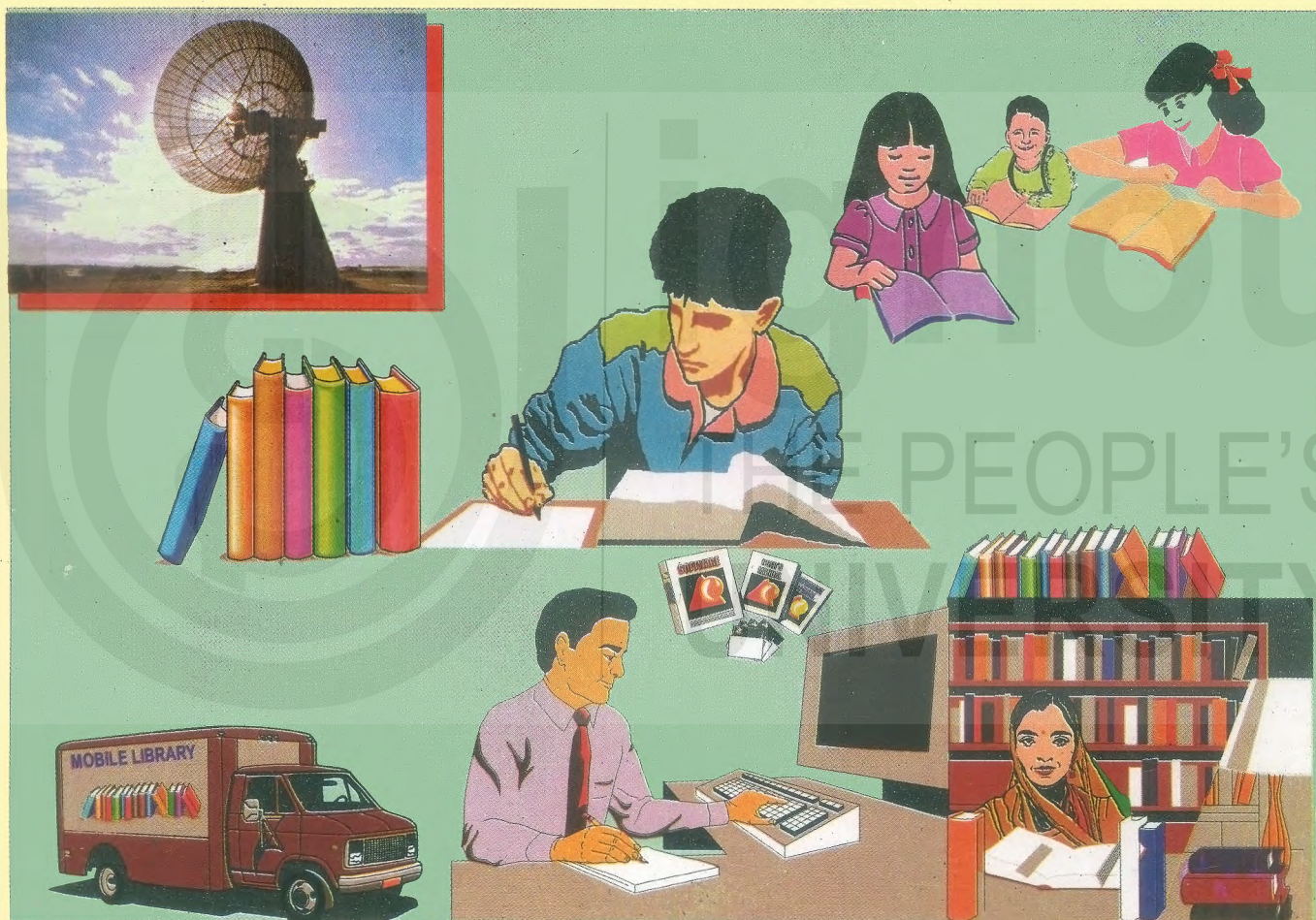




PUBLIC LIBRARY SYSTEM AND SERVICES



“शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतंत्र की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्गगत विषमताओं को दूर करते हुए मनुष्य को इन सबसे ऊपर उठाती है।”

— इन्दिरा गांधी



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“Education is a liberating force, and in our age it is also a democratising force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances.”

— Indira Gandhi



Block

1

PUBLIC LIBRARY: BASIC CONCEPTS

UNIT 1

Public Library: Origin and Growth

5

UNIT 2

Public Library and Society

16

UNIT 3

Agencies in the Promotion and Development of Public Library System

25

UNIT 4

National Library Policy and Library Legislation

38

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BLOCK 1 PUBLIC LIBRARY: BASIC CONCEPTS

Introduction

Public Library is a social institution. This social institution's set-up and working is based on the definition of "democracy". It is for the people, by the people and of the people. In other words, a public library is freely open to all irrespective of age, race, sex, colour, creed or religion and provides free access to each and everyone. The public library serves as an intellectual catalyst for socio-economic development by providing facilities for the purpose of acquiring knowledge, education, and information recreation, aesthetic appreciation and also for research. It is believed that where formal education ends, informal education begins and this life-long learning process is continued with the support of free public library service. We shall endeavour to explain all the aspects of a public library's diverse operations.

Therefore, begin with, this Block consists of four Units.

Unit 1 discusses "Public Library: Origin and Growth", starting from ancient period till date, breaking into different phases of its development. The role of a Public library in different phases of development has proved as a crucial instrument of social change.

Unit 2 describes "Public Library and Society". A Public Library as a social institutions created, committed and maintained by the society for its all round development.

Unit 3 explains "Agencies in the Promotion and Development of Public Library System". These agencies include: Central/State Governments, RRRF, Local Authorities/Bodies, Non-Government Organizations (NGOs), and Voluntary Organizations, etc.

Unit 4 focuses on "National Library Policy and Legislation". The need for such a policy at the state and national levels is very essential to provide a legal framework and adequate financial support on a permanent basis to run the public libraries smoothly and effectively.

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UNIT 1 PUBLIC LIBRARY: ORIGIN AND GROWTH

Structure

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Ancient Libraries
 - 1.2.1 Libraries in Greek and Roman Times
- 1.3 Public Libraries and Social Change
 - 1.3.1 Higher Education
 - 1.3.2 Impetus to Scientific Research
 - 1.3.3 Publishing
- 1.4 Forerunners of Public Libraries
 - 1.4.1 Personal Libraries
 - 1.4.2 Parish Libraries
 - 1.4.3 Social or Subscription Libraries
- 1.5 Origin and Growth of Public Libraries in India
- 1.6 Growth of Public Library after Independence
- 1.7 Summary
- 1.8 Answers to Self-Check Exercises
- 1.9 Key Words
- 1.10 References and Further Reading

1.0 OBJECTIVES

After reading this unit, you will be able to:

- learn about the growth of public libraries since ancient days;
- understand the origin and growth of public libraries in India; and
- appreciate the role of government in the development of public libraries in India.

1.1 INTRODUCTION

What distinguishes a human being from the animal kingdom is his faculty to think and communicate. It is only the human beings who are curious to know through their imagination and pragmatism from which emerges the knowledge. Before the invention of writing, our knowledge was stored in memory what was called the "oral tradition".

A Brahmin who could memorize and recite shlokas in Sanskrit for one Veda was named as Vedic; those memorising two were called Dwivedi, those memorising three were called Trivedi, and those who could recite all the four Vedas were known as Chaturvedi.

Vedas were composed in Sanskrit in between 1500 and 2000 B.C, the oldest living piece of literature in the world. Then the Devnagri script, had not been invented. The Indus valleys script though 3,300 year old was not yet been deciphered. Had the Vedas not been memorized, these would have been lost for ever. It was the oral tradition which saved the Vedas from extinction.

Once the art of writing developed, man began to maintain his records on whatever writing material he could lay his hands on, such as clay tablets, papyrus, parchment, metal sheets,

cloth and engravings on stone. Real breakthrough came with the invention of paper making and printing which were developed in Europe in the 15th century.

1.2 ANCIENT LIBRARIES

Greece had its Golden Age, from 480 to 404 B.C., when Athens was destroyed by Sparta in 404 B.C. During this period flourished the world's top philosophers and thinkers, such as Socrates (469-399), Plato (428-347 B.C.) and Aristotle (384-322 B.C.). Greeks excelled in art, (sculptures of human figures, painting, mosaic, and crafts).

Greek is the world's second oldest language, (1400 B.C.) after Sanskrit, (1500 B.C.). Greek civilization was superseded by the Roman civilization (founded in 753 B.C.) and it lasted some 800 years up to 410 A.D.

1.2.1 Libraries in Greek and Roman Times

The ancient "public" libraries in Greece were for use not only by their founders but also by the scholars, students, priests and officials who were permitted to use their collections for approved studies. In the middle of the sixth century B.C., a large library of books was opened to the public in the city of Athens.

Julius Caesar had the idea of founding a national or a public library in Rome with the greatest possible collections of Greek and Latin books available in manuscript form written on papyrus. He had planned to place C. Asinius Pollio as in charge of the library. Caesar was assassinated before he could accomplish this project. It then fell to one of his successors to do so, and the library was opened in 39 B.C. as originally planned by Caesar.

Rome by the end of the 4th century A.D., was reputed to have 28-30 public libraries. Again, these were not the public libraries of today but were available to those who could and would use them. Rome did have, after all, in the imperial period an increasing number of persons who were literate. There were booksellers as well in Rome and in many larger cities of the provinces. It was also considered fashionable to have books in one's home. As the Roman empire declined in the West, the libraries also declined, so did book publishing and acquisitions.

1.3 PUBLIC LIBRARIES AND SOCIAL CHANGE

A student of history of public libraries around the world ought to know that the public library is as much a product of social change as it is the promoter of it. Once public library service is well established and is universalized, its role changes. Instead of being a product of social change, it becomes an instrument of social change. The British experience confirms this phenomenon. The modern public library appeared on the British scene only after the country reached a certain stage of development conducive to the growth of public libraries. We enumerate the movement of below the developments which were the forerunners of the movement of public library development.

- 1) England was the first to build up a legal system and a parliamentary government that brought the country to a strong and united nationhood under a liberal monarchy which reigned but not ruled.
- 2) It was also the first to become a bastion of parliamentary democracy. King John was forced to sign Magna Carta on June 15, 1215, traditionally seen as guaranteeing human rights against the excessive use of royal power. British Parliament is known as "the Mother of Parliaments", set up as early as in 1295. The Civil War of 1642-52 in England, between Royalists and Parliamentarians, resulted in the victory for Parliament.
- 3) English language emerged some times in A.D. 1100, called old English, followed by Middle English from then till about 1500 and Modern English from 1500 onwards. It is among the oldest modern European languages and is most widely used internationally. The total output of writings in the English language is the largest among the European languages.

- 4) After the sacking of Rome by the barbarians in 410 A.D. Dark Ages descended on Europe lasting about 1,000 years from 500 to 1500 A.D. Nothing worthwhile could be noticed during this period. Europe woke up after a long slumber in 1500 A.D.

The stimulant was provided by the Renaissance, which occurred between 14th and 17th centuries as the means of education and social change.

The aim of Renaissance education was to produce the "complete man", conversant in humanities, mathematics, and science (including their application in war), art and crafts, athletics and sports, to enlarge the bounds of learning and geographical knowledge: to encourage the growth of scepticism and free thought. It also encouraged the study and imitation of Greek and Roman literatures and arts. A large amount of writings, both from translations from Arabic publications and originals, were generated by Renaissance.

- 5) In the 17th century started the European expansion overseas. By mid-19th century, the European powers occupied all the countries of the world outside of Europe, barring 10. But even these were mauled. Britain alone occupied as many as 85 countries, building thereby world's largest empire on which the sun never set.
- 6) The Industrial Revolution broke out in Britain in 1750. This revolution led to massive urbanization and the emergence of educated and prosperous middle classes, in between the working class and the aristocracy. The sprawling British Empire provided a wide and stable market for the British manufactures and became the purveyor of raw material for the British factories. That brought tremendous wealth into the country.
- 7) The social reforms programme began in 1906, which improved social status of the working class hitherto neglected.
- 8) In 1870, the Elementary Education Act was passed which accepted the principle that the establishment of a system of elementary schools was the responsibility of the state.

Earlier, it was left to the church and the voluntary organizations. Secondary education was, however, left in the hands of the fee-charging Grammar Schools or the so called public schools until 1918 when the national system of public education was truly laid as it made public education available to all. The Education Act of 1944 involved a thorough recasting of the educational system. The Minister of Education was given the power to enforce minimum standards of education in terms of school buildings, equipment and qualified teachers. A similar provision was made in the Public Libraries Act of 1944 which we shall presently discuss.

1.3.1 Higher Education

As in the case of elementary and secondary education, a beginning in the provision of higher education was also made by voluntary organizations. The Balliol University College was established as early as in 1263. Merton College in 1264 at Oxford leading to the opening of the University of Oxford soon thereafter. In 1233, Cambridge University was in place. In the 19th century, the dominance of Oxford was challenged by the rise of the civic universities, such as London, Manchester and Birmingham. The university began to be financed by the central Government through the University Grants Committee, established in 1911 and reorganized in 1920. During the 1960's, many new universities were established popularly known as Red Brick universities. Several of them had a strong scientific and technological bias.

1.3.2 Impetus to Scientific Research

Seventeenth and eighteenth centuries saw flowering of scientific temper in England. The new findings resulting from scientific inquiry during those years marked a major turning point in human history. The Royal Society of London was founded in 1662. Isaac Newton's contribution to scientific research started in 1687 and continued up to 1704. A galaxy of British scientists had been in the forefront in almost all fields. Research laboratories, institutes and academies were established from 1700 A.D. onwards. A number of Nobel prizes were won by the British scientists. Most of the inventions made during 1750-1900 emanated from Britain.

1.3.3 Publishing

The history of publishing in England is characterized by a close interplay of technical innovations and social change, each promoting the other.

Publishing as known today depends upon on a series of three major Inventions: namely, writing, paper, and printing, besides one crucial social development, i.e., the spread of literacy.

The invention of printing with movable type is usually attributed to Johannes Gutenberg, a German printer (1440-50), after a period of block printing from about 1400 A.D.

Gutenberg's achievements was not a single invention but a whole craft involving movable metal type, ink, paper and printing press. In less than 50 years, it had been spread most of Europe, including England, largely by German printers. The mechanization of printing in the 19th century and its further development in the 20th century, went hand in hand with an ever increasing spread of literacy and ever rising standards of education. It finally brought the printed word to its powerful position as a means of influencing minds and, hence societies.

