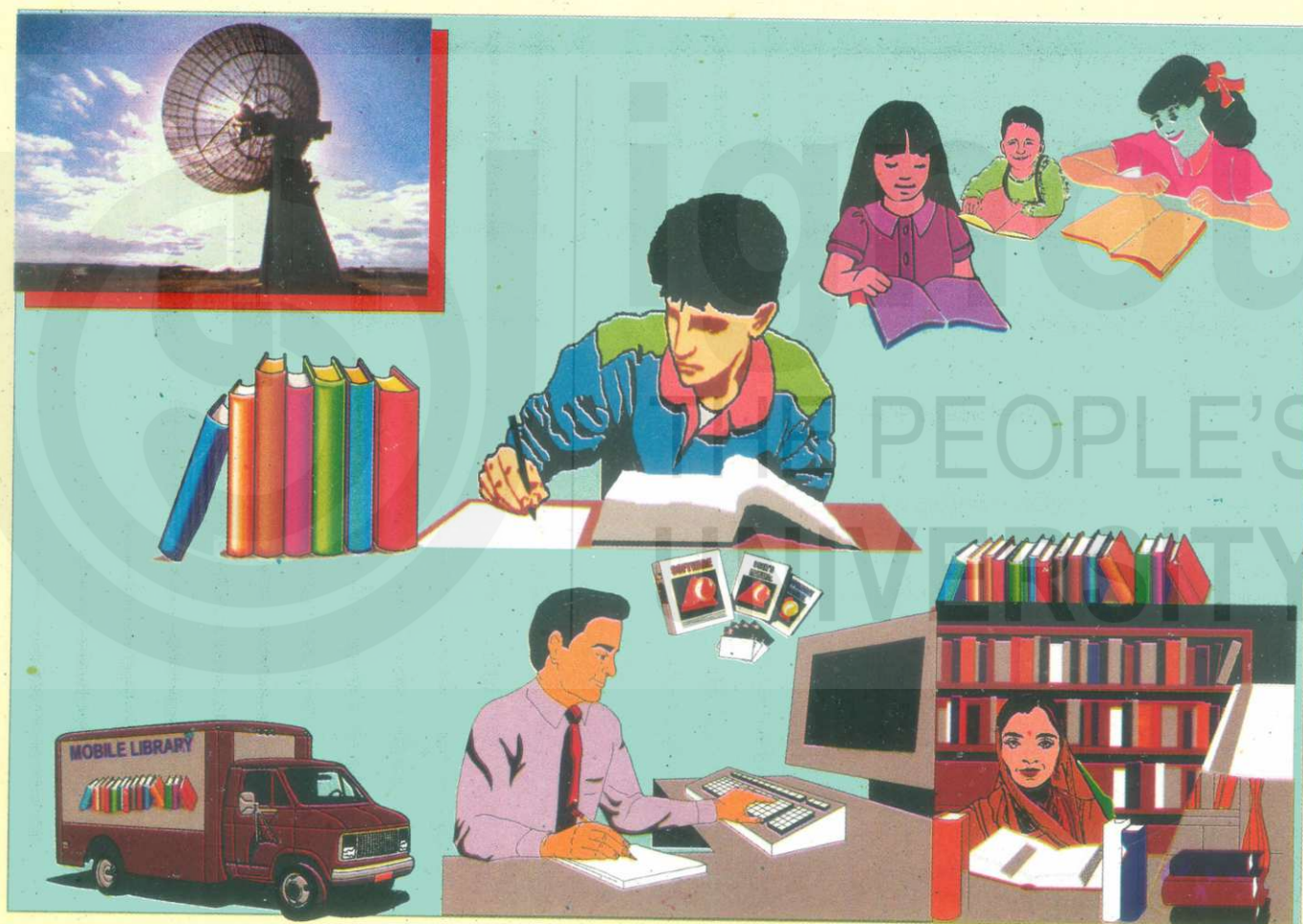




Indira Gandhi National Open University
School of Social Sciences

MLIS-E6

PUBLIC LIBRARY SYSTEM AND SERVICES



Management of Public
Library System

3

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

— इन्दिरा गांधी



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

— Indira Gandhi



Block

3

MANAGEMENT OF PUBLIC LIBRARY SYSTEM

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BLOCK 3 MANAGEMENT OF PUBLIC LIBRARY SYSTEM

Introduction

Management of the public library system encompasses a number of factors such as its organizational structure, planning and administration, developing norms, standards, and governance, and finally evaluating the performance. The success of such a system depends much on well structured or a properly organized public library system. Such a system is expected to provide the best service at different levels such as village, panchayat, zilla prarishad, sub-division, district, and the State at the apex.

