librarians-serve-health-workers-through-innovative-health-corners/

Goethe Institut. 2013. 'The Library Landscape in Kenya. An Overview'. Retrieved 8 July 2013 from http://www.goethe.de/ins/ke/nai/kul/mag/bib/bil/en9853827.htm

Kinya. 2011. Public Libraries in Kenya: Financial Management. *International Journal of Humanities and Social Science* 1(10): 77–79.

KNLS. 2012. *Our Customer Service Charter*. Nairobi: Kenya National Library Service.

KNLS. 2012. *Strategic Plan 2012 -2017. Kenya National Library Services Board*. Nairobi: Kenya National Library Service.

Rosenberg, D. 1993. Imposing Libraries: The Establishment of National Public Library Services in Africa, with Particular Reference to Kenya. *World Libraries* 4(1).

The 2010 Constitution of Kenya. Retrieved 5 July 2013 from http://www.kenyaembassy.com/pdfs/The%20Constitution%20of%20Kenya.pdf

Botswana

'An overview of Vision 2016'. Retrieved [...] from http://www.vision2016.co.bw/vision-content.php?vid=30

http://robertandsararothschildfamilyfoundation.org

http://www.gatesfoundation.org/Media-Center/Press-Releases/2009/08/Botswana-Libraries-Provide-Access-to-Internet-and-Computers

http://www.sesigo.org.bw

http://www.mysc.gov.bw/?q=dept_bnls#

http://www.afran.info/modules/publisher/item.php?itemid=440

Baffour-Awuah, M. 1998. School Libraries in Botswana: A State of the Art Report. *School Libraries Worldwide* 4(2).

Maswabi, T., et al. 2011. Public libraries: Pathways to making Botswana an educated, informed nation. *Public Libraries* 6(5): 409–420.

Maphorisa, R 2009. Public Libraries' Space Within Botswana's Vision Pillar, "An Educated, Informed Nation By 2016": Linking Policy To Practice. Presentation by the Permanent Secretary, Ministry of Youth Sport and Culture, Botswana. Retrieved 5 July 2013 from http://www.african-public-libraries-summit.org/

Vision 2016: Towards Prosperity for All. A Long Term Vision for Botswana

Vision 2016 Council (2010). Vision 2016 Long Term Vision for Botswana. Newsletter Fourth Quarter 2010.

Annexure A: Types of Library – summary information

A: Community Book Unit

Also known as wheelie wagons. A moveable book shelf that can be locked and stored away when not in use.

Are allocated to wards with population densities and sizes larger than the population density and thresholds shown below.   Are only allocated to wards when it is the smallest library allocated to the ward.

All sizes of municipalities qualify for community book rooms.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	73	10%
Library Size (m^2)	35	Free State	22	8%
Catchment area of library km^2	50	Gauteng	14	3%
Population density threshold (people/km^2)	15	KwaZulu-Natal	66	8%
Service and threshold population	1 750	Limpopo	57	10%
Minimum service norms		Mpumalanga	39	10%
Space for children (m^2)		Northern Cape	20	15%
Space for learners and students (m^2)		North West	43	12%
Size of book collection	2 500	Western Cape	41	11%
Number of public computers		**National Total**	**375**	**9%**
Staffing				
Number of library staff	1			
Number of non-librarian staff				
Number of total Staff	1			
Annual salary costs	138 345			
Capital and operational costs (Rands)				
Cost to establish library	630 138			
Annual operational cost of library	205 571			

A: Container Library

A shipping container that is converted into a library. Can easily be moved on a flatbed truck. The container library used in the model is a double container. In practice single containers are frequently used. Container libraries enable access to a very basic library service and are used to test demand for library services. They are generally not a permanent solution.

Are allocated to wards with population densities and sizes larger than the population density and thresholds shown below. Is not allocated to a ward if a Basic or Branch Public Library are allocated to a ward.

All sizes of municipalities qualify for container libraries.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	274	38%
Library Size (m^2)	55	Free State	26	10%
Catchment area of library km^2	50	Gauteng	19	4%
Population density threshold (people/km^2)	40	KwaZulu-Natal	230	26%
Service and threshold population	2 750	Limpopo	138	25%
Minimum service norms		Mpumalanga	45	12%
Space for children (m^2)		Northern Cape	23	17%
Space for learners and students (m^2)		North West	71	20%
Size of book collection	3 500	Western Cape	35	10%
Number of public computers	1	**National Total**	861	21%
Staffing				
Number of library staff	1			
Number of non-librarian staff				
Number of total Staff	1			
Annual salary costs	138 345			
Capital and operational costs (Rands)				
Cost to establish library	1 133 634			
Annual operational cost of library	267 908			

A: Basic Public Library

Public basic libraries are small permanent libraries that provide a basic library and information services to communities. They provide small spaces for learners and children. The collections in these libraries consist mainly of material that is lent to its patrons.

These libraries are allocated to wards with population densities and sizes larger than the population density and thresholds shown below. Are only allocated to wards if a Branch Public library is not allocated to a ward.

All sizes of municipalities qualify for public basic libraries. Municipalities with populations smaller than 25 000 are allocated at least one public basic library. Municipalities with populations between 25 000 and 50 000 are allocated at least two public basic libraries.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	154	21%
Library Size (m^2)	225	Free State	82	30%
Catchment area of library km^2	28	Gauteng	41	8%
Population density threshold (people/km^2)	115	KwaZulu-Natal	183	21%
Service and threshold population	3 800	Limpopo	152	28%
Minimum service norms		Mpumalanga	95	24%
Space for children (m^2)	65	Northern Cape	51	39%
Space for learners and students (m^2)	15	North West	89	25%
Size of book collection	5 700	Western Cape	79	22%
Number of public computers	2	**National Total**	**926**	**22%**
Staffing				
Number of library staff	2			
Number of non-librarian staff	1			
Number of total Staff	3			
Annual salary costs	390 456			
Capital and operational costs (Rands)				
Cost to establish library	4 285 734			
Annual operational cost of library	698 760			

A: Branch Public Library

Branch public libraries provide the core library services to large local communities. These libraries are only established in areas with population sizes and densities above the threshold that will ensure the range of services provided will be effectively used.

Are allocated to wards with population densities and sizes larger than the population density and thresholds shown below. Wards that qualify for branch public libraries do not qualify for smaller libraries.

Municipalities with populations smaller than 50 000 people may not be allocated a branch public library. Municipalities with populations between 50 000 and 100 000 are allocated at least one branch public library. Municipalities with populations between 100 000 and 400 000 people are allocated at least three branch public libraries. Municipalities with populations between 400 000 and one million are allocated at least five Branch Public Libraries.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	193	27%
Library Size (m^2)	500	Free State	129	48%
Catchment area of library km^2	28	Gauteng	321	63%
Population density threshold (people/km^2)	230	KwaZulu-Natal	340	39%
Service and threshold population	6 500	Limpopo	169	31%
Minimum service norms		Mpumalanga	191	49%
		Northern		
Space for children (m^2)	195	Cape	37	28%
Space for learners and students (m^2)	75	North West	143	39%
Size of book collection	8 450	Western Cape	172	47%
Number of public computers	6	**National Total**	**1 695**	**41%**
Staffing				
Number of library staff	3			
Number of non-librarian staff	1			
Number of total Staff	4			
Annual salary costs	561 255			
Capital and operational costs (Rands)				
Cost to establish library	8 737 962			
Annual operational cost of library	1 251 855			

A: Central Public Library

A central public library provides a comprehensive library service.

They are allocated to municipalities with a population size greater than 150 000 people.

One central library is allocated for every 150 000 people in a municipality, regardless of population densities.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	26	4%
Library Size (m^2)	850	Free State	9	3%
Catchment area of library km^2	154	Gauteng	76	15%
Population density threshold (people/km^2)	450	KwaZulu-Natal	44	5%
Service and threshold population	11 500	Limpopo	24	4%
Minimum service norms		Mpumalanga	17	4%
Space for children (m^2)	360	Northern Cape	1	1%
Space for learners and students (m^2)	105	North West	15	4%
Size of book collection	13 800	Western Cape	28	8%
Number of public computers	10	**National Total**	**240**	**6%**
Staffing				
Number of library staff	7			
Number of non-librarian staff	5			
Number of total Staff	12			
Annual salary costs	1 704 105			
Capital and operational costs (Rands)				
Cost to establish library	14 502 525			
Annual operational cost of library	2 762 706			

A: Regional Public Library

A regional public library is a very large library that provides a comprehensive range of services and at least one specialised reference service.

These libraries will only be established in large urban areas with populations larger than 400 000 people

One regional public library is allocated for every 400 000 people in a municipality, regardless of population densities.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	4	1%
Library Size (m^2)	1 200	Free State	2	1%
Catchment area of library km^2	452	Gauteng	26	5%
Population density threshold (people/km^2)	750	KwaZulu-Natal	9	1%
Service and threshold population	17 150	Limpopo	3	1%
Minimum service norms		Mpumalanga	2	1%
Space for children (m^2)	570	Northern Cape		0%
Space for learners and students (m^2)	150	North West	2	1%
Size of book collection	18 865	Western Cape	9	2%
Number of public computers	16	**National Total**	57	1%
Staffing				
Number of library staff	13			
Number of non-librarian staff	9			
Number of total Staff	22			
Annual salary costs	2 968 539			
Capital and operational costs (Rands)				
Cost to establish library	19 998 779			
Annual operational cost of library	4 367 913			

A: Mega Public Library

A mega public library is the central public library in a major urban area. These libraries provide professional and specialised services. A larger proportion of the collection at these libraries is reference and study material. These libraries will have direct arrangements with UNISA and other universities offering distance learning to hold their materials.

They are only allocated to metropolitan municipalities with populations above one million.

One mega public library is allocated for every one million people in a municipality.

Minimum norms and standards		Number of libraries by province		Per cent of total in province
Library size and distribution norms		Eastern Cape	1	0%
Library Size (m^2)	3 000	Free State		0%
Catchment area of library km^2	1 018	Gauteng	9	2%
Population density threshold (people/km^2)	1 350	KwaZulu-Natal	3	0%
Service and threshold population	45 000	Limpopo		0%
Minimum service norms		Mpumalanga		0%
Space for children (m^2)	650	Northern Cape		0%
Space for learners and students (m^2)	150	North West		0%
Size of book collection	45 000	Western Cape	3	1%
Number of public computers	24	**National Total**	16	0%
Staffing				
Number of library staff	25			
Number of non-librarian staff	20			
Number of total Staff	45			
Annual salary costs	7 161 129			
Capital and operational costs (Rands)				
Cost to establish library	50 040 088			
Annual operational cost of library	10 184 106			

Annexure B: Library Costing Model – Cost of Bill by province

B: Cost of Bill – Eastern Cape

Summary cost of Bill	
R thousands	Total Province
Salaries (Provincial Scales)	306 583
Other Operating Expenditure	257 616
Total Operating Expenditure	**564 200**
2011/12 Current Expenditure	241 101
Annual Operating Budget Gap	**323 099**
Infrastructure and set up backlog	**2 395 433**

Annual Operating Expenditure	
Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	12 329
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*2 050*
Library Assistant	*2 075*
General Worker	
Cataloguing	
Assistant Director	*504*
Librarian (level 7)	*1 879*
Library Assistant	*1 522*
Administrative Clerk	*806*
General Worker	*1 220*
Procurement	
Assistant Director	*252*
Administrative Clerk	*1 037*
General Worker	*732*
ICT Technicians (Assitant Director)	10 338
Total Province Non Library Salaries	**26 783**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**73**	**274**	**154**	**193**	**26**	**4**	**1**	**725**
Number of books procured per year	**11 060**	**58 119**	**53 198**	**91 776**	**19 260**	**3 724**	**1 958**	**239 095**
Operating cost of libraries								
Salaries	10 099	37 907	60 130	108 322	44 307	11 874	7 161	**279 800**
Facilities maintenance	460	2 713	6 237	17 370	3 978	864	540	**32 162**
Maintenance of Collections	2 914	15 285	14 895	25 815	5 470	1 107	650	**66 136**
Distributing collections	15	57	32	40	5	1		**300**
Other operating expenditures								
Electricity	217	1 281	2 945	8 203	1 879	408	255	**15 187**
Water	29	173	398	1 110	270	60	39	**2 079**
Hygeine equipment and rentals	32	188	433	1 206	276	60	38	**2 233**
Data and telecommunications		1 166	2 789	7 466	1 186	203	100	**12 911**
Insurance								
Content insurance	862	5 034	9 004	21 827	4 929	1 053	667	**43 375**
Structure insurance	26	555	1 490	4 303	1 012	191	115	**7 692**
Serving the visually impaired					390			**390**
Inservice Training	101	379	601	1 083	443	119	72	**2 798**
Staff Welfare	47	178	231	386	156	44	23	**1 065**
Consumables for group activities	219	959	693	1 158	195	34		**3 258**
Travel Costs - operations			231	444	195	32	12	**914**
Travel Costs - outreach				204	31	6		**241**
Secuirity			1 848	30 880	4 160	640	240	**37 768**
Total operating costs of libraries	**15 007**	**73 407**	**107 609**	**241 608**	**71 830**	**17 472**	**10 184**	**537 117**
Total non personnel	**4 923**	**35 557**	**47 511**	**133 326**	**27 529**	**5 598**	**3 023**	**257 466**

Capital cost of new libraries

Capital cost by type of library								
New library buildings	4 101	48 375	278 066	789 901	181 369	38 537	23 686	1 364 034
Equipment (including furniture)	2 647	52 485	188 843	534 153	115 156	23 827	14 520	931 631
Computers		3 288	2 772	9 264	2 496	576	222	18 618
Collection (books and audiovisual)	39 252	206 468	190 322	353 109	78 044	17 056	11 612	895 864
Total capital cost of new libraries	**46 000**	**310 616**	**660 003**	**1 686 427**	**377 066**	**79 995**	**50 040**	**3 210 146**

Captial cost to address library backlog								
New library buildings	3 060	36 098	207 495	589 429	135 339	28 756	17 674	1 017 851
Equipment (including furniture)	1 975	39 165	140 916	398 588	85 930	17 780	10 835	695 189
Computers		2 454	2 068	6 913	1 863	430	166	13 893
Collection (books and audiovisual)	29 290	154 068	142 020	263 492	58 237	12 727	8 665	668 500
Total cost of library backlog	**34 326**	**231 784**	**492 499**	**1 258 423**	**281 369**	**59 693**	**37 340**	**2 395 433**