It was William Caxton, an Englishman who for the first time introduced printing in the country in 1474. Early printing had a profound effect on the development of national language and literature. World's first Copyright Act was passed in England in 1709. It was meant to encourage learning by vesting the copyright in the author for a period of 21 years. The Act protected the interests of those who made their living from writing and producing books, namely, writers, printers, publishers and those of the reading public.

New developments of vast potential, particularly after the Second World War, were the book clubs, emergence of paperbacks and mail order advertising and selling. A book club was an association of members who undertook to purchase, usually each month, a book selected for them by a committee of knowledgeable persons. The advantage being that the book in question was supplied at a lower price than that at which it could be purchased in a bookshop. England again was the first to create literary agents in 1875. The agents were of great help to authors, particularly those who were unable themselves to handle their business with publishers satisfactorily.

1.4 FORERUNNERS OF PUBLIC LIBRARIES

There were some forerunners of modern public library: such as personal libraries, Parish libraries, Mechanic's Institute libraries. But, ultimately these turned into subscription libraries as they could not survive on their own.

1.4.1 Personal Libraries

There were personal libraries for use by the owner, members of his family and friends.

Because of abysmally low rate of literacy, largely confined to the priestly class, the number of users of personal libraries was very small. This was the first stage of public library development once printed books became available though in a limited number. As methods of printing improved and better quality paper became available in the market, book printing and publishing became a business to contend with.

1.4.2 Parish Libraries

There was another class of forerunner of the modern public Library. These were called the parish libraries which were open both to the clerics and laymen. The books had a strongly religious cast, but there were books of popular nature in the arts and sciences as well as history, biography, and travel. Some of the parish libraries had circulating units as well, sending boxes of books around to the habitations on regular intervals, (forerunners of modern bookmobiles).

In mid-18th century appeared circulation libraries which were strictly profit-making enterprises. Anyone could borrow books from these libraries for a specified period on rental basis. Besides, there were libraries for the workers, known as Apprentices' libraries, and Mechanics' institutes.

1.4.3 Social or Subscription Libraries

In end of the 18th century when more books were available in the market, the buyers of books realized that it would be cheaper to establish subscription or social libraries than buying books of their own for personal reading. A group of people would cooperate to establish such

libraries by raising the admission fee and paying annual subscription and cash deposit for the safe return of books or buy shares as if in a company. The idea was to share the use of books among the members of such libraries and outsiders on payment of a small fee.

These libraries were dubbed as elitist and unegalitarian in character as their use was confined to those who could afford to pay for them. Since the use of these libraries was confined to their members on payment, such libraries could not be termed as public libraries (as we understand them today).

Libraries in Scandinavia

After the UK and the USA came the Scandinavian countries in terms of coverage and use of public library services. The greatest growth in public library services took place in Scandinavia in the 19th and 20th centuries. The special feature of the Scandinavian public library systems have been:

- 1) Strong influence of Anglo-American librarianship.
- 2) A long history of government legislation and support.
- 3) Development of public library systems based on regional central or county libraries.
- 4) Extensive inter library-lending system.
- 5) Creation and growth of the library service bureau.
- 6) Construction of many new and imaginative library buildings.
- 7) Compensation to the authors for the use of their book in libraries.
- 8) Provision of library services to special groups through outreach activities.
- 9) Involvement in arrangement and provision of cultural events.

Self-Check Exercises

- 1) What were the writing materials available during Greek and Roman period?
- 2) Who were the forerunners of public libraries?

Note: i) Write your answers in the space given below.
ii) Check your answer with the answers given at the end of the Unit.

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1.5 ORIGIN AND GROWTH OF PUBLIC LIBRARIES IN INDIA

The Public Library system in India is the product of western impact. It came about through 185 years of British rule in India, from 1762 to 1947. The stages of development of public library, however, both in Britain and India, were identical though India took longer to move from one stage to another. For example, the first public library law was passed in Britain in 1850 against 1948 in India. The modern public library concept developed in Britain in 1945 against 1950 in India, when the Delhi Public Library was established. Library education at university level started in India and Britain about the same time during the First World War (1914-18).

As subscription library was the forerunner of the modern public library in Britain, (1750) so was it in India (1850) also. The subscription libraries received impetus from the freedom struggle. It was estimated that at the time of independence in mid-1947, India had as many as 50,000 subscription libraries, but these were very small in size. No other developing country could boast of such a large number of public libraries.

The First Phase (1808-1900)

The first significant date in the development of libraries in India for the public is 1808. It was in this year that the then Bombay Presidency initiated a proposal to register libraries which were to be given copies of books published from the "Funds for the Encouragement of Literature".

By the middle of the 19th century, all the three Presidency towns-Bombay, Calcutta and Madras-had their "public libraries" founded mostly with the active support and initiative of the Europeans in those towns. Indians with western education, then picked up the idea and established their own subscription libraries. Since subscription libraries were open only to their members who paid security deposit as well as annual subscription, they could not be called public libraries in actual sense of the term. Two conditions are necessary for a public library: First, it should be open to all. Secondly, it should offer its services free of charge. A library out of public funds can offer services free of charge only if it is established out of public funds under a law by a public authority.

The Second Phase (1900-1937)

The second phase in the history of public library movement in India was from 1900 to 1937. During the first phase, the state governments were more active, while during the second phase, the intelligentsia took up the cause of public libraries. This phase began in 1900 when a reading room of the Calcutta Library, initially a subscription library established in 1832, was thrown open to the general public. The Calcutta library was taken over by Lord Curzon, the then Governor-General of India, in 1902 and named as the Imperial Library. Later, after independence, by an Act of Parliament in 1948, this library was named as National Library.

Baroda Movement

The pride of this period was, of course, the library movement in the princely state of Baroda. From 1906 to 1911, Sir Sayaji Rao III, the ruler of that state, set up an elaborate system of public libraries, composed of Central Library, Village Libraries and Traveling Libraries. The system served as a model for the rest of the country. The Maharaja had employed an American Librarian, Mr. Bowden, to organise the system.

Library Education

Mr. Bowden also established India's first Library School at Baroda in 1906 in which students were admitted from all over India. The Baroda library school continued for a number of years. The second library school was established at the Panjab University, Lahore (now in Pakistan) in 1915, by Mr. Asa Don Dickinson, another American Librarian, who was a contemporary of Melvil Dewey.

The first State Library Association was formed in Andhra in 1914, in Bengal in 1927 and the Indian Library Association (ILA) was formed at Calcutta in 1933. Asa Don Dickinson was the first in India to publish the Library Primer in 1916, which was used as a textbook by his students. The Panjab Library Association was the first to publish the library journal in 1935, entitled "Modern Librarian" from Lahore.

The Third Phase (1937-1947)

The third phase of the library movement began in 1937 when the Indian National Congress Party came to power in many provinces. This phase was really a synthesis of the previous two phases. Being elected governments, they were more responsive to the demands of the people. During 1937 to 1942, as many as 13,000 village libraries were established by the state governments on demand from the villagers. These libraries were the product of the Indian Adult Education movement which swayed the country at that time.

An important landmark of this period was the Report of the Library Development Committee, Bombay (1939-40), headed by Professor A.A.A.Fyze. It put forth a scheme of developing public libraries in the province in six stages, comprising a Central Library and a Regional Library in each Revenue Division. The total cost of the scheme was estimated at Rs 15 lakhs, but the provincial government could not spare that amount.

The Fourth Phase (1947 TODATE)

The fourth phase started on August 15, 1947, when India attained independence. Its first milestone was passing of the Madras Public Libraries Act in 1948, the first of its kind in the history of the country. The second milestone was the establishment of the Delhi Public Library, a joint public library project of UNESCO and the Government of India.

Delhi Public Library

In 1949, Unesco decided on its own to set up a public library pilot project to demonstrate the potential of a modern public library as cultural centre for the people. The project had to be based on the Unesco manifesto, defining the nature and scope of its services. The scheme was circulated to all the developing countries of the world to invite Unesco to establish the project in one of them. India was the first to invite Unesco to do so.

The DPL had to be organised according to the Unesco Manifesto adopted in 1948. The Delhi Public Library is reckoned as the first public library of the country satisfying all the criteria laid down in the Unesco Manifesto. The salient features of the resources and services of the library are listed below:

- 1) The library is open to all, without any discrimination.
- 2) All its services are offered free of charge.
- 3) No cash security is to be deposited so long as the intending borrower can seek a recommendation from a responsible person, otherwise only a refundable deposit of Rs 20 is to be made.
- 4) All books are accessible on open shelves.
- 5) The library functions as a cultural centre and its members are organised into cultural groups, such as Literature Group, Drama Group, Arts Group. Each group elects its own chairman and Secretary. Similar activities are to be organized for children (including story hours) and young adults.
- 6) A fleet of bookmobiles delivers books at several centres throughout the city.
- 7) A Braille section produces braille books and talking books for the blind and are delivered at their homes free of charge.
- 8) Music cassettes and gramophone records are provided free of charge.
- 9) The structural units are city central library, zonal libraries, social branches, and community centres located all over the city.
- 10) The library is termed as Asia's busiest public library with an enrolment of about 100,000 and lending about 10,000 books every day at one stage.

The library was evaluated in 1956 by Unesco and was declared as Unesco's most successful project. An Asian seminar was organized the same year at the library to demonstrate its services to librarians from all over Asia. Unesco also published a book on the library entitled "The Delhi Public Library".

Central Government Aided Public Library Projects

The Ministry of Education, Government of India started giving grants in 1952-53 to the states for the establishment of public libraries and later this scheme was incorporated in the First Five Year Plan (1951-56) under which provision was made for the establishment of state central libraries, district central libraries with branches in all habitats of the districts. About Rs 1 crore was spent on these libraries of which two-thirds of the amount was provided by the

Central Government In 1952, the Government of India launched Community Development programme in which social education was assigned an important role and it gave a fillip to rural libraries.

In 1954, the Central Government adopted the Delivery of Books Act under which a publisher is required to deposit a copy of the book to each of the four Public Libraries around the country. The Act was amended in 1956 to include newspapers as well. The four libraries are: the National Library, Calcutta; the Connemara Public Library, Madras; the Sachivalaya Central Library, Bombay and the Delhi Public Library.

1.6 GROWTH OF PUBLIC LIBRARY AFTER INDEPENDENCE

Public library service under the Indian Constitution is exclusively a state subject and the Central Government cannot legislate on it. Education is on the Concurrent List, which means that both State and Central Governments can legislate, but the Central laws will supersede the state laws on the subject.

The provision of public library service world over rests in the local governments, both in the urban and rural areas. There is one exception however to this universal practice. In the former British colonies in Africa, public library service is provided by the statutory national library boards. The local governments were considered to be unsuitable to undertake this responsibility.

During 185 years of British rule in India the British Government never passed any public library legislation of the kind it passed in its own country in 1850, nor did it appoint any committee or commission to report on the status of public library services in the country. Instead, it vested public libraries in the local governments, both in urban and rural areas under the Local Self-Government Act of 1882, but it was not made incumbent on them to do so. Consequently hardly one-third of the local governments cared to provide modicum of public library service due to for lack of resources and interest. Nor did the public ask for the service.

In 1948 when the Madras Public Library Act was passed by the state legislature, a number of options were available to India based on the experience of some of the developed countries.

The Government of India appointed a committee in 1959 to report on the status of public libraries in the country, called the Sinha Committee, named after its Chairman, the late P.K. Sinha, Director of Public Instructions, Bihar. The Committee found the situation as dismal. The public libraries which existed were dubbed as "stagnant pools of books". Over 90% of the public libraries were subscription libraries. Their number was estimated at 60,000. The resources of each library were poor. But it is remarkable that the middle class in India could establish such a large number of libraries out of voluntary efforts. No other country among the developing countries could boast of such a large number of subscription libraries.

India for reasons of its own bypassed the local governments and constituted statutory Local Library Authorities (LLAs) at the district and city levels under the Madras Public Library Act, the first of its kind ever passed in the country. There was a feeling that the local government administration in India was weak and lacked financial resources. The experience of the U.K. and Sweden proved right in case of India. Both the countries had to reduce the number of local governments drastically to make them viable.

Since the Local Library Authorities could not be given the constitutional status of local governments with a right to levy library cess, the cess had to be collected through the local governments and passed on to the LLAs. The local governments being short for funds all the time, used the library cess collections on meeting their budget deficits and delayed for too long the transfer of cess proceeds to the LLAs. Even today millions of rupees are due from the local governments.

Further, an element of election was introduced in the formation of the LLAs which caused delays in constituting them. Too many checks and balances were imposed on the LLAs in the preparation of their development plans. The real power vested in the Directorate of Public

Libraries and the State Government. The LLAs were never allowed a free hand in running their affairs.

The elected chairmen of LLAs were replaced by District Magistrates as they were accused of abusing their power. The employees of LLAs were declared government employees which immensely increased the financial burden of the LLAs. Later, state governments took the responsibility to pay salaries of the staff working under the LLAs. Over 85% of the total funds went into paying salaries of the staff, leaving very little money for the purchase of books and acquisition of other sundry items. Later, the financial burden on the LLAs was reduced and the cess proceeds were allowed to be used for purchase of books. But, books to be purchased by the LLAs had to be from the list approved by the government. Sometimes, because of the procedural wrangles, books, are not purchased for years.

By 2002, only 12 states out of 26 had legislated on public libraries. Of the 12 states, Haryana and Mizoram despite passing the Acts have not cared to enforce them. In Haryana, local bodies are empowered to levy library cess. But, by 2002, none had done so. In Mizoram, no cess has been levied. The Act has not been enforced since 1993. Maharashtra, West Bengal, Manipur, Mizoram, Gujarat and Orissa have not imposed any cess. Only Tamil Nadu, Andhra Pradesh, Karnataka, Kerala and Goa have levied library cess on house tax varying from 5% in Kerala to 10% in Tamil Nadu and Andhra Pradesh. Goa levies a surcharge on liquor and @ of 50 paise per liter. In addition, it is mandatory to spend at least 1% to the state's education budget on libraries. The same Mandatory clause applies in Kerala.

The second Five-Year Plan laid down the structure of public library system for the country—a State Central Library in the capital city of each state, a District Central Library in the headquarters of each District and branches in towns and a central library at the Development Block level of about 90 to 100 villages with a branch in every village.

The Central Government contributed a certain percentage of expenditure on these libraries. Unfortunately, the scheme was discontinued from the Third Five-Year Plan. Instead of sharing the expenditure with the state governments, the Planning Commission made lump sum grants to the states. With the result that the funds provided for public libraries were sometimes diverted to other more pressing demands for expenditure.

