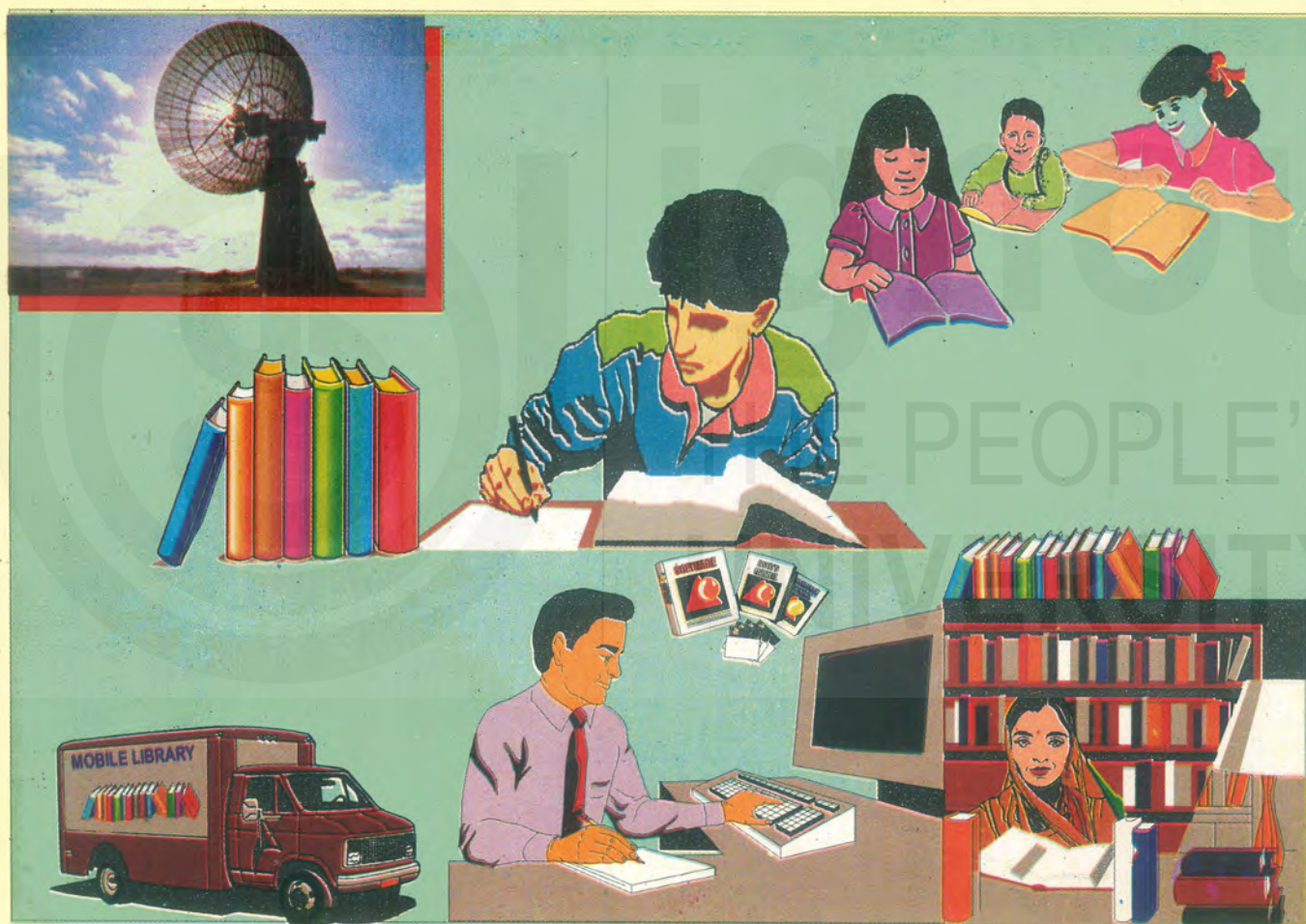




PUBLIC LIBRARY SYSTEM AND SERVICES



“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 वर्गीकृत 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



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BLOCK2 PUBLIC LIBRARY SYSTEM: RESOURCE DEVELOPMENT

INTRODUCTION

An effective and efficient public library system depends much on resource development through strategic planning. Resource mobilization at local, state and national levels not only strengthens the system, but also becomes capable of providing quality public library services. Therefore, resource developments, such as physical and documentary, financial and human resources that constitute, this block form important components of a public library system.

This block consists of four Units.

Unit 5 discusses the techniques, steps and methodologies involved in preparing plan, identifies the sources of resource mobilization, etc.

Unit 6 explains the sources of public library finance like central and state government through statutory and non-statutory system, voluntary organizations, etc.

Unit 7 elaborates on the physical (building, furniture and equipment, lighting, interior decoration and other amenities) and documentary (print and non-print) resources as essential components of the public library system.

Unit 8 describes the importance of human resources and their management in developing professional skills and competencies by providing quality library services.



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UNIT 5 DEVELOPMENT PLANS AND RESOURCE MOBILISATION

Structure

- 5.0 Objectives
- 5.1 Introduction
- 5.2 Concept of Development Plan
 - 5.2.1 Techniques of Planning
 - 5.2.2 Steps in Planning
 - 5.2.3 Methodology of Preparing Plan
- 5.3 Planning of Public Libraries in New Environment
- 5.4 Resource Mobilization — Sources
- 5.5 Summary
- 5.6 Answers to Self-Check Exercises
- 5.7 Key Words
- 5.8 References and Further Reading

5.0 OBJECTIVES

After reading this Unit, you will be able to:

- understand the concept of developmental plan, particularly in relation to public library;
- perceive the importance of planning public libraries in new environment; and
- identify the sources of resource mobilisation.

5.1 INTRODUCTION

There have been many definitions and worthwhile comments on the role of public libraries in a society, especially in a developing country. According to the UNESCO "without public library support there can be no true democracy, no real freedom of mind or of body." The public library is a property of the people and in a modern society, it is essential to build up a well-informed and knowledgeable community. In this context, it is worthwhile to quote Maulana Abul Kalam Azad who delivered the inaugural address at a seminar on public libraries in Asia in the early 1950s. "It is hardly necessary for me to stress the great contribution which libraries can make towards the dissemination of knowledge throughout the community. They are the depositories of ancient knowledge and the seedbeds for new knowledge. Their proper use must, therefore, be a part of a national plan of educational development." He also said: "The lack of adequate library facilities is both cause and effect of our low educational achievement. Countries which have elected the democratic way of life cannot afford to keep vast numbers of the people illiterate and ignorant. Ultimately, it is the quality of manpower that decides the position, prestige and future of a nation. We must, therefore, make special efforts to improve our library facilities so that the opportunity of coming abreast with the rest of the world is offered to all our people." Thus, public libraries are depositories of books, i.e., vehicles of our culture and tools of education. They are expected to allow use of reading materials free of charge. Public libraries are not supposed to make any distinction between the caste, creed, race, sex and nationality. In a developing country, the need for a good public library system has been long understood, but its all-pervading activities have not yet been defined.

5.2 CONCEPT OF DEVELOPMENT PLAN

Planning of library services is a relatively new area of activity. In the field of public library development process, a definite methodology has not yet been developed to assist those responsible for such planning of public library tasks.

Planning of public library services may be regarded as one specific aspect of educational and socio-economic planning of a country or a region. This is mainly because library planning must acquire support from within the holistic plan programme of the country to act effectively within its framework. Planning of library services is a continuous systemized process of stating the educational levels, problems of research and the changing requirement in the socio-economic scenario of a country. It is only on the basis of all that the aims of library service can be prepared considering local needs, deciding the right services and preparing the objectives, which will be reached through the rational and reasonable use of available resources.

5.2.1 Techniques of Planning

The principles of planning of library services: The planning of library services should be part of national educational social and economic plan and is not an end in itself, but a plausible means of achieving the national goals relating to the development of the community and the citizens of the country. Planning is an evolving process and it does not stop when the plan of development is once programmed and placed for perusal and approval. It is actually a working hypothesis which is valid for a particular time and needs to be constantly evaluated and revised for both short-term and long-term duration. It has to change with the course of time and in the light of experience in the changing scenario.

While planning library services, the entire spectrum of education, economics, sociology, democracy, culture, human resources and psychology, etc., will have to be taken into consideration because library services will have to encompass all these to formulate its own principles and plan of action. Planning of library services should not be left exclusively to governmental planners. It should be entrusted to senior library professionals, academicians, ordinary citizens, educators, economists, sociologists, etc., who are familiar with aims of the national development plans. Though planning of library services may be part of an administrative decision making, it may not be restricted to the qualification and experience of library professional, administrators and planners alone. While planning library services, the impact of country's socio-economic conditions, trends, production of reading materials both printed and non-print and the library professionals who deal with library activities and users' needs to be considered for such development plans.

5.2.2 Steps in Planning

Planning has two main phases — **normative and operative**, i.e., (a) general and specific purposes of establishing, operating and extending library services and the aims and objectives of such services, (b) strategy to ensure efficient execution and the rational use of the available human and material resources.

The **normative** phase may consist of the following steps:

- a) develop theoretical basis to prepare a plan,
- b) establish the purposes of the library development plan and define the aims and objectives,
- c) study status of the education and research, as well as the economic and social trends of the country,
- d) evolve research programmes, and
- e) identify the clientele and principles of development.

Operational Phase

Once the aims have been fixed and the objectives defined, the operational strategy has to be prepared to attain these goals rapidly and rationally. To implement the plan, the planner should be aware of the following:

- a) the present situation of library services,
- b) human resource involvement, and
- c) financial resources available

These should be judged both quantitatively and qualitatively.

Available infrastructure and future possibilities must be seen while preparing a development plan on both these phases and the following levels are important:

(a) review of acquired experience, (b) diagnosis of the present situation, (c) determination of requirements and financial implications, (d) programming, (e) publicity, (f) execution and evaluation, (g) financing

Review of Acquired Experience

Every plan programme must be documented social on the experience of past plan programmes so that the most recent plan can benefit out of previous successes and failures. While preparing a plan, the group must study the discussions and recommendations of professionals who have handled similar subjects or such situations. Views of librarians, educators, economists, sociologists, etc., are important while preparing library plans. Even legal precedence and government initiatives at both national and international levels should be studied before preparing a plan programme.

Diagnosis

Diagnosis is one of the stages in planning at which the nature, structure and present situation of library services at various levels are analysed. This is a difficult task due to non-availability of reliable statistics. Planning needs statistical details and qualitative and quantitative data before the preparation of programme. Therefore, the existing library situation has to be surveyed and studies prepared to actually diagnose the present situation. These studies should give both quantitative data, e.g., number of volumes, number of library staff, number of visitors, annual increase of collection, percentage using lending services, furniture, floor-space and infrastructure. The qualitative data must comprise the quality of collection, i.e., the categories, classification, physical content, condition, physical facilities and all other library activities, including administrative and economic details.

5.2.3 Methodology of Preparing Plan

A plan document is having the following stages :

Introduction: The introduction outlines the background of library services and gives a brief comparison with library development in other countries, reasons for preparing the plan, the administrative and legislative background to the present stage, etc. This is the methodology for preparing the plan.

Aims, objectives and options: A clear and precise definition of aims, objectives and options have to be stated after conducting a serious intellectual effort which should include an account of the consultations to that end with educators, sociologists, economists, administrators of education at all levels, directors of research programmes and library personnel.

Structure: This will comprise the overall administrative and financial structure, i.e., relation with the controlling authority, as well as the immediate working structure, i.e., the administrative and financial structure of the library services. One of the best workable system may be to centralize technical activities while decentralizing the services.

Legislation: The library services plan must be backed up by library legislation and the plan must, if necessary, provide for the drafting and speedy adoption of any additional legislation required to cover the objective of the new system, relations with all relevant authorities, staff recruitment, structure and financing, internal and external relations, and minimum national standards regarding staff qualifications and working methods. For its short-, medium-, and long-term objectives, the plan must include provision to cover the preparation of this legislation, i.e., fees, round-table discussions, etc.

Staff: Staff is the first problem that must be tackled. The plan must include provision for pre-service and in-service training.

Organisation of library services: This is intended to ensure proper library services for the population. The plan must indicate functions, potential needs, collection development, infrastructure and equipment, transport, office supplies/consumables and staff salaries. The plan must also fix the timeframe for the achievement of its various objectives. This is an operational stage.

Costs: A costing table should clearly show the short-, medium- and long-term costs, total expenditure for the plan as a whole. There may be items which are likely to be covered through financial support from international organizations, bilateral aid and other sources. A second table should detail the type of activity and the financial need for implementation within the given timeframe, i.e., the financial year. Staff, equipment, transport and secretarial costs must be estimated for each year of the plan.

Publicity: Though according to its nature, planning is for specialists; to be democratic — there must be free discussion, and the public should be systematically involved for constructive criticism and suggestions regarding efficient planning and real community support for the plan, which is finally adopted. Accordingly, once the plan is complete, it should be given wide publicity by various effective means. The plan must also be carefully studied by all those who are directly concerned — librarians, educators, sociologists, economists, administrators and the people of the community to ensure a holistic approach.

Execution and evaluation: once approved, the executive bodies set up for that purpose must execute the plan. In course of execution, the short-term sections of the plan will indicate the urgent and the basic problems (legislation, staff training, setting up of executive bodies, and so on) that must be disposed of in order to attain the medium- and long-term objectives. Appraisal is necessary to control the efficacy of the planning and introduce such modifications as may be needed. It is necessary to take note of shortcomings discovered during the actual execution. Results are measured against the objectives set. Various statistics: users' replies to questionnaires; the quality of the services supplied; and the number of targeted zones provided with adequate library services will have to be compared with the objectives. This will give a measure of the results obtained, and the limitations, etc.

Financing: The main source of funds will be the National/State budget. These, however, may be supplemented from other sources, e.g., contributions from provincial and municipal authorities and NGOs, from private national agencies, users, and in the form of foreign support. Sources of finance from national sources may be on the basis of allocation of some percentage of budget or special taxes. The cess levied as per the library legislations of the different States may be a useful source of income generation.

Free and paid services: Library services should, as far as possible, be free. However, if possible, a small enrolment fee may be considered. These possible sources of revenue should thus be kept in mind, particularly during the first years of the plan when capital investment in books, equipment and buildings is relatively high. However, in India a fee structure at the semi-urban and rural sectors may be detrimental to public library services.

Financial backing by other agencies: Cultural associations, private foundations, commercial firms, philanthropists and trade unions are possible sources of finance which should be investigated. Publishers' associations are also a potential source of finance because a financially well-supported library system provides the best economic basis for any publishing business.

Resources from abroad:

The main sources of such aid are as follows:

- a) The United Nations and its Specialized Agencies
- b) Regional organizations
- c) National and international organizations
- d) Bilateral aid

1) Discuss the different stages of preparing a plan document.

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

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

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5.3 PLANNING OF PUBLIC LIBRARIES IN NEW ENVIRONMENT

In a developing country like India where formal education is not yet available to all citizens due to various factors and those who have received formal education and but not continued education public libraries assume a very important role. In the present situation, public libraries may be divided into two broad categories: (i) government-aided and administered, government-funded and administered, (ii) non-government libraries funded by other sources and administered by an approved body such as trust, governing board, etc. To bring about worthwhile changes within the public library system in India, there is a need to improve the existing situation to prepare public library system for the new environment. State or local library authorities should have an appropriate governing body with both administrative and financial powers. The library board/authority should have representation from the library profession as well as from the users, i.e., the community which it serves. A certain percentage of the budget should be spent on public libraries both at the state and at the local levels. Library legislation in each state must be part of the state's responsibility towards its citizens. Financial resources need not be from government sources alone, there should be provision in the act for collecting funds from sources other than the government. Public library planning and development should be part of the planning process of the state or the local body.