B: Cost of Bill – Free State

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	144 911
Other Operating Expenditure	131 772
Total Operating Expenditure	**276 683**
2011/12 Current Expenditure	116 467
Annual Operating Budget Gap	**160 216**
Infrastructure and set up backlog	**752 216**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	5 687
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*854*
Library Assistant	*830*
General Worker	
Cataloguing	
Assistant Director	*252*
Librarian (level 7)	*854*
Library Assistant	*692*
Administrative Clerk	*346*
General Worker	*569*
Procurement	
Assistant Director	*252*
Administrative Clerk	*461*
General Worker	*325*
ICT Technicians (Assitant Director)	2 774
Total Province Non Library Salaries	**12 577**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library		Total Libraries
Number of libraries	**22**	**26**	**82**	**129**	**9**	**2**	**0**		**270**
Number of books procured per year	**3 333**	**5 515**	**28 326**	**61 343**	**6 667**	**1 862**			**107 046**
Operating cost of libraries									
Salaries	3 044	3 597	32 017	72 402	15 337	5 937			132 334
Facilities maintenance	139	257	3 321	11 610	1 377	432			17 136
Maintenance of Collections	878	1 450	7 931	17 255	1 894	553			29 961
Distributing collections	7	8	24	38	3	1			230
Other operating expenditures									
Electricity	65	122	1 568	5 483	650	204			**8 092**
Water	9	16	212	742	93	30			**1 103**
Hygeine equipment and rentals	10	18	231	806	96	30			**1 190**
Data and telecommunications		111	1 485	4 990	410	102			**7 098**
Insurance									
Content insurance	260	478	4 794	14 589	1 706	527			**22 353**
Structure insurance	8	53	793	2 876	350	96			**4 176**
Serving the visually impaired					135				**135**
Inservice Training	30	36	320	724	153	59			**1 323**
Staff Welfare	14	17	123	258	54	22			**488**
Consumables for group activities	66	91	369	774	68	17			**1 385**
Travel Costs - operations			123	297	68	16			**503**
Travel Costs - outreach				136	11	3			**150**
Secuirity			984	20 640	1 440	320			**23 384**
Total operating costs of libraries	**4 523**	**6 966**	**57 298**	**161 489**	**24 864**	**8 736**			**263 876**
Total non personnel	**1 485**	**3 376**	**25 305**	**89 126**	**9 530**	**2 799**			**131 622**

Capital cost of new libraries

	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library		Total Libraries
Capital cost by type of library									
New library buildings	1 236	4 590	148 061	527 965	62 782	19 268			763 902
Equipment (including furniture)	798	4 980	100 553	357 024	39 862	11 914			515 130
Computers		312	1 476	6 192	864	288			9 132
Collection (books and audiovisual)	11 829	19 592	101 340	236 016	27 015	8 528			404 321
Total capital cost of new libraries	**13 863**	**29 474**	**351 430**	**1 127 197**	**130 523**	**39 998**			**1 692 485**
Captial cost to address library backlog									
New library buildings	549	2 040	65 805	234 651	27 903	8 564			339 512
Equipment (including furniture)	355	2 213	44 690	158 678	17 716	5 295			228 947
Computers		139	656	2 752	384	128			4 059
Collection (books and audiovisual)	5 258	8 707	45 040	104 896	12 007	3 790			179 698
Total cost of library backlog	**6 161**	**13 100**	**156 191**	**500 976**	**58 010**	**17 777**			**752 216**

B: Cost of Bill – Gauteng

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	501 580
Other Operating Expenditure	381 961
Total Operating Expenditure	**883 542**
2011/12 Current Expenditure	416 067
Annual Operating Budget Gap	**467 475**
Infrastructure and set up backlog	**2 712 530**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	14 741
Material Selection	
Assistant Director	*504*
Librarian (level 7)	*2 391*
Library Assistant	*2 352*
General Worker	
Cataloguing	
Assistant Director	*756*
Librarian (level 7)	*2 220*
Library Assistant	*1 798*
Administrative Clerk	*1 037*
General Worker	*1 464*
Procurement	
Assistant Director	*252*
Administrative Clerk	*1 152*
General Worker	*813*
ICT Technicians (Assitant Director)	10 842
Total Province Non Library Salaries	**29 699**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**14**	**19**	**41**	**321**	**76**	**26**	**9**	**506**
Number of books procured per year	**2 121**	**4 030**	**14 163**	**152 644**	**56 297**	**24 205**	**17 620**	**271 081**
Operating cost of libraries								
Salaries	1 937	2 629	16 009	180 163	129 512	77 182	64 450	**471 881**
Facilities maintenance	88	188	1 661	28 890	11 628	5 616	4 860	**52 931**
Maintenance of Collections	559	1 060	3 966	42 936	15 990	7 194	5 847	**77 552**
Distributing collections	1	2	3	26	6	2	1	**191**
Other operating expenditures								
Electricity	42	89	784	13 643	5 491	2 652	2 295	**24 995**
Water	6	12	106	1 846	788	390	348	**3 496**
Hygeine equipment and rentals	6	13	115	2 006	808	390	338	**3 676**
Data and telecommunications		81	743	12 418	3 466	1 323	898	**18 928**
Insurance								
Content insurance	165	349	2 397	36 302	14 408	6 847	6 005	**66 474**
Structure insurance	5	38	397	7 157	2 959	1 243	1 037	**12 836**
Serving the visually impaired					1 140			**1 140**
Inservice Training	19	26	160	1 802	1 295	772	645	**4 719**
Staff Welfare	9	12	62	642	456	286	203	**1 669**
Consumables for group activities	42	67	185	1 926	570	221		**3 010**
Travel Costs - operations			62	738	570	208	108	**1 686**
Travel Costs - outreach				339	91	37		**468**
Secuirity			492	51 360	12 160	4 160	2 160	**70 332**
Total operating costs of libraries	**2 878**	**5 090**	**28 649**	**401 845**	**209 966**	**113 566**	**91 657**	**853 651**
Total non personnel	**942**	**2 463**	**12 644**	**221 709**	**80 460**	**36 386**	**27 208**	**381 811**

Capital cost of new libraries

Capital cost by type of library								
New library buildings	786	3 354	74 031	1 313 773	530 155	250 487	213 172	2 385 759
Equipment (including furniture)	508	3 639	50 276	888 410	336 610	154 876	130 680	1 564 999
Computers		228	738	15 408	7 296	3 744	1 998	29 412
Collection (books and audiovisual)	7 528	14 317	50 670	587 295	228 130	110 861	104 511	1 103 313
Total capital cost of new libraries	**8 822**	**21 539**	**175 715**	**2 804 886**	**1 102 192**	**519 968**	**450 361**	**5 083 483**

Captial cost to address library backlog

New library buildings	420	1 790	39 503	701 025	282 889	133 659	113 748	1 273 033
Equipment (including furniture)	271	1 942	26 827	474 053	179 614	82 641	69 730	835 079
Computers		122	394	8 222	3 893	1 998	1 066	15 694
Collection (books and audiovisual)	4 017	7 640	27 037	313 379	121 729	59 155	55 767	588 724
Total cost of library backlog	**4 707**	**11 493**	**93 761**	**1 496 678**	**588 126**	**277 453**	**240 311**	**2 712 530**

B: Cost of Bill – KwaZulu-Natal

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	461 380
Other Operating Expenditure	393 975
Total Operating Expenditure	**855 355**
2011/12 Current Expenditure	383 569
Annual Operating Budget Gap	**471 785**
Infrastructure and set up backlog	**4 037 824**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	17 993
Material Selection	
Assistant Director	*504*
Librarian (level 7)	*2 904*
Library Assistant	*2 767*
General Worker	
Cataloguing	
Assistant Director	*1 009*
Librarian (level 7)	*2 733*
Library Assistant	*2 214*
Administrative Clerk	*1 267*
General Worker	*1 789*
Procurement	
Assistant Director	*252*
Administrative Clerk	*1 498*
General Worker	*1 057*
ICT Technicians (Assitant Director)	12 859
Total Province Non Library Salaries	**34 969**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**66**	**230**	**183**	**340**	**44**	**9**	**3**	**875**
Number of books procured per year	**10 000**	**48 786**	**63 216**	**161 679**	**32 593**	**8 379**	**5 873**	**330 526**
Operating cost of libraries								
Salaries	9 131	31 819	71 453	190 827	74 981	26 717	21 483	**426 411**
Facilities maintenance	416	2 277	7 412	30 600	6 732	1 944	1 620	**51 000**
Maintenance of Collections	2 635	12 830	17 700	45 478	9 258	2 490	1 949	**92 339**
Distributing collections	9	32	26	48	6	1		**273**
Other operating expenditures								
Electricity	196	1 075	3 500	14 450	3 179	918	765	**24 083**
Water	27	145	474	1 955	456	135	116	**3 308**
Hygeine equipment and rentals	29	158	515	2 125	468	135	113	**3 542**
Data and telecommunications		979	3 315	13 153	2 007	458	299	**20 210**
Insurance								
Content insurance	779	4 225	10 699	38 451	8 341	2 370	2 002	**66 868**
Structure insurance	23	466	1 771	7 581	1 713	430	346	**12 329**
Serving the visually impaired					660			**660**
Inservice Training	91	318	715	1 908	750	267	215	**4 264**
Staff Welfare	43	150	275	680	264	99	68	**1 577**
Consumables for group activities	198	805	824	2 040	330	77		**4 273**
Travel Costs - operations			275	782	330	72	36	**1 495**
Travel Costs - outreach				359	53	13		**425**
Secuirity			2 196	54 400	7 040	1 440	720	**65 796**
Total operating costs of libraries	**13 568**	**61 619**	**127 873**	**425 631**	**121 559**	**39 311**	**30 552**	**820 113**
Total non personnel	**4 446**	**29 832**	**56 445**	**234 852**	**46 585**	**12 596**	**9 069**	**393 825**

Capital cost of new libraries

Capital cost by type of library								
New library buildings	3 708	40 607	330 429	1 391 535	306 932	86 707	71 057	2 230 975
Equipment (including furniture)	2 393	44 057	224 404	940 995	194 880	53 611	43 560	1 503 899
Computers		2 760	3 294	16 320	4 224	1 296	666	28 560
Collection (books and audiovisual)	35 488	173 312	226 162	622 057	132 075	38 375	34 837	1 262 307
Total capital cost of new libraries	**41 589**	**260 736**	**784 289**	**2 970 907**	**638 111**	**179 989**	**150 120**	**5 025 742**
Captial cost to address library backlog								
New library buildings	2 979	32 624	265 476	1 117 999	246 598	69 663	57 089	1 792 429
Equipment (including furniture)	1 923	35 397	180 292	756 022	156 572	43 073	34 997	1 208 276
Computers		2 217	2 646	13 112	3 394	1 041	535	22 946
Collection (books and audiovisual)	28 512	139 244	181 705	499 779	106 113	30 832	27 989	1 014 174
Total cost of library backlog	**33 414**	**209 483**	**630 120**	**2 386 911**	**512 677**	**144 608**	**120 611**	**4 037 824**

B: Cost of Bill – Limpopo

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	252 109
Other Operating Expenditure	215 152
Total Operating Expenditure	**467 261**
2011/12 Current Expenditure	83 447
Annual Operating Budget Gap	383 813
Infrastructure and set up backlog	**2 326 565**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	10 202
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*1 708*
Library Assistant	*1 660*
General Worker	
Cataloguing	
Assistant Director	*504*
Librarian (level 7)	*1 537*
Library Assistant	*1 245*
Administrative Clerk	*691*
General Worker	*976*
Procurement	
Assistant Director	*252*
Administrative Clerk	*806*
General Worker	*569*
ICT Technicians (Assitant Director)	6 808
Total Province Non Library Salaries	**21 126**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	57	138	152	169	24	3	0	543
Number of books procured per year	8 636	29 272	52 507	80 364	17 778	2 793		191 350
Operating cost of libraries								
Salaries	7 886	19 092	59 349	94 852	40 899	8 906		**230 983**
Facilities maintenance	359	1 366	6 156	15 210	3 672	648		**27 411**
Maintenance of Collections	2 276	7 698	14 701	22 605	5 050	830		**53 160**
Distributing collections	12	28	31	35	5	1		**262**
Other operating expenditures								
Electricity	170	645	2 907	7 183	1 734	306		**12 944**
Water	23	87	393	972	249	45		**1 769**
Hygeine equipment and rentals	25	95	428	1 056	255	45		**1 904**
Data and telecommunications		587	2 753	6 538	1 095	153		**11 125**
Insurance								
Content insurance	673	2 535	8 887	19 112	4 550	790		**36 547**
Structure insurance	20	280	1 471	3 768	934	143		**6 616**
Serving the visually impaired					360			**360**
Inservice Training	79	191	593	949	409	89		**2 310**
Staff Welfare	37	90	228	338	144	33		**870**
Consumables for group activities	171	483	684	1 014	180	26		**2 558**
Travel Costs - operations			228	389	180	24		**821**
Travel Costs - outreach				178	29	4		**212**
Secuirity			1 824	27 040	3 840	480		**33 184**
Total operating costs of libraries	**11 718**	**36 971**	**106 212**	**211 563**	**66 305**	**13 104**		**445 873**
Total non personnel	**3 844**	**17 908**	**46 894**	**116 746**	**25 411**	**4 199**		**215 002**

Capital cost of new libraries

Capital cost by type of library								
New library buildings	3 202	24 364	274 455	691 675	167 417	28 902		1 190 016
Equipment (including furniture)	2 067	26 434	186 390	467 730	106 298	17 870		806 789
Computers		1 656	2 736	8 112	2 304	432		15 240
Collection (books and audiovisual)	30 649	103 987	187 851	309 199	72 041	12 792		716 519
Total capital cost of new libraries	**35 918**	**156 442**	**651 432**	**1 476 715**	**348 061**	**59 996**		**2 728 563**

Captial cost to address library backlog								
New library buildings	2 730	20 774	234 020	589 771	142 752	24 644		1 014 691
Equipment (including furniture)	1 762	22 540	158 929	398 819	90 637	15 237		687 925
Computers		1 412	2 333	6 917	1 965	368		12 995
Collection (books and audiovisual)	26 133	88 667	160 175	263 645	61 427	10 907		610 954
Total cost of library backlog	**30 626**	**133 393**	**555 456**	**1 259 152**	**296 781**	**51 157**		**2 326 565**