Constitutional Amendments

Two amendments to the Indian Constitution were effected in 1992. The 73rd amendment pertains to Panchayats and the 74th to the Municipalities. Under the 73rd amendment, "libraries", which include public libraries, have been assigned to the Panchayats as item No. 20 in the 11th schedule for the Panchayats. The Panchayat system will have three tiers, namely, the village panchayat for each village or a group of villages (there are about 1,20,000 panchayats in India). Intermediate Panchayats at Block and sub-district level called Samities, and the District Panchayats, called Parishad. The State Governments have been empowered to decide whether public libraries be entrusted to each Panchayat or to the Samities or to the Parishads. Different states may evolve different systems and there may not be a uniform system for the entire country.

The 12th Schedule for the municipalities does not specifically mention the word "libraries" but (as item No. 13) "Promotion of cultural, educational and aesthetic aspects". "Culture" now a days includes libraries, but it is all a matter of interpretation by the state governments. What ultimate pattern is going to emerge is anybody's guess. But, it has created uncertainty in the prevailing pattern. The question arises the Local Library Authorities at whether the district and city levels be dissolved or retained. The Tamil Nadu Government has decided that they would continue to function as before. Decision of other states is awaited.

Self-Check Exercises

- 3) Explain the different phases of origin and growth of public libraries in India.
- 4) Discuss the remarkable developments that took place after independence in the development of public libraries.

- i) Write your answers in the space given below.
- ii) Check your answer with the answers given at the end of the Unit.

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1.7 SUMMARY

The unit discusses the origin, growth and development of libraries in general and public libraries in particular by establishing the fact that public libraries served as an instrument of social change. A clear description of evolution and growth of libraries have been discussed right from ancient times to the present day. The unit described in detail: a) Ancient libraries, b) public libraries and social change, c) fore runners of public libraries, d) growth and development of public libraries in India, particularly after independence. It has been rightly observed that if India has to be a knowledge superpower, the country has to strengthen its free library services to promote the habit of reading as a life long process of self-education in an informal manner. It is a truism that the nations that read are the nations lead.

1.8 ANSWERS TO SELF CHECK EXERCISES

- 1) The forerunners of public libraries were personal libraries, Parish libraries and subscription libraries.
- 2) The working material available during the Greek and Roman period were clay tablets, papyrus, parchment, and metal sheet. Cloth and engravings on stone, etc.
- 3) The different phases of origin and growth of public libraries in India could be grouped into four phases: (i) first phase (1808-1900), (ii) Second phase (1900-1937), (iii) Third phase (1937-1947), and (iv) Forth Phase (1947 to till date).
- 4) Some of the remarkable developments that took place in the development of public libraries in the country are: (a) Enacting Madras Public Libraries Act, 1948; b) Approval of K.P. Sinha Committee 1959, c) Establish of Raja Ram Mohan Roy Library Foundation (RRRLF).

1.9 KEY WORDS

Papyrus	:	Material in the form of thin sheets made from the fine slices or strips of the stem of the papyrus plant soaked in water pressed together and dried, used as writing material by the ancient Egyptians, Greeks and Romans.
Parchment	:	The skin of an animal, especially a sheep or a goat dressed and prepared for writing, painting and book binding, etc.
Purveyor	:	A person who prepares or pre-arranges something.
Skepticism	:	The opinion that real knowledge of any kind is unattainable.
Truism	:	A self-evident or indisputable truth.
Unegalitarian	:	Holding the principle of not equal treatment for all persons.

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UNIT 2 PUBLIC LIBRARY AND SOCIETY

Structure

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Growth of Public Library as Social Institution
 - 2.2.1 Impact of Renaissance and Industrial Revolution
 - 2.2.2 Invention of Printing
 - 2.2.3 Spread of Universal Education
 - 2.2.4 Spread of Literacy
 - 2.2.5 Role of Enlightened Philanthropic Persons and Institutions
 - 2.2.6 Urge for Knowledge and Information
 - 2.2.7 Recreation and Use of Leisure Time
- 2.3 Public Library and Society
- 2.4 Characteristics of Public Library as Social Institution
 - 2.4.1 What is a Public Library
 - 2.4.2 Important Features of a Public Library
- 2.5 Public Library's Commitment to the Society: Social Role of Public Library
 - 2.5.1 Self-education Center of the Society
 - 2.5.2 Community Information Centre
 - 2.5.3 Cultural Center for the Society
 - 2.5.4 Centre for Recreation and Healthy Use of Leisure Time
 - 2.5.5 Supporting Role of Public Library in Literacy Activities
 - 2.5.6 Developing Reading Habits and Creativity Among the Children
 - 2.5.7 Services to the Disadvantaged Sections of the Society
 - 2.5.8 Collection Development and Services Adopted to the Different Needs of the Society
 - 2.5.9 As an Impartial Democratic Institution of the Society
- 2.6 Summary
- 2.7 Answers to Self-Check Exercises
- 2.8 Key Words
- 2.9 References and Further Reading
- Appendix

2.0 OBJECTIVES

After reading the unit you will be to:

- know the role of public library in the society;
- understand the characteristics of a public library; and
- appreciate the functioning of public libraries as social institutions.

2.1 INTRODUCTION

Public Library is a social institution. It is an institution created and maintained by the society for its benefit and progress. It plays a vital role in the life of an individual and in enrichment of community life. In this unit, the social role and functions of the public library and the

2.2 GROWTH OF PUBLIC LIBRARY AS SOCIAL INSTITUTION

The public library is one among the many institutions, which the society has founded. It emerged to meet educational, recreational and information needs of the society. Public library as we find today emerged in western countries in the nineteenth century. The following social factors influenced the growth of the public library as a social institution:

2.2.1 Impact of Renaissance and Industrial Revolution

The Renaissance in Europe paved the way for revival of learning and scholarship, which was restricted in medieval Europe. It created urge for knowledge and learning. The Industrial Revolution on the other hand sounded the death-knell of feudalism and created conditions for the rise of capitalism. The people liberated from feudalism realized the necessity for education. The spread of education created urge for reading, which ultimately led to emergence of public and other libraries to provide facilities for reading and learning.

2.2.2 Invention of Printing

The invention of ink and paper and, ultimately the invention of printing in early sixteenth century, led to availability of many copies of a publication. This paved the way for development of public library where printed copies were available for public use.

2.2.3 Spread of Universal Education

With the development of democracy and democratic institutions, it was felt that no social progress could be achieved without spread of education, which ultimately leads to economic development of human resources. Demand for universal education was raised in different countries of the world. While some countries achieved significant progress in respect of universal education, many countries are yet to achieve this goal. The spread of education in different countries had direct impact on the growth of public library. The public library was considered as an essential social institution for retention and expansion of acquired education in formal institutions.

2.2.4 Spread of Literacy

The worldwide adult education activities in different countries created urge for development of the public library. At the post-literacy stage, the public library is considered as an essential social institution, which helps in retention and expansion of the newly acquired literacy.

2.2.5 Role of Enlightened Philanthropic Persons and Institutions

Several enlightened philanthropic persons and institutions have played important role in the development of public library. They branded huge financial assistance and also provided leadership for the growth of public library. Role-played by Andrew Carnegie in the U.K. and Maharaja Sayajirao Gaekwar of Baroda in India can be cited as examples in this respect.

2.2.6 Urge for Knowledge and Information

With the spread of education, urge for knowledge and information developed in men and women for the following reasons: a) to get themselves acquainted with the fast changing environment of the society; b) to face the competitive world and to survive in the struggle for existence; and c) for socio-economic and cultural development of an individual and the society. To meet these urge for knowledge and information, common people rushed to the public library to exploit its resources and services.

2.2.7 Recreation and Use of Leisure Time

The institution of the public library also developed due to the demand for recreational reading and spending leisure time by reading books, periodicals, newspapers, etc. and also by

2.3 PUBLIC LIBRARY AND THE SOCIETY

The public library in the modern sense of the term started developing in Europe in the nineteenth century. The social situation in Europe was favourable for creation of public library. In addition to the growing nationalism in Europe, which was a historical characteristic of the period, other social factors, such as movement for political franchise, spread of education, popularization of knowledge, spread of democracy and democratic institutions had direct impact in the general urge for the growth of public library. The growth of the public library initially was largely due to enthusiastic efforts of liberal-minded individuals and a small progressive social group.

The society has established and maintained various institutions to meet its different needs. The public library is one such institution which looks after its educational, cultural, recreational and information requirements.

Examples of different institutions that take care of educational, cultural, recreational, and information needs of the society are given below:

Activities	Social Institutions
Formal education of different levels	schools (primary and secondary), colleges, universities, professional and vocational institutions, TV (distance education), etc.
Cultural activities	different literary, music, dance, drama, fine arts folk literature and arts, academics and cultural organizations, TV, radio, etc.
Recreational and Leisure time activities	theatres, cinemas, sports & games organizations, TV, radio, etc.
Information activities	different government and non-government institutions and organizations, newspaper, radio, TV, etc.
Educational, cultural, Recreational and societal Information activities	libraries and museums - public libraries

The relation between public library and the society can be properly understood if it is examined from following viewpoints:

- What is a public library and what are its features as social institutions; and
- Missions for public library service or social functions of a public library.

2.4 CHARACTERISTICS OF A PUBLIC LIBRARY AS SOCIAL INSTITUTION

The public library emerged in a particular situation of the society to meet the educational, cultural, and recreational and information needs of the society. The public library's commitment to the modern democratic society is clear from its scope and characteristics. The Unesco Public Library Manifesto (First published in 1949, later revised in 1972 and 1994) has suggested the scope and characteristics of a public library, which are clear manifestations of social institution. These characteristics or features of a public library are:

2.4.1 What is a Public Library

The public library, the local gateway to knowledge, provides a basic condition for life long learning, independent decision-making and cultural development of the individual and social group. It is a local centre of information, making all kinds of knowledge and information available to its users. It is a living force for education, culture and information and an essential agent for fostering of peace and spiritual welfare among people.

2.4.2 Important Features of a Public Library

Some of the important features of a public library are:

- a) **Equality of access:** The services of public library are provided on the basis of equality of access, regardless of age, race, sex, religion, nationality, language or social status. In other words, it is open to the entire society.
- b) **Free Services:** The public library shall in principle be free of charge. In other words, any member of the society can avail a himself/herself of the services of a public library without any fee.
- c) **The public library is the responsibility of local or national authorities.**
- d) **Legal and financial basis of a public library:** The public library 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. The public library legislation is a mandatory social action in support of a popular demand of the society. Similarly, financial responsibility by the local and national governments not only gives recognition to a social demand but also assures continuity and development of its services.

In the light of the above discussion, it can be concluded that a public library has been created, maintained and operated by the society for progress of its members.

2.5 SOCIAL ROLE OF PUBLIC LIBRARY

The Unesco Public Library Manifesto (1994) has suggested the following missions of a public library. These are essentially the public library's commitment to the society:

2.5.1 Self-education Center of the Society

Persons having formal education, whatever may be their level of education, will have free access to the resources of a public library for retention, improvement and expansion of their acquired education; again, persons having no formal education can also utilize the resources of a public library for self-education. The public library services should support both individual and self-conducted education as well as formal education at all levels. It should also provide opportunity for personal creative development. In other words, a public library is the social institution for life-long learning and independent decision-making.

There is a difference between formal education and public library service. In formal education, one has to learn in a structured way, following a syllabus in a particular field of knowledge and undergoing a particular method of teaching and evaluation system, whereas the public library provides self-education in a very informal way without any formality, restriction and imposition. Secondly, the formal education, whatever may be the level, ends at a stage, whereas the scope of self-education through the public library is lifelong.

2.5.2 Community Information Centre

One of the major social functions of a public library is to provide up-to-date facts and information on all subjects and topics to one and all. In organizing community information services through the public library the following points need to be considered:

- a) It should furnish information on the life and living of an individual and of the community;
- b) It should ensure access to all sorts of community information to all citizens,

- c) It should also provide adequate information services to local enterprises, associations and interest groups;
- d) Its collection and services be so organized that it is capable to cater the information needs of various sections of the local community in rural and urban areas;
- e) It should foresee both actual and potential demands of the individual and society; and
- f) In the context of applications of modern technologies in public library service, it should facilitate development of information and computer literacy skills and also skills for network search.

Besides having general reference and information services, the public library organizes community information services considering the specific information needs of the local people. Community of one locality may differ with the community of another locality in respect of social, economics cultural and educational levels, employment opportunities, racial, linguistic and religious differences, etc. In organizing community information service, all these factors of the locality are to be taken into consideration.

The community information service attends the following two types of information requirements of the society:

- a) Information requirement of an individual related to food, clothing, health, shelter, education, savings, investment, material problems, legal right, employment, travel, environment, business, etc.;
- b) Information related to social, economic and political responsibilities and duties of citizens, functioning of local-self government, pollution control, developmental project, etc.,

The public library belongs to the community and it is the only community agency that is concerned with the information needs of all its citizens.

2.5.3 Cultural Center for the Society

To fulfill its commitment to the society, a public library functions as a cultural center of the society. All documents recording excellence of mankind in different cultural fields are collected in a public library. The public library services promote awareness of cultural heritage, appreciation of the arts and literature, interest in scientific achievements and innovations. It also provides access to cultural expressions of all visual and performing arts. The public library service provides a basic condition for cultural development of the individual and social group. Fostering inter-cultural dialogue and favouring cultural diversity of the society is one of the missions of the public library service. To protect cultural diversity, the public library not only promotes recorded tradition but also oral tradition. As the public library is also expected to meet the cultural requirements of the local people, it develops a local history collection, i.e., a collection of documents having cultural materials pertaining to the locality. Different cultural programmes are also organized in the public library to attract users.

2.5.4 Centre for Recreation and Healthy Use of Leisure Time

The public library provides services for healthy use of leisure time by providing recreational reading, reading for spiritual development and inspiration. The public library develops a good stock of reading and audio visual materials on the works of different literary forms; works of art, biographies and auto-biographies, travel books, works on sports and games, works on spiritual development and magazines, etc. Different literary and cultural programmes are also organized by the public library to attract users. In other words, the public library provides to one and all a harmless and elevating use of leisure.

2.5.5 Supporting Role of Public Library in Literacy Activities

The public library plays a vital role in literacy activities and movements. It supports literacy activities and programmes for all age-groups and initiate such activities, if necessary. The public library plays a positive role in post-literacy programmes by providing the following facilities:

- a) A good collection of reading and audio-visual materials related to the life and living of neo-literates;

- b) A separate reading room for neo-literates, wherever possible, with good and attractive collection of reading and audio-visual materials;
- c) Regular provision in the library budget for procurement of reading and audio-visual materials for neo-literates;
- d) Competent staff with proper orientation to attend the needs of neo-literates;
- e) Close line with nearby literacy centres, supplying reading materials to the neo-literates through these literacy centres at the initial stage. This will help to attract the neo-literates to the regular library service;
- f) Group discussions and reading with neo-literates to develop reading habits among them;
- g) Information services to the neo-literates related to their life and living;
- h) Oral services to the neo-literates and illiterates to attract them to literacy and library activities.