Ideally, a public library should be able to give every citizen a way to escape from the narrow area of his or her individual lives. Public libraries should be able to give exposure to wisdom and experience of all human kind to its clientele. For the majority of people, it would be the widest and the easiest facility to gain knowledge and wisdom. In these circumstances, it is necessary to understand that the model public library collects, organizes, distributes and disseminates documents both print and non-print and information of all types from all sources. The library also interprets and extends guidance for the use of materials and services. To make all these activities meaningful and of good quality, standards have been laid down over the years by the government and other organisations.

Goals of the Planning System in the New Environment

The goals of public library system in a developing country are far more challenging than in the developed world. These goals of public library system should reflect the promise made to the citizens of a democratic country regarding universal education and democratization of every system: (a) The public library service should be universally available. Every individual should have access to library service freely in his/her local community. A community library should be easily accessible to every user which may mean that a village, town or city library should have its units made available even to the remotest corner as appropriate service centers; (b) community library should be a part of a library system with which it should have clear and official relationships. The public library system should have a legal basis for establishment

and governmental financial support; (c) Public library should be an integral part of the state or a local government. Public libraries should work together and provide coordinated service to readers along with other information generating and disseminating agencies. The public library should be a part of the developmental programme and it should be developed as a support system for all planned developmental activities. The public library must be an integral part of the area it serves.

To actually implement these goals, the most important pre-requisite is to set standards for all the activities of a public library.

Standards

A standard is usually defined as a quantitative and/or qualitative measure established by an accepted authority and used as a criterion in evaluating adequacy or efficiency. Standards should not be considered as means either to impede progress or to preserve the status quo. On the contrary, if standards are utilized effectively and appropriately, they are likely to permit development rather than retracement of any kind. Standards may be classified under the following general categories:

- a) Standards of policy and function
- b) Standards of service
- c) Physical standards
- d) Personnel standards, and
- e) Performance standards

Development and adoption of standards have several valid and inter-related facets: (a) changing concern for improved quality of service, (b) need to meet local, state or national criteria and requirements, (c) desire to give adequate public credibility as to the potential or ultimate goal of library service. Mere existence of standards or their adoption on paper does not assure good, adequate or improved service. What is significant is the extent to which standards are used as significant part of management as well as the imagination and creativity that goes into their use. Multiplicity in the development of standards should be the existence for continued re-examination in the light of future development since the public library should be a dynamic agency, which should be able to adapt its activities to the changing needs of the people. Standards have been laid down by various agencies such as by the American Library Association, UNESCO, Bureau of Indian Standards, IFLA and other such organisations. Historically, discussions on library standards or public libraries have been an on-going process for many years. Standards have been developed for all the facets of public library service. There include: collection, development, service personnel, physical infrastructure, administration and organisational structure and planning and budget.

The Legal and Financial Framework

"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."

Access and Networks

"To ensure nation-wide 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."

"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 out-reach 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".

"Freedom, 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... 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 group".

"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."

Resources

"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".

Staff

"The public library has to be organised effectively and professional standards of operation must be maintained.

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

The Management of Public Libraries

"A clear policy must be formulated defining objectives, priorities and services in relation to the local community needs. The public library has to be organised effectively and professional standards of operation must be maintained".

Marketing and Promotion

"Public libraries can use marketing techniques to understand the needs of their users and to plan effectively to meet those needs. This enables the library to define its goals and establish ways of promoting its services to the public."

Community Needs Assessment

"The library should collect and analyse data of the community and relate them to the data of their users and services. The results should be the basic information to develop a profile of the potential library users, a profile of the library and to develop marketing and promotion strategies for a customer oriented library service."

Policy

"The library should have a written marketing policy to enable it to undertake a planned promotion of its services to the public. The policy should include a marketing strategy and methods of evaluating promotional programmes."

Marketing and Promotion Plan

"To enable the library to achieve its goal to reach all levels of its clientele a coherent marketing and promotion plan should be developed which could include the following elements:

- The exploitation of print and electronic media
- Displays and exhibits
- Effective interior and exterior signage

- Regular publications and the preparation of resource lists and pamphlets
- Reading and literacy campaigns
- Book fairs
- Creating a library web-site
- Friends of the library groups
- Annual library week celebrations and other collective promotional activities
- Special years of celebration and anniversaries
- Library listings in the telephone book and other community directories
- Fund-raising activities and campaigns
- Public speaking activities and liaison with community groups"

Exploiting the media

"Library staff should be effectively trained to use communication media for the purposes of promotion and to respond to media enquiries".

Community Support

"The library must ensure that the community is aware of the importance of the library service and that municipal, state and/or national funding bodies fully understand the important place which the library occupies in the community and support its development".

Lobbying

"The library will need to undertake a planned, deliberate and sustained effort to raise awareness of an issue or issues affecting its services or development. It can achieve this by developing support for and understanding of the library among both decision-makers and the general public. A well-informed public can provide valuable support for the public library service and actively promote it within the community. Lobbying involves interaction with decision-makers to secure specific objectives at an appropriate point in the legislative, policy making, or budget process".

Evaluation

"The library should carry out regular evaluation of all its programmes and ensure the results of the evaluation are taken into account when planning future programmes".

Resources

Resources for planning public libraries can be of multiple nature which can be divided into physical resources, administrative resources, financial resources and human resources. All these resources have their own importance and to make available all these resources it is necessary to mobilize different sources while planning the public libraries.

The new environment calls for the following:

- a) Improved quality of life,
- b) Well informed citizens
- c) Coordinated development
- d) Well trained staff
- e) Use of new technology
- f) Good utilization of available funds.

Public library plan should work in tandem with other development plan such as family welfare, health, education and literacy, agriculture, industry, etc. Public libraries have to act as a hub

of information flow to all centres, therefore, it has to play a collaborative role in the entire development process.

Financial Management

The practice of hosting library and information operations and the utilization of principles and techniques to support the economic management of library and information services are the weakest areas in library management as a whole. Though every library manager recognizes the significance of financial management, very little is done to prepare a model to bring about economic management of library services within a system of financial management which comprises budget and accounting functions, accounts control, internal efficiency, monitoring of financial and management data. In the Indian conditions in most libraries, the centre of financial responsibility is either the librarian or the head of the library alone or the accounts division of the parent institution. Financial responsibilities are generally not delineated to the library staff. However, the situation is gradually changing and ultimately the librarians and his or her staff will be accountable and responsible for the utilization of the resources earmarked for library activities. Since libraries often are not independent entities, financial and management accounting systems in libraries are often part of the larger organisation. Therefore, one may surmise that there are some major reasons why librarians and library staff are not conversant with financial management procedures. In present day context, libraries are facing tremendous economic and financial pressures due to the following:

- Extraordinary increase in the cost of published material and continued and varied growth of published documents.
- Ever-growing and diverse demands from different types of clientele such as scholars, students and the public.

In addition, there are other pressures which contribute to the economic burden or pressure on a library:

- Wage and salary increases.
- Pressures to adopt new technology.
- Need to develop suitable space and infrastructure to cope with the new environment.
- Inter-library lending for resource sharing.
- New programmes and projects to justify its existence in the information scenario in the new environment.

While considering different facets of financial management such as budget, accounting, plans and mechanism for implementing, the first step is to know the relevance, the goals and the future development of the library.

Budget

Before planning for the budget, the library staff must be able to prepare the details of each activity and the cost factor involved. The library has to determine not only the present activity, but the future importance and promises of library services. The promotion of library service is a major area specially in the public library. Planning for information technology, resource sharing and networking will also be a major cost factor in libraries at the present juncture. The specification and description of goals, aims and objectives, future development, recurring and developmental activities have to be in clear view of the library professionals while preparing the budget for resource allocation. Standards for operation and procedures may also be used to determine the realistic range across which a manager can or may set goals. There is a clear relationship between the effectiveness, standards and performance measures while setting the goals in a library.

Resource Allocation

Resource allocation is the primary economic task of library management. Budget, plan and other resource allocation details will have to relate to the overall goals and will have to be tailored accordingly. In the Indian situation, the revenue budget is the plan budget and the recurring expenditure is drawn out of the non-plan budget. Those activities which are of

developmental nature, e.g., computerization of the library, retrospective conversion of the manual catalogue, publishing for reader services, acquisition of special reading material, development of infrastructure, interior articulation and space management are all within the purview of the plan budget. The recurring expenditures are for: purchase of serials and books of regular nature for collection development, maintenance of the library and infrastructure, salary, vehicle and other routine expenditure. All these activities will receive the allocation from the non-plan budget. Expenses for all activities pertaining to building new space, major alteration in available space, etc., will be drawn from the capital budget. While preparing the budget the library must be able to provide for the following:

- Description, assessment and weightage of activities in the short, medium and long term.
- It has to distinguish between the recurring, the capital and the developmental projects.
- It has to accommodate priorities and allocate time bound programmes while preparing the budget.
- It has to indicate how resources will be allocated at the input, at the monitoring and at the output stages.
- The library must also have a plan support system with staff members who are trained in handling budgetary resources.
- Revenue, expenses and source chart is necessary while preparing the budget, e.g., the categorization of expenditure, type of expenses and the expenditure head.

Action Plan

Action plans are required to guarantee utilization of funds and performance measures. Action plan may be prepared on a quarterly and month-wise basis for the period under the budget process. Each activity with the time frame and cost involved must be specified in the action plan. There may be a difference between the technical service and the public service. Since per unit cost of library service may not be an easy job to prepare, it may be worthwhile to work it out on the basis of time frame, effectiveness of use, range of service offered and the quality of the collection and the catalogue, etc.

Mechanism for Implementation

Once the action plan has been prepared, it is necessary to prepare the actual implementation programme on the basis of the action plan. There is a need for developing the managerial and administrative systems to implement the action plan for the library. While preparing the library management system, the activities of the library have to be spelt out in details for a viable economic decision making process. In the day to day running of libraries, each unit of library will have to be made into a formal unit of management of resources. There are two very essential aspects to economic decision making in the library: One is the technical support provided by a well-organised information system, and the other is the organisational base provided by the library and its staff. Therefore, while preparing the system itself, an integrated approach has to be taken with the actual activities, the budget, the managerial staff and the financial resources. A work chart giving the actual activities, such as the primary area within the system, the procedure, the functions along with the cost factor, will be needed. The description of each special system/library activity may be spelt out. On the basis of such a chart, one can work or give more details such as cost analysis, unit costing and timing and models for activities, categorizing the primary aspects, etc. The managerial environment of a library can be prepared once these are available. The library manager has to categorize usefully the system managed and conceptualize the operational aspect also. Resources are allocated to functions, staff is allocated to jobs, staff and objectives and functions of the library have to be matched to achieve the goals. The effectiveness and performance of the staff will have to be monitored. Therefore, for actual implementation of the activities and the proper utilisation of the resources the library management must be able to allocate jobs according to the expertise and specialization of the staff. Staff training and their continued education for staff is a pre-requisite to ensure effective management of resources. There are theoretically many models available for library management and management of resources, but in actuality the librarian must understand the situation prevalent within the library system as a whole and also within the small spectrum of his or her own library and prepare an effective management procedure.

All systems need to be evaluated occasionally, so also the library systems. Therefore, while preparing a model for library information operations and management of resources, there must be one facet, which will prepare the library for evaluating its own activities.

Crisis Planning

The public library system is expected to cater to all levels of people in several parts of the country. Under this mandate, public libraries have to equip themselves and plan for different eventualities. Crisis preparedness is one of the important concerns of today's world. Since we are discussing development plan as a whole, it is necessary to prepare a preparedness plan in all respects to make planning a foolproof activity. Crisis preparedness plan involves more than operational contingency plan. There can be more than one type of crisis which library, librarians and users may face. Regardless of where the crisis originated, preparedness plan prevents the authority as well as the staff from making grave mistakes of demarcating operational action from communication. It also helps them to absorb personal shock and move into action. It allows everybody concerned to establish consistent credible mechanism and messages to respond to the problem rationally and to recover from the given situation. There is a need to do the following:

- An assessment of risks and threats
- Strategic and tactical plans for operational handling of the identified risks and threats
- A thorough understanding of the audiences who could be involved
- A communication strategy which is closely integrated with operational decision-making
- Simulation to test the integrity of the completed plan

The people who are involved and are affected by the decision-making process have to be examined. The procedure being followed for collection, building as well as for dissemination of information has to be understood. The physical, geographical, financial aspects of the library must be well defined. The opinion of the consumers', i.e., the readers have to be taken into consideration. Identification of the threat and the assessment of the quantum of the threat must be both for physical facility and the service of the library as well as the risks to be faced by the users. Setting up of crisis communication which will define the key messages may also be prepared. A core crisis management team comprising the decision-making body, the library staff and the representative of the users as well as that of the funding agency must be set up. With the constant threat of natural and other disasters and crisis in financial situations, crisis preparedness has to become part of development planning to avoid complete collapse of the public library system at the national, regional and local levels.

Self-Check Exercise

1) Explain the criteria to be followed for allocating resources.

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

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

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5.4 RESOURCE MOBILIZATION — SOURCES

Physical Resources

Physical resources of the library start with the permanent assets and end with the services rendered in or outside the library. Physical resources comprise the entire gamut of the assets of the library starting from the permanent assets to those which help in reader services in and outside the library. The physical resources have to be planned mainly on the basis of the requirement of the library and its clientele. In a public library situation, permanent assets like building, furniture, equipment, etc., will be as diverse as the requirement of the nature of the library itself. Just as a state central library must have an independent building and the required infrastructure of its own, a rural library may not need similar permanent assets. Therefore, while planning the physical resources within the public library system, the following need to be taken into consideration:

- 1) The type of library within the overall public library system i.e., a state central library, a district library, a local community library, rural library, etc.
- 2) The diversity of the clientele on the basis of the type of users, education level, age, sex, etc.
- 3) Type of services to be rendered, i.e., in-house library facilities or communication through media or other facilities such as mobile vans, multi-media, etc.
- 4) The requirement of the community as a whole and the space available within the area of action.

Other than the permanent assets the library collection, the infrastructure for modernization, infrastructure for different types of activities for the community, etc., will have to be planned as part of its resources. While planning for such assets, the users' need and the actual goal of the library which are cultivated to improve the quality of life of the community have to play a major role.

As regards sources for development of physical resources within the public library system, one has to make efforts to tap all types of sources from the national to the local level. In the Indian situation, in addition to the state and the local level authorities, the national government's involvement in the development of public library system has been of great importance over the years. In addition to these sources at the present juncture, it would be wise for different level of public library system to prepare a plan, which will incorporate the role of sources outside the government and local authorities. Physical resources can be developed activity-wise and for such ventures sponsorships from agencies involved in such activities may be forthcoming. The physical resources of the public library system of the future will mean not only traditional resources of a library, but will comprise multi-media resources information technology components. The public libraries may have to work in collaboration with or in association with different agencies involved in different activities. The library may have to change its very nature from a traditional book-based static library into a dynamic, social and cultural institution for the community itself. The physical resources of the library will have to fit in with the changing scenario so that the purpose of the library becomes broader than what it is at present. With the changing aims, objectives and functions of the public library system there has been a shift in the nature and type of physical resources to enhance the usefulness of future public libraries. For example, special types of furniture will be required for handicapped personnel and children.

Financial Resources

Traditionally the fortunes of public libraries have been tied to the funding available from more than one source. Historically, public library development in India has not been a totally government sponsored activity. The public library system in the Indian context has had the fortune of generating and utilizing revenue and financial support from the government sources/patronage of the aristocracy and the learned individuals, trusts and NGOs. Institutional support, however, has always been the mainstay of library financial resources. In the present situation, it is seen that the possibility of financial resources through levying of cess on real estates, house tax, etc., has been duly incorporated in the library legislations of different states. Public library development being a state subject in the Constitution of India, state governments

have been spending certain percentage of their own overall budget for public library development. This aspect has not been equally dealt with in every state.