This Block consists of five units from Unit 9-13.

Unit 9 the first unit of this block, discusses concept, components and some case studies of organizational structure of public library system of Public Library Act enacted in the four states of India.

Unit 10 deals with planning and administration of public libraries which includes physical planning, planning of documentary resources, planning of services, financial planning, planning of human resources etc.

Unit 11 makes a distinction on public library norms, standards, guidelines and manifesto by presenting already developed national and international norms/ standards/ guidelines.

Unit 12 discusses the need for governance of public libraries, various library authorities responsible for governance of different types of public libraries, such as national, state, regional/divisional and some public libraries of special nature.

Unit 13 entitled "Performance Evaluation" is an essential factor for successful management of a Public Library System. The unit elaborates the different levels of evaluation, methods of evaluation and methods to be adopted for evaluating different sections of a library.

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UNIT 9 ORGANISATIONAL STRUCTURE OF PUBLIC LIBRARY SYSTEM

Structure

- 9.0 Objectives
- 9.1 Introduction
- 9.2 Concept of Organisational Structure of Public Library System
 - 9.2.1 Definitions
 - 9.2.2 Components
- 9.3 Public Library Structure in India
- 9.4 Organisational Structure Recommended by Model Public Library Bill
 - 9.4.1 State Central Library
 - 9.4.2 Divisional / Regional Libraries
 - 9.4.3 District Library and its Branches
- 9.5 Organisational Structure of Public Library System in Indian States (Case Studies)
 - 9.5.1 Maharashtra
 - 9.5.2 Andhra Pradesh
 - 9.5.3 Tamilnadu
 - 9.5.4 Karnataka
- 9.5 Summary
- 9.6 Answers to Self-Check Exercises
- 9.7 Key Words
- 9.8 References and Further Reading

9.0 OBJECTIVES

After reading this Unit, you will be able to:

- define the concept of organisational structure of a Public Library System,;
- enumerate its components and their functions as recommended by the Model Public Libraries Act; and
- describe the organisational structure of the Public Library Systems in Maharashtra, Andhra Pradesh, Karnataka and Tamilnadu States of India.

9.1 INTRODUCTION

A public library system may be defined as an organized structure of related service units under which each unit discharges its predetermined role as an integral part of the system. Further, each unit of the system, starting from top (state central library) to bottom (village library) receives administrative, financial and personnel support from the central units. Therefore, a well-organized structure of a public library system shall put an end to isolated functioning of individual libraries and integrate them into a well-knit system with necessary linkages between the apex library and their affiliates.

9.2 CONCEPT OF ORGANISATIONAL STRUCTURE OF PUBLIC LIBRARY SYSTEM

9.2.1 Definitions

In order to understand the concept of organisational structure, we will study the definitions of some terms, which would occur in this Unit.

Structure is the construction and arrangement of parts in any organisation or body. Libraries too are arranged in a way that reflects their working order or system. In case of a public library system, establishment of public libraries in different geographical areas such as cities, towns, district and taluka places and villages, for different groups of readers: men and women, children and adult literates, language groups, students and the senior citizens, blind and deaf form the essential activity in developing public library system in a state.

Organisation means the working order prevailing in the libraries, forming part of the public library system. Organisation also means the act of putting into working order all the libraries constituting the public library system. Thus "organisation" involves linking of various libraries in order to achieve the goals of public libraries. For example - the district library should have relations with taluka library and the taluka library should have connections with village libraries in the taluka. This connection or linkage will require definite rules/norms of behaviour among these libraries.