A society free from illiteracy is a mission of public library service.

2.5.6 Developing Reading Habits and Creativity Among the Children

The public library services pay special attention to the needs of children. The children's section of the public library is organized and operated in such a manner that it takes special care for creating and reading habits in children from an early/activating age. It organizes services to stimulate the imagination and creativity of children and young people. By developing love of books and reading habits among the children, the public library creates well-informed educated citizens of the future.

2.5.7 Services to the Disadvantaged Sections of the Society

A public library has a special commitment for those sections of the society which cannot avail themselves regular services for whatever reasons. Specific services and materials are provided for those users who cannot use regular services and materials. For example, linguistic minorities, people living in isolated cluster, people with disabilities, aged and infirm people, people in hospital or prison, etc.

2.5.8 Collection Development and Services Adopted to the Different Needs of the Society

As public library is an institution created, maintained and operated by society, its collection development and services must be adopted to meeting the different needs of society. All age-groups, children to old people, must find material relevant to their needs. Collection and services have to include all types of appropriate media and modern technologies as well as traditional materials. High quality and relevance to local needs and conditions are fundamental in collection, development and services. Material must reflect current trends of ideas and activities and the evolution of society as well as the memory of human endeavour and imagination. The collection and services must be adopted to the different needs of communities in rural and urban areas.

Collection and services in a public library should not be subject to any form of ideological, political or religious censorship, nor commercial pressures.

2.5.9 As an Impartial Democratic Institution of the Society

It helps to develop a sense of amity and a sense of respect among diverse groups of mankind. Its helps to develop understanding and strengthens democratic spirit and culture by appreciation of the differences in language, religion, customs and manners. It also helps to dispel ignorance and obscurantism. It stimulates thinking. Public library is a democratic institution, the prime mission of which is progress of the society.

Self-Check Exercises

- 1) Explain the growth of public library as a social institution.
- 2) Discuss the impact of public library on cultural development

3) Describe in brief the basic characteristics of a public library.

Note: i) Write your answers in the space given below.

ii) Check your answers with the answers given at the end of the unit.

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2.6 SUMMARY

This unit is a brief introduction to the evolution of public library and explains the various factors that caused its evolution as a social institution. The reasons of public library being a social institution, its their commitments to the society and expectations of the society from the public library are some the issues that have been discussed in this unit.

The discussion in this Unit leads to the conclusion that public library is an impartial, democratic institution, created, maintained and operated by the society, to meet society's educational, cultural, recreational, spiritual and information needs. Public library is the community agency that is concerned with all these needs of its citizens. The issues in this unit have been discussed in the light of the latest edition of the Unesco Public Library Manifesto (1994), which is the most important and basic document in the field of public librarianship.

2.7 ANSWERS TO SELF CHECK EXERCISES

- 1) The growth of public library as a social institution is obtained right from: (i) The beginning of the renaissance and individual resolution, (ii) invention of printing, (iii) spread of universal education, (iv) spread of literacy, (v) role of enlightened philanthropic persons and institutions, (vi) urge for important information and knowledge, (vii) recreation and use of the leisure time.
- 2) There are a member of activities undertaken by a public library for cultural enrichment competitions, seminar/debate, book talks, exhibitions, film shows, lectures, concerts- (live or recorded) etc.
- 3) The basic characteristics of the public library are: (i) It is based on the definition of democracy "a library for the people, by the people and of the people", (ii) equality of access (iii) free services.

2.8 KEY WORDS

Infirm	: Weak, unsound, unable to resist pressure or weight
Renaissance	: Revival or period of significant improvement and new life in cultural scientific, economic or other areas of activity.
Self-Education	: Education of oneself by private study without formal instruction

2.9 REFERENCES AND FURTHER READING

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APPENDIX

UNESCO Public Library Manifesto-1994

A gateway to knowledge

Freedoms, Prosperity and the Development of society and of individuals are fundamental human values. They will only be attained through the ability of well-informed citizens to exercise their democratic rights and to play an active role in society. Constructive participation and the development of democracy depend on satisfactory education as well as on free and unlimited access to knowledge, thought, culture and information.

The public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision-making and cultural development of the individual and social groups.

The Manifesto proclaims UNESCO's belief in the public library as a living force for education, culture and information, and as an essential agent for the fostering of peace and spiritual welfare through the minds of men and women.

UNESCO, therefore, encourages national and local governments to support and actively engage in the development of public libraries.

The Public Library

The Public Library is the local centre of information, making all kinds of knowledge and information readily available to its users.

The services of the public library are provided on the basis of equality of access for all, regardless of age, race, sex, religion, nationality, language or social status. Specific services and materials must be provided for those users who cannot, for whatever reason, use the regular services and materials, for example linguistic minorities, people with disabilities or people in hospital or prison.

All age-groups must find material relevant to their needs. Collections and services have to include all types of appropriate media and modern technologies as well as traditional materials. High quality and relevance to local needs and conditions are fundamental. Material must reflect current trends and the evolution of society, as well as the memory of human endeavour and imagination.

Collections and services should not be subject to any form of ideological, political or religious censorship, nor commercial pressures.

Missions of the Public Library

Mission of the Public Library. The following key missions which relate to information, literacy, education and culture should be at the core of public library services.

- 1) Creating and strengthening reading habits in children from an early age;

- 2) Supporting both individual and self conducted education as well as formal education at all levels;
- 3) Providing opportunities for personal creative development;
- 4) Stimulating the imagination and creativity of children and young people;
- 5) Promoting awareness of cultural heritage, appreciation of the arts, scientific achievements and innovations;
- 6) Providing access to cultural expressions of all performing arts;
- 7) Fostering inter-cultural dialogue and favouring cultural diversity;
- 8) Supporting the oral tradition;
- 9) Ensuring access for citizens to all sorts of community information;
- 10) Providing adequate information services to local enterprises, associations and interest groups;
- 11) Facilitating the development of information and computer literacy skills;
- 12) Supporting and participating in literacy activities and programmes for all age-groups, and initiating such activities if necessary.

Funding legislation and networks

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.

The public library network must be designed in relation to national, regional, research and special libraries as well as libraries in schools, colleges and universities.

Operation and management

A Clear Policy Must be Formulated, defining objectives, priorities and services in relation to the local community needs. The public library has to be organized effectively and professional standards of operation must be maintained.

Cooperation with relevant partners-for example, user groups and other professional at local, regional, national as well as international level-has to be ensured.

Services have to be physically accessible to all members of the community. This requires well situated library buildings, good reading and study facilities, as well as relevant technologies and sufficient opening hours convenient to the users. It equally implies outreach services for those unable to visit the library.

The library services must be adapted to the different needs of communities in rural and urban areas.

The librarian is an active intermediary between users and resources. Professional and continuing education of the librarian is indispensable to ensure adequate services.

Outreach and user education programmes have to be provided to help users benefit from all the resources.

UNIT 3 AGENCIES IN THE PROMOTION AND DEVELOPMENT OF PUBLIC LIBRARY SYSTEM

Structure

- 3.0 Objectives
- 3.1 Introduction
- 3.2 State Government
 - 3.2.1 Statutory System
 - 3.2.1.1 Tamil Nadu Pattern
 - 3.2.1.2 Maharashtra Pattern
 - 3.2.1.3 West Bengal Pattern
 - 3.2.1.4 Kerala Pattern
 - 3.2.2 Non-Statutory System
- 3.3 Central Government
 - 3.3.1 Department of Culture
 - 3.3.2 Raja Rammohun Roy Library Foundation
- 3.4 Local Bodies—Municipalities and Panchayats
- 3.5 Other Organisations and Individuals
 - 3.5.1 Central Government organizations
 - 3.5.2 School-cum-Village Libraries
 - 3.5.3 Independent Children's Libraries
 - 3.5.4 Library Associations
 - 3.5.5 Individual Libraries
 - 3.5.6 Voluntary Organisations/Non-government Organisations
 - 3.5.7 International Organisations
- 3.6 Summary
- 3.7 Answers to Self-Check Exercises
- 3.8 Key Words
- 3.9 References and Further Readings

3.0 OBJECTIVES

This Unit intends to draw a picture of various agencies involved in the promotion and development of public libraries in India. After going through this Unit, you will be able to:

- appreciate the reasons behind the existence of various types of public libraries in India;
- know various agencies involved in the promotion and development of public libraries in India; and
- learn the level as well as the relational involvement of these agencies in the promotion and development of public libraries.

3.1 INTRODUCTION

Any analysis of the promotion and development of public library pre-supposes clarity of the concept of 'public library'. The UNESCO Public Library Manifesto stipulates that public libraries should be organized and maintained by a government department or an agency, that these should be generally based on legislation and should provide for free access to the

users, and government should wholly fund them. On the other hand, S.R.Ranganathan defined public library as *a library owned and maintained by the public of its area for the socialization of its books and kindred materials for free service to the people of the area.*

These differing definitions point to three diverse patterns in the development of public libraries, viz., one, where these are promoted exclusively by government initiative wherein there is no scope for levying of any fee; another, by private efforts alone in which case the user may pay for the service; and the third, a mixture of the above two. In the third case, public libraries are organized by private initiative but are substantially or partially funded by the government and also may collect nominal subscription from the users.

In the case where the government runs the public libraries, funds are allocated from general revenue on the basis of approved budget. Sometimes, local library authorities are permitted to raise revenue by means of surcharge on certain taxes to augment their resources. However this system of government taking over the sole responsibility promoting libraries exists only in few countries, especially developed countries. In India, all the three systems of public libraries exist side by side. This is evident from the definition of public libraries as enshrined in the Public Library Acts of Andhra Pradesh, Karnataka, and Maharashtra, etc. The definitions include, besides government libraries, aided libraries and co-operative society libraries (voluntary organization libraries) and *any other library notified by the government as public library for the purpose of the Act.* In a background as diverse as this where different philosophies and approaches on public library promotion and development co-exist, no uniform strategy in public library development and promotion can be visualized. And, for the same reason, the agencies involved in these efforts also will be very diverse.

You will find that in India, any entity connected with social or educational activities are also involved in the promotion and development of public libraries. It encompasses government at all levels such as central, state, and local; government agencies; voluntary organizations; library associations; rural schools; international organizations and even individuals.

3.2 STATE GOVERNMENT

In India, under the Constitution, 'Libraries, museums and other similar institutions controlled and financed by the State, ancient and historical monuments and records other than those declared by or under law made by Parliament to be of national importance are state subjects'. As the vision and priorities on public library movement varied from state to state, so also the strategies of each government resulting in highly varying levels of growth and development of public libraries in India.

India is a diverse country with wide variations in historical, economic, cultural, educational, and infrastructure background. Naturally, the organizational pattern of public libraries also differs from state to state. From the organizational point of view, the state governments and union territory administrations may broadly be grouped into two systems, viz., Statutory system, and non-statutory system.

3.2.1 Statutory System

Under the statutory system, the affairs of the public libraries are looked after under the law enacted by the State. It makes regular provision in the budget and tries to evolve the public library system in the State.

In India, at present there are only twelve states that have enacted library law: Tamil Nadu (1948), Andhra Pradesh (1960), Karnataka (1965), Maharashtra (1967), West Bengal (1979), Manipur (1988), Haryana (1989), Kerala (1989), Mizoram (1993) and Goa (1993), Gujarat (2001) and Orissa (2001). Thus, very many states and Union territories are left which have not resorted to library legislation as a means of their development. These include large and relatively backward states.

An analysis of these Acts will show that they differ between each other substantially in many aspects—in the objectives, definition, and the strategy. It will appear that many of the library acts have been drawn up based on historical aspects, i.e., they tried to develop the libraries preserving the system that already existed. The Library Acts, thus, do not offer a uniform

pattern. Considering the main features, the acts may be broadly classified into four types with still some minor variations remaining.

3.2.1.1 The Tamil Nadu Pattern

The Tamil Nadu Pattern may include Andhra Pradesh and Karnataka. The main features of the public acts of these states are the existence of (i) the State Library Committee/Council at the top which, in fact, is an advisory body only; (ii) Director of Public Libraries, which is the implementing organ of the Act, (iii) Local Library Authorities, which collect and maintain a local library fund, (iv) Provision for an independent source of income to the local library authorities through the levying of cess as a surcharge on certain taxes. The fund raised through the library cess is supplemented by the state, and (v) State Central Library is the apex library of the state public library system and district library is the apex of the district library system. There are, however, variations within this system too.

3.2.1.2 The Maharashtra Pattern

Endorses the philosophy of promoting library service through voluntary organizations. It does not levy any cess. Instead of the government establishing its own libraries, the existing libraries run by voluntary organisations (called aided libraries) are declared as district libraries or taluka libraries. Each library, depending on its status, is given a state grant. Like the Tamil Nadu pattern, it has provided for State Library Council and a Directorate of Libraries, and State Library Fund. However, no provision has been made for the District Library Fund (including cess), Local Library Authority, or state/district library system. Manipur, Haryana, and Mizoram have adopted this pattern with some modifications.

3.2.1.3 The West Bengal Pattern

Retains some features of the Tamil Nadu pattern as well as that of the Maharashtra Pattern. While it has provided for the State Library Council, Library Directorate, State Library Fund and autonomous Local Library Authority, there is no provision for any form of taxation and networking of libraries. As in the case of Maharashtra, in West Bengal voluntary organization libraries (called sponsored libraries) are recognized, and used to promote library service.

3.2.1.4 The Kerala Pattern

The Kerala Public Libraries Act provides for three tiers of library authorities—the State Library Council, the District Library Council and the Thaluka Library Union, all of which are run by elected members. No provision is made for library directorate, and networking of libraries. There is a provision for State Library Fund and levying of library cess. Thus, the library movement needs to be carried out through the voluntary organization libraries.

In short, we see that twelve states have come forward, armed with legislation, for promotion of public libraries in their jurisdiction. But every one has adopted varying approaches, mostly to accommodate the systems that were already in vogue.

3.2.2 Non-Statutory System

The states, which have not enacted library legislation, have adopted their own ways to develop libraries. These may be named administrative measures. While some have preferred direct governmental efforts, others have gone for grant-in-aid system. Direct governmental effort means establishment of libraries by the government itself. It is observed that while the bigger states have preferred the grant-in-aid system, the smaller ones and Union territories have established their own libraries. Generally, most of the states combine both methods. It will also be observed that in different states, different departments look after the library service.