B: Cost of Bill – Mpumalanga

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	207 072
Other Operating Expenditure	190 664
Total Operating Expenditure	**397 736**
2011/12 Current Expenditure	47 301
Annual Operating Budget Gap	**350 436**
Infrastructure and set up backlog	**1 761 288**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	8 100
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*1 366*
Library Assistant	*1 245*
General Worker	
Cataloguing	
Assistant Director	*252*
Librarian (level 7)	*1 196*
Library Assistant	*968*
Administrative Clerk	*576*
General Worker	*813*
Procurement	
Assistant Director	*252*
Administrative Clerk	*691*
General Worker	*488*
ICT Technicians (Assitant Director)	4 034
Total Province Non Library Salaries	**16 251**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**39**	**45**	**95**	**191**	**17**	**2**	**0**	**389**
Number of books procured per year	**5 909**	**9 545**	**32 817**	**90 825**	**12 593**	**1 862**		**153 551**
Operating cost of libraries								
Salaries	5 395	6 226	37 093	107 200	28 970	5 937		**190 821**
Facilities maintenance	246	446	3 848	17 190	2 601	432		**24 762**
Maintenance of Collections	1 557	2 510	9 188	25 548	3 577	553		**42 934**
Distributing collections	7	9	18	36	3			**224**
Other operating expenditures								
Electricity	116	210	1 817	8 118	1 228	204		**11 693**
Water	16	28	246	1 098	176	30		**1 595**
Hygeine equipment and rentals	17	31	267	1 194	181	30		**1 720**
Data and telecommunications		191	1 721	7 389	775	102		**10 178**
Insurance								
Content insurance	460	827	5 554	21 600	3 223	527		**32 191**
Structure insurance	14	91	919	4 259	662	96		**6 040**
Serving the visually impaired					255			**255**
Inservice Training	54	62	371	1 072	290	59		**1 908**
Staff Welfare	25	29	143	382	102	22		**703**
Consumables for group activities	117	158	428	1 146	128	17		**1 993**
Travel Costs - operations			143	439	128	16		**725**
Travel Costs - outreach				202	20	3		**225**
Secuirity			1 140	30 560	2 720	320		**34 740**
Total operating costs of libraries	**8 017**	**12 056**	**66 382**	**239 104**	**46 966**	**8 736**		**381 261**
Total non personnel	**2 629**	**5 839**	**29 307**	**131 941**	**17 999**	**2 799**		**190 514**

Capital cost of new libraries								
Capital cost by type of library								
New library buildings	2 191	7 945	171 534	781 715	118 587	19 268		1 101 241
Equipment (including furniture)	1 414	8 620	116 494	528 618	75 294	11 914		742 353
Computers		540	1 710	9 168	1 632	288		13 338
Collection (books and audiovisual)	20 970	33 909	117 407	349 450	51 029	8 528		581 293
Total capital cost of new libraries	**24 575**	**51 014**	**407 145**	**1 668 951**	**246 543**	**39 998**		**2 438 225**
Captial cost to address library backlog								
New library buildings	1 583	5 739	123 910	564 684	85 663	13 919		795 498
Equipment (including furniture)	1 022	6 227	84 151	381 855	54 390	8 606		536 250
Computers		390	1 235	6 623	1 179	208		9 635
Collection (books and audiovisual)	15 148	24 495	84 810	252 430	36 862	6 160		419 905
Total cost of library backlog	**17 752**	**36 850**	**294 107**	**1 205 592**	**178 094**	**28 893**		**1 761 288**

B: Cost of Bill – Northern Cape

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	55 925
Other Operating Expenditure	46 904
Total Operating Expenditure	**102 829**
2011/12 Current Expenditure	78 692
Annual Operating Budget Gap	**24 137**
Infrastructure and set up backlog	**108 192**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	2 467
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*342*
Library Assistant	*277*
General Worker	
Cataloguing	
Assistant Director	*252*
Librarian (level 7)	*342*
Library Assistant	*277*
Administrative Clerk	*115*
General Worker	*163*
Procurement	
Assistant Director	*252*
Administrative Clerk	*115*
General Worker	*81*
ICT Technicians (Assitant Director)	1 009
Total Province Non Library Salaries	**7 593**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**20**	**23**	**51**	**37**	**1**	**0**	**0**	**132**
Number of books procured per year	**3 030**	**4 879**	**17 618**	**17 594**	**741**			**43 862**
Operating cost of libraries								
Salaries	2 767	3 182	19 913	20 766	1 704			**48 333**
Facilities maintenance	126	228	2 066	3 330	153			**5 902**
Maintenance of Collections	798	1 283	4 933	4 949	210			**12 174**
Distributing collections	14	17	37	27	1			**245**
Other operating expenditures								
Electricity	60	108	975	1 573	72			**2 787**
Water	8	15	132	213	10			**378**
Hygeine equipment and rentals	9	16	143	231	11			**410**
Data and telecommunications		98	924	1 431	46			**2 499**
Insurance								
Content insurance	236	423	2 982	4 184	190			**8 014**
Structure insurance	7	47	493	825	39			**1 411**
Serving the visually impaired					15			**15**
Inservice Training	28	32	199	208	17			**483**
Staff Welfare	13	15	77	74	6			**184**
Consumables for group activities	60	81	230	222	8			**600**
Travel Costs - operations			77	85	8			**169**
Travel Costs - outreach				39	1			**40**
Secuirity			612	5 920	160			**6 692**
Total operating costs of libraries	**4 111**	**6 162**	**35 637**	**46 319**	**2 763**			**94 991**
Total non personnel	**1 359**	**2 997**	**15 760**	**25 579**	**1 059**			**46 754**

Capital cost of new libraries

Capital cost by type of library								
New library buildings	1 124	4 061	92 087	151 432	6 976			255 679
Equipment (including furniture)	725	4 406	62 539	102 402	4 429			174 501
Computers		276	918	1 776	96			3 066
Collection (books and audiovisual)	10 754	17 331	63 029	67 694	3 002			161 810
Total capital cost of new libraries	**12 603**	**26 074**	**218 572**	**323 305**	**14 503**			**595 056**
Captial cost to address library backlog								
New library buildings	204	738	16 743	27 533	1 268			46 487
Equipment (including furniture)	132	801	11 371	18 619	805			31 727
Computers		50	167	323	17			557
Collection (books and audiovisual)	1 955	3 151	11 460	12 308	546			29 420
Total cost of library backlog	**2 291**	**4 741**	**39 740**	**58 783**	**2 637**			**108 192**

B: Cost of Bill – North West

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	177 439
Other Operating Expenditure	157 196
Total Operating Expenditure	**334 634**
2011/12 Current Expenditure	114 734
Annual Operating Budget Gap	**219 900**
Infrastructure and set up backlog	**1 506 682**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	7 008
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*1 196*
Library Assistant	*1 107*
General Worker	
Cataloguing	
Assistant Director	*252*
Librarian (level 7)	*1 025*
Library Assistant	*830*
Administrative Clerk	*461*
General Worker	*650*
Procurement	
Assistant Director	*252*
Administrative Clerk	*576*
General Worker	*407*
ICT Technicians (Assitant Director)	4 034
Total Province Non Library Salaries	**15 159**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library		Total Libraries
Number of libraries	**43**	**71**	**89**	**143**	**15**	**2**	**0**		**363**
Number of books procured per year	**6 515**	**15 060**	**30 744**	**68 000**	**11 111**	**1 862**			**133 293**
Operating cost of libraries									
Salaries	5 949	9 822	34 751	80 259	25 562	5 937			**162 280**
Facilities maintenance	271	703	3 605	12 870	2 295	432			**20 175**
Maintenance of Collections	1 717	3 961	8 608	19 127	3 156	553			**37 122**
Distributing collections	10	16	20	33	3				**234**
Other operating expenditures									
Electricity	128	332	1 702	6 078	1 084	204			**9 527**
Water	17	45	230	822	156	30			**1 300**
Hygeine equipment and rentals	19	49	250	894	159	30			**1 401**
Data and telecommunications		302	1 612	5 532	684	102			**8 232**
Insurance									
Content insurance	508	1 304	5 204	16 172	2 844	527			**26 558**
Structure insurance	15	144	861	3 188	584	96			**4 888**
Serving the visually impaired					225				**225**
Inservice Training	59	98	348	803	256	59			**1 623**
Staff Welfare	28	46	134	286	90	22			**606**
Consumables for group activities	129	249	401	858	113	17			**1 766**
Travel Costs - operations			134	329	113	16			**591**
Travel Costs - outreach				151	18	3			**172**
Secuirity			1 068	22 880	2 400	320			**26 668**
Total operating costs of libraries	**8 840**	**19 021**	**62 190**	**179 015**	**41 441**	**8 736**			**319 242**
Total non personnel	**2 901**	**9 215**	**27 460**	**98 789**	**15 882**	**2 799**			**157 046**

Capital cost of new libraries

Capital cost by type of library									
New library buildings	2 416	12 535	160 701	585 263	104 636	19 268			884 819
Equipment (including furniture)	1 559	13 600	109 136	395 771	66 436	11 914			598 417
Computers		852	1 602	6 864	1 440	288			11 046
Collection (books and audiovisual)	23 121	53 501	109 991	261 630	45 026	8 528			501 797
Total capital cost of new libraries	**27 096**	**80 488**	**381 430**	**1 249 528**	**217 538**	**39 998**			**1 996 078**

Captial cost to address library backlog									
New library buildings	1 823	9 462	121 300	441 769	78 981	14 544			667 880
Equipment (including furniture)	1 177	10 266	82 378	298 736	50 147	8 993			451 698
Computers		643	1 209	5 181	1 087	217			8 338
Collection (books and audiovisual)	17 452	40 383	83 024	197 484	33 986	6 437			378 767
Total cost of library backlog	**20 453**	**60 754**	**287 912**	**943 170**	**164 202**	**30 191**			**1 506 682**

B: Cost of Bill – Western Cape

Summary cost of Bill

R thousands	Total Province
Salaries (Provincial Scales)	251 071
Other Operating Expenditure	201 978
Total Operating Expenditure	**453 049**
2011/12 Current Expenditure	538 171
Annual Operating Budget Gap	**- 85 122**
Infrastructure and set up backlog	**619 386**

Annual Operating Expenditure

Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	4 117
Technical Capacity	8 100
Material Selection	
Assistant Director	*252*
Librarian (level 7)	*1 366*
Library Assistant	*1 245*
General Worker	
Cataloguing	
Assistant Director	*252*
Librarian (level 7)	*1 196*
Library Assistant	*968*
Administrative Clerk	*576*
General Worker	*813*
Procurement	
Assistant Director	*252*
Administrative Clerk	*691*
General Worker	*488*
ICT Technicians (Assitant Director)	5 043
Total Province Non Library Salaries	**17 260**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**41**	**35**	**79**	**172**	**28**	**9**	**3**	**367**
Number of books procured per year	**6 212**	**7 424**	**27 290**	**81 790**	**20 741**	**8 379**	**5 873**	**157 709**
Operating cost of libraries								
Salaries	5 672	4 842	30 846	96 536	47 715	26 717	21 483	**233 811**
Facilities maintenance	258	347	3 200	15 480	4 284	1 944	1 620	**27 132**
Maintenance of Collections	1 637	1 952	7 641	23 006	5 891	2 490	1 949	**44 567**
Distributing collections	10	9	20	44	7	2	1	**243**
Other operating expenditures								
Electricity	122	164	1 511	7 310	2 023	918	765	**12 812**
Water	17	22	204	989	290	135	116	**1 774**
Hygeine equipment and rentals	18	24	222	1 075	298	135	113	**1 884**
Data and telecommunications		149	1 431	6 654	1 277	458	299	**10 268**
Insurance								
Content insurance	484	643	4 619	19 452	5 308	2 370	2 002	**34 878**
Structure insurance	14	71	764	3 835	1 090	430	346	**6 551**
Serving the visually impaired					420			**420**
Inservice Training	57	48	308	965	477	267	215	**2 338**
Staff Welfare	27	23	119	344	168	99	68	**846**
Consumables for group activities	123	123	356	1 032	210	77		**1 920**
Travel Costs - operations			119	396	210	72	36	**832**
Travel Costs - outreach				182	34	13		**228**
Secuirity			948	27 520	4 480	1 440	720	**35 108**
Total operating costs of libraries	**8 428**	**9 377**	**55 202**	**215 319**	**77 356**	**39 311**	**30 552**	**435 546**
Total non personnel	**2 767**	**4 544**	**24 376**	**118 827**	**29 648**	**12 597**	**9 070**	**201 828**

Capital cost of new libraries								
Capital cost by type of library								
New library buildings	2 303	6 179	142 644	703 953	195 320	86 707	71 057	1 208 165
Equipment (including furniture)	1 487	6 704	96 874	476 033	124 014	53 611	43 560	802 283
Computers		420	1 422	8 256	2 688	1 296	666	14 748
Collection (books and audiovisual)	22 046	26 374	97 633	314 688	84 048	38 375	34 837	618 000
Total capital cost of new libraries	**25 836**	**39 677**	**338 573**	**1 502 929**	**406 071**	**179 989**	**150 120**	**2 643 195**
Captial cost to address library backlog								
New library buildings	540	1 448	33 426	164 959	45 770	20 318	16 651	283 112
Equipment (including furniture)	348	1 571	22 701	111 550	29 061	12 563	10 208	188 001
Computers		98	333	1 935	630	304	156	3 456
Collection (books and audiovisual)	5 166	6 180	22 879	73 742	19 695	8 992	8 163	144 817
Total cost of library backlog	**6 054**	**9 298**	**79 339**	**352 185**	**95 156**	**42 177**	**35 178**	**619 386**

B: Cost of Bill – National Summary

Summary cost of Bill	
R thousands	Total
Salaries (Provincial Scales)	2 358 071
Other Operating Expenditure	1 977 218
Total Operating Expenditure	**4 335 289**
2011/12 Current Expenditure	2 019 550
Annual Operating Budget Gap	**2 315 739**
Infrastructure and set up backlog	**16 220 117**

Annual Operating Expenditure	
Salary Costs of LIS Directorates	
Oversight and Management (Province HO)	37 050
Technical Capacity	86 626
Material Selection	
Assistant Director	*2 774*
Librarian (level 7)	*14 176*
Library Assistant	*13 558*
General Worker	
Cataloguing	
Assistant Director	*4 034*
Librarian (level 7)	*12 981*
Library Assistant	*10 514*
Administrative Clerk	*5 876*
General Worker	*8 456*
Procurement	
Assistant Director	*2 269*
Administrative Clerk	*7 028*
General Worker	*4 960*
ICT Technicians (Assitant Director)	57 741
Total Province Non Library Salaries	**181 417**

Operational Costs of Libraries

R thousands	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
Number of libraries	**375**	**861**	**926**	**1695**	**240**	**57**	**16**	**4 170**
Number of books procured per year	**56 816**	**182 630**	**319 880**	**806 015**	**177 781**	**53 065**	**31 325**	**1 627 513**
Operating cost of libraries								
Salaries	51 879	119 115	361 562	951 327	408 985	169 207	114 578	**2 176 654**
Facilities maintenance	2 363	8 524	37 503	152 550	36 720	12 312	8 640	**258 611**
Maintenance of Collections	14 971	48 029	89 562	226 720	50 496	15 772	10 395	**455 945**
Distributing collections	86	177	212	326	40	9	2	**2 202**
Other operating expenditures								
Electricity	1 116	4 025	17 710	72 038	17 340	5 814	4 080	**122 122**
Water	151	545	2 396	9 746	2 489	855	619	**16 801**
Hygeine equipment and rentals	164	592	2 604	10 594	2 550	855	600	**17 959**
Data and telecommunications		3 664	16 772	65 572	10 946	2 900	1 596	**101 450**
Insurance								
Content insurance	4 427	15 817	54 141	191 690	45 498	15 011	10 676	**337 260**
Structure insurance	131	1 744	8 959	37 792	9 344	2 726	1 843	**62 539**
Serving the visually impaired					3 600			**3 600**
Inservice Training	519	1 191	3 616	9 513	4 090	1 692	1 146	**21 767**
Staff Welfare	244	560	1 389	3 390	1 440	627	360	**8 009**
Consumables for group activities	1 125	3 014	4 167	10 170	1 800	485		**20 760**
Travel Costs - operations			1 389	3 899	1 800	456	192	**7 736**
Travel Costs - outreach				1 790	288	82		**2 160**
Secuirity			11 112	271 200	38 400	9 120	3 840	**333 672**
Total operating costs of libraries	**77 089**	**230 669**	**647 052**	**2 121 894**	**663 050**	**248 971**	**162 946**	**4 151 670**
Total non personnel	**25 296**	**111 731**	**285 701**	**1 170 893**	**254 104**	**79 773**	**48 370**	**1 975 868**