System comprises a number of things (in our case the libraries) that are arranged methodically into a connected whole. It also means a good method, or plan, an ordered set of ideas. For example our human body has various systems such as the digestive system, nervous system, respiratory system, etc. These systems are methodically or systematically arranged forming a connected whole. These sub-systems are connected to each other. Any change or disorder in any of the sub-systems causes a change or disorder in other sub-systems. This inter-connection within the sub-systems is very important for the working of the overall system.

9.2.2 Components

The "Public Library System" consists of the following components:

- a) The public libraries.
- b) The linkages between various categories of public libraries.
- c) The grant-in-aid rules governing the maintenance of public libraries.
- d) The directorate of libraries and the director of libraries and his subordinate staff who supervise over the administration of public libraries in a state.
- e) The library authorities such as state library authority, district library authority, taluka/panchayat library authority that look after governance of public library system.
- f) The library associations, which represent public libraries at various library authorities and promote public library movement in a state.

9.3 PUBLIC LIBRARY STRUCTURE IN INDIA

Pyramidal Structure

The Library Advisory Committee appointed by the Government of India in 1957 had recommended a twenty-five year development plan. The committee had recommended:

- The National Library,
- The State Central Library,
- The District Central Library, and
- The Block Library and the Panchayat Library to be the chain in a descending order.

At that time, this pattern existed in a very few states such as Tamil Nadu and Andhra Pradesh where the Library Acts were in force. Thereafter, some other states have passed Library Acts, viz. Karnataka in 1965, Maharashtra in 1967 and West Bengal in 1979 besides some other states.

During the last 50 years,

- i) A National Library has been established at Calcutta.

- ii) Many states have established State Central Libraries.
- iii) There are also Regional Libraries or Divisional Libraries in some of the states.
- iv) More than 50% of districts in India have district central libraries. Some of the state central libraries and regional libraries also function as district libraries for the respective districts in which they are located.
- v) The organisational structure of the libraries below the district level is not uniform in the country. In some of the states, the district central libraries have branches in towns and villages. Generally speaking, in the South, these are called "branch libraries", in the West, taluka libraries, in the North, tehsil libraries and in the East, sub-divisional libraries.
- vi) Further below, there are block, municipal, town and rural libraries. Most of these libraries are private libraries run by voluntary organisations, registered or unregistered.
- vii) Library service is also provided by the Nehru Yuvak Kendras (established by government of India, Department of Education).
- viii) Jawahar Bal Bhavans (sponsored by the Bal Bhavan Society of India) and Aurobindo Bal Kendras (set up in big cities for the education of slum dwelling children by the Central Department of Social Welfare).
- ix) The Raja Rammohan Roy Library Foundation (established by the Government of India, for the development of public libraries) also covers over 20,000 libraries at various levels and provides financial and other assistance to them. This has been the case over the last 25 years.

9.4 ORGANISATIONAL STRUCTURE RECOMMENDED BY MODEL PUBLIC LIBRARY BILL

The Government of India, Planning Commission constituted a "Working Group on Libraries". The committee submitted its report in 1965, which was appended by a Model Public Libraries Bill. Some of the features are given below:

Public Library System

Pyramidal Structure: The structural set-up of State Library system shall be as follows:

- 1) State Central Library
- 2) Regional Library
- 3) City Library
- 4) District Library
- 5) Divisional Library
- 7) Block Library
- 8) Village Library
- 9) Book Deposit Centre
- 10) Mobile Library

9.4.1 State Central Library

There shall be a State Central Library at the apex of a State and located in the State Capital, as a reservoir of books and other materials, for the proper functioning of the State Public Library System.

Functions of the State Central Library

The functions of the State Public Library shall be as follows:

- 1) to function as a reference and research library;
- 2) to provide leadership in all activities in the field of libraries;
- 3) organise a survey and research unit and continuously carry on survey and research on different aspects of the library work;
- 4) to provide documentation and information services to all and in particular to the Legislative Houses and other Departments of the State Government;
- 5) to arrange exhibitions and other extension activities on a more meaningful and large scale;
- 6) to maintain and manage the state dormitory library made of at least one sound copy of each of the books weeded out by any library in the state on account of its having become outmoded in content and presentation in order to meet the demand, at any time from any person engaged in antiquarian or bibliographical research ; and
- 7) to prepare annual report on the functioning of the library.