In Assam, library organization is fully financed by the government and there is a full-fledged Directorate of Library Service that controls the entire library service in the state. In Himachal Pradesh, the public libraries services are controlled at the state level by the Director of Education, under the guidance of Central Planning and Purchase Committee, at district level by college principals and local education officers and at local level by heads of schools or district librarians.

The States like Bihar and Gujarat follow a combination of both, state and voluntary efforts. In Bihar, there is no directorate of library service. The Education Commissioner assisted at lower levels by Director of Higher Education and Superintendent of Libraries look after the library service. In Gujarat, Director of Libraries is at the apex of the administration, directly responsible to the Secretary, Education Department. The major provisions for library are implemented through executive orders.

The public libraries in Madhya Pradesh (MP), Orissa and Punjab are manned by a multiple of departments. For instance in MP, three state departments-Education, Panchayat Raj, and Information and Publicity- are providing public library service, but without any coordination or integration between them. The Panchayat Department has libraries in mandal panchayats rendering service to kendra panchayats and gram panchayats. The Information and Publicity Department runs information centers in six cities in the state. The government-run public libraries are under the control of Deputy Director (Education). There are libraries run for the tribal areas by Vanya Prakashan. There are also the Tribal Welfare Libraries maintained by the Department of Tribal Welfare. In addition to these, there are private public libraries in almost all the major cities of M.P.

In Orissa, at present, there are three administrative departments, which render public library service in the State. They are: a) Department of Sports and Culture b) Department of Housing and Urban Development and c) Department of Information and Public Relations. While the Department of Sports and Culture administers and maintains about 1,000 libraries, the Department of Housing and Urban Development maintains library-cum-reading rooms in 39 municipalities and notified area councils. The Department of Information and Public Relations runs almost the same number of information centre- cum- reading rooms spread over cities, towns and sub-divisions. The case of Punjab is also no exception. In Punjab, various departments of the Government, like Education Department, local bodies and Department of Public Relations are looking after the service.

Public libraries in Uttar Pradesh are a joint effort of the government and voluntary organizations. During the Fifth Five-Year Plan, a Library Cell was created under the charge of an Officer on Special Duty (OSD), which is now endowed with the responsibility of planning, monitoring, policy making and implementation of the public library system in UP. In Rajasthan, the Deputy Director of Social Education under the Directorate of Primary and Secondary Education is concerned with planning and policy making of public libraries.

Self-Check Exercises

- 1) What are the two systems that have emerged in respect of the efforts of the state governments in development of public libraries? Explain briefly.
- 2) What is the statutory system followed by ten states at present in India?
- 3) Under the situation without any statutory backing, how do the rest of the states in India endeavour to develop public libraries? Explain briefly.

Note: i) Write your answers in the space given below.
ii) Check your answers with the answers given at the end of the Unit.

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3.3 CENTRAL GOVERNMENT

As a rule, the Central /federal government does not appear to involve itself in the development of public libraries. As Joseph Shuhut puts it, *if one analyses the history of public library services of any nation, it is found that the federal government did not appear on the scene until recent years in some cases and in many, it is still a non-starter.*

In India, as mentioned earlier, 'Libraries' is constitutionally a state subject. The Central government has jurisdiction only over public libraries established by it and institutions of national importance declared so by Parliament. The states have exclusive jurisdiction over public libraries and other libraries established by them.

3.3.1 Department of Culture

Under the Government of India (Allocation of Business) Rules, the works pertaining to the Central Libraries, Libraries of National Importance, and the Delivery of Books Act are assigned to the Department of Culture. The Library Section of the Department looks after the development of libraries. It is in charge of the National Library, Kolkata; the Central Reference Library, Kolkata (both subordinate offices) and Central Secretariat Library, New Delhi. The Delhi Public Library, the Khuda Baksh Oriental Public Library, the Rampur Raza Library and Raja Rammohan Roy Library Foundation (RRRLF) are also receiving full financial assistance from the Government.

The National Library, Kolkata (1948), is endowed with the functions of acquiring and conserving copies of all significant publications published in India; collecting and holding a large and representative collection of foreign literature, including books on India and also act as a centre of international book exchange and loan. Books from all publishers are expected to be received at the National Library under the Delivery of Books and Newspapers (Public Library) Act, 1954 (as amended in 1956). The main responsibility of the Central Reference Library, Kolkata, located in the campus of the National Library are: 1) compilation and publication of the Indian National Bibliography (both in Roman script and in the respective language script) which is a monthly record of current Indian publications in 14 languages, including English based on their receipt in the National Library, and 2) compilation and publication of the Index Indiana (in Roman script) as index to select articles appearing in current Indian periodicals in six languages.

The Delhi Public Library was established by UNESCO in 1951 as a model public library system to introduce the concept of free public library and information services and has now grown into a premier public library system in the national capital territory of Delhi. It was later taken over by the Central Government (now an autonomous body of GOI). The Library has a network consisting of a Central Library, 4 zonal /branch libraries, 25 sub-branch libraries, 24 libraries in re-settlement colonies, 6 community libraries, and 9 reading rooms. The Central Secretariat Library (originally Imperial Secretariat Library, Calcutta, 1891) housed in Shastri Bhawan, New Delhi, with language wings and branch library elsewhere in the city is estimated to be the second largest Central Government library after the National Library. It is mainly responsible for providing service to policy makers, academicians, researchers and general readers.

Similarly, the Indian Council of World Affairs Library, New Delhi, that provides research facility, receives financial assistance from the Department of Culture. It also gives grants to State Central Library, Mumbai to the tune of 50% under 'plan' and two-third under 'Non-plan' for maintenance of the Delivery of Books Act Section of the Library. In the same vein, the Connemara Public Library (State Central Library), Chennai, also gets grants for implementing the Delivery of Books and Newspapers Act, 1954.

Preservation of records and manuscripts of national value and importance are also the concern of the Government. So, the Department of Culture has taken over two important manuscript libraries as institutions of national importance. They are: the Khuda Baksh Oriental Public Library (1891), Patna, and the Rampur Raza Library, both autonomous bodies of GOI. The Khuda Baksh Oriental Public Library, Patna, possesses one of the richest collections of manuscripts in the subcontinent numbering over 18,000 manuscripts, 1,80,000 printed books, and 2,000 original paintings of the Mughal, Rajput, Iranian and Turkish schools. In 1969, by an Act of Parliament, it was declared as an Institution of National Importance and the

Government of India took over its management. The Rampur Raza Library, taken over by the Government in 1975, is renowned all over the world and is considered to be a highly valued treasure house of thousands of rare manuscripts, miniature paintings, illustrated manuscripts, specimens of great calligraphers of the Islamic world, historical documents, letters, printed books, newspapers and periodicals. The Thanjavur Maharaja Serfoji's Saraswathi Mahal (TMSSM) Library, Thanjavur is one of the few medieval libraries that exists in the world. It is a priceless repository of culture and treasure house of knowledge. The library has the richest collection (39,300) of manuscripts, rare books, paintings, maps, and drawings, etc. which are truly reflective of the culture of ancient South India. It is also receiving substantial financial assistance from the Government.

3.3.2 Raja Rammohun Roy Library Foundation (RRRLF)

Though 'Libraries' included in Item 12 of the State List in the Seventh Schedule of the Indian Constitution, is a State subject, the Central Government has also been pursuing development of public libraries through financial incentives. The Raja Rammohun Roy Library Foundation, Kolkata, was established in the year 1972 by the Department of Culture as an autonomous body for this purpose. The RRRLF is not a library but a promotional agency, and tries to support and promote library services in the country in co-operation with the states and Union territories.

The Foundation reaches out to the public libraries and promotes their development through the means of rendering assistance, viz., book assistance and finance assistance.

Assistance under these schemes is given either exclusively from the Foundation's own resources, called "Central Fund/ Non-matching Fund", or from the shared resources with the states/Union territories called the "Matching Fund/ Combined Fund". To avail assistance under the Matching Fund, a state or Union territory has to participate in the programmes of the Foundation by paying contributions on pre-determined basis. The amount varies from Rs.50 lakh to less than a lakh depending on the size, population, and library infrastructure and past utilization of funds. Non-matching assistance is usually rendered to the state central libraries and district central libraries of all the states and Union territories partly to augment the stock of their reading materials or partly to develop children's section in their libraries. Non-matching assistance is available to voluntary organizations rendering public library service for construction of buildings, purchase of furniture and equipment and for purchase of books. Assistance is available to all categories of libraries-government, semi-government, statutory and libraries run by voluntary organizations.

The detail of the schemes of assistance currently in operation are given below:

Matching/schemes of assistance:

- 1) Assistance towards building up of adequate stock of books and reading materials [Books are supplied free to all categories of public libraries from state central library to rural libraries in a state].
- 2) Assistance towards storage and display of books. [To purchase almirahs/racks/storage and display equipment]
- 3) Assistance to state central libraries and district libraries to acquire TV-cum-VCR sets for educational purpose.
- 4) Assistance to public libraries below district level for increasing accommodation.
- 5) Assistance towards organization of seminars, workshops, training courses. (Orientation /refresher) and book exhibitions. [To give re-orientation training to librarians and promote use of books and inculcate reading habit amongst the public].

Non-matching schemes of assistance

- 1) Assistance towards building up of adequate stock of books and reading materials. [Books are supplied free of charge from the RRRLF to all state central libraries, district libraries and selected public libraries]

- 2) Assistance to children's libraries and children's section of public libraries. *[For purchase of children's reading materials, audio-visual materials, racks, /almirahs/reading tables and chairs].*
- 3) Assistance to public libraries towards celebration of centenary year/125 the year/175 the year and the like.
- 4) Assistance to centrally-sponsored libraries. *[Fund is given mainly to the Nehru Yuvak Kendras, set up in district headquarters for the welfare of non-student youth, to augment book stock of their libraries].*
- 5) Assistance towards organisation of seminars/conferences by national level library organizations.
- 6) Assistance to voluntary organizations providing public library services. *[To the registered non-governmental organizations to purchase books, furniture and equipment and also to construct (including additions /alterations) of the library building].*
- 7) Assistance towards collection and compilation of library statistics through official and non-official agencies. *[To build up public library database in collaboration with library associations or other such suitable agencies by paying grant to them].*
- 8) Assistance to libraries in northeastern states out of special non-matching fund.

Till date, the Foundation has assisted more than 30,000 libraries. The details are as follows:

State central libraries	28
Divisional and district libraries	451
Sub-divisional/taluka/tehsil libraries	501
Town and rural libraries	29,820
Nehru Yuvak Kendras	272
Jawahar Bal Bhavans	49
Others	128
Total	31,249

3.4 LOCAL BODIES — MUNICIPALITIES AND PANCHAYATS

The government policy is to bestow more powers on the local bodies to take development to the grassroot level. As a sequel to this, the 73rd Constitutional Amendment in 1992 devolves powers including that of development of public libraries to Panchayats to take libraries to the grassroot level by setting up rural libraries in 2,22,000 panchayats. At present the number of libraries run by zilla parishads/samities/panchayats to 3,000.

Other local bodies like corporations/municipalities also run public libraries. There are about 100 libraries in the country-(42 in Haryana alone) maintained by corporations/municipalities.

Self-Check Exercises

- 4) As per the Government of India Allocation of Business Rules, which department is endowed with the responsibility of development of public libraries in India?
- 5) Which libraries are under the charge of the Department of Culture and which are the ones financed fully by it?
- 6) How does the RRRLF endeavours to promote and develop public libraries?

- Note:** i) Write your answers in the space given below.
- ii) Check your answers with the answers given at the end of the Unit.

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3.5 OTHER ORGANISATIONS AND INDIVIDUALS

3.5.1 Central Government Organisations

There are a number of central government organisations which promote public library service indirectly. For them, promotion of public library is not the primary objective but in the course of their activities, public library services too are benefited. Some such organizations are the Nehru Yuvak Kendra Sangathan, Jawahar Bal Bhawans, Jan Shikshan Sansthan, and the National Archives of India.

- a) *Nehru Yuvak Kendra Sangathan*, an autonomous body under the Department of Youth Affairs, Ministry of Human Resource Development, GOI, aims at serving non-students and rural youth to develop their personality and employment capability. It has above 500 Nehru Yuvak Kendras (NYKs) all over India. They organise various activities, including social service which includes running of circulating library service through rural youth clubs (as a part of provision of recreational activities and support for adult education programme). The Sangathan is estimated to have around 181,000 village-based youth clubs which are supposed to be rendering library service.
- b) *Jawahar Bal Bhawans*: Jawahar Bal Bhawans (JBBs) run/ sponsored by Bal Bhawan Society of India are established by the Ministry of Human Resource Development, GOI, to create special environment for children, especially the rural poor, for free and spontaneous expression and to pursue creative activities in fine arts, science, physical education, performing arts, etc. The JBBs as a part of their function run children's libraries for the rural poor.
- c) *National Archives of India, New Delhi*, an attached office of the Department of Culture, GOI, provides financial assistance to government manuscript/rare books libraries (including archives and museums) for preservation of records, books and manuscripts. The financial assistance covers:
 - Preservation/conservation/repair of public records/rare books/manuscripts.
 - Publication, listing, cataloguing and compilation of Guide to Records and Manuscripts.
 - Microfilming of historical records/mss/rare books.
 - Air-conditioning of the room where records/mss/rare books are kept.
 - Purchase of preservative and reprographic material/equipment.
 - Construction, including addition/alteration /renovation, of building.
- d) *Jan Shikshan Sansthan* under the National Literacy Mission (Adult Education Directorate, Ministry of Human Resource Development, GOI), functions as a district repository of vocational / technical skills in both rural and urban areas. The Sansthan as part of its function provides library service to the public.

(Besides, the Department of Adult Education maintains libraries, on its own, named Adult Education Department Libraries, in the rural areas all over the country for furtherance of its objectives).

3.5.2 School-cum-village Libraries

The school-cum-public library system (also known as combined library system/dual-use library system) is active both in developed as well as developing countries. This, in fact, is gaining currency in different parts of the world as a means to serving the large sections of a community with limited resources. The dual-library is established in the premises of a school (maintained or aided or recognised /sponsored by respective state governments). It functions during the school hours as school library and after school hours, as public library, in both the instances manned by school teachers. Thus, though the combined library functions from the same structure, the collections of the school and public library will not be common. In other words, these combined /dual-use /school-cum-public libraries are open for a few hours after the school for the public. Such books as designated for the public are available for use. A school teacher will run this part of the service on a monthly remuneration.