Capital cost of new libraries

Capital cost by type of library	CBU	Container Library	Basic Public Library	Branch Public Library	Central Public Library	Regional Public Library	Mega Public Library	Total Libraries
New library buildings	21 066	152 010	1 672 009	6 937 211	1 674 175	549 145	378 972	11 384 587
Equipment (including furniture)	13 598	164 927	1 135 508	4 691 134	1 062 980	339 536	232 320	7 640 003
Computers		10 332	16 668	81 360	23 040	8 208	3 552	143 160
Collection (books and audiovisual)	201 638	648 791	1 144 405	3 101 139	720 411	243 041	185 797	6 245 223
Total capital cost of new libraries	**236 302**	**976 059**	**3 968 590**	**14 810 845**	**3 480 606**	**1 139 930**	**800 641**	**25 412 973**
Captial cost to address library backlog								
New library buildings	13 888	110 713	1 107 678	4 431 820	1 047 164	314 067	205 163	7 230 493
Equipment (including furniture)	8 965	120 121	752 255	2 996 919	664 874	194 187	125 770	4 863 092
Computers		7 525	11 042	51 977	14 411	4 694	1 923	91 572
Collection (books and audiovisual)	132 932	472 535	758 150	1 981 155	450 603	139 000	100 584	4 034 960
Total cost of library backlog	**155 785**	**710 895**	**2 629 126**	**9 461 870**	**2 177 051**	**651 950**	**433 440**	**16 220 117**

Annexure C: Multiple Index of Library Need

C: MILN – Eastern Cape municipalities

		Components of the Multiple Index of Library Need								MILN
		% Households Income		% Municipal Population						
Category	Municipality	<R2 300	Poverty Score	Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
EASTERN CAPE										
A	BUF Buffalo City	60%	51	22%	14	84	17	44,424	40	47
A	NMA Nelson Mandela Bay	55%	38	19%	11	97	22	52,369	47	48
B	EC101 Camdeboo	56%	41	27%	19	57	6	8,499	5	30
B	EC102 Blue Crane Route	66%	65	25%	17	33	6	6,000	2	29
B	EC103 Ikwezi	71%	78	23%	15		2	5,269	1	24
B	EC104 Makana	57%	43	28%	21	64	7	11,484	8	34
B	EC105 Ndlambe	64%	60	20%	12	60	4	15,294	11	36
B	EC106 Sundays River Valley	66%	64	31%	25	25	4	13,626	10	31
B	EC107 Baviaans	63%	57	21%	13		3	5,920	2	18
B	EC108 Kouga	56%	41	24%	17	53	11	8,960	5	29
B	EC109 Kou-Kamma	60%	49	21%	12		4	10,166	6	17
C	DC10 Cacadu District Municipality						47			
Total: Cacadu Municipalities										
B	EC121 Mbhashe	78%	95	44%	39	29	5	50,982	46	52
B	EC122 Mnquma	76%	89	32%	25	23	1	252,390	100	59
B	EC123 Great Kei	74%	85	31%	24	14	2	19,496	15	35
B	EC124 Amahlathi	74%	86	28%	20	25	6	20,463	16	37
B	EC126 Ngqushwa	79%	98	23%	15	8	4	18,048	14	34
B	EC127 Nkonkobe	75%	88	25%	17	33	7	18,159	14	38
B	EC128 Nxuba	69%	72	24%	17	50	3	8,088	4	36
C	DC12 Amathole District Municipality						28			
Total: Amathole Municipalities										
B	EC131 Inxuba Yethemba	59%	48	24%	17	67	6	10,927	7	35
B	EC132 Tsolwana	76%	91	31%	24		2	16,641	13	32
B	EC133 Inkwanca	71%	78	27%	20	50	2	10,986	7	39
B	EC134 Lukanji	65%	62	30%	23	67	7	27,246	23	44
B	EC135 Intsika Yethu	80%	99	33%	27	5	1	145,372	100	58
B	EC136 Emalahleni	79%	97	97%	100	53	4	29,865	25	69
B	EC137 Engcobo	79%	98	44%	39	5	1	155,513	100	61
B	EC138 Sakhisizwe	74%	85	39%	33	22	2	31,791	27	42
C	DC13 Chris Hani District Municipality						25			
Total: Chris Hani Municipalities										
B	EC141 Elundini	81%	101	34%	28	18	2	69,071	64	53
B	EC142 Senqu	78%	96	37%	31	26	6	22,358	18	43
B	EC143 Maletswai	60%	51	34%	27	67	2	21,900	18	41
B	EC144 Gariep	64%	61	27%	20	60	5	6,735	3	36
C	DC14 Joe Gqabi District Municipality						15			
Total: Joe Gqabi Municipalities										
B	EC153 Ngquza Hill	77%	94	47%	42	58	4	69,620	64	65
B	EC154 Port St Johns	81%	103	50%	47	55	1	156,136	100	76
B	EC155 Nyandeni	80%	99	42%	36	52	4	72,598	67	64
B	EC156 Mhlontlo	78%	96	43%	38	12	3	62,742	58	51
B	EC157 King Sabata Dalindyebo	70%	75	34%	28	60	7	64,530	59	56
C	DC15 O.R.Tambo District Municipality						19			
Total: O.R.Tambo Municipalities										
B	EC441 Matatiele	79%	98	38%	33	27	5	40,769	36	48
B	EC442 Umzimvubu	78%	95	40%	35	37	4	47,905	43	52
B	EC443 Mbizana	79%	97	40%	35	58	1	281,905	100	72
B	EC444 Ntabankulu	80%	100	42%	37	11	1	123,976	100	62
C	DC44 Alfred Nzo District Municipality						11			
Total: Alfred Nzo Municipalities										

C: MILN – Free State municipalities

									MILN
		Components of the Multiple Index of Library Need							
Category	Municipality	% Households Income <R2 300	Poverty Score	% Municipal Population Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
FREE STATE										
A	MAN Mangaung	54%	36	24%	16	82	13	57,495	52	47
B	FS161 Letsemeng	63%	58	31%	24	33	6	6,438	3	30
B	FS162 Kopanong	65%	63	29%	22		12	4,098		21
B	FS163 Mohokare	70%	74	37%	31	17	5	6,829	3	31
B	FS164 Naledi	73%	82	94%	97	46	3	8,105	4	57
C	DC16 Xhariep District Municipality						26			
Total: Xhariep Municipalities										
B	FS181 Masilonyana	69%	73	33%	26	40	7	9,048	5	36
B	FS182 Tokologo	70%	74	32%	25		3	9,662	6	26
B	FS183 Tswelopele	66%	66	32%	26	63	6	7,938	4	40
B	FS184 Matjhabeng	60%	50	24%	16	78	16	25,404	21	41
B	FS185 Nala	69%	73	28%	21	58	4	20,305	16	42
C	DC18 Lejweleputswa District Municipality									
Total: Lejweleputswa Municipalities										
B	FS191 Setsoto	71%	78	33%	27	83	10	11,260	7	49
B	FS192 Dihlabeng	58%	45	28%	21	65	7	18,386	14	36
B	FS193 Nketoana	66%	66	32%	25	33	7	8,618	5	32
B	FS194 Maluti-a-Phofung	74%	86	30%	23	77	11	30,526	26	53
B	FS195 Phumelela	66%	66	32%	26	63	5	9,554	6	40
B	FS196 Mantsopa	65%	62	35%	29	22	6	8,509	5	29
C	DC19 Thabo Mofutsanyana District Municipality									
Total: Thabo Mofutsanyana Municipalities										
B	FS201 Moqhaka	61%	51	27%	20	76	7	22,933	19	42
B	FS203 Ngwathe	69%	71	31%	24	75	12	10,043	6	44
B	FS204 Metsimaholo	54%	35	28%	21	71	6	24,851	21	37
B	FS205 Mafube	67%	67	32%	26	56	4	14,469	10	40
C	DC20 Fezile Dabi District Municipality									
Total: Fezile Dabi Municipalities										

C: MILN – Gauteng municipalities

									MILN
		Components of the Multiple Index of Library Need							
Category	Municipality	% Households Income <R2 300	Poverty Score	% Municipal Population Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
GAUTENG										
A	EKU Ekurhuleni	52%	31	16%	7	100	44	72,238	67	51
A	JHB City of Johannesburg	49%	23	13%	3	100	81	54,751	50	44
A	TSH City of Tshwane	45%	13	16%	7	94	51	57,284	52	42
B	GT421 Emfuleni	58%	45	20%	12	98	13	55,513	51	51
B	GT422 Midvaal	52%	29	19%	11	57	5	19,060	15	28
B	GT423 Lesedi	55%	38	25%	17	62	9	11,058	7	31
C	DC42 Sedibeng District Municipality									
Total: Sedibeng Municipalities										
B	GT481 Mogale City	54%	36	20%	12	91	10	36,242	32	43
B	GT482 Randfontein	50%	25	24%	16	95	5	29,857	25	40
B	GT483 Westonaria	59%	49	24%	16	81	6	18,628	14	40
B	GT484 Merafong City	48%	21	24%	16	75	12	16,460	12	31
C	DC48 West Rand District Municipality									
Total: West Rand Municipalities										

C: MILN – KwaZulu-Natal municipalities

		Components of the Multiple Index of Library Need								MILN
Category	Municipality	% Households Income <R2 300	Poverty Score	% Municipal Population Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
KWAZULU-NATAL										
A	ETH eThekwini	55%	38	20%	11	100	42	81,961	76	57
B	KZN211 Vulamehlo	77%	92	35%	29	30				38
B	KZN212 Umdoni	64%	60	27%	20	90	5	15,775	12	45
B	KZN213 Umzumbe	77%	91	30%	23	53	2	80,488	75	60
B	KZN214 uMuziwabantu	76%	90	45%	40	50	2	48,278	43	56
B	KZN215 Ezingoleni	74%	86	28%	21	50	1	70,053	65	56
B	KZN216 Hibiscus Coast	59%	48	26%	19	93	13	19,703	16	44
C	DC21 Ugu District Municipality									
Total: Ugu Municipalities										
B	KZN221 uMshwathi	72%	80	37%	31	38	2	53,187	48	49
B	KZN222 uMngeni	56%	40	24%	17	50	5	18,542	14	30
B	KZN223 Mpofana	68%	69	25%	17	25	3	12,701	9	30
B	KZN224 Impendle	79%	97	36%	30	25	1	33,105	29	45
B	KZN225 Msunduzi	56%	41	22%	14	100	8	77,317	72	57
B	KZN226 Mkhambathini	72%	81	28%	20	43	2	31,571	27	43
B	KZN227 Richmond	73%	84	27%	20	29	3	21,931	18	37
C	DC22 Umgungundlovu District Municipality									
Total: Umgungundlovu Municipalities										
B	KZN232 Emnambithi/Ladysmith	64%	59	27%	20	78	6	39,573	35	48
B	KZN233 Indaka	79%	97	40%	34	60	1	137,488	100	73
B	KZN234 Umtshezi	65%	62	38%	32	33	4	20,788	17	36
B	KZN235 Okhahlamba	75%	87	36%	30	29	3	44,023	39	46
B	KZN236 Imbabazane	76%	89	33%	27	54	2	56,537	52	55
C	DC23 Uthukela District Municipality									
Total:Uthukela Municipalities										
B	KZN241 Endumeni	59%	47	39%	34	50	3	21,621	17	37
B	KZN242 Nqutu	73%	84	37%	31	35	2	82,654	77	57
B	KZN244 Msinga	80%	100	46%	41	42	1	177,577	100	71
B	KZN245 Umvoti	74%	86	35%	28	27	2	51,547	47	47
C	DC24 Umzinyathi District Municipality									
Total: Umzinyathi Municipalities										
B	KZN252 New castle	64%	60	26%	18	94	5	72,647	67	60
B	KZN253 Emadlangeni	63%	56	47%	43		1	34,442	30	32
B	KZN254 Dannhauser	72%	81	36%	30	64	1	102,161	96	68
C	DC25 Amajuba District Municipality						7			
Total: Amajuba Municipalities										
B	KZN261 eDumbe	73%	82	37%	32	38	1	82,053	76	57
B	KZN262 uPhongolo	74%	86	52%	49	57	2	63,619	58	63
B	KZN263 Abaqulusi	67%	69	31%	24	55	3	70,353	65	53
B	KZN265 Nongoma	69%	72	33%	26	29	2	97,454	92	55
B	KZN266 Ulundi	66%	65	43%	38	38	1	188,317	100	60
C	DC26 Zululand District Municipality						9			
Total: Zululand Municipalities										
B	KZN271 Umhlabuyalingana	78%	94	45%	40	12	3	52,245	47	48
B	KZN272 Jozini	74%	85	42%	37	15	2	93,251	87	56
B	KZN273 The Big 5 False Bay	75%	88	31%	24		1	35,258	31	36
B	KZN274 Hlabisa	68%	70	33%	27	25	1	71,925	67	47
B	KZN275 Mtubatuba	68%	70	31%	25	63	3	58,475	53	53
C	DC27 Umkhanyakude District Municipality						10			
Total: Umkhanyakude Municipalities										
B	KZN281 Mfolozi	70%	74	39%	34	53	1	122,889	100	65
B	KZN282 uMhlathuze	53%	32	25%	18	97	5	66,892	62	52
B	KZN283 Ntambanana	72%	79	38%	32	13	1	74,336	69	48
B	KZN284 uMalazi	70%	75	36%	30	54	7	30,514	26	46
B	KZN285 Mthonjaneni	71%	79	40%	35	50	1	47,818	43	52
B	KZN286 Nkandla	70%	76	39%	33	7	1	114,416	100	54
C	DC28 Uthungulu District Municipality						16			
Total: Uthungulu Municipalities										
B	KZN291 Mandeni	72%	80	27%	20	88	2	69,039	64	63
B	KZN292 KwaDukuza	63%	57	26%	19	89	6	38,531	34	50
B	KZN293 Ndwedwe	75%	87	36%	30	63	2	70,410	65	61
B	KZN294 Maphumulo	76%	91	39%	33	55	1	128,965	100	70
C	DC29 iLembe District Municipality						11			
Total: iLembe Municipalities										
B	KZN431 Ingwe	77%	92	37%	32	27	2	50,274	45	49
B	KZN432 Kwa Sani	66%	66	21%	13		1	12,898	9	22
B	KZN433 Greater Kokstad	63%	57	26%	18	75	2	32,991	29	45
B	KZN434 Ubuhlebezwe	76%	90	47%	43	33	1	135,588	100	67
B	KZN435 Umzimkhulu	79%	98	38%	32	35	1	180,302	100	66
C	DC43 Sisonke District Municipality						7			
Total: Sisonke Municipalities										