The need to generate financial resources from different sources has been felt due to the changing environment and the service orientation expected from public libraries. The diverse functions which are expected from the public library system to fulfil the goals of a developing country, for mass literacy and education call for support from multiple sources. Seeking right type of financial support from global, state, national and private/non-government sources has become a major challenge for the public library system. Public libraries in India are at different hierarchical stages and these are expected to perform diverse functions according to the type of clientele within the given area. The state central libraries are generally funded sufficiently by the state government itself for their traditional activities so far. Since libraries are facing the four most important problems of increasing costs of books and reading material, increasing availability of information through new information technology which has increased the client's needs considerably; increasing competition from other sources of information processing and distribution; stagnant or declining revenues of public funds, innovative solutions and new approaches have to be thought of to generate funds and develop fund raising capabilities in the library itself.

There are some suggestions for fund raising in the present public library scenario:

- 1) **Fee-based Services:** It is true that public libraries are expected to give free library services to all the citizens of every level. It should be adhered to even today considering the fact that in India charging fees for traditional library services may act as a deterrent to library use by people who do not have the necessary resources. However, there can be fee-based services which are not within the spectrum of traditional library services. In the present information technology based services, it is necessary sometimes to generate revenue through services which are itself infrastructure oriented. Certain percentage of the community may require broader range of information products and services than the library can otherwise offer within its stipulated budget structure. The fee-based information services may try to recover the overhead cost of providing the services, e.g., a detailed reference search, demography report or a product report may be fee-based service which will supplement the traditional library services. In a public library, there may be some activity or programmes which will be of intricate help to the people, e.g., the library may give information regarding travel, they may have catalogues of retail price, they may conduct extension classes, provide training programmes, hold exhibitions within their vicinity, etc., to raise funds. In the age of information technology, one of the most popular jobs in a public library may be to provide internet surfing to access health care sites, travel sites, educational sites, scholarship sites, etc., which might be of great importance to the younger clientele of different types.
- 2) **Fund raising through institutions and other agencies:** The library may be able to work in cooperation with fund raising associations and organisations. It may be able to raise funds through the "Friends of the Library Group" comprising important personalities of the community. Important government/NGOs may also be approached for funding service-specific activities. In the Indian context, all these fund raising activities must be in addition to the routine fund flow from the RRRLF and other known sources. In the rural sector, the new concept of libraries changing into community Information Centres will allow libraries to take advantage of the resources available with other government agencies, which will be part of the information system.

For fund raising purposes, the most important aspect is the preparation of the strategic plan of the mission of the library. Strategic planning is a method to arrive at the goals as to what the library wants to achieve, the objectives and how to achieve the given goals. The services, which will be rendered under the mission, must also be clarified. The library mission has to be articulated to match the donor's needs or the requirement of the community. In the present Indian situation, it is necessary to understand the need of the community, the facilities which the library can offer and the ideas which will be implemented in the future. These three ideals together should be the library mission. Generating financial resources from different sources will affect the future economic health of the public library system as it tries to carry out the traditional services and draw up a vision for the future mission of storage and access to information to all patrons of the public library service. For a detailed discussion on different aspects of financial resources in public libraries, refer to Unit 6 of this block.

Human resources in public libraries have been discussed in detail in Unit 8 of this block. However, an attempt has been made here to discuss some of its aspects as are required in the context of planning human resource in public libraries. Suitable staffing and work force has become one of the major aspects of achievements in any field of activity. The staffing pattern of most public libraries is extremely stereotyped and ordinary at the present juncture. Library Science graduates from different universities seek jobs in different types of libraries with similar academic backgrounds. It is necessary to understand that staffing of libraries cannot be effective if they are only trained to be ordinary and stereotyped librarians. In a public library, staffing options have to be much more open than the present system of hiring through one source alone. Since public libraries have to play different roles within the developmental process in India, alternative staffing patterns will have to be adopted to make public libraries communication and information oriented. Therefore, the modern concept of alternative staffing has to be the future pattern in public libraries. For developing a comprehensive library strategy a public library, the state government, the library authorities, the Raja Rammohun Roy Library Foundation and the Central Government have to understand the unique perspective and the requirement of public libraries at different levels. The state central libraries and the district level libraries may be able to cope with ordinary library science professionals with academic degrees in the subject for their routine/traditional activities only. The staff members who will be hired at the rural level will have to have different characteristics and qualifications. The conventional employment of hiring supervisor, paying wages, etc., may not be the right staffing arrangement at the rural sector. Since the thrust is likely to be a programme of developing rural community centres which will cater to the community as a whole, having linkages with all developmental activities of the government, one staffing solution will not be the best method for all types of functions to be performed. Therefore, the optimal staffing solution will be to hire the correct number of rightly qualified workers for the concerned jobs in the most cost-effective manner. Each initiative of the public library system has to be implemented with the help of the staff (temporary, if necessary) who have the right kind of expertise. The bottomline is that it has to be a motivated work force. The sources of getting the right human resources and activities will depend on preparing a thorough comprehensive staffing strategy which can be administered through the approving authority and the implementing authority. Each staffing option may be priced differently considering the requirement of the job itself. Staffing solution must be focused to meet the operational needs. There has to be proper understanding of both cost concerns and operational requirements and the understanding of the situation itself. However, it is most important to get the job done and that should be of paramount consideration in any staffing strategy. Hiring of right type of staff should not be from one source. In the Indian situation, employment exchanges have become extremely sterile and traditional in their approach to provide staff. Calling for the right type of staff should be broad-based and the sources may be also identified on the basis of the service which the library has to extend. In a rural library situation, the qualification need not be technical expertise in processing alone, but the ability to communicate to different types of readers. The goals of the public library system have to be the main criteria for selection of the right kind of staff.

Development of human resources is also a major issue. The provision of training facilities for different levels of staff is essential to ensure good working environment and proper professional development of the staff. Exposure to new techniques and required hands on training in IT is also the felt need. In this context, the development of continuing education programme is of utmost importance.

Self-Check Exercise

- 3) What are the different resources of public library, which need to be mobilized

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

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

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5.5 SUMMARY

The unit discussed the concept of planning and its need to plan public library services, techniques associated with and the different phases of planning, such as normative and operative, methodologies involved in preparing the plan document, etc. A special emphasis has been for planning public libraries in new environment. Besides, a number of sources have been identified for resource mobilization, which in turn strengthens the public library system. After going through this Unit you must realize how resource mobilization is an essential and unavoidable activity in not only developing a system, but also to strengthen it.

5.6 ANSWERS TO SELF CHECK EXERCISES

- 1) The different stages or methodologies involved in preparing a plan document are:
i) Introduction, ii) Aims and Objectives, iii) Structure, iv) Legislation, vi) Staff.
- 2) Broadly there are three types of resources, which need to be mobilized, such as:
i) physical resources, ii) financial resources, iii) human resources.
- 3) While preparing the budget and resource allocation, the following criteria need to be followed.
 - a) Description of activities
 - b) Distinction between recurring, capital and developmental projects
 - c) Priority and allocate time and programmes
 - d) Supporting staff with skills of budget preparation and maintenance of records of expenditure.

5.7 KEY WORDS

Capital budget	:	A long-term budget relating to predictions and developments that take place over a greater time period.
Clearing house	:	An organisation that collects and maintains records of research, development and other activities being planned, currently in progress or completed; it provides documents derived from those activities and referral services to other sources for information relating to these activities.
Information system	:	An organized procedure of collecting, processing, storing and retrieving information to satisfy a variety of needs.
Retrospective conversion	:	The partial or complete conversion of an existing catalogue in to machine-readable form.

5.8 REFERENCES AND FURTHER READING

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UNIT 6 FINANCIAL RESOURCES

Structure

- 6.0 Objectives
- 6.1 Introduction
- 6.2 Public Library Financing: Approaches and Sources
 - 6.2.1 Approaches to Public Library Financing
 - 6.2.2 Sources of Public Library Finance
- 6.3 Public Library Financing in India : Systems of Financing
 - 6.3.1 Statutory System
 - 6.3.2 Non-statutory System
- 6.4 Public Library Financing in India : Present Status
 - 6.4.1 Central Government
 - 6.4.2 State Government
 - 6.4.3 Initiative by Voluntary Organisations
- 6.5 Summary
- 6.6 Answers to Self-Check Exercises
- 6.7 Key Words
- 6.8 References and Further Reading
- Appendix A and B

6.0 OBJECTIVES

After reading this Unit, you will be able to :

- get a comprehensive global view of various sources of finance of public libraries;
- understand the prevailing financial arrangements for public library development in India; and
- grasp the present status of public library financing in India.

6.1 INTRODUCTION

Public libraries exist in different hues and colours. In terms of the UNESCO Public Library Manifesto, 1994, a public library should be organised and maintained by the local or national authorities, should be generally based on legislation, must provide free access to users, and should be wholly funded by the local or national governments. This form of public library can be named pure form of public library. Another is the mixed form of public library, where pure form of public libraries (government libraries) and libraries run by voluntary organisations (but selectively recognised/supported by the government as partners in library development) co-exist.

It can be called mixed form of public library. The libraries organised by private initiative, whether aided or not by government, collect nominal subscription from the users as a source of finance. In India, all these forms of public libraries operate. In this situation where different forms and styles of public library development are in operation, no uniform pattern in their financing can be expected. Hence, you will find that various types of arrangements operate in India for financing of public libraries.

6.2 PUBLIC LIBRARY FINANCING: APPROACHES AND SOURCES

6.2.1 Approaches to Public Library Financing

Public library financing primarily deals with the allotment and management of the library fund in order to secure maximum socio-cultural and educational gains for the community. Therefore, provision of finance for public libraries ought to be made in appreciation of their unique characteristics. This paved the way for the following approaches:

- i) Libraries are expenditure-inclined: As libraries are not revenue earning entities, Provision for finance should be made in a manner different from that for other institutions. However, this concept is changing in the present day context. Emphasis is now more and more on generation of resources to sustain their existence and activities, though public libraries may be exception.
- ii) Libraries are growing organisations: According to the First Law of Library Science, as enunciated by S. R. Ranganathan, the demand for books, staff, etc., will be constantly increasing, thereby implying need for enhanced flow of money.
- iii) Financial demands of libraries are recurring: Since the public libraries are required to tender service of recurring nature, provision for permanent source of income is a prerequisite for rendering library service.

6.2.2 Sources of Public Library Finance

Many theories have emerged on the issue of financing of public library service and development. While some believe that the local community, which is the beneficiary, should also contribute to the financial up-keep of public libraries, others argue that it is the government that should bear such a responsibility. The latter argument paved way for further discussion on the varied responsibilities that should be taken up by each level of government. It is the current thinking, especially in the USA, that public library service is a collective responsibility of the government at all levels. It is felt that while the local authorities should maintain public libraries, the state government should provide for grants, wherever necessary, and act as a gap filling agency to elevate the status of library service. Clift and Krettick suggested that 60 per cent of expenditure should be met by local government, 25 per cent by state government and 15 per cent by federal government.

Another interesting view is that the state and central (federal) governments, due to their administrative importance and financial powers, should try to play a dominant role in correcting regional imbalances while deploying the resources and foster better quality of service. The responsibility of maintenance of libraries should be left to local bodies, which may be strengthened by state government funds. S.R. Ranganathan also favoured the involvement of the three levels of government in the running of public libraries. According to him, while the local library authority should get revenue through levying rates (cess) from local governments, they should also be eligible for grants from state and central governments. The revenue obtained from local government should be spent on books and other documents. Expenses on staff and capital should be met by state and central governments, respectively.

If a public library system is to be designed, developed and maintained for providing free book service to the community, it would require quite a good financial outlay. For steady growth and maintenance of public libraries, besides the cess and government aid, one should tap other sources too. Various sources of public library finance, including what has already been discussed has been detailed here:

- i) Government sources
 - a) Local bodies
 - b) State governments
 - c) Central/federal government including the agencies under them such as RRRLF
- ii) Library cess

iii) Self-generated income

- a) Overdue charges from borrowers
- b) Cost collected from the borrowers for loss of books
- c) Receipts from photo copy service
- d) Rents on space/accommodation
- e) Interest on investments
- f) Fee from users
- g) Receipts for providing specialised services

iv) Savings

- a) Networking of libraries
- b) Library co-operation

v) Other Sources

- a) Gifts, b) Fund raising and c) Philanthropic and voluntary sources

We have seen that sources of finance of public libraries are varied. While the government-run public libraries are fully financed (the pure form of public library), there are others which depend on government grants and other forms of fund. Irrespective of the form of a public library, it may be remembered that the aids/assistance taken for granted may not flow on the expected lines in the event of a financial crisis and also may vary from year to year in the face of other pressing needs. Hence, it would be safer to rely on various sources of revenue. In fact, growth and survival of a public library depend to a great extent on its internal dynamism and external support. (Various sources of finance of a public library and their relative weight are illustrated with the help of a case study which may be seen at Appendix A).

Self-Check Exercises

- 1) What are the various sources of finance of public libraries?
- 2) Mention and explain the three approaches to public library financing.

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

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6.3 PUBLIC LIBRARY FINANCING IN INDIA : SYSTEMS OF FINANCING

India is a large country having wide variations in educational, cultural and economic milieu. As a corollary to it, the pattern and state of library development also differ from state to state. The case of financing of public libraries too is not different. It is, in fact, very diverse and complex. Even the library acts of various states bear no uniformity due to the fact that those states that enacted library legislation preferred to preserve the prevailing systems that existed

in their respective states at that point of time. In order to get a quick grasp of the differing methods of public library financing prevailing in India, the states are grouped under two systems, viz., statutory system and non-statutory system.

6.3.1 Statutory System

Enactment of law by the legislative body of a state to provide for establishment and maintenance of public libraries, and organisation of library service may be called the statutory system of library service. The state of Tamil Nadu was the first to come out with library legislation as far back as in 1948. At present, there are 12 states which run the public libraries under the statutory system. These are (year of legislation given in brackets) Tamil Nadu (1948), Andhra Pradesh (1960), Karnataka (1965), Maharashtra (1967), West Bengal (1979), Manipur (1988), Haryana (1989), Kerala (1989), Mizoram (1993), Goa (1993), Gujarat (2001), Orissa (2001). Library acts of these states do not present a uniform pattern. For the sake of convenience, these acts may be grouped into two, based on certain main features, for the sake of academic discussion.

Type 1 (Pure Form of Public Libraries)

Financial arrangement under this type of public libraries, which were established and run by the government, free of charge. Legislation under this type provided for an independent source of income to the libraries in the form of cess (independent in the sense it is not linked to the state budget, but raised locally). The Local Library Authorities (LLAs) received library cess as a surcharge on certain taxes. The funds, thus, raised through the library cess were supplemented by state government grants. This system was applied generally in Tamil Nadu, Andhra Pradesh, Karnataka, Kerala and Goa. (It may be noted that, instead of entrusting public library service to local bodies like the panchayats or municipalities, the library acts provided for a different body called LLAs to run library service in a particular area. However, collection of library cess and later remission of the same to the LLAs is the function of the local bodies).

In Tamil Nadu, Local Library Authorities are provided for each revenue district and the city of Chennai. Each LLA receives library cess (collected by respective local bodies and passed on to LLAs) as a surcharge on property tax or house tax (at present at the rate of 10 paise a rupee) from its area of jurisdiction. The LLAs maintain a fund named Library Fund, which can be considered as the source of finance for development of public libraries in Tamil Nadu. This fund is made up of: a) library cess collected, b) state government grant (not less than the cess collected), c) special grants from the government for specific purposes, d) contributions, gifts and income from endowments, and e) fees, fines and other amount collected by the LLAs under rules.