In India, Himachal Pradesh has been experimenting with this system by establishing school-cum-village libraries (known as Integrated Libraries in senior secondary and secondary schools). There are about 110-120 such libraries in Himachal Pradesh. In Gujarat they are known as Gram Wchanalaya (about 300 in number). They function under the Director of Primary Education and are financed by the Directorate of Libraries. The third instance of dual-use library system is known to exist in MP. These are composite centres in tribal belt and named as Swraswatisangam. In UP, it is reported that 18 government school libraries extend such public library service.

This system of public library service has been endorsed later by the Committee on National Policy on Library and Information System (CONPOLIS). It recommended that where the community library doesn't exist, the primary school be developed as to serve as the base of village library and the primary school should share the resources of the community library.

3.5.3 Independent Children's Libraries

These are known as 'Bal Bhawans' and are maintained either by the state government or voluntary agencies. They are either separate or attached to general public libraries. (There are also Jawahar Bal Bahwans run/sponsored by Bal Bhawan Society of India as indicated earlier).

3.5.4 Library Associations

Library associations at national and state levels play very important role in the promotion of public libraries. A bird's eye view of their contributions to public library promotion is provided with the cases of three associations, one at national and two at state levels.

- a) *Indian Library Association (ILA)* established in 1933 with the objective of furtherance of the library movement in India has almost 2,500 members capacity of different types of library on its rolls from all over the country. It is engaged in various activities for meeting these objectives. The ILA has organized about 45 seminars in various parts of the country on an array of themes. Besides its regular publications like the ILA Bulletin and ILA Newsletter, it brings out conference proceedings, directories and other special publications. The ILA also engages itself in the continuing education programmes for the librarians, besides organizing of study circle meetings, workshops in computers, consultancy projects. Also, it is represented in many policy-making bodies like the RRRLF, Bureau of Indian Standards, Good Offices Committee, Working Group of Planning Commission, etc.. ILA has also instituted three awards/prizes for promotion of library service. It strives to improve the status and service conditions of the library professionals.
- b) *Bengal Library Association (BLA)*, established in 1925 under the presidentship of Rabindranath Tagore, tries to propagate the concept of free and integrated public library system for the state and also to develop awareness in library and information services. So far, it has organized about 50 all-Bengal library conferences in different parts of the state. It has its own library on Library and Information Science, and publishes a monthly journal Granthgar, and other special books. It has evolved a system of keeping contact with districts through district committees for propagation of library service.

However, the most important contribution of the BLA is its part in drafting the library bill and its enactment. The association is represented in the State Library Council and the Local Library Authorities of different districts.

- c) *Kerala Library Association (KLA)*. Besides its significant role in the enactment of the library legislation in Kerala, the Association's focus is on the qualitative improvement of public library service in the State. In appreciation of the fact that volunteers having no training in library service man public libraries in Kerala, the Association has taken upon itself the task of training/ orienting them. (It may be noted that almost all public libraries in Kerala are run by voluntary organizations). Based on a small handbook prepared by the KLA on book processing, it imparts one-month training to batches of such librarians on a continuing basis to help them reorganize their libraries on modern lines. The KLA attends small library gatherings organized locally by the individual libraries throughout the state and explains the different types of services that can be offered to the public and also on how to function as community information centers. It provides resource persons, on demand from public libraries, to provide advice and assistance for their technical organization. These resource persons also participate in the district and taluka seminars organised by the Kerala State Library Council.

3.5.5 Individual Libraries

Public libraries, being a social institution, were at all times patronized by individuals, kings, nobles and the common man. A few such instances are given below as a way of illustration.

Before Independence, enlightened of Saurashtra, such as Krishankumar Singhji (Bhavnagar), Bhagvatsinghji (Gondal) and Sir Iakhajirao (Rajkot) were pioneers in public library movement. Maharaja Sayajirao Gaekwad- III of Baroda was the first to establish state-aided five public libraries and a Department of Public Libraries to look after the affairs of public library development. The legacy of Shri Motibhai Amin, (a devoted worker of the Maharaja), viz., 'Mitra Mandal Libraries' are still functioning as grant-in-aid libraries in the present set-up. The personal gift by Khuda Baksh at Patna and the royal family of Tanjavur at Tanjavur are two other cases of individual libraries.

The Carnegie Libraries is another example on how individual efforts have poured into public library development. Andrew Carnegie and the Carnegie Corporation provided funding for 1,681 public library buildings in 1,412, the US communities between 1889 and 1923. This philanthropy had a great impact on the growth of public libraries in the United States. Carnegie's library benefactions influenced hundreds of local philanthropists who then supported their local libraries on a smaller scale. The number of libraries that stood at 900 in 1896, grew to almost 4,000 by 1925. There are about 9,000 public libraries, with approximately 6,300 additional branch library locations in the USA now.

3.5.6 Voluntary Organisations/Non-Government Organizations

The early history of public libraries is one of philanthropy and voluntary efforts. It always played a crucial role, especially at the early stage of public library development in a country. It is observed that in India in socially advanced states such as Kerala, Maharashtra and West Bengal, voluntary organizations/non-government organizations (NGOs) have played a significant role in development of public libraries. In fact, the vast majority of public libraries in India are maintained by voluntary organisations/ non-government organizations (NGOs). Though registered voluntary organization libraries are reported to be functioning in 23 states/ Union territories, eight states account for the vast majority of them, out of which again four states claim a concentration of them. These states (in the order of concentration) are: Kerala, Maharashtra, Orissa, West Bengal, Gujarat, Uttar Pradesh, Bihar, and Andhra Pradesh. These libraries subsist on annual subscriptions paid by the members and grants from the respective state governments. No statistics, however, are available on the number of such libraries functioning in India as a whole.

In the modern world of liberalization and open economy, voluntary efforts assume great significance. Voluntary initiative needs to be intensively tapped to supplement government efforts in promotion and development of public libraries in consideration of the paucity of resources and the new economic liberalization policy of a country.

3.5.7 International Organisations

International organizations such as UNESCO and IFLA (International Federation of Library Associations and Institutions) have played significant role in the development of public libraries. As mentioned earlier, the Delhi Public Library was originally established by UNESCO in 1951 as a model public library system to introduce the concept of free public library and information services and has now grown into a premier public library system in the national capital territory of Delhi. The UNESCO Library, Documentation and Information Services, New Delhi, provides information and documentation support to regional and country programmes for sharing and exchange of information material. It also provides on-line bibliographical searches on UNESCO New Delhi Library Database.

The UNESCO and IFLA have produced valuable documents for the promotion of public libraries. Of these, mention may be made of i) the UNESCO Public Library Manifesto, 1972 (revised in 1994); ii) IFLA Standards for Public Libraries 1973/1977; iii) the Public Library Service: IFLA/UNESCO Guidelines for Development (2000); iv) standards and guidelines relevant to specific aspects of public library service (issued by specialized groups within IFLA) as for the blind, hospital patients and handicapped readers, ethnic and linguistic minorities, mobile libraries etc, v) Measuring Performance of Public Libraries: A Draft Manual (UNESCO, 1989, by Nick More).

Self-Check Exercises

- 7) What are the other Government of India organizations that promote public libraries indirectly?
- 8) There are some entities other than the Government that promote public library service. What are these?

Note: i) Write your answers in the space given below.

ii) Check your answers with the answers given at the end of the Unit.

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3.6 SUMMARY

India is vast and complex country, diverse in all aspects of life like culture, language, education, level, and infrastructure. Equally diverse is the case of public libraries, which, in fact, is a reflection of all those factors mentioned above. One will not find any uniformity or pattern in their functioning or status. They have been set up in various ways, through philanthropy, voluntary initiative, as legacy of independence struggle, through governmental efforts, or as part of educational/cultural activity. After Independence when popular democratic governments took it upon themselves, the duty of cultural and educational upliftment of their masses, instead of building up a public library system, they preferred to support whatever existed at that point of time. While some governments (states) were more enlightened in this sphere, others were not so. Consequently, we find in India public libraries of all hues and colours starting from purely private to purely government libraries. As public libraries vary, so do the agencies promoting them. Hence, we will come across a number of agencies/organisation that are engaged in the promotion and development of libraries.

As 'libraries' is constitutionally a state subject, the state governments are the principal agency responsible for promotion and development of public libraries in India. The involvement of these governments varies from state to state, so also the administrative arrangement put up by them. The administrative arrangement can be grouped into two viz., a) statutory and b) non-statutory. Under the former, the affairs of the public libraries are looked after under the law enacted by the state. It makes regular provision for the purpose from the state Budget and tries to evolve the public library in the state. In India, at present there are only ten states that have enacted library law. However, there is no uniformity among these legislations for due to the fact that every state has adopted varying approach, mostly to accommodate the systems that were already in vogue. Other states that have not enacted library legislation (non-statutory system) have adopted their own ways to develop libraries. These may be named administrative measures. While some have preferred direct governmental efforts, others have gone for grant-in-aid system.

The Central Government has jurisdiction only over public libraries established by it and institutions of national importance declared so by Parliament. Under the Government of India (Allocation of Business) Rules, the works pertaining to the Central Libraries, Libraries of National Importance, and the Delivery of Books Act are assigned to the Department of Culture. The library section of the department looks after the development of libraries.

Such libraries (some subordinate offices and some autonomous bodies) and the RRRLF, a promotional/financing body are fully financed by the Central Government. The Central Government also assists some other libraries of the state government as part of for maintenance of the Delivery of Books Act Section of the library.

Other local bodies such as corporations/municipalities and panchayats also run public libraries in India. There are a number of other organisations, which promote public library service indirectly. To them, promotion of public library is not the primary objective but in the course of their activities, public library services too are benefited. Some such central government organizations are: the Nehru Yuvak Kendra Sangathan and Jawahar Bal Bhawans. Others organizations that support public library promotion are: school-cum- village libraries, Independent Children's Libraries, Library Associations, Individuals Voluntary Organisations, non-government organizations, and International Organisations.

3.7 ANSWERS TO SELF CHECK EXERCISES

1) India is a diverse country with wide variations in historical, economic, cultural, educational, and infrastructure backgrounds. Naturally the organizational pattern of public libraries also differs from state to state. From the organizational point of view, the state governments and Union territory administrations may broadly be grouped into two systems, viz., (1) statutory system, and (2) non-statutory system.

2) Under the statutory system the affairs of the public libraries are looked after under the law enacted by the state. It makes regular provision for the purpose from the state Budget and tries to evolve the public library in the state.

In India, at present, there are only twelve states that have enacted library law: Tamil Nadu (1948), Andhra Pradesh (1960), Karnataka (1965), Maharashtra (1967), West Bengal (1979), Manipur (1988), Haryana (1989), Kerala (1989), Mizoram (1993) and Goa (1993), Gujarat (2001) and Orissa (2001).

3) The states that have not enacted library legislation have adopted their own ways to develop libraries. These may be named administrative measures. While some have preferred direct governmental efforts, others have gone for grant-in-aid system. Direct governmental effort means establishment of libraries by the government itself. It is observed that while the bigger states have preferred the grant-in-aid system, the smaller ones and Union territories have established their own libraries. Generally, most of the states combine both methods. It will also be observed that in different states different departments look after the library service.

4) Under the government of India (Allocation of Business) Rules, the works pertaining to the Central Libraries, Libraries of National Importance, and the Delivery of Books Act are

assigned to the Department of Culture. The library section of the department looks after the development of libraries.

- 5) The Library Section of the Department of Culture looks after the development of libraries. It is in charge of the National Library, Kolkata; the Central Reference Library, Kolkata (both subordinate offices) and Central Secretariat Library, New Delhi. The Delhi Public Library, the Khuda Baksh Oriental Public Library, the Rampur Raza Library and the RRLRF are also receiving full financial assistance from the Government.

Similarly, the Indian Council of World Affairs Library, New Delhi, that provides research facility, receives financial assistance from the Department of Culture. It also gives grants to State Central Library, Mumbai, and the Connemara Public Library (State Central Library), Chennai, for maintenance of the Delivery of Books Act Section of the Library

- 6) The Foundation reaches out to the public libraries and promotes their development through the means of rendering assistance, viz., book assistance and finance assistance. Assistance under these schemes is given either exclusively from Foundation's own resources called "Central Fund/ Non-matching Fund", or from the shared resources with the states/union territories called the "Matching Fund/Combined Fund". To avail assistance under the Matching Fund, a state or Union territory has to participate in the programmes of the Foundation by paying contributions on pre-determined basis. Assistance is available to all categories of libraries -government, semi-government, statutory and libraries run by voluntary organizations.

Schemes of assistance currently in operation cover assistance towards building up of adequate stock of books and reading materials; purchase storage materials, such as TV/ VCR sets; for increasing accommodation; for organization of seminars etc. The Foundation has so far assisted more than 30,000 libraries at one time or more.

- 7) There are a number of central government organisations which promote public library service indirectly. To them, promotion of public library is not the primary objective but in the course of their activities, public library libraries too are benefited. Some such organizations are: the Nehru Yuvak Kendra Sangathan, Jawahar Bal Bhawans, Jan Shikshan Sansthan, and National Archives of India.
- 8) Others organizations that support public library promotion are: School-cum-Village Libraries, Independent Children's Libraries, Library Associations, Individuals, Voluntary Organisations/non-government organizations, and International Organisations.

3.8 KEY WORDS

- Mobile Library** : A library accommodated in a vehicle so as to be transportable and serve different places.
- Statutory** : A law passed by a legislature and expressed in a formal document, is obligatory for execution.

3.9 REFERENCES AND FURTHER READINGS

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UNIT 4 NATIONAL LIBRARY POLICY AND LIBRARY LEGISLATION

Structure

- 4.0 Objectives
- 4.1 Introduction
- 4.2 Need and Goals of Library Legislation
- 4.3 Library Policy
 - 4.3.1 UNESCO Public Library Manifesto
 - 4.3.2 National Policy on Library and Information System
 - 4.3.3 Need for a State Library Policy
- 4.4 Library Legislation in India
 - 4.4.1 Efforts for Library Legislation in India
 - 4.4.2 Model Public Library Bills/Acts in India
 - 4.4.3 Comparative Study of the Public Libraries Acts in India
- 4.5 Ranganathan's Contribution to Development of Public Library in India
- 4.6 Summary
- 4.7 Answers to Self-Check Exercises
- 4.8 Key Words
- 4.9 References and Further Reading

4.0 OBJECTIVES

In this Unit, we introduce the essential requirements for designing the public library system for a country with particular reference in India. We shall also deal with the commitment of the state in developing a network of public libraries.