C: MILN – Limpopo municipalities

		Components of the Multiple Index of Library Need								MILN
Category	Municipality	% Households Income <R2 300	Poverty Score	% Municipal Population Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
LIMPOPO										
B	LIM331 Greater Giyani	77%	94	37%	31	43	3	81,406	76	61
B	LIM332 Greater Letaba	80%	100	36%	30	72	6	35,450	31	58
B	LIM333 Greater Tzaneen	73%	82	30%	23	82	3	130,032	100	72
B	LIM334 Ba-Phalaborwa	61%	52	30%	23	67	6	25,106	21	41
B	LIM335 Maruleng	78%	94	36%	30	36	3	31,619	27	47
C	DC33 Mopani District Municipality						21			
Total: Mopani Municipalities										
B	LIM341 Musina	72%	80	18%	9	50	3	22,786	19	39
B	LIM342 Mutale	77%	93	44%	39	23	2	45,935	41	49
B	LIM343 Thulamela	75%	88	34%	28	85	2	309,231	100	75
B	LIM344 Makhado	73%	82	33%	26	63	5	103,206	97	67
C	DC34 Vhembe District Municipality						12			
Total: Vhembe Municipalities										
B	LIM351 Blouberg	79%	98	42%	37	10	4	40,657	36	45
B	LIM352 Aganang	76%	90	37%	32	11	1	131,164	100	58
B	LIM353 Molemole	76%	91	39%	33	79	2	54,161	49	63
B	LIM354 Polokwane	61%	53	26%	19	82	7	89,857	84	59
B	LIM355 Lepele-Nkumpi	73%	83	35%	29	59	2	115,175	100	68
C	DC35 Capricorn District Municipality						16			
Total: Capricorn Municipalities										
B	LIM361 Thabazimbi	48%	19	16%	7	25	6	14,206	10	15
B	LIM362 Lephalale	54%	36	22%	14	33	3	38,589	34	29
B	LIM364 Mookgopong	66%	64	22%	14	20	3	11,880	8	26
B	LIM365 Modimolle	58%	44	32%	26	56	2	34,257	30	39
B	LIM366 Bela-Bela	61%	52	29%	22	44	1	66,500	61	45
B	LIM367 Mogalakwena	70%	75	30%	23	50	1	307,682	100	62
C	DC36 Waterberg District Municipality						16			
Total: Waterberg Municipalities										
B	LIM471 Ephraim Mogale	78%	95	32%	25	38	2	61,824	57	54
B	LIM472 Elias Motsoaledi	73%	83	31%	25	63	3	83,121	78	62
B	LIM473 Makhuduthamaga	77%	92	36%	30	65	4	68,590	63	62
B	LIM474 Fetakgomo	70%	74	34%	27	46	1	93,795	88	59
B	LIM475 Greater Tubatse	65%	64	30%	23	58	5	67,135	62	52
C	DC47 Sekhukhune District Municipality						15			
Total: Sekhukhune Municipalities										

C: MILN – Mpumalanga municipalities

		Components of the Multiple Index of Library Need								MILN
Category	Municipality	% Households Income <R2 300	Poverty Score	% Municipal Population Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
MPUMALANGA										
B	MP301 Albert Luthuli	72%	80	36%	30	60	6	31,002	27	49
B	MP302 Msukaligwa	57%	43	28%	21	47	8	18,672	15	31
B	MP303 Mkhondo	69%	72	29%	22	47	4	42,996	38	45
B	MP304 Pixley Ka Seme	68%	69	27%	20	45	6	13,873	10	36
B	MP305 Lekwa	54%	36	28%	21	80	5	23,132	19	39
B	MP306 Dipaleseng	61%	52	20%	12	33	3	14,130	10	27
B	MP307 Govan Mbeki	51%	28	27%	20	84	11	26,776	22	39
C	DC30 Gert Sibande District Municipality									
Total: Gert Sibande Municipalities										
B	MP311 Victor Khanye	59%	47	22%	14	67	3	25,151	21	37
B	MP312 Emalahleni	46%	16	29%	22	53	8	49,433	45	34
B	MP313 Steve Tshwete	44%	11	24%	16	69	10	22,983	19	29
B	MP314 Emakhazeni	59%	48	24%	17	25	5	9,443	6	24
B	MP315 Thembisile Hani	65%	62	26%	18	81	5	62,092	57	55
B	MP316 Dr JS Moroka	71%	78	30%	23	77	5	49,941	45	56
C	DC31 Nkangala District Municipality									
Total: Nkangala Municipalities										
B	MP321 Thaba Chweu	61%	52	24%	16	50	6	16,398	12	33
B	MP322 Mbombela	59%	47	28%	20	79	10	58,879	54	50
B	MP323 Umjindi	56%	41	31%	25	67	3	23,192	19	38
B	MP324 Nkomazi	75%	87	33%	27	76	6	65,102	60	62
B	MP325 Bushbuckridge	77%	92	36%	30	89	4	135,312	100	78
C	DC32 Ehlanzeni District Municipality									
Total: Ehlanzeni Municipalities										

C: MILN – Northern Cape municipalities

| | | Components of the Multiple Index of Library Need | | | | | | | | MILN |
| | | % Households Income <R2 300 | Poverty Score | % Municipal Population Learners | School Learners Score | Population Density Score | Libraries in Munic | Population /Library | Existing Libraries Score | National Score |
Category	Municipality									
NORTHERN CAPE										
B	NC061 Richtersveld	46%	14	17%	8		5	2,396		6
B	NC062 Nama Khoi	49%	24	23%	15	11	7	6,720	3	13
B	NC064 Kamiesberg	60%	51	20%	11		8	1,273		16
B	NC065 Hantam	53%	31	22%	13	20	4	5,395	2	17
B	NC066 Karoo Hoogland	58%	44	20%	11		5	2,518		14
B	NC067 Khâi-Ma	51%	27	19%	10		3	4,155		9
C	DC6 Namakwa District Municipality									
Total: Namakwa Municipalities										
B	NC071 Ubuntu	63%	58	23%	16	50	4	4,650	1	31
B	NC072 Umsobomvu	61%	52	24%	16	40	3	9,459	6	29
B	NC073 Emthanjeni	51%	28	26%	19	57	5	8,471	5	27
B	NC074 Kareeberg	61%	51	26%	19	25	4	2,918		24
B	NC075 Renosterberg	62%	54	24%	17	25	3	3,659		24
B	NC076 Thembelihle	55%	38	25%	17	50	3	5,234	1	27
B	NC077 Siyathemba	58%	44	21%	13	50	4	5,398	2	27
B	NC078 Siyancuma	61%	52	35%	29		5	7,415	4	21
C	DC7 Pixley Ka Seme District Municipality									
Total: Pixley Ka Seme Municipalities										
B	NC081 Mier	60%	50	31%	24		3	2,334		18
B	NC082 Kai !Garib	59%	48	22%	14	11	5	13,174	9	20
B	NC083 //Khara Hais	49%	23	30%	23	64	3	31,165	27	34
B	NC084 !Kheis	59%	48	28%	21		1	16,637	13	20
B	NC085 Tsantsabane	48%	20	26%	19	50	5	7,019	3	23
B	NC086 Kgatelopele	48%	21	20%	11	25	1	18,687	15	18
C	DC8 Siyanda District Municipality									
Total: Siyanda Municipalities										
B	NC091 Sol Plaatjie	50%	25	26%	18	87	10	24,804	21	38
B	NC092 Dikgatlong	69%	71	22%	14	29	3	15,614	12	31
B	NC093 Magareng	67%	69	29%	22	80	2	12,102	8	45
B	NC094 Phokwane	65%	64	34%	28	44	3	21,000	17	38
C	DC9 Frances Baard District Municipality									
Total: Frances Baard Municipalities										
B	NC451 Joe Morolong	76%	90	42%	37		2	44,765	40	42
B	NC452 Ga-Segonyana	59%	47	40%	35	62	4	23,413	19	41
B	NC453 Gamagara	41%	4	22%	14	20	3	13,872	10	12
C	DC45 John Taolo Gaetsewe District Municipality									
Total: John Taolo Gaetsewe Municipalities										

C: MILN – North West municipalities

| | | Components of the Multiple Index of Library Need | | | | | | | | MILN |
| | | % Households Income <R2 300 | Poverty Score | % Municipal Population Learners | School Learners Score | Population Density Score | Libraries in Munic | Population /Library | Existing Libraries Score | National Score |
Category	Municipality									
NORTH WEST										
B	NW371 Moretele	73%	82	27%	20	71	3	62,316	57	58
B	NW372 Madibeng	59%	47	18%	9	86	8	59,673	55	49
B	NW373 Rustenburg	50%	25	16%	8	76	8	68,697	63	43
B	NW374 Kgetlengrivier	69%	72	36%	30	50	3	17,016	13	41
B	NW375 Moses Kotane	66%	66	24%	16	35	1	242,554	100	54
C	DC37 Bojanala Platinum District Municipality									
Total: Bojanala Platinum Municipalities										
B	NW381 Ratlou	80%	99	38%	32	43	3	35,780	31	51
B	NW382 Tswaing	71%	77	32%	25	27	6	20,703	17	36
B	NW383 Mafikeng	63%	58	26%	18	68	6	48,588	44	47
B	NW384 Ditsobotla	65%	62	24%	16	57	5	33,780	29	41
B	NW385 Ramotshere Moiloa	70%	76	30%	23	30	4	37,678	33	41
C	DC38 Ngaka Modiri Molema District Municipality									
Total: Ngaka Modiri Molema Municipalities										
B	NW392 Naledi	62%	54	34%	28	46	6	11,130	7	34
B	NW393 Mamusa	68%	71	36%	30	50	5	12,071	8	40
B	NW394 Greater Taung	77%	93	32%	26	35	4	44,411	40	48
B	NW396 Lekwa-Teemane	64%	59	24%	16	57	4	13,312	9	35
B	NW397 NW397	77%	93	28%	21	27	2	52,895	48	47
C	DC39 Dr Ruth Segomotsi Mompati District Municipality									
Total: Dr Ruth Segomotsi Mompati Municipalities										
B	NW401 Ventersdorp	71%	77	30%	23	33	2	28,351	24	39
B	NW402 Tlokwe	55%	39	31%	24	88	5	32,552	28	45
B	NW403 City of Matlosana	58%	45	26%	18	86	9	44,297	40	47
B	NW404 Maquassi Hills	71%	78	28%	20	55	5	15,559	11	41
C	DC40 Dr Kenneth Kaunda District Municipality									
Total: Dr Kenneth Kaunda Municipalities										

C: MILN – Western Cape municipalities

		Components of the Multiple Index of Library Need								MILN
Category	Municipality	% Households Income <R2 300	Poverty Score	% Municipal Population Learners	School Learners Score	Population Density Score	Libraries in Munic	Population /Library	Existing Libraries Score	National Score
WESTERN CAPE										
A	CPT City of Cape Town	44%	10	18%	10	99	104	35,962	31	38
B	WC011 Matzikama	50%	24	18%	9	13	12	5,596	2	12
B	WC012 Cederberg	53%	32	18%	10	17	6	8,295	4	16
B	WC013 Bergrivier	44%	10	15%	6	29	10	6,190	2	12
B	WC014 Saldanha Bay	45%	13	22%	14	62	9	11,021	7	24
B	WC015 Swartland	45%	13	19%	10	42	8	14,220	10	19
C	DC1 West Coast District Municipality									
Total: West Coast Municipalities										
B	WC022 Witzenberg	51%	27	17%	9	25	8	14,493	10	18
B	WC023 Drakenstein	42%	4	22%	14	84	8	31,408	27	32
B	WC024 Stellenbosch	51%	28	25%	17	77	9	17,304	13	34
B	WC025 Breede Valley	50%	24	24%	17	67	7	23,832	20	32
B	WC026 Langeberg	51%	27	21%	13	42	10	9,772	6	22
C	DC2 Cape Winelands District Municipality									
Total: Cape Winelands Municipalities										
B	WC031 Theewaterskloof	53%	32	22%	14	38	9	12,088	8	23
B	WC032 Overstrand	50%	25	16%	7	54	8	10,054	6	23
B	WC033 Cape Agulhas	44%	10	18%	9	20	8	4,130		10
B	WC034 Swellendam	46%	14	17%	8	40	5	7,183	3	16
C	DC3 Overberg District Municipality									
Total: Overberg Municipalities										
B	WC041 Kannaland	57%	43	13%	3		4	6,192	2	12
B	WC042 Hessequa	44%	10	17%	8	25	9	5,849	2	11
B	WC043 Mossel Bay	50%	25	27%	19	71	10	8,943	5	30
B	WC044 George	47%	18	21%	13	84	7	27,667	23	35
B	WC045 Oudtshoorn	49%	23	28%	21	62	5	19,187	15	30
B	WC047 Bitou	61%	52	17%	9	71	6	8,194	4	34
B	WC048 Knysna	53%	33	24%	16	60	10	6,866	3	28
C	DC4 Eden District Municipality									
Total: Eden Municipalities										
B	WC051 Laingsburg	51%	29	19%	11	25	1	8,289	4	17
B	WC052 Prince Albert	54%	34	10%		25	3	4,379	1	15
B	WC053 Beaufort West	59%	48	28%	21	57	5	9,917	6	33
C	DC5 Central Karoo District Municipality									
Total: Central Karoo Municipalities										