In the Andhra Pradesh Public Libraries Act, 1960, the source of finance emanates from the Library Fund maintained by each Zilla Granthalaya Sanstha (i.e. Local Library Authority). The fund consists of: a) the library cess levied as a surcharge on property tax or house tax in its area (presently at the rate of 8 paise a rupee), b) grants released by the state government from time to time, c) special grants from the state government for specified purpose, d) contributions, gifts and income from endowments, and e) funds and other amounts collected by the Zilla Granthalaya Sansthas under rules.

The source of finance for public libraries in Karnataka (as per the Karnataka Public Libraries Act, 1965) is the District Library Fund (of District Library Authorities) or the City Library Fund (of City Library Authorities). The following are credited to the District Library Fund/City Library Fund: a) library cess in the form of surcharge on tax on lands and buildings, on entry of goods into the local area for consumption, use or sale, on vehicles, and, on profession, trades, callings and employment (present at the rate of 6 paise rupee), b) annual grant (to District Library Authority alone) from the state government of an amount equal to 3 per cent of the land revenue collection of the district, c) grants from central and the state governments, d) contributions, gifts and income from endowments, and, e) funds and other amount collected by the local library authority under rules. In addition, there is a provision for a State Library Fund too. This fund is made up of grants from the state and the central governments and funds and other amounts collected by the State Library Authority under rules.

In Kerala (as per the Kerala Public Libraries Act, 1989), the State Library Council maintains the State Library Fund from which all the expenses of the State Library Council, District Library

Councils, and Taluka Library Unions (i.e., Local Library Authorities) are met. The State Library Fund is composed of: a) the state government annual grant (which shall not be more than one per cent of the amount allotted for education in the state budget for the year), b) library cess (in the form of surcharge on the building tax or property tax; at present at the rate of 5 paise a rupee), c) grants from the Central governments, and d) contributions or gifts received.

In Haryana, as per provisions of the Haryana Public Libraries Act, 1989, there are three types of Library Funds, viz., City/Town/Block/Village Library Fund, District Library Fund and State Library Fund. The State Library Fund is built up of: a) the amount provided by the state government for development of library service in the state, b) contributions received from Central government, c) any special grants, from the state/Central governments and, d) any amount received as gift, contribution or endowment, etc. The District Library Fund and City/Town/Block/Village Library Fund of: a) the amount transferred from the State Library Fund, which will not be less than total amount of library cess collected in the district (applies to District Library Fund alone), b) library cess in the form of surcharge on property tax or house tax (at the rate as the government is yet to decide), c) any special grants for specific purposes, d) amounts collected under rules, e) any amount received as gift, contribution or endowment, and f) any loan as may be raised.

The Goa Public Libraries Act, 1993, has identified finance for public library development in the form of library cess as a surcharge on Indian made foreign liquor (IMFL) @50 paise per proof litre and @ 50 paise on bulk beer per litre. Besides, the government has earmarked one per cent of state education budget towards this cause.

Type 2 (Mixed Form of Public Libraries)

The second type pertained to the legislative arrangement which was amenable/suitable to the mixed form of public libraries, which was historically/traditionally predominant in certain states. It had few government libraries and very large number of subscription libraries run by voluntary organisations/non-governmental organisations (NGOs). The state governments, instead of establishing new libraries, supported selected subscription libraries, at times declaring them as District Libraries/Taluka Libraries. They are known under various names : Sponsored Libraries in West Bengal, Recognised Libraries in Maharashtra, Grant-in-Libraries in Gujarat, Affiliated Libraries in Kerala and Recognised Village Libraries in Mizoram.

The library acts did not provide for levying of cess to finance such selected subscription libraries. The amount of grant admissible to a library varied depending upon its status (determined by application of criteria such as size of the population of the area served, size of collection, membership and working hours). These libraries, however, were allowed to charge a nominal subscription as a supplementary source of income.

The states, which can be identified as those having a strong tradition in voluntary service and philanthropy in the field of public library service are: Maharashtra, West Bengal, Gujarat, Kerala, Manipur, Mizoram, etc. The states of Maharashtra, West Bengal, Manipur and Mizoram adopted library legislation sustaining the mixed pattern but with minor variations.

In the Maharashtra Public Libraries Act, 1967, the resources for public library development are provided in the Library Fund which includes: a) annual contributions made by the state government, b) any special grants by the state government, c) any grants given by the Central government, and d) any contributions or gifts made by the public for the development of public libraries. Substantial part of the fund is spent as grants-in-aid to Aided Libraries (including 28 District Libraries, and 32 recognised libraries of research and literary institution) numbering 5, 597 (as against 14 state government libraries) which as mentioned earlier, are libraries run by voluntary organisations. In order to get a better perspective of the twin-system, the case of Maharashtra is further illustrated as a model. Please see Appendix B

The West Bengal Public Libraries Act, 1979, provides for a Library Fund to which are credited: a) grants from the state government, b) contributions, gifts or income from endowments, and c) any amount collected by the Local Library Authority under the rules. The Sponsored Libraries (originally voluntary organisation libraries) get their governmental assistance principally in the form of salaries to their employees, which forms the substantial part of the total fund.

The Manipur Public Libraries Act, 1988, provides for a Library Fund by each District Library Authority from which all payments for promotion of public libraries are carried out. The fund is constituted of: a) the annual state government contribution, b) special grants from the state government made for any specified purpose, c) contributions, gifts and income from endowments made to the District Library Authority, and d) fund and other amounts collected by the District Library Authority under rules. Public Libraries in Manipur are basically subscription (NGO) libraries.

In Mizoram, the total expenditure for establishment and maintenance of public library system is made out of the state budget. The Mizoram Public Libraries Act, 1993, stipulates that salaries and advances, etc., of the employees of government libraries will be paid out of the consolidated fund of the state. Recognised Village Libraries (run by a voluntary organisation called the Young Mizo Association) which form the majority of public libraries in Mizoram receive grant-in-aid from the state government for their maintenance.

Barring the fact that it levies cess, the case of Kerala should also fall under this type. Except for one State Central Library and a few municipal libraries, all are voluntary organisation libraries in Kerala. Till the enactment of library legislation, these subscription libraries (numbering about 5,000) worked under the umbrella organisation, the Kerala Granthasala Sangham, an association of public libraries. The government grants were used to be channelled through it. After the library Act of 1989, these libraries (called Affiliated Libraries) are being supported directly by the government.

6.3.2 Non-statutory System

The states and all the Union territories which have not yet enacted legislation are developing their library services through administrative measures, i.e., a) direct governmental efforts, and b) grant-in-aid system. Under the governmental efforts, the government establishes its own public libraries at different levels like state/divisional/district/taluka/village levels. At the same time, grants-in-aid are paid to selected existing libraries run by voluntary organisations. The government, however, is not law-bound to promote public library service. Also, decision on the ways and means to be pursued for public library development is left to the policy/wisdom of the government in power at a particular point of time.

In order to get a concrete picture of the system, it may be worthwhile to look deeper into the system prevailing in a particular state. Let us take the case of Gujarat which has a long history in public library service. Since there is no library legislation in Gujarat, government budget provisions is the only source of finance for library development. The state follows the twin system of direct governmental efforts and grant-in-aid. While the state meets all expenditure (recurring and non-recurring) of the 72 government libraries, another 7,517 (named as Grant-in-Aid Public Libraries) are paid grant-in-aid. These are libraries run by voluntary organisations and also local bodies like municipalities, nagar panchayats and gram panchayats. Grants are paid annually to each such library. The amount of grant paid is based on each library's actual annual expenditure at the rate of 75 per cent of admissible expenditure subject to a maximum ceiling of grant-in-aid. Rest of the 25 per cent expenditure is to be borne by the library out of its own sources. It is also stipulated that 50 per cent of the grant should be spent on purchase of reading materials. Village libraries in tribal and backward areas are, however, given 100 percent grant.

In short, one is apt to conclude that the current systems of financing of public libraries in India are highly diverse. These have been developed in appreciation of or for preserving the system of public libraries that evolved spontaneously in each state/Union territory.

Self-Check Exercises

- 3) What are the two systems of public library financing prevalent in India today?
- 4) In those states which have enacted library legislation, what are generally the financial sources for public library development and what are the main components of these sources?
- 5) What are the financial provisions in the Maharashtra Public Libraries Act?

- 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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6.4 PUBLIC LIBRARY FINANCING IN INDIA : PRESENT STATUS

We have seen in the previous section, that the sources of finance are open to public libraries in various states. In this section, we shall review the quantum of finance, available to public library development from various sources like the Central government, state governments and NGOs. Thanks to the varying and complex arrangements and the paucity of data, it may not be possible to talk in terms of exact figures. However, in the following paragraph's we will present general trend in the financing of public libraries in India.

6.4.1 Central Government

In the Indian Constitution, 'public libraries' are placed under the jurisdiction of the state government, i.e., the State List. The contribution of the Central government towards the development of public libraries has been mainly in the form of limited financial support rendered through the Five-Year Plans setting up of a few libraries, constitution of various library committees, and establishment of the Raja Rammohun Roy Library Foundation (RRRLF), Kolkata.

The libraries maintained by the Central government, as indicated above, through its Department of Culture are the National Library, Kolkata Central Reference Library, Kolkata; Delhi Public Library, Delhi; Khuda Baksh Oriental Public Library, Patna; Rampur Raza Library, Rampur (U.P); and Central Secretariat Library, New Delhi. Besides, the Department of Culture offers grants, from time to time, to Thanjavur Maharaja Serfoggii's Saraswati Sachivalaya Mahal (TMSSM) Library, Thanjavur (TN); Connemara Public Library, Chennai; Central Library, Mumbai, etc. The Department makes annual financial allocations to the RRRLF. The RRRLF, in turn, expends these allocations for the promotion of public library movement in India through various schemes of assistance. Financial assistance for preservation of manuscripts/ rare books offered by the National Archives of India, Department of Culture, Government of India is available to public libraries too.)

In order to promote public libraries and guide state governments in this respect, the Government of India set up various library committees from time to time. Recommendations of two such important committees in the field of financing are briefly discussed in the following paragraph.

The Report of the Advisory Committee for Libraries chaired by K P Sinha (called Sinha Committee, 1958) advised creation of Block Library Fund and Municipal Library Fund (district to be considered as a unit of library service). It recommended that the Fund should be raised in the form of a cess. The state government should give grants equal to the cess collected and gradually raise it to three times the cess collected. The Government of India, on the other hand, should contribute to the Library Fund of a state an amount equal to the cess collected in the state. The other committee, i.e., the Committee on National Policy on Library and

Information System set up in 1985 under the chairmanship of Prof. D P Chattopadhyaya advised the government, both at state and Central levels, to play a larger role, than done so far, for the development of public libraries. It advocated that the maintenance and development of public libraries should be preferably through state legislative enactments. Finances should be found by each state, either from general revenue or from local taxation. Central Government agencies might provide fund under plan expenditure. This committee also recommended allocation of 6-10 per cent of education budget for libraries (but has not specifically indicated what portion of it should be earmarked for public libraries). It felt that public libraries, especially at the rural level, should draw resources from all official agencies working at that level (e.g., national adult education programme, agricultural extension programme etc.) including those concerned with distance education. Industrial organisations should provide finance for adequate library service for not only their own employees, but also to the community concerned. Finance from private organisations and philanthropic concerns should be encouraged in the library field, especially in developing libraries for the use of children, the handicapped and backward communities.

Under the 8th Five-Year Plan, it was proposed to establish a National Commission on Library and Information Services under the Department of Culture, Government of India, as an apex body for the planning and promotion of library and information services and for integration of all types of libraries into a national system. The proposal, however, is yet to be translated into reality.

The central government has been often criticised for its lack of interest or initiative in enacting a Union library legislation to develop a national library system, to declare a national policy on library and information system and to earmark more finance for public library development in the wake of state governments failing to rise up to the needs of the people.

6.4.2 State Governments

It has been elaborated earlier how each state finds its resources for developing public library service. Some states have enacted library legislation which, *is po facto*, takes care of the financial matters, and others have evolved non-statutory arrangements.

Due to the varied arrangements that prevail in each state/Union territory and other related problems, it has not been possible to assess the total expenditure incurred by each state/Union territory on public library development. The Report of the Sub-group of the Working Group on 'Libraries and Informatics' for Formulation of 8th Five-Year Plan is one instance that has presented a total picture. The data, though old, are utilised here for the sake of having an insight into the financial contributions of the states/Union territories.

In the year 1988-89, the state government and Union territory administrations have together spent Rs.31.71 crore on public library development. The highest per capita expenditure was incurred by the Union territory of Pondicherry (Rs.2.48), and the lowest by Bihar (4 paise). The states which had library legislation in force in that time incurred per capita expenditure (in descending order) in the following fashion during 1988-89:

West Bengal	Rs.1.70
Tamil Nadu	Rs.0.93
Andhra Pradesh	Rs.0.67
Karnataka	Rs.0.63
Maharashtra	Rs.0.20

In this context, it will be in the fitness of things to examine whether the present rate of expenditure on public libraries is comparable to the targets recommended by various committees on public libraries:

- 1) Working Group on Strategic Approach to Public Library Planning 5% of education budget
- 2) Committee on National Policy on Library and Information System 6-10% of education budget

The expenditure on public library service as a percentage to expenditure on education worked out to be 0.26 on all-India level in 1988-89. West Bengal which ranks top in public library expenditure spent less than a per cent (0.91%) of education budget on public libraries. The worst is the case of Bihar where the share of public libraries in education budget is mere 0.03 per cent. States, where voluntary organisations take a lead in development of public libraries, like Maharashtra and Kerala registered low government spending on libraries (as a percentage to education) as 0.10 and 0.20, respectively. Thus, it is evident that the actual picture is not comparable to the targets set by various committees. In the context of a poor nation like India where priorities compete among each other for allocation of more funds, the public libraries may be able to take quantum jumps only by seizing a respectable share in education budget.

6.4.3 Initiative by Voluntary Organisations

The role played by voluntary organisations in development of public library service in any part of the world cannot be overestimated. India is no exception. In India in many states development of public library service depended/depends upon local initiative and voluntary organisations at local level and national level (like the Rajiv Gandhi Foundation, New Delhi). In the states like Maharashtra, West Bengal, Manipur, Haryana and Kerala, despite library legislation, the existing libraries run by voluntary organisations are recognised and supported by the government. Evidently, in the case of the states which have not enacted library legislation, initiative of voluntary organisations is a sine qua non for public library development.

It is an impossible task to estimate the number of voluntary organisations and the extent of annual expenditure incurred by them on public library service. It has also been proved that in the states like Kerala, Maharashtra, Orissa, West Bengal, Gujarat, Bihar and Andhra Pradesh, the financial contribution of voluntary organisations to the promotion of public libraries has been pathbreaking.

In short, we have seen that the existing financial arrangements for the development of public libraries in India and the contribution of state and central governments towards this cause. However, these arrangements are at present under review thanks to the 73rd and 74th Constitutional Amendments of 1992. These amendments have accorded constitutional status to the local bodies (3 tiers of panchayats, and municipalities) and certain subjects including 'libraries' have been transferred from the State List to these bodies, directly or indirectly. When and if such devolution of power takes place, the local bodies will assume the responsibility of financing of public libraries thereby limiting the role of state governments.

In respect of the existing arrangements and commitments, it should be concluded that the contributions of central as well as state governments have been found to be too low to meet the avowed objectives of public libraries. It is despite the fact that various government committees on libraries have laid down clear cut guidance on allocation of funds for the development of public libraries, it is also found that the level of expenditure/investment in public libraries has been too low and it has failed to play any tangible role in human resource development in India.