After studying this Unit, you should be able to:

- know the need for library legislation;
- understand the National and State level policy of library legislation;
- identify components of a Public Library Act; and
- enumerate the features of a Model Act and already enacted Act/Laws.

4.1 INTRODUCTION

The public libraries play a significant role in creating all round awareness about the country, and world. These libraries should provide general reference and information services across the whole spectrum of human knowledge. To achieve this objective, we have described legislative measures to generate public library service and maintain the system effectively. In this connotation, the term "SYSTEM" has greater relevance. Since, the subject "LIBRARIES" form the part of a State List as per the Constitution of India, we have to limit our scope to the state level only, and invariably we have to depend upon and adopt the state level administrative system and hierarchical tiers. In this Unit, we shall study the system of public libraries in the country, model acts, and regular acts passed by the state legislature.

4.2 NEED AND GOALS OF LIBRARY LEGISLATION

It is an accepted fact that executive orders of a State Governments or a statutory local body, cannot maintain a sound system of public libraries. At the same time, executive orders cannot

generate funds perennially to meet the growing needs and escalation of costs particularly in the present context of economic reforms.

Secondly, we have subscription libraries and libraries under grant-in-aid more or less in all the States and Union Territories. These are for more than one hundred years old. But, the service in these libraries is gradually weakened and in a few cases it is stand still. Experience shows that subscriptions and grant-in-aid method did not succeed to make the library service more functional and effective. It was also proved that in the United Kingdom, and in Indian States such as Tamilnadu, Andhra Pradesh, Karnataka and Kerala are generating funds regularly through the collection of library cess from the local bodies. This system has been found to be successful to a large extent. So, for developing a system on a hierarchical method, and for levying any cess, legislatures approval through an Act is necessary. Long ago, Edward Edwards, the pioneer in British Library Legislation, exhorted that public library can no longer depend on individual munificence for organizing its service. In fact, this concept helped library legislation in United Kingdom. Dr. S. R. Ranganathan, a crusader of library service in India, also advocated for library legislation with a provision of library cess. The UNESCO in its Public Library Manifesto reiterated that a Public Library should be maintained with public funds and no direct charge should be made on any one for its services. In view of these arguments, it can be stated that library legislation is a 'must' for efficient public library service. The need for library legislation may thus be summed up as follows:

- 1) It should clearly define the government's responsibility in the matter of public libraries in the state, with a statutory base;
- 2) It should lay down the constitution and functions of the library authorities at State and district levels;
- 3) It should provide an assured financial support, and smooth flow of finances. There are two ways of providing a firm basis for finances:
 - a) Library cess as surcharge, and
 - b) Allocation of a certain percentage of the budget;
- 4) It should provide proper governance and management;
- 5) It should provide for participation of the representatives of the public, in the development of the public library system.

The Regional Seminar on Library Development in South Asia has evolved the following objectives of free public library service:

The objectives should have provisions to

- 1) house materials giving reliable information and wholesome recreation;
- 2) organize them so as to promote their use;
- 3) convert potential readers into actual readers;
- 4) fulfill the objectives, a good library bill should clearly depict
 - i) the objectives to be achieved and the acceptance of the responsibility to be discharged;
 - ii) the organization, with its component parts, which will discharge the responsibilities and
 - iii) the provision of finance.

To fulfill these functions, the library legislation is obligatory on the part of the state. The UNESCO Public Library Manifesto 1994, reiterates that Public Library legislation is the responsibility of local and national authorities. (See Appendix at the end of Unit 2).

Self Check Exercises

- 1) Explain the need for library legislation.
- 2) What is the objective of a library policy?

- ii) Check your answers with the answers with the answers given at the end of this Unit.

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4.3 LIBRARY POLICY

A policy is a set of guidelines for future development to achieve the goals aimed. If such a policy is formulated for the development of libraries in order to provide effective and efficient library services at state or national level, it is called a "library policy". By evolving such a policy, a government recognizes that the value of library services is very much essential to achieve the developmental goals, improve quality of life and to preserve and make known the state's cultural heritage in its multiple forms.

4.3.1 UNESCO Public Library Manifesto

United Nations Educational Scientific and Cultural Organizations (UNESCO) has given great importance to the Public Library service, particularly in the developing countries. The UNESCO pronounced the **Public Library Manifesto** in the year 1949, and revised it in 1972, in connection with the International Book Year and again revised it in 1994. The second revision was done with the cooperation of IFLA. In the second revision, the UNESCO reiterates: "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 is to be an essential component of a long-term strategy of improving culture".

4.3.2 National Policy on Library and Information System

With the persuasion of the Raja Rammohan Roy Library Foundation and the Indian Library Association, the Ministry of Human Resource Development, Government of India, constituted a committee on National Policy on Library and Information System (NAPLIS) in 1985, with Prof. D.P. Chattapodyaya as its Chairman. This committee submitted its final report to the Ministry of Human Resource Development, Government of India in 1986. After observing the situation of libraries in the country, this committee made recommendations on all aspects of library and Information System, in which the Public Library System form one chapter. The recommendation of the NAPLIS on the Public Library System is given below:

Though the Government has not adopted it as the official policy, but it serves as suggestive model for development.

- 1) The most important task before the Government is to establish, maintain and strengthen the free public libraries in the country and enable them to work as a system.
- 2) The main thrust in this area should go to the rural public library. A village or a village cluster with an adequate population size should have a community library, which will also serve as an information centre. The resources of different agencies engaged in the work of public health, adult education, local self-government and such others might be pooled to raise this composite center.

- 3) An important link should be established between the community library of the village and the village primary school. If the school does not have a library of its own, the community library should provide the children with an adequate book-corner.
- 4) The community library should also importantly cater for adult education and make adequate audio-visual aids available to attract the illiterate villagers.
- 5) The district library should serve as an apex library for each district with public libraries at city, town and village levels, constituting important components in the district library system. In addition to the usual services to be rendered by it, it should also provide for learning facilities and recreation for the handicapped. Wherever possible, district, libraries and comparable city public libraries should provide literature in Braille. The district library and branch libraries should also arrange mobile and circulating library services within its area, wherever it is necessary and feasible. Special services should be rendered to hospitals, prisons and the infirm in their homes.
- 6) Libraries for special groups should be built in areas of tribal concentration or of minority communities to develop their distinctive cultures. The Government will provide all encouragement for such communities to develop their own libraries through voluntary effort.
- 7) Each public library should have a section for children and, in addition, separate libraries for children with attractive books and audio-visual supporting materials should be established wherever possible.
- 8) The district library will take the leadership in establishing linkages between all other public libraries of the district and work towards resource sharing within the area.
- 9) The key role of the public libraries as chief sustaining agencies of distance education should be recognized and they should be adequately equipped with the relevant resources for this purpose.
- 10) All the libraries within a state should form part of a network extending from the community library of the village through intermediary levels to the district and to the state central library. This state network should eventually connect with the national level.
- 11) The role of the state central library is crucial in networking and the establishment of uniform library procedures within the state. The state central library/directorate of public libraries has to perform as the co-coordinating agency for public libraries in the state.
- 12) To bring about this development of the public libraries in a State it is vital that each state enacts its own library legislation. The central Government should revise the Model Public Library Bill, which it has already prepared, in the light of experience gained in recent years and urge upon the States the importance of enacting such legislation. Finances for library development should be found by each State either from its general revenues or from local taxation.
- 13) The Central Government should assist the state in the development of public libraries in a larger way than it has done so far. The Raja Rammohun Roy Library Foundation as the national agency for co-coordinating and assisting the development of public libraries be suitably strengthened enabling it to discharge its responsibilities effectively.

4.3.3 Need For a State Library Policy

So far, nobody thought of a State Policy for Library and Information Service. As stated earlier and as per the constitution, the subject Libraries is in the State List. It is obligatory on the part of the State/UT Government to formulate a State Policy and pass laws to implement the policy so framed. This policy should have the following components:

- 1) **Objectives:** The public libraries should be moulded as a living force of education, culture and information.
- 2) **Access:** It should have free access to all sections of the community, including the handicapped and disadvantaged.

- 3) **System:** A federal country like India needs to a two-tier Public Library System in the state, that is, one at the State level as an apex body and the other at the District level for spreading its activities to the village level. There is a need for a statutory body with a corporate status at the district level for rendering comprehensive library and information service from district headquarters to the village and even to the hamlet level. It is called the District Library Authority. Its main objective must be that every taxpayer is offered satisfactory library and information service.
- 4) **Reading material:** The public libraries should be equipped with suitable books as per the states meet.
- 5) **Human Resource:** A separate state library and information service and subordinate services need to be created.
- 6) **Finances:** It is strongly felt that public library services will be rendered freely without charging any fee for general services. However, a nominal fee may be collected for special services. It is also strongly felt that the Government should levy library cess on all possible sources.
- 7) **Accountability:** The need for audit, inspection and reporting also is to stressed in the policy. In fact, these are the components while drafting the Bill for Public Library and Information Services of the State/U.T.

Self Check Exercises

- 3) Explain the basic components of UNESCO Public Library Manifesto, 1994.
- 4) Enumerate the important recommendations of NAPLIS on Public Library System.

Note: i) Write your answers in the space given below.
 ii) Check your answers with the answers given at the end of this Unit.

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4.4 LIBRARY LEGISLATION IN INDIA

The Indian Union consists of 26 States and six Union Territories. As per the Constitution of India, the subject 'Libraries' is included in the State List. So, the following states have so far passed library legislation since independence.

- 1) 1948 Tamil Nadu
- 2) 1960 Andhra Pradesh
- 3) 1965 Karnataka
- 4) 1967 Maharashtra
- 5) 1979 West Bengal
- 6) 1988 Manipur

- 7) 1989 Kerala
- 8) 1989 Haryana
- 9) 1993 Mizoram
- 10) 1994 Goa
- 11) 2002 Gujarat
- 12) 2002 Orissa

After the reorganization of the states, Hyderabad state was merged into Andhra Pradesh state. Even before independence, the Kolhapur Public Libraries Act was passed in 1945 and the details of its functioning are not known. However, the above twelve Acts are now in force in India.

4.4.1 Efforts For Library Legislation

Even after five decades of Indian Independence only twelve States could get public library legislation. More States and all the UT's in India are left out without a network of libraries. The states and UT, like Uttar Pradesh, Madhya Pradesh, Rajasthan, Delhi and Pondichery are examining the possibilities for library legislation. The other states are yet to take up this issue.

4.4.2 Model Public Library Bills/Acts in India

As far as this course is concerned, the Model Bills/Acts are used as synonymous terms. In the pre-independent and independent India, on the whole we have five model Acts/Bills, with revisions, whenever necessary at the state level. They are:

- 1) 1930 -Model Public Libraries Act by Dr S.R. Ranganathan (Revised in 1972).
- 2) 1963 Model Public Library Bill by Dr. M.D. Sen Committee, Ministry of Education, Government of India.
- 3) 1964-Model Public Library Bill- (The working Group of the Planning Commission, Government of India).
- 4) 1989- Model Public Libraries Act of the Indian Library Association, and revised in 1995, as Model Public Library and Information Services Act.
- 5) Model Union Public Library Act.

This Model Act was again revised in 2000, to suit the requirements of the new millennium. We will discuss the salient features of these documents.

1) Model Act of Dr. Ranganathan

The first Model Public Library Act was drafted by Dr. S.R. Ranganathan, and was also discussed in the First All Asia Educational Conference held at Banaras during 26-30 December 1930. This Act was revised in 1957 and 1972. The salient feature of the final version is the constitution of State Library Authority, State Library Committee, District Library Authority, collection of library cess and the autonomy of the Local Bodies. The compulsory clauses like library grant, library cess, etc. created hindrances for its enactment in the early days.

2) Model Bill of Ministry of Education

The Government of India appointed an Advisory Committee for Libraries in 1957, under the Chairmanship of Shri K.P. Sinha, former Director of Public Instruction, Bihar. This committee recommended the need for a Library Legislation in each state. As a follow-up action of the Advisory Committee, the Ministry of Education, Government of India appointed a committee under the Chairmanship of Dr. M.D. Sen. The Committee drafted a Model Public Libraries Bill in the year 1963. The salient features of this Bill are the establishment of State Library Council, State Library Directorate, and provision of funds from the state exchequer. The essential provision of State Library Authority is missing in the Act. The Union Government of the India communicated this Bill to all the state Governments. It appears that there has been no concrete reaction from the states so far.

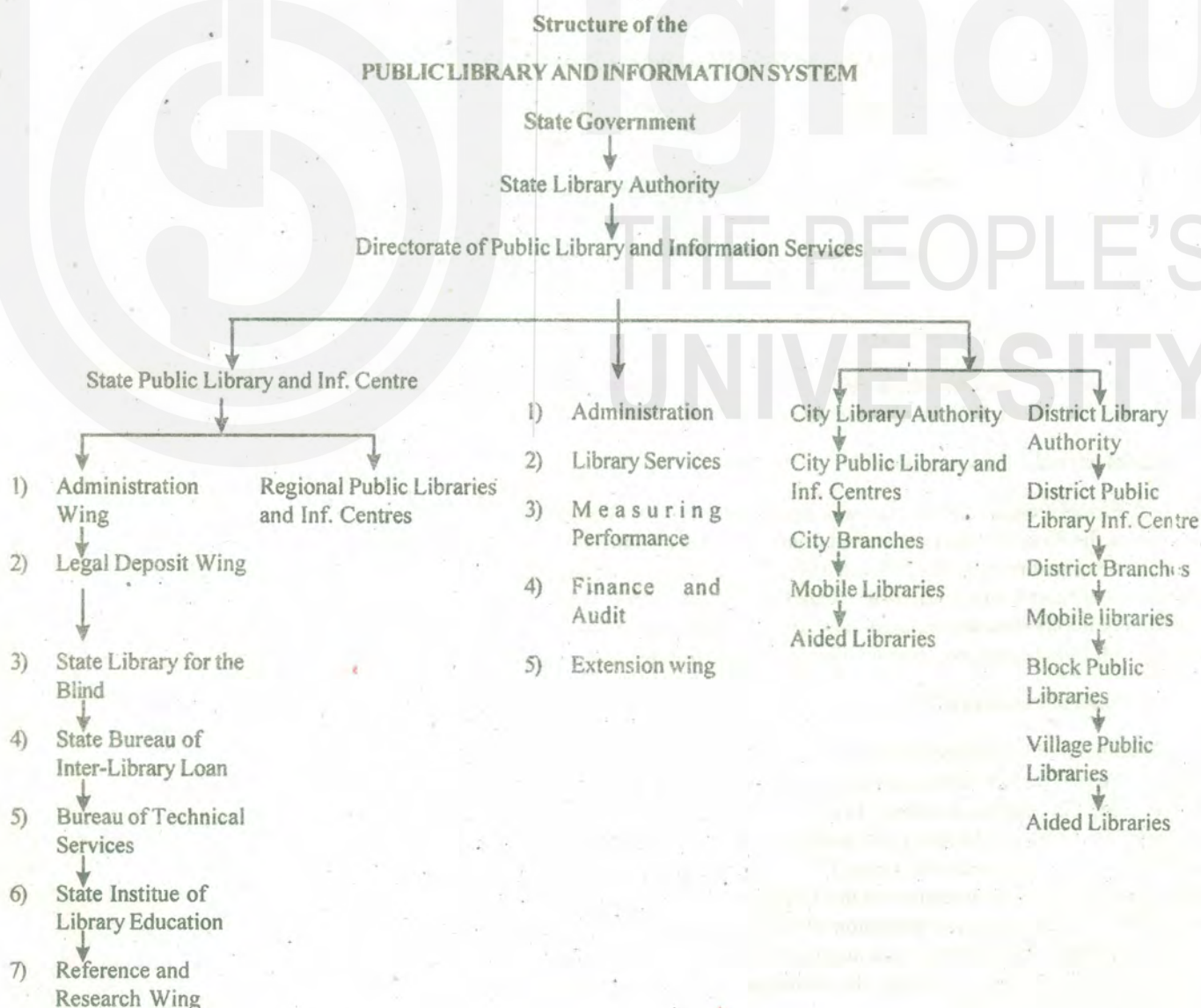
3) Model Bill of Planning Commission

The Planning Commission Government of India, constituted a "Working Group on Libraries" in 1964 to plan and advise on the development of Libraries during the Fourth Five-Year Plan. The working group recommended a Library Development Scheme to be implemented in the Fourth Plan period, which was appended by Model Public Libraries Bill. The working group submitted its report in 1965.