Annexure D: Backlog and rollout of libraries to municipalities

D: Backlog – Eastern Cape municipalities

Category	Municipality	Number of libraries allocated by Library Costing Model in line with norms and standards								Libraries Backlog	Libraries allocated by five-year rollout plan for library infrastructure							
		CBU	Container	Basic	Branch	Central	Regional	Mega	Total		CBU	Container	Basic	Branch	Central	Regional	Mega	Total
EASTERN CAPE																		
A	BUF	Buffalo City	8	2	40	5	1		56	39				6				6
A	NMA	Nelson Mandela Bay	2	2	56	7	2	1	70	48				18				18
B	EC101	Camdeboo			3	1				4	-2								
B	EC102	Blue Crane Route	1		2	1				4	-3								
B	EC103	Ikwezi			1					1	-1								
B	EC104	Makana	1	3	4	3				11	3				1				1
B	EC105	Ndlambe	2	1	6	1				10	4				1				1
B	EC106	Sundays River Valley		2	3	1				6	2				1				1
B	EC107	Baviaans			1					1	-2								
B	EC108	Kouga	3	4	3	2				12	-2								
B	EC109	Kou-Kamma	2		2					4	-2								
C	DC10	Cacadu District Municipality																	
Total: Cacadu Municipalities		**9**	**10**	**25**	**9**				**53**					**3**				**3**
B	EC121	Mbhashe		22	7	3	1			33	28				1	1			2
B	EC122	Mnquma	1	23	4	3	1			32	30	1	4	2	2	1			10
B	EC123	Great Kei	2	2	2					6	2								
B	EC124	Amahlathi	2	7	4	3				16	8				1				1
B	EC126	Ngqushwa	5	7	3	1				16	7				1				1
B	EC127	Nkonkobe	4	7	6	3				20	9				2				2
B	EC128	Nxuba		1	1					2	-1								
C	DC12	Amathole District Municipality																	
Total: Amathole Municipalities		**14**	**69**	**27**	**13**	**2**			**125**		**1**	**4**	**2**	**7**	**2**			**16**
B	EC131	Inxuba Yethemba			3	3				6									
B	EC132	Tsolwana	1	2	2					5	2								
B	EC133	Inkwanca			2					2									
B	EC134	Lukanji	6	2	10	8	1			27	14								
B	EC135	Intsika Yethu	4	16		3				23	18	3	4		3				10
B	EC136	Emalahleni	8	9		3				20	8	5	4		1				10
B	EC137	Engcobo	4	15		3	1			23	18	4	6		2	1			13
B	EC138	Sakhisizwe	3	2	3	1				9	4				1				1
C	DC13	Chris Hani District Municipality																	
Total: Chris Hani Municipalities		**26**	**46**	**20**	**21**	**2**			**115**		**12**	**14**		**7**	**1**			**34**
B	EC141	Elundini	6	6		3				15	7	3			3				6
B	EC142	Senqu	3	9	2	3				17	8				3				3
B	EC143	Maletswai			3	1				4	2				1				1
B	EC144	Gariep			2	1				3	-2								
C	DC14	Joe Gqabi District Municipality																	
Total: Joe Gqabi Municipalities		**9**	**15**	**7**	**8**				**39**		**3**			**7**				**10**
B	EC153	Ngquza Hill	2	11	11	7	1			32	26	2	9	9	2	1			23
B	EC154	Port St Johns		9	11	3	1			24	23		8	9	2	1			20
B	EC155	Nyandeni		15	12	4	1			32	28		10	9	2	1			22
B	EC156	Mhlontlo	2	21	3	3	1			30	25	1				1			2
B	EC157	King Sabata Dalindyebo	1	14	7	13	3	1		39	31	1	2	2		1	1		7
C	DC15	O.R.Tambo District Municipality																	
Total: O.R.Tambo Municipalities		**5**	**70**	**44**	**30**	**7**	**1**		**157**		**4**	**29**	**29**	**6**	**5**	**1**		**74**
B	EC441	Matatiele	7	11	6	3	1			28	16	2				1			3
B	EC442	Umzimvubu	3	14	8	3	1			29	22	1			1	1			3
B	EC443	Mbizana		13	11	7	1			32	31		10	9	2	1			22
B	EC444	Ntabankulu		16	2	3				21	20		8	2	3				13
C	DC44	Alfred Nzo District Municipality																	
Total: Alfred Nzo Municipalities		**10**	**54**	**27**	**16**	**3**			**110**		**3**	**18**	**11**	**6**	**3**			**41**
Total: Eastern Cape Municipalities		**73**	**274**	**154**	**193**	**26**	**4**	**1**	**725**	**87**	**23**	**65**	**42**	**60**	**11**	**1**		**202**

D: Backlog – Free State municipalities

			Number of libraries allocated by Library Costing Model in line with norms and standards								Libraries Backlog	Libraries allocated by five-year rollout plan for library infrastructure							
Category		Municipality	CBU	Container	Basic	Branch	Central	Regional	Mega	Total		CBU	Container	Basic	Branch	Central	Regional	Mega	Total
FREE STATE																			
A	MAN	Mangaung	4	4	1	39	4	1		53	36				6				6
B	FS161	Letsemeng	1		2	1				4	-3								
B	FS162	Kopanong	1	1	2					4	-9								
B	FS163	Mohokare			1	2				3	-2								
B	FS164	Naledi				1				1	-2								
C	DC16	Xhariep District Municipality																	
Total: Xhariep Municipalities			**2**	**2**	**7**	**1**				**12**									
B	FS181	Masilonyana	2		3	1				6	-3								
B	FS182	Tokologo		1	2					3									
B	FS183	Tswelopele			5					5	-1								
B	FS184	Matjhabeng	3	2	2	26	2	1		36	17				6				6
B	FS185	Nala	2	1	3	5				11	5				3				3
C	DC18	Lejweleputswa District Municipality																	
Total: Lejweleputswa Municipalities			**7**	**4**	**15**	**32**	**2**	**1**		**61**					**9**				**9**
B	FS191	Setsoto			1	7	6			14	4				3				3
B	FS192	Dihlabeng	4	2	9	3				18	7				1				1
B	FS193	Nketoana	1		3	2				6	-2								
B	FS194	Maluti-a-Phofung	1	5	4	23	2			35	23	1		1	4	1			7
B	FS195	Phumelela	1		4					5	-1								
B	FS196	Mantsopa	1	1	3	1				6	-1								
C	DC19	Thabo Mofutsanyana District Municipality																	
Total: Thabo Mofutsanyana Municipalities			**8**	**9**	**30**	**35**	**2**			**84**		**1**		**1**	**8**	**1**			**11**
B	FS201	Moqhaka			1	7	11	1		20	13								
B	FS203	Ngwathe			1	10	4			15	3				3				3
B	FS204	Metsimaholo	1	5	9	5				20	13				1				1
B	FS205	Mafube				3	2			5	1				1				1
C	DC20	Fezile Dabi District Municipality																	
Total: Fezile Dabi Municipalities			**1**	**7**	**29**	**22**	**1**			**60**					**5**				**5**
Total: Free State Municipalities			**22**	**26**	**82**	**129**	**9**	**2**		**270**			**1**		**1**	**23**	**1**			**26**

D: Backlog – Gauteng municipalities

			Number of libraries allocated by Library Costing Model in line with norms and standards								Libraries Backlog	Libraries allocated by five-year rollout plan for library infrastructure							
Category		Municipality	CBU	Container	Basic	Branch	Central	Regional	Mega	Total		CBU	Container	Basic	Branch	Central	Regional	Mega	Total
GAUTENG																			
A	EKU	Ekurhuleni			1	69	21	7	3	101	57				20			2	22
A	JHB	City of Johannesburg			1	58	29	11	4	103	22				16				16
A	TSH	City of Tshwane	2	4	3	96	19	7	2	133	80				16				16
B	GT421	Emfuleni	1			34	4	1		40	26	1			6	1	1		9
B	GT422	Midvaal	2	3	4	3				12	5								
B	GT423	Lesedi	3	2	3	7				15	3				1				1
C	DC42	Sedibeng District Municipality																	
Total: Sedibeng Municipalities			**6**	**5**	**7**	**44**	**4**	**1**		**67**		**1**			**7**	**1**	**1**		**10**
B	GT481	Mogale City			2	3	28	2		35	25				6				6
B	GT482	Randfontein			1	11	10			22	17				3				3
B	GT483	Westonaria	3	1	5	7				16	7				3				3
B	GT484	Merafong City	3	6	10	9	1			29	14								
C	DC48	West Rand District Municipality																	
Total: West Rand Municipalities			**6**	**10**	**29**	**54**	**3**			**102**					**12**				**12**
Total: Gauteng Municipalities			**14**	**19**	**41**	**321**	**76**	**26**	**9**	**506**			**1**			**71**	**1**	**1**	**2**	**76**

155

D: Backlog – KwaZulu-Natal municipalities

		Number of libraries allocated by Library Costing Model in line with norms and standards								Libraries Backlog	Libraries allocated by five-year rollout plan for library infrastructure							
Category	Municipality	CBU	Container	Basic	Branch	Central	Regional	Mega	Total		CBU	Container	Basic	Branch	Central	Regional	Mega	Total
KWAZULU-NATAL																		
A	ETH	eThekwini			2	81	22	8	3	116	74			1	20			3	24
B	KZN211	Vulamehlo		7	3	2				12	12				2				2
B	KZN212	Umdoni		1	3	7				11	6				3				3
B	KZN213	Umzumbe		9	5	5	1			20	18		6	4	2	1			13
B	KZN214	uMuziwabantu	1	4	3	4				12	9	1	1	1	3				6
B	KZN215	Ezingoleni	1	2	3	1				7	5	1	1	1	1				4
B	KZN216	Hibiscus Coast		2	9	18	1			30	17								
C	DC21	Ugu District Municipality																	
Total: Ugu Municipalities		2	25	26	37	2			92		2	8	6	11	1			28
B	KZN221	uMshwathi	3	5	4	3				15	10	1			3				4
B	KZN222	uMngeni	3	2	3	4				12	4				1				1
B	KZN223	Mpofana	1	1	2	1				5	1				1				1
B	KZN224	Impendle	1	1	2					4	2								
B	KZN225	Msunduzi			1	22	4	1		28	20			1	2	1	1		5
B	KZN226	Mkhambathini	2	2	3	1				8	4				1				1
B	KZN227	Richmond	1	3	3	2				9	5				1				1
C	DC22	Umgungundlovu District Municipality																	
Total: Umgungundlovu Municipalities		11	14	18	33	4	1		81		1		1	9	1	1		13
B	KZN232	Emnambithi/Ladysmith	1	3	4	17	1			26	19					1			1
B	KZN233	Indaka	1	3	3	3				10	8	1	3	3	2				9
B	KZN234	Umtshezi	5	1	3	3				12	3				1				1
B	KZN235	Okhahlamba	6	3	3	3				15	6				3				3
B	KZN236	Imbabazane	1	5	1	6				13	10	1	2	1	3				7
C	DC23	Uthukela District Municipality																	
Total:Uthukela Municipalities		14	15	14	32	1			76		2	5	4	9	1			21
B	KZN241	Endumeni	2		3	3				8	3				1				1
B	KZN242	Nqutu	1	10	4	3	1			19	16	1	2	1	2	1			7
B	KZN244	Msinga		10	8	3	1			22	21		8	7	2	1			18
B	KZN245	Umvoti	5	3	1	3				12	5				3				3
C	DC24	Umzinyathi District Municipality																	
Total: Umzinyathi Municipalities		8	23	16	12	2			61		1	10	8	8	2			29
B	KZN252	Newcastle		1		29	2			32	27		1		7	2			10
B	KZN253	Emadlangeni		1	2					3	2								
B	KZN254	Dannhauser		3	4	3				10	9		3	4	2				9
C	DC25	Amajuba District Municipality																	
Total: Amajuba Municipalities			5	6	32	2			45			4	4	9	2			19
B	KZN261	eDumbe	1	3	3	3				10	8	1	1	2	3				7
B	KZN262	uPhongolo		4	4	4				12	10		4	4	3				11
B	KZN263	Abaqulusi	6	3	4	7	1			21	12	3		1	1	1			6
B	KZN265	Nongoma		15	4	3	1			23	21			1	2	1			4
B	KZN266	Ulundi		13	6	3	1			23	22		4	4	2	1			11
C	DC26	Zululand District Municipality																	
Total: Zululand Municipalities		7	38	21	20	3			89		4	9	12	11	3			39
B	KZN271	Umhlabuyalingana	8	6	1	3	1			19	8					1			1
B	KZN272	Jozini		15	2	3	1			21	19		2	1	2	1			6
B	KZN273	The Big 5 False Bay		1	2					3	2								
B	KZN274	Hlabisa		5	3	1				9	8				1				1
B	KZN275	Mtubatuba	2	5	7	5	1			20	15	2		2	1	1			6
C	DC27	Umkhanyakude District Municipality																	
Total: Umkhanyakude Municipalities		10	32	15	12	3			72		2	2	3	4	3			14
B	KZN281	Mfolozi	2	5	4	4				15	12	2	5	4	2				13
B	KZN282	uMhlathuze		1	6	23	2			32	27				4	1			5
B	KZN283	Ntambanana	1	6	3	1				11	9				1				1
B	KZN284	uMlalazi	1	11	10	4	1			27	19								
B	KZN285	Mthonjaneni	1	1	1					5	3	1							1
B	KZN286	Nkandla		13	1	3				17	16			1	3				4
C	DC28	Uthungulu District Municipality																	
Total: Uthungulu Municipalities		5	37	27	35	3			107		3	5	5	10	1			24
B	KZN291	Mandeni		3	5	9				17	15		3	5	3				11
B	KZN292	KwaDukuza		4	7	16	1			28	22					1			1
B	KZN293	Ndwedwe		7	7	5				19	17		5	5	3				13
B	KZN294	Maphumulo		5	4	2				11	10		5	4	2				11
C	DC29	iLembe District Municipality																	
Total: iLembe Municipalities			19	23	32	1			75			13	14	8	1			36
B	KZN431	Ingwe	4	4	3	3				14	8	1			3				4
B	KZN432	Kwa Sani	2		1					3									
B	KZN433	Greater Kokstad		1	3	5				9	7				3				3
B	KZN434	Ubuhlebezwe	1	6	2	3				12	10	1	6	2	3				12
B	KZN435	Umzimkhulu	2	11	6	3	1			23	20	2	9	6	2	1			20
C	DC43	Sisonke District Municipality																	
Total: Sisonke Municipalities		9	22	15	14	1			61		4	15	8	11	1			39
Total: KwaZulu-Natal Municipalities		66	230	183	340	44	9	3	875		19	71	66	110	16	1	3	286