Self-Check Exercises

- 6) What are the main recommendations of the proposed National Policy on Library and Information Science on financing of public libraries in India?
- 7) Where does the state government financing of public libraries stand vis-à-vis their expenditure on education?
- 8) What are the possible implications of the 73rd and 74th amendments of the Constitution on financing of 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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6.5 SUMMARY

The Unit is divided into three parts, viz., 1) public library finance - a general view, 2) financial arrangements for public libraries in India and 3) present position of finances. While the first part deals with public library financing in general, the rest of the two parts dwells upon financing in India.

The first part deals with various approaches and sources of finance in general. As a public library is a non-profit organisation, the approach for financing should be at variance with that of other types of organisations. The different sources of finance are government: (Central, state and local), library cess, self-generated income, savings, donations, philanthropy and contribution of voluntary organisations.

Various systems of financing of public libraries in India are categorised into two, viz., statutory and non-statutory systems. Under the statutory system, we have analysed the various public libraries acts (in vogue in 10 states) from the angle of provisions for finance. These ten acts are segregated into two groups, one providing public library service through its own libraries (Tamil Nadu, A.P., Karnataka, etc.) and the other through own libraries as well as non-governmental libraries (West. Bengal, Maharashtra, etc.). In non-statutory system, libraries are promoted through administrative measures and, not as a legal obligation.

As regards the present financial status of public libraries in India, we have examined it from the angle of commitment by central and state governments and voluntary organisations. It is concluded that both central and state governments have failed to meet the targets set up by various library committees. However, the voluntary organisations have tried to put up a brave front.

6.6 ANSWERS TO THE SELF CHECK EXERCISES

- 1) The various sources of public library finance are: i) government sources, ii) library cess, iii) self-generated income, iv) savings, and, v) other sources like gifts, fund raising and philanthropic and voluntary initiative.
- 2) The three approaches to library financing are: the following: i) libraries are expenditure-inclined, ii) libraries are growing organisations, and iii) financial demands of libraries are recurring.
- 3) The two systems of financing in vogue in India are: i) the statutory system, and ii) the non-statutory system. The ten states that have enacted library legislation belong to the

former group. In this system, public library development is regulated by the law. Under the non-statutory system, the government is not bound by the law whether or in what way public libraries should be developed. It is carried out in the form of administrative exercise subject to the policy/wisdom of the government in power.

- 4) There is, generally, a Library Fund at various levels of administrative set up, from which money is expended on libraries in the respective area. The components of this fund is mostly: i) library cess, ii) state government grants released annually or from time to time, iii) special government grants earmarked for specific purpose, iv) contributions, gifts and income from endowments, and v) money collected locally under relevant rules.
- 5) The Maharashtra Public Libraries Act provides for the library fund as a source of finance for development of public libraries in the state. The Fund is made up of: a) annual contributions and special grants made by the state government, b) grants given by the central government, and c) contributions or gifts received from the public. Substantial part of this fund goes as grant-in-aid to aided libraries run by the voluntary organisations. Annual maintenance grants ranging from Rs.10,000 to Rs.2,40,000 Rs.10,000 are paid to public libraries based on the categories they belong to. Besides, there is a provision for building grant, equipment grant, incentive grant, special grant and adhōc grant.)
- 6) The CONPOLIS (Committee on National Policy in Library and Information System) recommended that maintenance and development of public libraries should be preferably through state legislative enactments. Six (6) to ten per cent of education budget should be earmarked for the development of libraries. Public libraries, especially at the rural level, should draw resources from all official agencies working at that level. Finance from industrial, private and philanthropic organisations should be tapped for the cause of public library service.
- 7) The expenditure on public library service as a percentage to expenditure on education worked out to a poor 0.26 on all India level in 1988-89.

West Bengal, which topped in public library expenditure, spent only 0.91 per cent of education budget on public libraries. The worst was the case of Bihar (0.03 per cent). Public library spending in forward looking states like Maharashtra and Kerala measures up only to 0.10 and 0.20 per cent respectively of their education budget.

- 8) The 73rd and 74th amendments of the Constitution have empowered the local bodies like panchayats (3-tiered system) and municipalities to finance and develop public libraries in their respective areas. When and if 'libraries' are transferred to these local bodies, the role of state government in financing of public libraries will be scaled down. It will also require basic amendment in the public library acts prevalent in many states to accommodate new arrangements.

6.7 KEY WORDS

Cess : Amount of money raised as part of a general tax by the local government. Library cess is the money levied (called 'rates' in the UK) in the form of a surcharge on various types of taxes such as property tax, house tax and building tax by the local bodies/authorities.

Federal/Central Government : Form of government in which two or more states constitute a political unity while remaining independent as to their internal affairs. In the US, the Federal government at the centre and the 33 state governments constitute the federal system of government. In India, we call much a system as central/union government.

Financing : The act or process of raising or providing necessary fund.

Local Bodies : Government of a specific local area constituting a sub-division of a major political unit (as a nation or state). In India, panchayats, blocks, districts, municipalities/corporations can be named as local bodies.

Networking	: A technique for distributing data processing functions through a system of interconnected computer systems and terminals. Library networking is interconnecting of libraries through computers for sharing of information/processing functions.
Philanthropy	: The disposition to promote the well-being of one's fellowmen.
Statutory	: Created or regulated by statute (law enacted by the legislative body of a state). Public library legislation means regulation of public libraries through the law enacted by the state.
Subscription	: A contribution of money for a specified object; especially the fixed sum promised or required as a periodical contribution by a member of a society etc. to its fund. Library subscription is such a contribution to borrow books or use library facilities during the period of validity of subscription.
Surcharge	: Added or extra charge or payment.
Voluntary Organisation/ Non Governmental Organisation	: Maintained or supported solely or largely by free-will offering or contributions, and free from state interference or control.

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Whence the Finance - Story of a Public Library

Chaitanya Library, situated in a busy street in Central Calcutta, is a well-established, over 111-year-old library run by a non-governmental organisation (NGO). The Library, housed in its own building (in very bad shape today!) is rich in collection (50,000 books) and is manned by two part-time librarians (honorary) and two staff members. It can seat 24 readers at a time. Out of about 500 members, 50-60 on an average visit the library daily.

Born out of the unrepressible enthusiasm of a handful of young men of lower middle class in 1889, the library had always eminent personalities in the helm of its affairs like the Bengali intelligentsia (including Rabindranath Tagore), missionaries and nawabs, etc. The basic purpose of the library was not only to supply reading materials, but also to develop friendly intercourse through lectures, reading, etc. It played its unique role in all the historical developments, including nationalist movement its existence.

The library from its inception, thrived on donations and subscriptions as a source of income. The first was a donation amounting to Rs.300 in 1890 by Ganga Narayan, a patron. Donations were received in the form of cash, books, etc. It could raise sufficient funds from these sources for purchase of landed property but, unfortunately, was forced to sell in 1945 due to lack of money. The library could, however, purchase a three-storey building later. The library used to receive grant (from 1905) from the Calcutta Municipality, amounting to Rs.650 per annum till 1947 when it was suddenly discontinued. The process of deterioration of the library, thus, started with the Independence thanks to the neglect by the government, its non-government authorities and the intelligentsia. It had to, at one point of time, rent out part of its premises for raising funds. Clarion calls were made, time and again, for government assistance as it was found impossible to maintain the library from membership fee alone.

In the year 1998-99, the various sources of finance of the library (amounting to Rs.28,582) stood as under (figures are in per cent) :

- Interest on bank account (2.73), interest on fixed deposit. (46.25)
- Admission fee (1.12), life membership (4.90), annual fee (6.46), subscription (22.78)
- Late fee (5.45), compensation for loss of books (2.87)
- Sale of publication (5.41), sale of old newspapers (2.04)

Half of the total revenue (49%) emanated from interests. The next major chunk of revenue (35%) originated from membership related sources of which subscription formed 23 per cent of the total income. Of the remaining 15.5 per cent of revenue, compensation related items partook 8 per cent and sales 7.5 per cent.

The monthly income of Rs.2,400 (1998-99) is ridiculously low to meet the minimum requirements of a library of this stature.

Being a voluntary organisation library, regular government grant is ruled out. In the given situation, for any type of expenditure other than the routine (like expansion or capital) the library has to look around outside for lump sum amount. This has prompted the library to apply (in 1999-2000) for grants worth Rs.3.79 lakh to the Government of West Bengal and Rs.45,000 to the Raja Rammohun Roy Library Foundation, Kolkata.

Will the Library be able to survive for long despite the fact that it is housed in its own building? Will they ever be able to render a better service, as visualised, if the applications for grants fail to materialise? Are there any possible avenues, especially in a large city like Kolkata, yet to be discovered to generate a steady, decent income?

Maharashtra Library Act : Grant-in-Aid to Registered Libraries

While the Government of Maharashtra owns and runs only 14 public libraries, the rest of 5,597 public libraries in Maharashtra state, established by individuals/social workers/voluntary organisations (NGOs) are 'recognised' and encouraged to provide library service in the state, which is basically a government responsibility. The Maharashtra Public Libraries Act has made provision for various types of grants to these 'recognised libraries' (subject to availability of funds). Annual maintenance grant is one such.

The amount of maintenance grant eligible for a library is dictated by the category it happens to belong to. The categorisation is done based on certain criteria (minimum requirements) in terms of their collection (books, periodicals, news- papers), membership and working hours. The rate of maintenance grant payable to each category of libraries is computed as 90 per cent of its admissible expenditure of the previous year subject to a ceiling. Such ceiling / maximum amount applicable in the case of each category of library as prevalent in 1999-2000 is given below:

<i>Category/Class of Library</i>	<i>Maximum Admissible</i>
District library	
Grade A	2,40,000
Grade B	1,28,000
Taluka library	
Grade A	1,28,000
Grade B	96,000
Grade C	48,000
Other libraries	
Grade A	96,000
Grade B	64,000
Grade C	2,000
Grade D	10,000
Circulating libraries	
Main	32,000
Branch	8,000

In addition, the recognised libraries are eligible to receive :

- building grant up to 50-65 per cent of the estimated cost (percentage decided by the size of the population served) subject to a ceiling ranging from Rs. 24,000-75,000.
- equipment grant admissible at 50:50 ratio.
- incentive grant for i) enrolling additional members ii) purchase of books.
- special purpose grant (not exceeding Rs. 10,000) for purchase of books for special occasions, for commemoration service, and for creation of a special section.
- Ad hoc grant in the first year of recognition of a library to a maximum of Rs.500.

UNIT 7 PHYSICAL AND DOCUMENTARY RESOURCES

Structure

- 7.0 Objectives
- 7.1 Introduction
- 7.2 Physical Resources
 - 7.2.1 Building
 - 7.2.2 Ergonomics
 - 7.2.3 Lighting
 - 7.2.4 Interior Decoration
 - 7.2.5 Furniture and Equipment
 - 7.2.6 Other Amenities
- 7.3 Documentary Resources
 - 7.3.1 Print Materials
 - 7.3.2 Audio-visual Materials
 - 7.3.3 Special Collections
- 7.4 Summary
- 7.5 Answers to Self Check Exercises
- 7.6 Key Words
- 7.7 References and Further Reading

7.0 OBJECTIVES

After reading this Unit, you will be able to:

- know the different components of physical resources;
- understand the importance of these resources such as building, lighting, interior decoration, furniture and equipment etc, and also; and
- know the types of documentary resources useful and accessible to variety of users.

7.1 INTRODUCTION

Resources in general and physical resources in particular are the permanent assets of a library. A public library which needs to be accessible to all types of users requires a well designed building, furniture and equipments, proper lighting, suitable interior decoration and appropriate study environment. Besides, there are other amenities such as parking, security, lift, canteen, garden, sanitary blocks, etc. which constitute the other components of physical resources of a public library. The Public Library should also provide equality of access to a range of documentary sources that meets the needs of different categories of its users for education, information, leisure and personal development. These resources or materials need to be provided in a variety of formats and in sufficient quantity to meet the needs and interests of the community. The development of local information sources and resources is vital.

7.2 PHYSICAL RESOURCES

7.2.1 Building

Building is the heart of every activity. A well designed building is a facility where the people need to be fruitful work. Library buildings need to be designed and planned in a special way

because highly specialized functions are conducted within them. Apart from the technical and administrative functions, the most important function of a library is to offer reading and reference services with a view to entertaining, educating and enlightening the public. For storing books also, special areas have to be earmarked. To Robert Browning, the eminent English poet, "Books are men of higher stature." Books are also tongues and of all climes, and a building which houses them, should be worthy of their reputation. In the earlier period, the libraries were located in a room or a hall rejected by the other units of an administrative office or an educational institution. Even in the case of public libraries, these were housed in whatever buildings, which were readily available. In the case of specially constructed library buildings, there was a Central Stack tower with a separate hall for readers and stress was laid more on the ornamentation of the building rather than on the functions aspects.

In modern times, however, ornamentation, monumentality and fixed functions have been eschewed in favour of flexible modularity. Emphasis is laid on intermingling stack areas and reading areas. The philosophy behind such planning is to make books easily accessible to the readers. Another effect of this new thinking is that the tall racks reaching up to the ceiling in the earlier buildings, have been given a go by along with their shutters, in favour of open double faced racks, the top shelves of which could be easily reached by the readers.

Functions of a Building

Every building has its own functions to perform. These are:

- The first function of any building will be to protect its contents from the ravages of climate, viz., excessive heat wind, pouring rain, heavy snowfall and scorching sunshine. In the context of a library, the users, the staff, the books and even the equipment have to be protected from these elements.
- Then again, a building has to provide protection to those using it from anti-social elements.
- A building has to act as a selective filter by keeping out rain and wind and allowing in light and air in required quantities.
- It has to be useful for particular use, a temple for worship, a factory for production, a house for living and so a library for learning.
- It has again to permit itself to be used for controlling heat and cold. The heat can be controlled by providing water ponds in and around the building and overhead storage of water during summer. The provision of courtyards and water fountains inside the building may be thought of too.
- A building has to serve as a visual symbol and a focal point in the community.
- A building should function for different categories of users, such as children, physically disabled and others.
- And finally, a building has to be a poem in bricks, mortar, steel and glass.

Characteristics of a modern library building

The peculiarities of a library building as compared with other buildings are :

- 1) The library building is used by all the members of a community, the entire spectrum of a village/town/city, from a tiny toddler to the man in dotage, professionals like, engineers, doctors, lawyers, businessmen, artisans, artists, women and children, layman, farmers, labours, teacher, students etc.
- 2) It is subject to constant use and perpetual gaze.
- 3) It may be open throughout the day and the year like a hospital.
- 4) The library building is the busiest used building in the community.
- 5) It is the retreat of the seekers of knowledge, enlightenment and research; in other words, it is the temple of the teachers and the taught, and the researchers.
- 6) It is the key element in the library system of five B's viz., Books, Building, Borrowers and Br w sers - (users of the library)- and Brains- (the library staff and the bosses, (i.e., the management).

Any building, therefore, will not be able to serve the purpose of library if the above functions are to be fulfilled. It has to have a special building characteristics and functionality.