The salient features of this Bill are: the provision for state Library Council, Directorate of Public Libraries, State Central Library, and District Library Committee. The Working Group left the provision of library cess to the state government. This Bill was inculcated to all the states for necessary action. On account of various reasons, this Bill was not considered even by a single state.

4) Model Act of the Dr. V. Venkatappaiah

The Indian Library Association (ILA) which was formed in 1933, has shown keen interest in library legislation. The ILA council at its meeting held on dated 23 June, 1989 resolved to prepare a Model Library Bill, keeping in view the recent developments and experiences gained from the existing Library Acts. This Model Act was again discussed in a National Seminar on Library Legislation and revised as the MODEL STATE PUBLIC LIBRARY AND INFORMATION SERVICE ACT in 1995. In view of emergence of information technology at all levels, the model Act was once again revised in the new millennium. (2000 AD). The suggested structure based on the Model Public Library and Information Service Act is given below:



The salient features of the Model Act are: the constitution of the State Library Authority, District Library Authority, Directorate of Library and Information Service; changing the nomenclature of libraries as Public Library and Information Centres; provision of Public Information Kiosk; perennial source of Library Cess and proper accountability. This Act is under consideration by many state governments.

5) Model Union Public Library Act

The Government of India appointed a committee to explore the possibilities to establish a National Central Library at New Delhi in 1948. Dr. S.R. Ranganathan as a Member of the Committee drafted a Library Development plan. In 1950, a 30-year programme and a draft Library Bill for the states and a separate Union Public Library Act were prepared. This was revised in 1959 and again in 1972. The salient features of this Model Act are:

- 1) Constitution of National Library Authority.
- 2) Establishment of a System of National Central Libraries (i.e.) National copy right library, National Dormitory Library, National Service Library etc.
- 3) Constitution of a National Library Fund.

Since, the "Libraries" form the part of state list of the constitution, it may not be possible to pass a Union Act, and until the constitution the constitution is suitably amended for this purpose.

4.4.3 Comparative Study of the Public Libraries Acts in India

As stated earlier, we see twelve Public Libraries Acts in India are in force today. We will examine the components of these Acts with critical analysis.

General

More or less, all the Acts are in the same pattern, except that of Kerala Act, which is of more democratic and less bureaucratic culture. However even the early Acts like-Kolhapur Public Libraries Act, 1945, and the Madras Public Libraries Act, 1948, had the flavour of British Public Libraries Act, 1850, which was revised from time to time.

State Level Governance

Dr. S.R. Ranganathan, in his Model Act, insisted that a State Library Authority should be the apex body in the system, which states in Sec. (2) "... For the purpose of promoting and organizing a library system in the State of Grantha Jagat, the Minister of Education for the State shall be the State Library Authority". It shall be the duty of this authority to provide for adequate library service in the State and "for progressive development of the institutions devoted to the purpose, and to secure the effective execution by local library authorities, of the National Policy for providing adequate library service to the people." Excepting the Hyderabad Public Libraries Act, 1955, no where else, the authorities have realized the importance of the State Library Authority. As per the Kerala Act, elected Kerala State Library Council is the apex body, which takes care the governance at the State level.

The provision has been made in the West Bengal Public Libraries Act that Minister for Libraries shall act as Chairman of State Library Authority for effective functioning. A professional Director of Public Libraries is equally necessary to implement the orders of the Government and to ensure better results from the legislation.

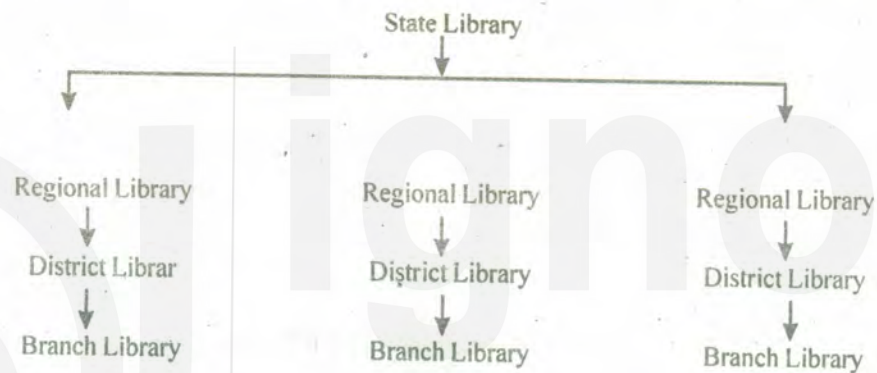
Governance at District Level

In all the Acts, the functions of the district administrative units are almost similar with the title district/local library authority. Andhra Pradesh has changed the name of the district unit to a vernacular form as Zilla Granthalaya Samshta. In principle, the district unit is a corporate body, having perpetual succession and common seal with power, subject to the provisions of the Act, to acquire, hold and dispose of property, and to contract, and may by the same name sue or be sued. In addition to the District Library Council in each district, there are Taluk Library Unions for each Taluk for organizing and administering public libraries in the Kerala state.

According to the Library Acts of Madras, Hyderabad, Andhra Pradesh (before 1987 amendment) and Manipur, the Chairman of the District Unit is to be elected by the Members of the District Library Authority. According to the amendment to the Act (1987), the chairmen of a City/Zilla Granthalaya Samsthas is to be nominated by the Government. While amending the Andhra Pradesh Public Libraries Act, 1960 in 1986, the Minister for Public Libraries in the statement of objects and reasons supported the culture of nomination. It also stated that the present system of election to the membership of Zilla Granthalaya Samstha is not conducive or helpful in furthering the cause of the public library services, and also in view of the proposed Mandal set-up in the State, it is considered desirable that the Zilla Granthalaya Samsthas should be compact bodies consisting of nominated and ex-officio members. It has, therefore, been decided to suitably amend the said Act". Accordingly, the Andhra Pradesh Public Libraries Act, 1960, was amended in 1986. In Principle a democratic country need election only at all levels. That is why in Kerala Act a clear provision was made to elect the executives at state, district and taluk (mandal) levels. This is a unique provision. In all the states, the district library officer or district librarian acts as an executive officer for the district, except in Kerala, as stated earlier.

Public Library Structure

In India, the structure of the public library system is more or less the same as mentioned below.



Financial Sources for Public Library Services

Normally, a Public Library cannot earn money to continue its services. So, there should be perennial source of income to maintain it. The following sources are suggested to augment the financial resources of public libraries:

- 1) Library Cess collected by local bodies.
- 2) Grants of the central and state governments.
- 3) Fees on the public library services.

Out of the twelve Acts so far enacted, the States of Tamilnadu, Andhra Pradesh, Karnataka, Kerala and Goa are only collecting the library cess. In these states establishment charges are borne by the state government and the other items of expenditure will be met from the library cess collected at a district level. In these states the library growth was linked up with the library cess collected. So, rich districts and cities get huge amount of library cess and their library system is supported to be quite effective. The poor districts will get small amount of library cess and so their library system may permanently be weak. This disparity should be wiped off by the Government support. But in practice this issue is not properly taken care of.

One peculiar features of the Kerala Public Libraries Act is that the State Library Council maintains a fund called the State Library Fund from which all the expenses of the State Library Council, District Library Councils, and Taluk Library Unions are met. There is no separate library fund at District or Taluk level. The grants of the State and Central Government, etc., are to be added to the State Library Fund. The State Library Council is empowered to distribute from the State Library Fund such amounts as may be required for each of the District Library Councils and Taluk Library Union.

National Library Policy and Library Legislation

- ### Self Check Exercises

- Note:**
- Write your answer in the space given below.
 - Check your answer with the answers given at the end of the Unit.

4.5 RANGANATHAN'S CONTRIBUTION TO DEVELOPMENT OF PUBLIC LIBRARY IN INDIA

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which was adopted in this conference. This model draft bill is the seed out of which library legislation grew up in India. Ranganathan prepared the following library bills for the Indian Union and constituent states: Model Library Act for constituent states of India (1930) Bengal (1931), Bombay (1946) Central Province and Berar (1946), Old Madras State (1946) which later become Act in 1948; United province (1947) Cochin (1947) Travancore (1947); Union Govt. (1948); Madhya Pradesh (1950); Union and Constituent States (1950); Constituent States (1957); Union (1957); West Bengal (1958); Kerala (1959); U.P. (1960); Mysore (1961), became Act in 1965; Assam (1964); Gujrat (1964); Model Library Bill (1972).

During his lifetime, four states of India enacted Library Law of which bill for three states, namely Tamil Nadu Andhra Pradesh and Mysore (Karnataka) were drafted by him. These became library acts in 1948, 1960 and 1965, respectively.

In the last year of his life an All India Seminar on Public Libraries was held in Bangalore. On this occasion, he made a fervent appeal for: (a) Union Public Library Act; (b) State Library Acts in all states; (c) creation of a system of National Central Libraries, and (d) creation of National Grid of the Public Library systems.

Ranganathan prepared library development plans for the whole country as well as for different states of India. Before the independence of the country, Ranganathan formulated the following two plans: (a) The post-war reconstruction of libraries in India; a scheme (1944), (Lahore, Punjab Library Association) (b) National Library System, a plan for India (1946). (Lahore, Indian Librarian).

Ranganathan prepared Library Development plans along with Draft Library Bills for different states of India. Ranganathan's influence could be noticed in the Report of the Advisory Committees for Libraries, appointed in 1957 by the Government of India under the chairmanship of K. P. Sinha. The report of the committee came out in 1959. It advocated for a 25 year library development plan and library laws.

Ranganathan's missionary zeal and untiring efforts had an effect on public library development in India after Independence. The Government of India responded in 1972. It created the Raja Rammohun Roy Library Foundation to promote public library movement and development in India. The Foundation get its financial support from the Union Government and the matching grants from the State Government. It provides financial assistance to public libraries to purchase reading materials and furniture for construction and renovation of library buildings, for organising children libraries, etc. Though not up to the desired extent, these activities of the foundation are laudable. Again inspired by the three library acts of South India, 12 states of India have enacted public library law, though all these acts are not in operation.

Lastly, Ranganathan made all efforts to popularize the cause of public libraries through library associations. He realized the necessity of library associations to popularize the library services. He funded the Madras Library Association (MALA) in 1928 and he was the secretary of the association from 1928-1948. He was associated with the Indian Library Association since its foundation, 1933. He drafted the first constitution of the ILA. He became the president of ILA from 1944-1953 with the help of MALA, he demonstrated his bullock cart library at Mannargudi (TamilNadu) in 1931. His presidential address at the All India Library Conference held at Nagpur in 1949 is remarkable towards his powerful advocacy for library services in India and the legislation based public library services. He presided or inaugurated or directed many library conferences, seminars, workshops etc. organized by several state library associations and other associations.

4.6 SUMMARY

In this Unit, we have examined the need and goals of library legislation. The need for a Public Library Policy at a National and State level has been explained with special reference to the policies of the developed countries. The salient features of the Model Library Acts/Bills are narrated. The efforts for Library legislation were presented in brief. A comparative study of the twelve Public Libraries Acts and about their governance at State and District level, Library structures, finances etc. are explained. On the whole, that a Public Library should have the objective to help education, culture and information. The public library service must be free to all sections of the community, including the disadvantaged.

4.7 ANSWERS TO SELF CHECK EXERCISES

- 1) The need for library legislation is to develop a sound public library system from village to state level, thereby making provision of permanent source of finance through legislation.
- 2) Library policy is a set of guidelines for development of libraries in order to provide an effective and efficient library services either at state or national level.
- 3) The basic components of Unesco Public Library Manifesto, 1994 are as follow:
 - a) Public library as a gateway to knowledge
 - b) It serves as the local centre of information
 - c) Its missions relate to information, literacy, education and culture
 - d) Proper funding, legislation, networks, operation and management of public libraries are very much essential.
- 4) The important recommendations of the NAPLIS on public library system are:
 - a) Establish, maintain and strengthen public libraries in the country;
 - b) Establishment of rural/village/community library;
 - c) Establishment of distinct library at the apex of the distinct library system and state library at the apex of the state library system;
 - d) Establishment of libraries for special groups
 - e) Enactment of library legislation; and
 - f) the RRRLF as a national agency to promote the development of public libraries in the country.
- 5) The salient features of a model Public Library Act include:
 - a) State library authority;
 - b) District library authority;
 - c) Local library authority;
 - d) Network of public libraries;
 - e) Provision of finance;
 - f) Manpower;
 - g) Accountability;
 - h) Registration of Books; and
 - i) Power to make rules.

4.8 KEY WORDS

Authority	: A person or body vested with executive powers.
Cess	: Additional amount levied on the tax.
Free access	: Unrestricted access to a Public Library
Governance	: A method or system of a Government or Management for controlling or regulating.
Manifesto	: A public declaration or proclamation of a policy issued by the authority/ government.

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