D: Backlog – Limpopo municipalities

Category		Municipality	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	Libraries Backlog	CBU	Container	Basic	Branch	Central	Regional	Mega	Total
			Number of libraries allocated by Library Costing Model in line with norms and standards									Libraries allocated by five-year rollout plan for library infrastructure								
LIMPOPO																			
B	LIM331	Greater Giyani	3	13	9	4	1			30	24	3	6	6	2	1			18
B	LIM332	Greater Letaba	2	6	13	8	1			30	22	2	3	4	2	1			12
B	LIM333	Greater Tzaneen	5	1	9	19	2			36	28	5	1	8	2	2			18
B	LIM334	Ba-Phalaborwa	1	3	5	6	1			16	9								
B	LIM335	Maruleng	1	5	3	2				11	7				2				2
C	DC33	Mopani District Municipality																	
Total: Mopani Municipalities			12	28	39	39	5			123		10	10	18	8	4			50
B	LIM341	Musina		1	3	2				6	3				2				2
B	LIM342	Mutale	4	5	3	1				13	7	1			1				2
B	LIM343	Thulamela		4	14	20	4	1		43	41		4	10		2	1		17
B	LIM344	Makhado	2	10	5	19	3	1		40	33	2	8	5		2	1		18
C	DC34	Vhembe District Municipality																	
Total: Vhembe Municipalities			6	20	25	42	7	2		102		3	12	15	3	4	2		39
B	LIM351	Blouberg	9	7	1	3	1			21	8								
B	LIM352	Aganang		17	2	3				22	21		4	2	3				9
B	LIM353	Molemole	1		6	5				12	9	1		6	3				10
B	LIM354	Polokwane	1	6	8	23	4	1		43	35	1	3	4	4	1	1		14
B	LIM355	Lepele-Nkumpi	3	8	12	5	1			29	24	3	7	9	2	1			22
C	DC35	Capricorn District Municipality																	
Total: Capricorn Municipalities			14	38	29	39	6	1		127		5	14	21	12	2	1		55
B	LIM361	Thabazimbi	4	2	3	1				10									
B	LIM362	Lephalale	1	2	3	3				9	5								
B	LIM364	Mookgopong		1	2					3									
B	LIM365	Modimolle	1		3	3				7	4				3				3
B	LIM366	Bela-Bela	2		3	1				6	3				1				1
B	LIM367	Mogalakwena	7	8	5	11	2			33	25	6	6	5	1	2			20
C	DC36	Waterberg District Municipality																	
Total: Waterberg Municipalities			15	13	19	19	2			68		6	6	5	5	2			24
B	LIM471	Ephraim Mogale	3	7	4	3				17	12	2		1	3				6
B	LIM472	Elias Motsoaledi	3	7	10	9	1			30	24	3	6	7	2	1			19
B	LIM473	Makhuduthamaga		11	12	8	1			32	28		8	8	2	1			19
B	LIM474	Fetakgomo	1	6	5	1				13	11	1	3	3	1				8
B	LIM475	Greater Tubatse	3	8	9	9	2			31	23	1					1		2
C	DC47	Sekhukhune District Municipality																	
Total: Sekhukhune Municipalities			10	39	40	30	4			123		7	17	19	8	3			54
Total: Limpopo Municipalities			57	138	152	169	24	3		543		31	59	78	36	15	3		222

D: Backlog – Mpumalanga municipalities

Category		Municipality	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	Libraries Backlog	CBU	Container	Basic	Branch	Central	Regional	Mega	Total
			Number of libraries allocated by Library Costing Model in line with norms and standards									Libraries allocated by five-year rollout plan for library infrastructure								
MPUMALANGA																			
B	MP301	Albert Luthuli	5	4	6	8	1			24	13	2				1			3
B	MP302	Msukaligwa	4	3	5	3				15	3				1				1
B	MP303	Mkhondo	6	1	5	4	1			17	7								
B	MP304	Pixley Ka Seme	2	2	3	3				10	2				1				1
B	MP305	Lekwa			6	6				12	7				3				3
B	MP306	Dipaleseng	2		2	2				6	1								
B	MP307	Govan Mbeki	1	3	8	19	1			32	20								
C	DC30	Gert Sibande District Municipality																	
Total: Gert Sibande Municipalities			20	13	35	45	3			116		2			5	1			8
B	MP311	Victor Khanye	1	1	3	4				9	5				1				1
B	MP312	Emalahleni	4	3	3	24	2			36	24				2				2
B	MP313	Steve Tshwete	5	2	7	10	1			25	10								
B	MP314	Emakhazeni	2		2	1				5	-2								
B	MP315	Thembisile Hani	2	3	5	21	2			33	26	2		2	2	2			8
B	MP316	Dr JS Moroka		7	9	15	1			32	27		2	2	2	1			7
C	DC31	Nkangala District Municipality																	
Total: Nkangala Municipalities			14	16	29	75	6			140		2	2	4	7	3			18
B	MP321	Thaba Chweu	1	2	3	4				10	3				1				1
B	MP322	Mbombela		6	5	26	3	1		41	31				6		1		7
B	MP323	Umjindi	1	1	3	3				8	4				2				2
B	MP324	Nkomazi	3	4	9	16	2			34	25	3	4	7	1	2			17
B	MP325	Bushbuckridge		3	11	22	3	1		40	36		3	9	2	2	1		17
C	DC32	Ehlanzeni District Municipality																	
Total: Ehlanzeni Municipalities			5	16	31	71	8	2		133		3	7	16	12	4	2		44
Total: Mpumalanga Municipalities			39	45	95	191	17	2		389		7	9	20	24	8	2		70

D: Backlog – Northern Cape municipalities

Category	Municipality	Number of libraries allocated by Library Costing Model in line with norms and standards								Libraries Backlog	Libraries allocated by five-year rollout plan for library infrastructure							
		CBU	Container	Basic	Branch	Central	Regional	Mega	Total		CBU	Container	Basic	Branch	Central	Regional	Mega	Total
NORTHERN CAPE																		
B	NC061	Richtersveld			1					1	-4								
B	NC062	Nama Khoi	1	1	2					4	-4								
B	NC064	Kamiesberg			1					1	-7								
B	NC065	Hantam		1	1					2	-2								
B	NC066	Karoo Hoogland	1	1	1					3	-3								
B	NC067	Khâi-Ma			1					1	-2								
C	DC6	Namakwa District Municipality																	
Total: Namakwa Municipalities		**2**	**3**	**7**					**12**									
B	NC071	Ubuntu			2					2	-2								
B	NC072	Umsobomvu			2					2	-1								
B	NC073	Emthanjeni		1	3	1				5									
B	NC074	Kareeberg	1		1					2	-3								
B	NC075	Renosterberg			1					1	-2								
B	NC076	Thembelihle		1	1					2	-1								
B	NC077	Siyathemba		1	1					2	-2								
B	NC078	Siyancuma	1	1	2					4	-2								
C	DC7	Pixley Ka Seme District Municipality																	
Total: Pixley Ka Seme Municipalities		**2**	**4**	**13**	**1**				**20**									
B	NC081	Mier			1					1	-2								
B	NC082	!Kai !Garib	1	1	3	1				6									
B	NC083	//Khara Hais	2	1	3	5				11	6				1				1
B	NC084	!Kheis	1		1					2									
B	NC085	Tsantsabane			2	1				3	-2								
B	NC086	Kgatelopele		1	1					2	1								
C	DC8	Siyanda District Municipality																	
Total: Siyanda Municipalities		**4**	**3**	**11**	**7**				**25**					**1**				**1**
B	NC091	Sol Plaatjie	4		5	21	1			31	17				2				2
B	NC092	Dikgatlong	2	1	2	1				6	1				1				1
B	NC093	Magareng	1		2					3									
B	NC094	Phokwane		4	3	3				10	7				2				2
C	DC9	Frances Baard District Municipality																	
Total: Frances Baard Municipalities		**7**	**5**	**12**	**25**	**1**			**50**					**5**				**5**
B	NC451	Joe Morolong	3	3	3	1				10	5				1				1
B	NC452	Ga-Segonyana	1	4	3	3				11	6				3				3
B	NC453	Gamagara	1	1	2					4									
C	DC45	John Taolo Gaetsewe District Muni																	
Total: John Taolo Gaetsewe Municipalities		**5**	**8**	**8**	**4**				**25**					**4**				**4**
Total: Northern Cape Municipalities		**20**	**23**	**51**	**37**	**1**			**132**					**10**				**10**

D: Backlog – North West municipalities

Category	Municipality	Number of libraries allocated by Library Costing Model in line with norms and standards								Libraries Backlog	Libraries allocated by five-year rollout plan for library infrastructure							
		CBU	Container	Basic	Branch	Central	Regional	Mega	Total		CBU	Container	Basic	Branch	Central	Regional	Mega	Total
NORTH WEST																		
B	NW371	Moretele	2	6	11	9	1			29	24	2	2	4	2	1			11
B	NW372	Madibeng	2	2	6	25	3	1		39	29	1			6		1		8
B	NW373	Rustenburg	1	9	5	23	3	1		42	33				4				4
B	NW374	Kgetlengrivier			3	2				5	2				2				2
B	NW375	Moses Kotane	7	11	4	7	1			30	22	4		1	1	1			7
C	DC37	Bojanala Platinum District Municipali																	
Total: Bojanala Platinum Municipalities		**12**	**28**	**29**	**66**	**8**	**2**		**145**		**7**	**2**	**5**	**15**	**2**	**1**		**32**
B	NW381	Ratlou	1	4	3	3				11	7	1			3				4
B	NW382	Tswaing	4	4	2	3				13	3				1				1
B	NW383	Mafikeng	5	5	6	14	1			31	20								
B	NW384	Ditsobotla	4	3	6	6	1			20	11								
B	NW385	Ramotshere Moiloa	3	7	3	3	1			17	10								
C	DC38	Ngaka Modiri Molema District Munici																	
Total: Ngaka Modiri Molema Municipalities		**17**	**23**	**20**	**29**	**3**			**92**		**1**			**4**				**5**
B	NW392	Naledi			3	2				5	-1								
B	NW393	Mamusa		1	3	2				6	1				1				1
B	NW394	Greater Taung	3	13	6	3	1			26	19					1			1
B	NW396	Lekwa-Teemane	1		3	3				7	2				1				1
B	NW397	NW397	2		3	3				8	4				3				3
C	DC39	Dr Ruth Segomotsi Mompati District																	
Total: Dr Ruth Segomotsi Mompati Municipalitie		**6**	**14**	**18**	**13**	**1**			**52**					**5**	**1**			**6**
B	NW401	Ventersdorp	2		3	1				6	2				1				1
B	NW402	Tlokwe	3	2	12	6	1			24	16								
B	NW403	City of Matlosana	2	2	3	27	2			36	25				6				6
B	NW404	Maquassi Hills	1	2	4	1				8	2				1				1
C	DC40	Dr Kenneth Kaunda District Municip																	
Total: Dr Kenneth Kaunda Municipalities		**8**	**6**	**22**	**35**	**3**			**74**					**8**				**8**
Total: North West Municipalities		**43**	**71**	**89**	**143**	**15**	**2**		**363**		**8**	**2**	**5**	**32**	**3**	**1**		**51**

D: Backlog – Western Cape municipalities

Category		Municipality	Number of libraries allocated by Library Costing Model in line with norms and standards									Libraries allocated by five-year rollout plan for library infrastructure							
			CBU	Container	Basic	Branch	Central	Regional	Mega	Total	Libraries Backlog	CBU	Container	Basic	Branch	Central	Regional	Mega	Total
WESTERN CAPE																			
A	CPT	City of Cape Town		1	3	86	24	9	3	**126**	**22**				12				**12**
B	WC011	Matzikama	2	2	3	1				**8**	**-6**								
B	WC012	Cederberg	1		2					**3**	**-4**								
B	WC013	Bergrivier	2		3	1				**6**	**-6**								
B	WC014	Saldanha Bay	3	1	3	6				**13**	**1**								
B	WC015	Swartland	3	1		5				**9**	**-2**								
C	DC1	West Coast District Municipality																	
Total: West Coast Municipalities			**11**	**4**	**11**	**13**				**39**									
B	WC022	Witzenberg	3	3		3				**9**	**-2**								
B	WC023	Drakenstein	3	4	8	16	1			**32**	**21**								
B	WC024	Stellenbosch	1	5	7	8	1			**22**	**12**								
B	WC025	Breede Valley	3	3	5	8	1			**20**	**10**								
B	WC026	Langeberg	3	1	3	3				**10**	**-3**								
C	DC2	Cape Winelands District Municipality																	
Total: Cape Winelands Municipalities			**13**	**16**	**23**	**38**	**3**			**93**									
B	WC031	Theewaterskloof	2	4	3	3				**12**	**1**								
B	WC032	Overstrand	2	3	5	2				**12**	**2**								
B	WC033	Cape Agulhas	1		2					**3**	**-6**								
B	WC034	Swellendam		1	2	1				**4**	**-1**								
C	DC3	Overberg District Municipality																	
Total: Overberg Municipalities			**5**	**8**	**12**	**6**				**31**									
B	WC041	Kannaland	2		1					**3**	**-3**								
B	WC042	Hessequa	1		3	1				**5**	**-5**								
B	WC043	Mossel Bay	2	1	5	5				**13**	**1**				1				**1**
B	WC044	George	2	2	6	13	1			**24**	**15**								
B	WC045	Oudtshoorn	1	1	4	4				**10**	**4**				1				**1**
B	WC047	Bitou		1	4	1				**6**									
B	WC048	Knysna	2	1	3	3				**9**	**-3**								
C	DC4	Eden District Municipality																	
Total: Eden Municipalities			**10**	**6**	**26**	**27**	**1**			**70**					**2**				**2**
B	WC051	Laingsburg			1					**1**									
B	WC052	Prince Albert	2		1					**3**	**-2**								
B	WC053	Beaufort West			2	2				**4**	**-1**								
C	DC5	Central Karoo District Municipality																	
Total: Central Karoo Municipalities			**2**		**4**	**2**				**8**									
Total: Western Cape Municipalities			**41**	**35**	**79**	**172**	**28**	**9**	**3**	**367**					**14**				**14**
National Total			**375**	**861**	**926**	**1 695**	**240**	**57**	**16**	**4 170**		**90**	**206**	**212**	**385**	**55**	**9**	**5**	**962**