Basic Considerations in the Planning of a Library Building

Since a library building or for that matter any other building would be a costly affair, lot of hard thinking and planning has to be undertaken before launching on the venture of its construction. The following points need to be taken care of in particular:

- A building planning team has to be constituted of the outset. The team may consist of the Head of the Institution serving as its Chairman and the Librarian, as its Member-Secretary. For example, in the case of a District Central Library, the Chairman of the District Library Authority may be the Head of the Planning Team and the District Librarian its Member-Secretary. The other members of the Planning Team may be the Architect, the Engineer of the Institution, one representative of the Users of the Library and a Librarian who has rich experience in the planning and construction of library building.
- A decision has to be taken regarding the character of the building, laying emphasis on its functional aspects rather than on its ornamental or monumental get-up.
- Form should follow the function and not the other way round.
- An attempt for integrated area planning should be made assuring a central location for the library building.
- The IFLA (International Federation of Library Associations and Institutions) The Hague, has made specific recommendations regarding the location of the main library and its branches. The main library may be located within a distance of 3.9 kms. from its users, whereas a branch library has necessarily to be located within a distance of 1.5 kms. only.
- The Town and Country Planning Acts need to take care of these recommendations and make provisions for the reservation of centrally located areas for the construction of library building and even book shops, so that maximum accessibility to the possible clusters of users is assured.
- The building site chosen has to be spacious so that not only future expansions are easily possible, but also rearing up a garden around the building is possible.
- Mahatma Gandhi, the Father of the Indian Nation, while addressing a meeting in a public library, had this piece of advice to give to the management and users of the library.
- The site chosen should have a commanding view.
- The site may also be a reasonably quiet place, a little away from heavy traffic, from the trundling of trains and the hissing and jarring sounds of motors, etc.
- The building should be designed open access with reserved areas for housing rare and costly material.
- In order to assure maximum flexibility, there has to be a scope for capability of re-arranging space so as to permit addition of extra services, as for example, automated circulation system, etc. The modular method of construction should be adopted.
- In order to ensure capability of future expansion, the following shapes that may afford this facility, may be thought of - T- shape, E- shape, F- shape, W-shape, I- shape, H-shape, V-shape, M-shape, W-shape, Star shape, rectangle shape and Swastika shape.
- The orientation of the building has to be given serious consideration, so as to protect it from the monsoon rains and the howling winter winds and scorching summer sun. The longer sides of the building, particularly the stacks and the reading areas, may have the north-south orientation, so as to assure the availability of maximum natural light.

Planning of the Interior of the Library

Space in a library is required, firstly, for storing books, and secondly and most importantly, for readers to read and consult the books. Then again, space is required for the staff, furniture and equipment, for amenities to be provided to the users and for rendering efficient services to the

readers. Space may also be required for visitors who come to see the library and get them acquainted with the services, it can offer to them.

While planning the interior of the library building the following points need to be seriously considered:

- 1) types of services being rendered or expected to be offered by the library
- 2) functions of the different sections of the library
- 3) correlation among them
- 4) proximity to each other
- 5) area required by them
- 6) number of staff do work in each section, and
- 7) nature and type of furniture and equipment to be provided in each section.

It would only then be possible to create a building which will ensure smooth, assembly line working of the entire library and save time, remove irritation and cost less money. Against this background, an attempt to indicate the different sections of the library, their functions, etc., is made below:

a) Entrance Hall

Every library has to have an attractive entrance hall, which has to be spacious and aesthetically planned. Ninety per cent of the impression of the attractiveness, efficiency, and usefulness of the library is formed by the user in the first ninety seconds of his entering the Entrance Hall. The Entrance Hall serves as reception section, circulation section, and even as reference section. It has to accommodate the Property Counter, Charging and Discharging Desks, a Reference Desk, (where short range reference queries are answered), the Catalogue Cabinets, some display stands for exhibiting new arrivals and easy chairs for visitors to wait and relax.

b) Browsing Hall

Adjacent to the Entrance Hall should be located the Browsing Hall. The Browsing Hall is a section where light literature like fiction, books of humour, travelogues, art, popular magazines etc., is displayed. It is usually luxuriously furnished with sofa sets, etc. The philosophy behind the provision of a Browsing Hall in a library is that, readers after doing some serious reading in the other areas of the library can come here to spend a few minutes for relaxation during the course of which they get a little relaxation and replenish their energy. The Browsing Hall can also act as a Visitors' Lounge.

c) Conference-Cum-Exhibition Hall

Every library will have to have a Conference-cum-Exhibition Hall where periodically Exhibitions of Books, Pictures and Prints etc., can be arranged. Popular lectures, recitations of poems, etc., can also be arranged here. Film shows, "Gamaka" sessions, puppet shows can also be meaningfully organized in this Hall. The Conference Hall may also be located near the Entrance Hall so that the visitors to this Hall need not disturb the serious users of the library in the other sections.

d) Children's Library

A Children's Library is a smaller library within a greater library and every public library should have a separate children's library near the Entrance Hall. The children's section would have to be specially designed so that it becomes the most attractive part of the library. The arrangements in the children's library, its décor, furniture, display of books etc., has to be such that the library becomes a source of joy and inspiration to the unfolding minds and blooming hearts of the kids.

e) Administrative, Acquisition and Technical Sections

A separate hall for the acquisition of books, their technical processing, and for administrative work needs necessarily to be located in the proximity of the halls above.

f) Other Amenities to be provided

A modern Public Library has also to have a Bindery or a Book Preservation Laboratory in the case of a larger unit a Veiling philosophic, a canteen or a tea or coffee vending machine, smaller meeting rooms for ladies and special groups like businessmen, farmers etc., sanitary blocks, a small kitchenette with a staff lounge etc. All these could be, located in proximity to the Administrative Section. It would also be a measure of gaining popularity and attracting readers if a Public Telephone Booth with ISD, STD and e-mail facilities provided in or near the library building.

All these areas cannot be free from small conversation, dialogue and a certain amount of noise producing activities. These have to be located a little away from the stack and reading areas where for poring over books and for serious study, a certain amount of quietness is essential.

g) Silent Zone

In the silent zone can be located the main reading and stack rooms, the periodical section, the Local History and Government Document Division etc. The modern trend is to mingle stack areas with reading areas so as to make reading material easily accessible to the users. A certain amount of sound producing activities does take place in such an arrangement. Shelving of books, dusting and cleaning of shelves are indeed sound producing activities, however carefully they are executed. This minor problem could be solved by providing a small courtyard open to the sky in between the reading and stack areas as is done in some libraries.

7.2.2 Ergonomics

This is a new science, the object of which is to create in work places an inviting and invigorating atmosphere to enhance the efficiency of the workers and the satisfaction of the customers. As Walter J. Presnik remarks, Ergonomics is mainly concerned with the "Continuing quest for an optimum relationship between the people and the physical things that they have created and make use of." (Reports from the Ergonomic Frontiers: US Moves Faster. Office of Administration and Automation, No. 44, October 1983, p. 40).

Good ergonomic planning will eliminate hurdles and contribute towards improving performance and productivity. In the context of a library, the goal of ergonomics could mean: (i) to attract more readers; (ii) to enable them to make full use of the library to their utmost satisfaction; (iii) to enhance the efficiency of the library staff by making the work place more pleasurable, (iv) to banish elements which cause stress and strain for both users and workers. Earnest efforts in this direction are being made in the factories, offices, hospitals, etc. in the developed countries of the world, as is evidenced by the following which appears in the Reader's Digest, March 1992, p. 52.

"A firm in Japan is designing perfumed offices and hospitals to improve productivity and relieve stress. Tests on the connection between fragrance and efficiency showed that computer operators made fewer errors when the air was infused with certain smells. Liquid perfumes are pressed into a mist and sent through the air conditioning system. Lavender or rose may have a soothing effect, but lemon or eucalyptus is best for keeping staff alert".

7.2.3 Lighting

Lighting is a very important item of consideration in library architecture. The sources of light are: (i) Daylight and (ii) Electrical light.

Day light

Natural daylight is the best light; but it can be availed of only during day time. In order to get the full benefit of day light, provision of abundant large windows is a necessity. In addition, advantages of daylight can be availed of by providing fiberglass domes and skylight, wherever possible in the roofs. However, continuous direct sunlight on the documents may damage them. This needs to be taken care while planning the building.

Electrical Light

The quality of electrical light has to be judged against the quality of natural light. The rendition of natural light or day-light is ideal because natural light or day light is reflected through many surfaces. Among the types of electric light, the ideal ones are the incandescent and fluorescent

light. For the entrance hall, the browsing and the exhibition halls and the canteen, incandescent lights with decorative fittings, pendent chandeliers can be used to enhance the attractiveness of the divisions. For reading rooms, fluorescent tubes can be liberally used. Fluorescent tubes, with special reflectors which illumine uniformly all the shelves from top to bottom, are the order of the day for stack rooms. For the office, passages, corridors, etc., fluorescent tubes are ideal. To tide over the difficulties of power failures, generators of suitable capacity are a must. For illumining the area around the library building, the non-traditional form of lighting, like metal halide, mercury vapour and pressurized sodium lights, may be thought of.

Automation and Provision of Electrical Connections

Provisions for computer terminals, electric connections for printers and for internet facilities have also to be thought of. Liberal plug points need to be provided at appropriate places in the library.

Task Lighting

The philosophy behind Task Lighting is the provision of illumination suitable for a particular task or job. For example, table lamps illumine the table, books and other similar material taken for consultation or focus lights which brighten up objects on display in an exhibition. Task lighting needs to be supplemented by general lighting or ambient lighting of the required levels.

Studies and research are being conducted on energy efficiency to study lighting levels in different areas. The Illumination Engineering Society of North America sets lighting standards in the US and neighbouring countries.

In our own country the General Electric Company (GEC) another Phillips Company conduct such programmes, provide advice and undertake contracts of furnishing lighting in buildings.

7.2.4 Interior Decoration

The interior of the library has always to be alluring and even stimulating. Proper care in decorating the interior has, therefore, to be taken.

Care of Ceilings and Side Walls

The first item in interior decoration would be the decision as to which colour should be used for the ceiling and the side walls. For the ceiling, it is advisable to go in for white-wash with lime or white distemper. For the walls, however, soft, attractive colours like bamboo green, light yellow or cream or light blue need to be used. Such colours reflect light and illumine the area adequately and in a pleasant manner. The use of bright colours like red, green, etc., needs necessarily to be avoided in reading and stack areas, as they absorb light. Moral paintings on the side walls sometimes provide aesthetic pleasure.

Draperies for Windows

To prevent the glare of sunshine coming through the windows, draperies of attractive colours may be used. Use of Venetian Blinds may also be thought of.

In order to create a proper atmosphere for the study and learning, it is found advisable and even necessary to provide murals for the walls in the reading room in order to break the monotony of the bare high and long walls. At the Universities of Bangalore and Mysore, Dr. K.K. Hebbar, an artist of international fame, had been invited to do murals for the library. The murals done by Dr. Hebbar in addition to its appearance, are also great sources of creative impulse. At the University of California, Los Angeles, USA the paintings on the ceiling of the reading room portray the evolution of the art of printing. At the Tata Institute of Fundamental Research (TIFR), Mumbai, objects of art like paintings, sculptures and other art objects by top artists of the country are displayed to great advantage in the library, entrance hall and other parts of the building. Prints of Ajanta, Ellora and other works of art and portraits of eminent persons may be displayed in reading halls to create the right, exalting and ennobling atmosphere in the building.

Plant Plots

Shady plant pots may liberally be used in corridors, reading halls, entrance hall, etc., to create a natural atmosphere because plants have a close affinity to human beings.

Signage System

In a large library, the geography of which is fairly well scattered, sign boards need to be placed liberally in appropriate spots, so as to enable the readers to reach their destination without unduly disturbing the staff or unnecessarily wasting their time. The sign boards have to be well worded attractively, designed and painted.

Acoustics and use of Attractive Floor Coverings

Sound absorbing construction materials are available and wherever production of sound is inevitable, the use of such materials is advisable, because sound has a distracting effect on the users and workers of a library. Sound should be absorbed at the source only. Movement of readers, of staff and book trolleys do produce sound and to reduce or minimise the sound emanating from these sources, linoleum or coir carpets of attractive colours need to be used for covering the passages. Carpets of enticing design and colours may be used for covering the floor in the browsing hall, entrance hall, conference hall etc.

Gadgets

For the benefit of the users of the library, the library has to employ certain gadgets in order to spare the time and energy of the readers and to enhance their creature comforts.

Elevators

In a multi-storeyed building, book lifts and even passenger lifts become necessary. And, these have to be properly located.

Inter-Communication Telephones

Inter-communication telephones, inter-linking the various areas and work places are necessary in order to speed up promptness in services.

Water Coolers

Clean cold drinking water facilities at appropriate places add to the convenience of users. Heaters in rainy and winter seasons and fans and exhaust fans in other seasons are a must.

Other Gadgets

Vacuum cleaners for cleaning shelves and library areas are needed. Trolleys for movement of books from one area to another serve as labour saving devices.

7.2.5 Furniture and Equipment

A modern library needs specially designed items of furniture and equipment in order to be able to serve the users efficiently like: (i) property counter, (ii) circulation desk, (iii) catalogue cabinets, (iv) dictionary and atlas stands, (v) current periodicals display racks, (vi) new arrivals display stands, (viii) carrel tables, (viii) reading chairs and tables, (ix) standards book racks, (x) special rolling racks for use in storage rooms of books of low use nature, (xi) show cases for exhibiting rare and costly books, (xii) tables and display stands for arranging books and other exhibitions.

Wood versus Steel

Time was when seasoned teak wood was available in plenty and the older libraries went in for wooden bookracks, tables, and chairs, etc. With the sharp decline in the forest area and reckless felling down of trees, seasoned teak wood is not only unavailable, and even if available, it is beyond the budget of the present day libraries. A happy mixture of both steel and wooden furniture has become the order of the day. Libraries now go in for steel shelving, steel periodical display racks, steel catalogue cabinets. But for reading tables and chairs and dictionary stands, etc., wood is being preferred.

While going in for furniture, three considerations have to be borne in mind. These should be: (a) functional, (b) durable, (c) and, beautiful. M/S. Godrej, Allwyn, Steelage, Mehra etc., deal in designing and supplying standard items of library furniture.

While planning the furniture such as tables and chairs, care should be taken for usability by children, physically disadvantaged users, etc.

Before ordering furniture from the manufacturers, the library staff has to resort to precise and unambiguous specification in writing. Details regarding each item of furniture, such as its height, width, depth, thickness required in case of wooden or steel furniture, etc., need to be given. It would be advisable to get drawings of each item of furniture to be purchased, done by a draftsman or an artist. Examples of specification writing are given in Appendix "B".

For the entrance hall and the browsing area, it would be advisable to go in for attractive reclining chairs and sofa sets. As a matter of policy, it is wise and economical to go in for standard products. Care should be taken to avoid, merely on grounds of cheapness of rates, a situation wherein one would end up with rickety book racks, yawning table tops, sagging cane seat chairs, gurgling fans, wailing doors, and grating windows.

Catalogues of standard manufacturers of library furniture and equipment like Godrej, Mehra, Remington, Gaylord and Demco of the USA, are available. It would be beneficial to consult them as also periodicals on interior decoration and library furniture and equipment, for selecting and ordering.

7.2.6 Other Amenities

Sanitary Blocks

Liberal provision at appropriate places of sanitary blocks is one of the necessities of modern offices and work places. The only care that needs to be taken in this matter is that it would be advisable to push them out a little away from work places by providing connecting, well-ventilated, honey comb walled corridors. The feasibility of providing open court yards with lush green lawns need to be positively considered.

Parking

Parking areas need to be created on either side of the library building, where users' four and two wheelers, as well as those of staff members could be parked. Under no circumstances should the vehicles be parked in front of the building.

Gardens

Provision of gardens around the library building may add to the attractiveness and grace of the place. If there is adequate open space around the building, gardens in three rows may be planned. In the first row, tall trees with rich foliage, about 200 ft. away from the building, may be planted, to be followed by dwarf trees in the second row. Near the building and near the windows, green turfs and flower beds may be created. The advantages of having tall trees on the outskirts of the library site are: (i) trees filter dust; (ii) they absorb pollution in the air; (iii) they supply oxygen and moisture; and (iv) finally they lend enchantment to the view. Our epics celebrate forest life. (v) our epics and Upanishads were composed under the canopy of trees. The very sight of nature re-charges the drained off battery of our minds, particularly when we are engaged in serious study. After all, nature is not only a great teacher, but also an abundant nourisher.