State Librarian - A whole time officer having the prescribed library science qualifications will be appointed by the State Government to organise and manage the State Central Library.

Wings - The State Central Library should have the following wings / sections / departments

- 1) Administrative Wing
- 2) Legal Deposit Wing
- 3) State Library for the Blind
- 4) State Bureau of Inter-Library Loan
- 5) State Bureau of Technical Service
- 6) State Institute of Library Education
- 7) Services, Reference and Research Wing
- 8) Adult Education Wing.

9.4.2 Divisional/ Regional Libraries

Regional Libraries

There shall be Regional Public Libraries in the State, covering different regions in the State. The State Government shall wholly finance them.

Regional Librarian

- 1) A whole-time officer having the prescribed professional qualifications shall be appointed by the state Government as the Regional Librarian.

Function of the Regional Public Library

The Regional Public Library shall have the following functions. It shall:

- 1) function as reference and research library for the region,
- 2) organise inter-library co-operation including inter-library loan;
- 3) participate in the adult education activities;
- 4) set standards for the library authority and their branches, Book Deposit Centres and Mobile Library Services;

- 5) compile bibliography for the region as well as prepare the Union Catalogue for the region;
- 6) inspect and supervise library authority in the region and provide them technical advice and assistance;
- 7) serve as an essential link between the state central library on the one hand and the library authorities in their region on the other;
- 8) plan the development of library service in the region and implement the same in a phased manner;
- 9) should act as referral centre of the region;
- 10) collect manuscripts of the region and transfer them to the State Oriental Manuscripts Library through the Director; and
- 11) prepare and submit annual report on the working of the library.

9.4.3 District Library and its Branches

City/District Units

There shall be a City Public Library for each city and district public library in each district headquarters, as a reservoir of books and other materials for the public library system under the control of city/district library authority as the case may be. It will open the branches wherever possible as per its rules. These will be managed by full time qualified city/district librarians.

Functions

The functions of a District Public Library shall be as follows:

- 1) to provide reference and bibliographical service in the district;
- 2) to give special reference service to the members of the municipal council/Corporation of the town/city, in which it is situated;
- 3) to give special service to student-groups, study circles and other educational groups;
- 4) to extend library-service in the urban and rural areas by setting up branch libraries, mobile libraries and deposit centres and to extend similar service in the district through the various block libraries and other library units;
- 5) to feed block libraries with supply of suitable books;
- 6) to co-operate with and help the subscription libraries in the district in accordance with the instructions of the directorate of public libraries;
- 7) to co-operate with other institutions and groups especially the social education institutions and workers, in promoting library mindedness among the people;
- 8) to organise conferences, camps and seminars of librarians and other library workers in the district; and
- 9) to provide refresher courses for workers in the district library system.

Sections of the City / District Public Library

The City / District Public Library shall have the following sections:

- 1) Lending Section
- 2) Reference Section and City / District Information Unit.
- 3) Newspapers and Periodicals Section.
- 4) Text Book Section.
- 5) Children and Women Section.

- 6) Processing Section.
- 7) Administrative Section.
- 8) Adult Education Section.
- 9) Cultural Activities and Extension Programmes Section.

The above objectives will be achieved by city/district library authorities constituted for this purpose.

City/District Library Authorities

Constitution of Library Authorities

- 1) For the purpose of organising and administering the public libraries, in the state, a "library authority" shall be constituted, one for each city and one for each district.

Powers and Functions of the Library Authorities (only the important ones are enumerated)

- 1) It shall be the duty of every library authority to provide library service including access to information to the persons residing in the area within its jurisdiction.
- 2) It shall establish a city public library and other public libraries including access to information and in every district establish a city public library and at least one public library for a population cluster of 5,000-25,000 and a mobile library for each Revenue division, subject to financial position of the city/district library authority.
- 3) It shall provide such libraries with books, periodicals, newspapers, maps, works and specimen of art and science, films, video, recorders, computers, gramophone records and the like.