Annexure E: Five-year rollout plan

E: Rollout – Sheet 1

Municipal name	MILN	Y1 CBU	Y1 Container	Y1 Basic	Y1 Branch	Y1 Central	Y1 Regional	Y1 Mega	Y1 Total	Y2 CBU	Y2 Container	Y2 Basic	Y2 Branch	Y2 Central	Y2 Regional	Y2 Mega	Y2 Total	Y3 CBU	Y3 Container	Y3 Basic	Y3 Branch	Y3 Central	Y3 Regional	Y3 Mega	Y3 Total	T CBU	T Container	T Basic	T Branch	T Central	T Regional	T Mega	T Total
Bushbuckridge	77.7		1	2	2	1			6		1	2		1			4		1	2					3		3	9	2	2	1		17
Port St Johns	76.3		2	2		1			5		2	2					4		2	2	1				5		8	9	2	1			20
Thulamela	75.3		1	2					3		1	2			1		4		1	2	1				4		4	10		2	1		17
Indaka	72.9	1	1	1	1				4		1	1					2		1	1	1				3	1	3	3	2				9
Mbizana	72.4		2	2		1			5		2	2					4		2	2	1				5		10	9	2	1			22
Greater Tzaneen	71.9	2	1	2		1			6	1		2					3	1		2		1			4	5	1	8	2	2			18
Msinga	70.8		2	2		1			5		2	2					4		2	1	1				4		8	7	2	1			18
Maphumulo	69.6		2	1	1				4		1	1					2		1	1	1				3		5	4	2				11
Emalahleni	68.9	2	2		1				5	2	2						4	1							1	5	4		1				10
Dannhauser	67.6		1	1	1				3		1	1					2		1	1	1				3		3	4	2				9
Lepele-Nkumpi	67.6	1	2	2		1			6	1	2	2					5	1	1	2	1				5	3	7	9	2	1			22
Makhado	67.2	1	2	2					5	1	2	1			1		5		2	1		1			4	2	8	5		2	1		18
Ubuhlebezwe	66.5	1	2	1	1				5		1	1					2		1		1				2	1	6	2	3				12
Umzimkhulu	66.2	1	2	2		1			6	1	2	1					4		2	1	1				4	2	9	6	2	1			20
Mfolozi	65.4	1	2	1	1				5	1	1	1					3		1	1	1				3	2	5	4	2				13
Ngquza Hill	64.5	1	2	2		1			6	1	2	2					5		2	2	1				5	2	9	9	2	1			23
Nyandeni	63.5		2	2		1			5		2	2					4		2	2	1				5		10	9	2	1			22
Mandeni	63.0		1	2	1				4		1	1					2		1	1	1				3		3	5	3				11
Molemole	62.9	1		2	1				4			1					1			1	1				2	1		6	3				10
uPhongolo	62.5		1						1		1						1		1	1	1				3		4	4	3				11
Nkomazi	62.4	1							1	1	1	2		1			5	1	1	2					4	3	4	7	1	2			17
Makhuduthamaga	62.4										2	2	1				5		2	2	1				5		8	8	2	1			19
Elias Motsoaledi	62.3									1	2	2	1				6	1	2	2	1				6	3	6	7	2	1			19
Ntabankulu	62.1			1					1		2	1					3		2	1	1				4		8	2	3				13
Mogalakwena	62.1									2	2	2		1			7	2	2	1					5	6	6	5	1	2			20
Ndwedwe	61.3			1					1		2	2	1				5		2	2	1				5		5	5	3				13
Greater Giyani	60.9									1			1				2	1	2	2	1				6	3	6	6	2	1			18
Engcobo	60.5									1			1				2	1	2		1				4	4	6		2	1			13
Umzumbe	60.5											1					1		2	2	1				5		6	4	2	1			13
Ulundi	60.1											1					1		2	1					3		4	4	2	1			11
Newcastle	59.6		2						2			1					1		2						2		1		7	2			10
Polokwane	59.3		2						2	1							1		2		1				3	1	3	4	4	1	1		14
Mnquma	59.3																		1		1				2	1	4	2	2	1			10
Fetakgomo	58.9		1						1										1						1	1	3	3	1				8
Greater Letaba	58.3																		1		1				2	2	3	4	2	1			12
Aganang	58.2		1						1										1						1		4	2	3				9
Intsika Yethu	57.7		1						1										1						2	3	4		3				10
Moretele	57.5																		1		1				2	2	2	4	2	1			11
Naledi	57.3																																
eDumbe	56.9		1						1										1						2	1	1	2	3				7
Nqutu	56.7																		1		1				2	1	2	1	2	1			7
Msunduzi	56.6		2						2												1				1			1	2	1	1		5
eThekwini	56.5		4		1				5		4						4		4		1		5			1	20					3	24
Jozini	56.2																			1					1	2	1	2	1				6
Dr JS Moroka	55.9																			1					1	2	2	2	1				7
uMuziwabantu	55.8		1						1									1							2	1	1	1	3				6
King Sabata Dalindyebo	55.5																	1							1	1	2	2		1	1		7
Ezingoleni	55.5		1						1																	1	1	1	1				4
Imbabazane	55.3		1						1										1						1	1	2	1	3				7
Thembisile Hani	54.8		2						2												1				1	2		2	2	2			8
Nongoma	54.6																				1				1			1	2	1			4
Moses Kotane	54.2																									4		1	1	1			7
Nkandla	53.9		1						1										1						1			1	3				4
Ephraim Mogale	53.7		1						1										1						1	2		1	3				6
Abaqulusi	53.1																									3		1	1	1			6
Maluti-a-Phofung	53.1		2						2										2						2	2		1	4	1			7
Mtubatuba	52.9																									2		2	1	1			6
Elundini	52.6		1						1										1						1	3			3				6
Umzimvubu	52.4																									1			1	1			3
Mbhashe	52.2																												1	1			2
uMhlathuze	52.1		2						2										2						2			4	1				5
Mthonjaneni	51.7																									1							1
Greater Tubatse	51.7																									1			1				2
Emfuleni	51.3		2						2										2						2	1		6	1	1			9
Ratlou	51.3		1						1										1						1	1		3					4
Ekurhuleni	51.2		4						4		4				1		5		4						4		20				2		22
Mhlontlo	50.7																									1			1				2
Mbombela	50.1		2						2										2						2		6		1				7
KwaDukuza	49.8																											1					1
uMshwathi	49.5		1						1										1						1	1		3					4
Madibeng	49.2		2						2										2						2	1		6		1			8
Albert Luthuli	49.1																									2			1				3
Mutale	49.1		1						1																	1		1					2
Ingwe	49.0		1						1										1						1	1		3					4
Setsoto	49.0		1						1										1						1			3					3
Matatiele	48.5																									2			1				3
Greater Taung	48.4																												1				1
Ntambanana	48.3		1						1																			1					1
Umhlabuyalingana	48.3																												1				1
Nelson Mandela Bay	48.1		4						4		4						4		4						4		18						18
Emnambithi/Ladysmith	47.9																											1					1
NW397	47.2										1						1											3					3
City of Matlosana	47.1										2						2											6					6
Buffalo City	47.1										2						2											6					6
Hlabisa	47.1										1						1											1					1
Umvoti	47.0										1						1											3					3
Mafikeng	46.9																																
Maruleng	46.8										1						1											2					2

160

E: Rollout – Sheet 2

Infrastructure rollout out		Year 1								Year 2								Year 3								Total (over 5 years)							
Municipal name	MILN	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	CBU	Container	Basic	Branch	Central	Regional	Mega	Total
Mangaung	46.6												2				2												6				6
Okhahlamba	46.3												1				1												3				3
uMlalazi	46.2																																
Umdoni	45.3												1				1												3				3
Blouberg	45.2																																
Mkhondo	45.1																																
Impendle	45.1																																
Bela-Bela	44.9												1				1												1				1
Tlokwe	44.8																																
Greater Kokstad	44.6												1				1												3				3
Magareng	44.6																																
City of Johannesburg	44.2												4				4				4				4				16				16
Ngwathe	44.1												1				1												3				3
HibiscusCoast	43.7																																
Lukanji	43.5																																
Rustenburg	43.0												2				2												4				4
Mkhambathini	42.9												1				1												1				1
Senqu	42.8												1				1												3				3
Mogale City	42.7												2				2												6				6
Sakhisizwe	42.1												1				1												1				1
Nala	42.0												1				1												3				3
City of Tshwane	41.7												4				4				4				4				16				16
Joe Morolong	41.6												1				1												1				1
Moqhaka	41.6																																
Kgetlengrivier	41.3												1				1												2				2
Matjhabeng	41.2												2				2												6				6
Ditsobotla	41.1																																
MaquassiHills	41.0												1				1												1				1
Ba-Phalaborwa	40.7																																
Ga-Segonyana	40.7												1				1												3				3
Maletswai	40.7												1				1												1				1
Ramotshere Moiloa	40.5																																
Randfontein	40.4												1				1												3				3
Westonaria	40.0												1				1												3				3
Phumelela	39.9																																
Mamusa	39.8												1				1												1				1
Tswelopele	39.7																																
Mafube	39.6												1				1												1				1
Musina	39.4												1				1												2				2
Ventersdorp	39.3												1				1												1				1
Lekwa	38.9												1				1												3				3
Modimolle	38.8												1				1												3				3
Inkwanca	38.6																																
Govan Mbeki	38.5																																
Nkonkobe	38.2												1				1												2				2
Phokwane	38.1												1				1												2				2
Sol Plaatjie	37.8												2				2												2				2
Umjindi	37.8												1				1												2				2
Vulamehlo	37.7												1				1												2				2
City of Cape Town	37.6												4				4				4				4				12				12
Richmond	37.5																				1				1				1				1
Endumeni	37.0																				1				1				1				1
Victor Khanye	37.0																				1				1				1				1
Amahlathi	36.9																												1				1
Metsimaholo	36.9																												1				1
Tswaing	36.3																												1				1
Dihlabeng	36.3																												1				1
Masilonyana	36.1																																
Umtshezi	36.0																												1				1
Pixley Ka Seme	35.9																												1				1
Gariep	35.9																																
The Big 5 False Bay	35.7																																
Ndlambe	35.7																												1				1
Nxuba	35.6																																
Lekwa-Teemane	35.5																												1				1
GreatKei	34.8																																
George	34.8																																
Inxuba Yethemba	34.7																																
//Khara Hais	34.1																												1				1
Bitou	34.1																																
Stellenbosch	34.0																																
Naledi	34.0																																
Emalahleni	34.0																												2				2
Makana	33.9																												1				1
Ngqushwa	33.8																												1				1
Beaufort West	32.9																																
Thaba Chweu	32.5																												1				1
Emadlangeni	32.4																																
Drakenstein	32.3																																
Nketoana	32.3																																
Tsolwana	31.8																																
Breede Valley	31.8																																
Msukaligwa	31.4																												1				1
Dikgatlong	31.3																												1				1
Mohokare	31.2																																
Ubuntu	31.2																																
Merafong City	31.1																																
Lesedi	30.9																												1				1
Sundays River Valley	30.8																												1				1
Camdeboo	30.4																																
uMngeni	30.4																												1				1
Mossel Bay	30.3																												1				1
Oudtshoorn	30.1																												1				1
Mpofana	30.0																												1				1

E: Rollout – Sheet 3

Infrastructure rollout out		Year 1								Year 2								Year 3								Total (over 5 years)							
Municipal name	MILN	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	CBU	Container	Basic	Branch	Central	Regional	Mega	Total	CBU	Container	Basic	Branch	Central	Regional	Mega	Total
Letsemeng	29.6																																
Blue Crane Route	29.4																																
Lephalale	29.4																																
Mantsopa	29.4																																
Kouga	29.0																																
Steve Tshwete	28.6																																
Umsobomvu	28.5																																
Knysna	28.0																																
Midvaal	27.9																																
Siyathemba	27.3																																
Emthanjeni	27.1																																
Dipaleseng	26.7																																
Thembelihle	26.6																																
Mookgopong	26.5																																
Tokologo	26.2																																
Renosterberg	23.9																																
Kareeberg	23.8																																
SaldanhaBay	23.7																																
Emakhazeni	23.7																																
Ikwezi	23.7																																
Theewaterskloof	23.2																																
Overstrand	23.2																																
Tsantsabane	22.9																																
KwaSani	21.8																																
Langeberg	21.7																																
Kopanong	21.5																																
Siyancuma	21.0																																
!Kai !Garib	20.5																																
!Kheis	20.4																																
Swartland	18.8																																
Mier	18.5																																
Baviaans	18.2																																
Kgatelopele	17.9																																
Witzenberg	17.8																																
Laingsburg	17.1																																
Kou-Kamma	17.0																																
Hantam	16.6																																
Swellendam	16.2																																
Cederberg	15.8																																
Kamiesberg	15.6																																
Thabazimbi	15.2																																
Prince Albert	14.9																																
Karoo Hoogland	13.8																																
Nama Khoi	13.1																																
Kannaland	12.1																																
Gamagara	11.8																																
Matzikama	11.7																																
Bergrivier	11.6																																
Hessequa	11.2																																
Cape Agulhas	9.9																																
Khâi-Ma	9.4																																
Richtersveld	5.6																																
		13	30	31	59	8	1	1	143	15	36	37	68	10	2	1	169	18	41	42	76	11	2	1	191	90	206	212	385	55	9	5	962

Annexure F: Provincial and municipal officials interviewed

Province / Municipality	Person/s Interviewed	Date of interview
Provincial Interviews		
Eastern Cape	Zintle Mahleka	05 June 2013
Free State	Jacomien Schimper	27 May 2013
Gauteng	Koekie Meyer	22 May 2013
KwaZulu-Natal	Carol Slater	29 May 2013
Limpopo	Muluadzi Meshack, Philistas Mphahlele, Moramgwa Maake, Milhoti Mayevu	17 May 2013
Mpumalanga	Agnes Sithole, Jan Oosthuizen	03 June 2013
Northern Cape	Allen Swartbooi	28 May 2013
North West	Rosa de Klerk, Mrs T/D Sempe	21 May 2013
Western Cape	Nomazo Dingayo, Stefan Wehmeyer, Tessa Caroline, Pieter Hugo	04 June 2013
Municipal Interviews		
Eastern Cape		
Matatiele LM	Khanyisile Dube; M Dwebe	03 June 2013
Nelson Mandela Bay MM	Bongiwe Chigumdu	06 June 2013
Makana LM	Patricia Vubela	07 June 2013
Free State		
Letsemeng	Anthony Reachable	28 May 2013
Metsimaholo	Adele Bezuidenhout; Estelle Boers	30 May 2013
Mangaung	Mrs Mpumie Mnyanda; Mrs Ronel Jacobs	27 May 2013
Gauteng		
City of Johannesburg	Nobuntu Mpendulo; Izak Liebenberg	22 May 2013
Ekurhuleni	Irene Sithole; Mandla Ngubeni	23 May 2013
Midvaal	Judith Zwane; Leslely Ralph	24 May 2013
KwaZulu-Natal		
Newcastle	Pearl Niemand; Aletta Botes	27 May 2013
Msunduzi	Mandla Ntombela	28 May 2013
eThekwini	Tebogo Mzizi; Suraya Naidoo	30 May 2013
Limpopo		
Makhuduthamaga	Elizabeth Marishane; Tania Kgoale; Patrick Mabotha; Mike Phaahla	20 May 2013
Phalaborwa	Steve Mokhabuki	15 May 2013
Tzaneen	Christene Nel	16 May 2013
Mpumalanga		
Mbombela	Octavia Sebeko	03 May 2013
Bushbuckridge	Ms Sayiya	04 May 2013
Steve Tshwete	Shirley Xulu	21 May 2013
Northern Cape		
//Khara Hais LM	Ina Engelbrecht	27 May 2013
Kareeberg LM	N.J (Calla) van Zyl	29 May 2013
Sol Plaatje	Fritz Van Dyk	29 May 2013
North West		
Rustenburg	Pieter Louw	20 May 2013
Maquassi Hill	Annetjie Botha; Rynette Kennedy	22 May 2013
Naledi	Mr Appolus; Mr Govendar	23 May 2013
Western Cape		
Breede Valley	Christine Gerber; Karen Jorgensen	03 June 2013
Swartland	Madelaine Terblanche; Sunet de Jongh; Talita Viola; Ilse Loock; Morne Dreyden	05 June 2013
City of Cape Town	Ninnie Steyn	04 June 2013