Security

In order to guard books and other property, the library has to adopt certain safety measures. The first such measure would be to have only one entrance, which would also serve as an exit. There may be, in addition, in a large library, emergency exits at suitable places. The provision of a property counter with an attendant and a guard watching over the entrance and exit of users, is another way of providing security for the library. The windows may be decorated with aesthetically manufactured mesh work to prevent passing out of books, etc., by unscrupulous users. Use of fire resistant building materials can be thought of. Use of water proofing substances for roofs and outer walls so as to prevent seepage of water needs necessarily to be attended to. To avoid fire hazards, Minimax Fire Extinguishers at appropriate places should be stationed. Smoke detection systems are now available. The same may be availed of as also the sprinkler system. The positioning of water hydrants in close proximity should engage our attention.

Climatic Design Principles

In the West, in certain library buildings, asphalt roofs have been provided to store water for reducing heat in reading rooms, etc., during summer. Water pools with jets in the court yards inside the building and also along walls outside the reading rooms would be welcomed by the readers.

Self-Check Exercises

- 1) Discuss the provisions to be made for the interior of a building meant for public library.
- 2) Why lighting is so important for library architecture?

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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7.3 DOCUMENTARY RESOURCES

The public library is an institution that exists to provide information materials, which communicate experience, and ideas from one person to another. Its function is to assemble, organize, the printed and non-printed and make them easily and freely available to all people. All these materials will assist them to:

- educate themselves continually
- keep pace with progress in all fields of knowledge
- become better members of home and community
- discharge political and social obligations
- be more capable in their daily occupations
- develop their creative and spiritual capacities
- appreciate and enjoy the works of art and literature
- contribute to the growth of knowledge.

7.3.1 Print Material

A) Books

The public library provides books containing information for people of all ages and all interests. Some wish it for pleasure, some on specific subject, and some may wish to pursue their interests to a greater depth or in greater detail. The types of print materials or collections required for different age groups are listed below:

i) For Adults

Non-fiction on all subjects of general or local interest, at different levels, and in proportions related to needs; simple guides and practical manuals, standard works and popular light reading; books which help to open mindedness and broaden horizons.

Selections of more specialized books related to the known interests of users but serving also to demonstrate the wealth of material available in the library system as a whole.

Imaginative literature: poetry, drama and fictions, including popular, standard and classical writings, and new and experimental work by young authors.

Representative works in the main world languages, and in minority languages used in the area served by the library.

Maps and guidebooks.

Special collections on the locality, and on commerce, technology, agriculture, etc., according to local needs.

National and international official publications.

Quick reference books and other standard reference works.

Pamphlet collections: holiday guides, transport timetables, trade catalogues, etc.

Material to assist training in literacy.

Books for immigrant and ethnic minority groups, in their own languages and about their own countries and cultures.

Large print books for the partially sighted.

Braille books for the blind (unless they are provided by other agencies).

Play sets for group reading.

Sheet music, and music in sets of orchestral parts.

For Children

In addition to adults books mentioned above which are wherever relevant, but with the following special emphasis:

Picture books and simple stories.

Imaginative literature for each age-group, specifically designed to be attractive to children.

Factual books and simple discussion books on all subjects and at various appropriate levels, attractively presented to arouse interest and encourage children to explore new fields.

Dictionaries, encyclopedias and other reference books designed especially for the young people.

B) Periodicals Including Newspapers

Many periodicals are designed to be read, or looked at, for pleasure, and then discarded. If provided in public libraries, these are unlikely to be retained permanently in stock. Such periodicals often contain well-written articles on topics of current interest, and these may sometimes be worth extracting and including in the library's information files.

A second group, containing material of greater substance, social content, and more permanent value, provides the pool from which most public library acquisitions are likely to be drawn. Many periodicals for ethnic minorities and other sections of the community with special interests are likely to be in this group. Files of back numbers are usually retained as long as they are in demand, or provide useful information sources.

A third group, mainly the journals of learned societies and other research bodies, retain permanent value. Periodicals of this kind at one time occupied a most important place in the stocks of public libraries. The extent of their provision has more recently been reduced by two factors: their increasing cost, and the greater ease with which is now possible to obtain or borrow copies from national and specialized collections when they are specifically required.

In some countries, the cost of subscriptions to newspapers and periodicals is considerable, and their management in libraries, involving acquisition, checking, indexing, displaying and filing, can be burdensome. However, periodicals contain current opinions and up-to-date news and information to supplement book collection. Their value must be assessed carefully

in regard to both current interest and to future research potential. In the case of newspapers, the importance of giving access to a variety of opinion needs to be given due consideration.

7.3.2 Audio-visual Materials

Audiovisual materials in libraries include audio recordings (mainly discs and cassettes), slides, tape-slide programmes, filmstrips, film loops, cine film, video recordings (mainly cassettes), and overhead projector transparencies. (It is some times found convenient to include microfilms, though these are usually reproductions of the printed word). Simple graphic and pictorial formats such as prints, photographs, posters and diagrams should also be included.

People nowadays are accustomed to aural and visual presentation. Ever-increasing amount of material is being produced in audio visual formats, and these therefore form an increasingly important part of an integrated library service. They are particularly relevant for use preschool children, people in hospital, and those with reading problems of any kind, or difficulty in holding a book or turning a page.

In many instances, audio-visuals formats are more effective than their print-based counterparts. For example, movement is more readily understood if it is portrayed by moving images on field or videotape sound recordings are indispensable for the enjoyment of music; foreign languages are more easily learned through the medium of sound recordings. In no circumstances should audio-visuals materials be regarded as an additional luxury in library provision: these are necessary components in a fully integrated library service, complementary to the printed word. Now-a-days multimedia play an effective role in communication. In the context of public library the multimedia kit may be helpful to achieve the objectives of public library.

The use of most audio-visual media requires special equipment, much of it dependent on the availability of electricity. In some countries, this and the difficulty of getting equipment serviced may restrict use. Battery operated tape recorders and slide projectors however are widely available and could the library lend them.

Listening and viewing equipment of all relevant kinds needs to be provided in the library so that the materials can be used on library premises, tried out before they are borrowed, and checked by the staff on return. Group viewing and listening will usually be possible once equipment is available. The individual use of audio materials in the library requires the provision of headphones or soundproof booths. The provision of facilities, where individuals can make their own audio and visual recordings, should not be overlooked.

Library staff should themselves make use of audio and visual recording equipment to build up local collections of dialect, speech, customs, folk songs and reminiscences. Reference has been made elsewhere to the making of talking books and newspapers for the blind. In all these activities care must be taken not to infringe copyright regulations.

7.3.3 Special Collections

General acquisition and discard rates may not be relevant to some parts of the collection or to particular special collections or where special circumstances prevail. In these cases, the collection policy must reflect the special needs. Particular examples of these exceptions are:

- Indigenous resources the public library has a role in maintaining and promoting collections of resources related to the culture of indigenous people and ensuring access to them;
- Local history resources-material relating to the history of the locality should be actively collected, preserved and made available;
- Libraries in communities with a high proportion of particular groups, e.g., children, retired people, young adults, indigenous peoples, ethnic minorities or unemployed people should reflect the needs of these groups in their collections and services; and
- Reference collections-older reference material may need to be retained to provide historical data for research.

Self-Check Exercise

- 3) Explain the different types of documentary resources useful for the readers of a public library.

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

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

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7.4 SUMMARY

This unit discussed the various physical and documentary resources. The physical resources such as building, furniture and equipment, lighting, interior decoration and other amenities, which are specially designed for public libraries. A number of aspects are taken into consideration while designing their physical resources keeping in view the users access, convenience and comfort. Documentary resources which are considered as intellectual resources or information resources are available in different formats like print and non print material. Now a days, public libraries giving more emphasis or procuring non print material like audio-visuals, microfilm, etc., for literates and neo-literates to make themselves motivated as well as promoting reading habits. There are special collections on local history, children's literature, Braille collections which are procured by public libraries to meet user's demands at large. As a whole, both the physical and documentary resources are essential to build up a good public library system.

7.5 ANSWERS TO SELF CHECK EXERCISES

- 1) While planning interior of a building meant for public library, there should be provision for: a) Entrance Wall, b) Browning Hall, c) Conference-cum-Exhibition Hall, d) Children's Library, e) Administrative, Acquisition and Technical sections, etc.
- 2) Lighting is an important item of consideration in library architecture. The advantage of daylight or natural light is that it is reflected through many surfaces. Since daylight is positive during day time, it is necessary to have electrical light which has to be judged against the quality of natural light. Among the types of electric light, the ideal ones are the incandescent and fluorescent light.
- 3) The different types of documentary resources useful for readers of a public library are: i) print material (books, periodicals and newspapers, ii) Audiovisuals (audio recordings, slides and films, videos recordings, photographs, posters and diagrams) iii) special collection (local history, Braille, children's literature reference).

7.6 KEY WORDS

- Ergonomics** : The field of study that deals with the relationship between people and their working environment as it affects efficiency, safety and ease of action.
- Carrel Table** : A table reserved for one reader, which is provided by means of front and side screening a more or less secluded or writing area.
- Reminiscences** : A person's collective memories or experiences put in to literary form.

7.7 REFERENCES AND FURTHER READING

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APPENDIX A

ISI Standards for Library Buildings

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- Code of practice for library lighting.
- IS: 1829 (Part I) - 1978.
- Specification for library furniture and fittings, part I: timber (first revision).
- IS: 1829 (Part II) - 1977.
- Specifications for library furniture and fittings. Part II: steel
- IS: 1243-1958.
- Recommendations for modular coordination of dimensions in the building Industry
- IS: 1172-1957.
- Code of basic requirements for water supply, drainage and sanitation.
- IS-1883-1957.
- Metal shelving racks (adjustable type) second revision).
- IS: 8338-1976.
- Recommendations relating to primary elements in the design of school library buildings.
- IS:3312
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- IS:4116-1976.
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- IFLA Guidelines for Pubic Libraries,m1986. (Chapter IV. Service Points. pp. 43-47).
- Ashburner, E.H.: Modern Public Libraries: Their Planning and Design, 1986.

Specifications of Some Items of Furniture**1) Atlas Stands:**

These will be slightly modified 'editions' of the Dictionary Stands. The measurements of the Atlas Stands which will be used for keeping the large atlases will be:

Height of the back from the ground	: 3'9"
Height of the front from the ground	: 3'6" thus
Making a slope of	20 degrees

It will be 28" broad and 22" deep.

It will have five compartments at a distance of 6" each.

There will be 4" of space for ground clearance at the bottom, which means that the lower most plank will be 4" away from the ground.

All along the fore-edge of the top sloping plank, there will be a wooden bar of half inch thickness which prevents atlases taken out for consultation from sliding down.

The thickness of the planks to be used for the bottom, sides, the top and the compartments will be uniformly 1" to inches.

2) Book Trolleys (Steel)

The Book Trolley is used for carrying books from one room to another in the library either for shelving purposes or for taking out books from the stack room for consultation by readers. This is a labour saving device. It is in the form of a miniature double faced book rack with three differentiating characteristics, viz., i) Its planks slant inwards slightly; ii) It is mounted on rubber castor wheels; iii) It has handles on both the sides for pushing it. The exact measurements of the trolley are as under:

Height 3" Breadth 2'8" Width 16"

The bottom-most shelf is 6" above the ground

Above this are two shelves fixed at a distance of 12" from each other

The Trolley is mounted on four 5" ball-bearing swivel Castors.

Colour Hammertone Seagreen: Guage 18.

Before its is painted, it should be given anti-corrosive treatment

3) Card Catalogue Cabinet Unit (Steel)

20" deep 123/4" width 10 high with 4 drawers

Each drawer measures from the outside 53/4" x 41/2".

The side wall of the drawer should be 21/2" high

Each drawer should be provided with a plastic top, a label holder, a card supporter with spring adjustment and a rod with enamel coated tab. The drawer should slide in & out easily in gullies or should be provided with ball bearing arrangement. There should be a catch at the rear end of the drawer to prevent it from falling off when it is drawn out with some force.

The height at which the rod should be fixed is about 3/4".

4) Dictionary Stands

These are used for displaying dictionaries, encyclopedias and such other heavy materials which students require for frequent consultation. The measurement of the stands are given

below:

Height of back from ground : 3'9"

Height of front from the ground 3'6", thus forming a slope of 20 degrees

Breadth 24" Depth 22".

It will have two compartments of 18" height each.

There will be ground clearance of 4", which means that the lower-most plank will be fixed at a height of 4" above the ground.

All along the fore-edge of the top sloping plank, there will be a wooden bar of ½" thickness which will prevent material taken out for consultation, from sliding down.

The thickness of the wood to be used for the sides of the compartments, the top and the bottom, etc., will be 1" to ¾".

5) Display Stand (Double Faced)

These will be required for displaying the new arrivals in the library. The stand will consist of a strong teak wood frame with good quality plywood veneer enclosing it on the four sides, making a sort of a hollow box.

The frame will be erected on beams of 2" thickness.

The base of the stand will be so constructed that the depth of the stand at the ground will be 18", and 20" at a height of 1' above the ground.

This means that the bars will slant both ways forming an angle of 35 degrees to the ground. From that height the beams will be so fixed that they taper upwards so that they make the depth at the top only 9".

On the surface of the plywood on either side, there will be 6 horizontal bars, ½" thick, 2" deep and 4' long running across, parallel to each other making five compartments each of 10" height. The overall measurement of the stand will be 5'6" high, 4" wide and 18" deep at the base, 20" at a height of 1" from the ground and 9" at the top.

6) Magazine Display Cases (Steel)

These are used for displaying light, popular and pictorous magazines. They are usually kept in the Browsing rooms. The overall measurements of a case are as under:

Height from the ground 5'

Breadth 3'

Width at the base is 15" and at the top 21½". It may be noted that this difference in the width at the base and the top is due to the tapering of the sides from bottom upwards. There are four compartments in the case measuring about 12" high. There is 6" of ground clearance. The depth of each compartment is about 2". Each compartment is fitted with a longitudinal supporter of 6" height to prevent magazines etc., from falling off. This supporter slides in & out of side grooves provided for the purpose. The cavity formed by this compartment is 11½" deep. Colour: Hammertone Seagreen; gauge 18. Before these are painting they would be given anti-corrosive treatment.

7) Periodical Racks (Steel)

The periodical racks should measure 70" high, 36" wide and 15" deep.

There should be four shelves slanting at an angle of 45 degrees at a distance of 13½" from each. Below these shelves should be fixed horizontal sliding trays of 4" depth. Each tray should be provided with 4 trays of 4 label holders at equal distance and with chromium plated handle to move it in and out. The lower most tray should be about 10" above the ground. Beneath it, at about 6" above the ground a plank should be fixed. This will form a compartment of 4" height which can be used for keeping extra issues, etc.

8) Reading Chairs (Wooden)

The reading chairs should be provided with

i) Round backs; ii) Cane seats and iii) Rubber cushions for the legs.

The measurement of the chair will be height from the ground to the seat 18".

The cane seat will measure 19"x19"x18".

The thickness of wood for the legs should be 2"x2".

The bars which provide the back rest will be 1"x1 1/2" thick. The overall height of the back from the ground is 33".

1) Reading Tables

These will be simply designed. They will have no drawers or slide planks. They will measure 7'x 3 1/2' x 2 x 1/2'. A large 7'x 4 x 2' thick plank with four joints will be supported by four strong round legs of 3 1/2" thickness at the top, tapering down to 3" thickness at the bottom. The legs will be fitted with rubber stubs which enable the shifting of the table without much noise. Four to six readers can conveniently make use of this table.



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Structure

- 8.0 Objectives
- 8.1 Introduction
- 8.2 Policy and Planning
- 8.3 Job Description
- 8.4 Human Resource Management
 - 8.4.1 Selection
 - 8.4.2 Training and Development
 - 8.4.3 Job Analysis
 - 8.4.4 Performance Evaluation
- 8.5 Service Conditions
- 8.6 Discipline and Control
- 8.7 Communication
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- 8.9 Answers to Self-Check Exercises
- 8.10 Key Words
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8.0 OBJECTIVES

This unit introduces you to the role of Human Resource in library and information service or in simple words, staff as a vital integrated component of library and information service. Effective library services depend largely on the social and educational background, professional training and motivation of the library staff.

After studying this Unit, you should be able to:

- understand the role of library staff;
- know basic requirement of selecting staff for different jobs in a library;
- feel the necessity of training and motivation for the growth and development of the human resource; and
- realize the complexity of personnel management.

8.1 INTRODUCTION

On the historical development of personnel functions, two preliminary observations should be made. First, the evolution of the personnel function is intimately linked with a number of other important events in the socio-economic changes introduced during post-independence India. Second, the historical development of the personnel function is evolutionary in the sense that the changes that have taken place have been gradual and subtle.

Staff are the key to the effective functioning of any library and information centre. A library can have an excellent book collection and a magnificent building, but if it does not have a well trained, competent staff, then the library will not be able to provide services effectively. It is said, of all the tasks of management, managing the human component is the central and most important because all others depend on how well it is done.

8.2 POLICY AND PLANNING

The development of policies and procedures is an integral part of the staffing function of an organization. Every library should have a set of personnel policies. A policy is a statement of action which commits management to a definite plan or the course of action. They are used as guidelines for decision-making.

A personnel policy may be a broad statement: library does not discriminate against any employee on the basis of age, sex, religion, etc. It may also be very explicit, viz., all employees are entitled to 30 days annual paid leave every year.

Policy does not spell out the exact methods by which it will be implemented. That function is accomplished by the procedure. A procedure provides the methods for carrying out a policy. It sets forth the steps essential for accomplishing the result. A library will have procedures to be followed by the employees and management.

In addition to policies and procedures, a library will have a set of rules. A rule is defined as a law, regulation or prescribed guide for conduct of action or behaviour. Rules apply uniformly to a group of employees. Rules normally serve to ensure predictability of behaviour.

The policies, procedures and rules are to be written down in every organization. Special care must be taken to communicate these documents to supervisors so that they administer them equitably and uniformly.

An effective set of personnel policies serves a number of different functions:

- a) Formulating policies requires the library management to think through the needs of the employees and the organization;
- b) Personnel policies provide consistent treatment for all employees and categories; and
- c) Policies assure continuity of action, even when there are changes in the structure of the management.

8.3 JOB DESCRIPTION

Jobs are the individual blocks/components upon which the organization is built. Organizations are formed and jobs are created. A position is a collection of tasks and responsibilities which constitute the total work assignment of a person. A job, on the other hand, is a group of positions that generally involve some responsibilities, knowledge, duties and skills. A job should always be a planned entity; job should be designed in order to ensure maximum organizational effectiveness. It is the responsibility of the head of the library to identify the tasks that are to be included in a job.

Once a job has been established or identified, a job description should be written specifying the duties associated with that particular job, the relationship of the job to other units of the organization, and the personal characteristics, such as, education, skill and experience required to perform the job.

Job description generally contains the following elements:

- 1) job title;
- 2) purpose of the job - providing justification for the creation of the job;
- 3) job activities and procedures including a description of the tasks performed by the incumbent in the job. There should be clear indication of what the duties and responsibilities of the job are. Activities and procedures of the job is the most important part of the job description. The task assigned should be comparable in education, experience, and responsibility required in such similar or related skills, knowledge and abilities;

- 4) the relationship of the job to the organization, the person to whom the incumbent reports, and internal and external relationships required by the job; and
- 5) job requirements are established by the organization. Requirements that are defined often include amount of education, experience and special skills needed. Any requirements stated for a job should be necessary for the successful performance of the job.

Job descriptions fulfill several important administrative and personnel needs. A job description may be used in the recruitment of new employees. For a newly-appointed employee, the job description becomes the basis for determining training needs and to identify the tasks that will require special efforts. The job description becomes the basis for formal performance appraisal.

8.4 HUMAN RESOURCE MANAGEMENT

Management of human resources is especially important in libraries because they are labour-intensive organizations. In most libraries, it is estimated about 60% of the library budget is expended on salaries.

Staffing level: One of the most difficult issues that library administrators continue to face is matching the appropriate level of work to the appropriate type of employee. It is necessary to identify categories of library personnel and levels of training and education appropriate to the preparation of personnel for those categories which will support the highest standards of library service for all kinds of libraries and the most effective use of the variety of skills and qualifications needed to provide it.

Human Resource Management: The concept of scientific management was evolved in the USA close to the industrial revolution during early 20th century. F.W.Taylor, 'father' of scientific management, believed that of the infinite number of ways of doing a particular task theoretically, there is the most preferred method, within a set of criteria. Such criteria, as maximum productivity, minimum cost, minimum effort, minimum training time, and the highest possible quality were typically used as output variables in every production process/operation.

Scientific management movement has had a substantial impact on employee — employer relationship and management in general. But, after two or three decades of extreme popularity, it began to lose some of its prestige because of its failure to solve certain types of human related managerial problems. It became apparent that most of the managerial problems are the result of human. Such recognition gave impetus to the development of topics, such as, industrial psychology, human relations, welfare, etc.

8.4.1 Selection

Selection refers to the process of actually choosing an individual, who will be most likely to perform successfully in a job. The fundamental goal of selection is to achieve a good match between the qualifications of the applicant and the requirements of the position/ job.

Every library/organization should have a well-designed selection procedures. Typically, the selection process includes: application forms, applicant testing, personal interview, verification of past performance and background and finally selection.

An application form is used by the employer to gain written information about a candidate in a pre-designed format. Sometimes, a covering letter and a bio-data are substituted for the application. After scrutinizing, the applications are short listed with, most promising considerations. These are then officially informed of the for personal interview or just on a particular date and time. Some libraries use written tests to see if an applicant possesses the skills needed for a specific job. Interview is typically the single most important tool used for the selection process. At some point, either before or after the interview, an employer may want to verify information provided by the candidate, by checking confirming the information with referees and contacting previous employers.

8.4.2 Training and Development

The concept of training can be limited to instructing an individual in specific steps that are essential for achieving a certain result. There are many levels of training. Some training is received by everyone; other parts of the training programme are meant for more specific job of an individual. Training is expensive, but it is a false economy to try to minimise training that is given to employees. There are many ways of training. Any training given to an employee needs to be carefully planned.

The basic principles for a good training are:

- 1) Simple tasks must be taught first.
- 2) Tasks must be broken down into specific components.
- 3) Only the correct result oriented procedures are to be taught.
- 4) Teaching cycles should be short and reinforced by practice.
- 5) Skills should be developed through repetition.
- 6) Trainee should be motivated.

A library's responsibility for training and education does not end when a new employee has been properly trained for a position. And, it is not just a new employee who need, continuing education. Employees who join libraries with the best educational degrees and professional aptitude will need continual updating to stay current. The rapid changes that are taking place in all types of libraries are compelling factors to attach more importance to staff development and continuing education.

The Skills of Library Staff

The public library is a service aimed at all members of the community who will have varied and changing needs. Public library staff will require a range of skills and qualities, including interpersonal skills, social awareness, teamwork and leadership and competence in the practices and procedure of the organisation. The fundamental qualities and skills required of public library staff can be defined as:

- The ability to communicate positively with people
- The ability to understand the needs of users
- The ability to co-operate with individuals and groups in the community
- Knowledge and understanding of cultural diversity
- Knowledge of the material which forms the library's collection and how to access it
- An understanding of and sympathy with the principles of public service
- The ability to work with others in providing an effective library service
- Organising skills with the flexibility to identify and implement changes
- Imagination, vision and openness to new ideas and practice
- Readiness of change methods of working to meet new situations
- Knowledge of information and communications technology.

8.4.3 Job Analysis

The job analysis allows the organization to gather information about what is actually being done by employees holding specific jobs.

A job should be stable over a period of time. In reality, jobs are dynamic and often change considerably over time. New machinery or equipment may be introduced; even the entire library may be reorganized. Changing technology may alter the skill requirements necessary

for a job. It is important that job descriptions and specifications must be kept up-to-date to ensure these still describe the activities and characteristics of that job.

All jobs change over time because employees for their individual characteristics, produce drastic changes in the jobs.

There are a variety of methods that may be employed for job analysis. Some of the most common methods include: 1. direct observation of the job, 2. interviews, and 3. written questionnaires. Each method has its advantages and disadvantages. It is useful to acquire data via more than one method to make sure that sufficient information is gathered.

The results of the job analysis can be useful: (a) to specify the skills and abilities needed by an employee holding the job; (b) to determine the appropriate compensation for that job, and (c) analysis can indicate when a job needs to be redesigned.

8.4.4 Performance Evaluation

The first objective of a performance appraisal is to determine how well an employee is performing on the job. The second objective is to help an employee to be aware of the areas he or she is doing, in which improvement needs to be made.

There are many methods that can be used for performance appraisal and evaluation; each has its own merits and demerits. The most commonly used methods used in a library are essays, ranking, forced distribution, graphic rating scales and the behaviorally anchored rating scale.

Performance appraisal is the systematic evaluation of an individual employee's job-related strengths and weaknesses. In all types of libraries, employees' performances are to be evaluated. It is a useful tool which could provide benefits to both employer and the employee:

- 1) It can serve as a basis for personal decisions relating to promotion, demotion or termination of employees. It facilitates the promotion of an outstanding worker. Systematic, written assessment of a library staff over a period of time helps make these decisions more reasonable and sound.
- 2) It can serve as the basis for wage and salary fixation.
- 3) It will give a better understanding of the individual employee's capabilities and potential.
- 4) It gives employees feedback to improve performance where weaknesses are visible.

Self-Check Exercises

- 1) What are the different elements of job description?
- 2) Discuss the important activities that Human Resource Management (HRM) comprises.

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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8.5 SERVICE CONDITIONS

Libraries offer salaries and fringe benefits to reward employees for their efforts. Normally, salary structure is based on three factors: (1) determination of salary to be paid; (2) development of salary scale, and (3) the process of awarding salary increases. The question of fair pay usually involves issues: (a) internal equity or what the employee is being paid for the job in compensation to what other employees in the same organization are being paid to do their jobs, and (b) external equity or what the employee is being paid in compensation to what employees in other organizations are being paid for similar jobs. Salaries for library positions are usually determined by the going rates of pay in the community in which the library is part of it.

*** [Fringe benefits and other service conditions - leave, working hours, human rights, equality under law, termination of job contract, career prospects, etc. as applicable in India!! (Indian laws, Commission reports to be referred — to be added).

8.6 DISCIPLINE AND CONTROL

Almost all institutions have to deal with an employee who fails to comply with the requirements of the job or the organization. Employee's supervisor may need to invoke some sort of disciplinary measures to resolve the problem. At the same time, an employee may have a complain against the organization.

Discipline is the action taken by an organization against an individual employee when his/her performance has gone below average or due to some activities that are prejudicial to the interest of the library. Discipline may need to be administered in such cases. Discipline is one of the most challenging areas in dealing with employees.

Disciplinary authority should be aware of the dual objectives of disciplinary actions-preserving the interest of the organization and protecting the rights of the individual employee. Each library has to have its own rules and regulations in terms of employees' performance before proceeding on disciplinary action. To administer discipline effectively, the penalties must be imposed consistently and fairly and with advance warning. However, as the public libraries are either governed by government or government involvement is there, the rules of disparity laid down by government are to be followed.

A grievance system, on the other hand, provides a method for employees to deal with the problems they are to deal with supervisors or with the organization. A grievance is any dissatisfaction in connection with one's service terms and conditions that are brought to the attention of the management. Grievance procedure are found in both union-based and non-union based systems. For this purpose, state and central government administrative rules and Indian labour laws to be quoted.

8.7 COMMUNICATION

Communication plays an important role in directing. Most managers spend a large part of their time communicating with other people. It is also said that main task of an executive is that of communication. It is a critical skill of a manager. The communication with the staff may be both by oral or written communication. Each has its over application depending upon the nature of information to be communicated well balanced and polite communication skills bring better results on performance of human resource.

Models of communication include:

- a) *Source*— the sender of the message. The source has some thought, need or information to communicate.
- b) *Message*— Source has to encode the message in some form that can be understood by both sender and receiver.

- c) **Channel**— is the link between the source and the receiver. Message is transmitted through the channel. Channel takes many forms. For instance, the five senses, the eyes, the ears, are communication channels; telephone is another example.
- d) **Receiver**— is the recipient of the message. Receiver has to decode the message of the sender.
- e) **Noise**— is anything that hinders communication. Noise may occur in the source, the message, the channel or the receiver; e.g., message contains ambiguous statement.
- f) **Feedback**— After the receiver receives the message and decodes it, he becomes the source and can provide another message as feedback. Feedback is a response to the original message and is essential because it allows the original source to know if the message is properly encoded, transmitted, decoded and understood.

Self-Check Exercises

- 3) What is the importance of communication in a 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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8.8 SUMMARY

This unit should have helped you in understanding the role staff has in a library and information centre. How, in relation to the jobs in a library, staffs are selected; what are the factors to be considered and procedures followed. Every library is expected to have policy guidelines on staff strength, levels and the jobs they are expected to perform. How jobs in a library are identified and also their relationship to the organization. As part of the management process, jobs are evaluated and performances of staff in each job are part of a routine exercise in a library. It is important to train a new staff on specific jobs; its co-relationship with other job requirements needs to be emphasized. It is also essential to run continuing educational programme for the staff to update their skill in relation to the new technologies introduced and other changing factors. The organization or the library is to have some written documentation on service conditions for the staff. Rules and regulations are necessary for the staff and the management to follow for smooth operation of the library.

8.9 ANSWERS TO SELF CHECK EXERCISES

- 1) Job description includes: (i) name of the position, (ii) pay scale, allowances and other facilities, (iii) qualification and experience, (iv) duties and responsibilities, (v) immediate authority to report (vi) promotional avenues (vii) performance evaluation, and (viii) retirement benefits.
- 2) Human Resource Management (HRM) comprise a number of activities that include the following as Human Resource Planning:

- a) Human Resource Planning
 - b) Job Analysis
 - c) Recruitment and Selection
 - d) Induction and Deployment
 - e) Training and Development
 - f) Performance Evaluation
- 3) Communication established an effective staff relationship within an organisation by keeping everybody informed about the day-to-day official matters. Between oral and written communication, the latter is served as most authentic, reliable and permanent record of the library.

8.10 KEY WORDS

Appraisal	:	An appraisal of a situation is a careful judgement about what is happening and why.
Criteria	:	Standards by which you judge or evaluate something.
Evolutionary	:	Relating to the process of gradual change and development
Explicit	:	An opinion or attitude that has been expressed clearly
Grievance	:	Something that has happened or been done which you feel is unfair and complain about.
Impetus	:	Is an important effect that something has on a situation which causes a process to develop more quickly.
Labour-intensive	:	Organization, industries or techniques that need or use lot of staff.
Prejudicial	:	Actions or situations that are harmful to a section or group of people in a society.
Variables	:	A factor, which can change in quality, or size, which you have to take into account when looking at a situation as a whole.

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