For effective organisation of public library system, the Model Act has prescribed the following:

- 1) Separate Department of Public Libraries.
- 2) Full-time qualified Director of Public Libraries.
- 3) State Library Authority (district/city)
- 4) Local Library Authorities.
- 5) Levy of library cess with matching grant from state government.

Note: These aspects have been discussed in the next Unit - Governance of Public Libraries.

Self-Check Exercises

- 1) What do you mean by the term "Organisational Structure"?
- 2) Discuss the components of public library system.
- 3) What has been prescribed in the Model Public Library Act?

Note:

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

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9.5 ORGANISATIONAL STRUCTURE OF PUBLIC LIBRARIES IN INDIAN STATES (CASE STUDIES)

In order to understand the present position of public libraries in India, we will study the organisational structure of public libraries in the following states as case studies.

- 1) Maharashtra
- 2) Andhra Pradesh
- 3) Tamil Nadu.
- 4) Karnataka

9.5.1 Maharashtra

A library act namely the Maharashtra Public Libraries Act, 1967 has been enacted for the state of Maharashtra. The special features of this Act are that no library cess has been prescribed in this Act. The Government of Maharashtra spends money for establishment, maintenance and development of public libraries in the state from its funds.

Types of Libraries

There are three types of Public Libraries in the state of Maharashtra:

- a) Owned and maintained by the state, e.g.,
 - i) state central library, at Mumbai entrusted to the former Asiatic Society of Bombay;
 - ii) regional/divisional libraries at Pune, Nasik, Aurangabad, Nagpur, Ratnagiri, and Washi; and
 - iii) district libraries in Vidarbha

- b) Libraries recognised by the State Directorate of Libraries for grant-in-aid:

These are subscription libraries open to members paying library membership fee. However, all the citizens are permitted to enter such public libraries without any fee and are allowed to read in the premises of the library. No books are lent to general public unless they become members / subscribers of the library.

- c) Other Public Libraries

These Libraries do not receive any grant-in-aid, but are managed and maintained by their own funds. These libraries do not have any connection with the State Directorate of Libraries.

Categories of Libraries

The Maharashtra Public Libraries Act, 1967, has framed rules for recognition of public libraries and grants-in-aid to be given for such recognized libraries. As per these rules, public libraries have been classified into A, B, C and D categories. The terms and conditions of each class of libraries and the amount of grant given to these libraries are given below:

“A” Category Library

A library, which possesses 15000 books/ volumes, subscribes to 50 periodicals and 15 newspapers and which is open for six hours a day is recognized as A Category Library. Besides it should have separate sections for children and women and of Reference books and should organise at least 10 cultural programmes (lectures, etc.) to be managed by a full-time librarian and should possibly have its own building with adequate furniture.

Such a library at district place is recognized as district library.

“B” Category library

A library which possesses a minimum of 5000 books/volumes, subscribes to 15 periodicals and five newspapers, having enrolled at least 100 members kept open for six hours a day, has

separate section for children and women, organises four cultural programmes with a full-time librarian is recognized as "B" category library. It should be accommodated in a suitable building with adequate space and furniture.

"C" Category Library

A library possessing minimum 1,000 books / volumes, subscribes to five periodicals and three newspapers enrolling 50 members, open for minimum three hours a day, is recognized as "C" category library. Besides, it should possess children's books (20% of the total collection), employ a full-time or part-time librarian and should have adequate space and furniture for its working.

"D" Category Library

It should have minimum 100 books; subscribe to five periodicals and three newspapers, enrolling at least 25 members, kept open for three hours a day is designated as "D" category library. It should also have separate books for children (20% of total collection), to be managed by part-time librarian.

Besides libraries of these categories, there will be mobile libraries and village libraries. In case there is no permanent library, mobile library service will be provided depending on the area or population of the town. Here, sets of books will be exchanged. Mobile library will be either independent library or will form a part of the Class A/B library. A village library should possess 75 books, two newspapers, two periodicals or magazines, enroll 10 members and be open for at least two hours on working days.

Libraries receiving grants-in-aid should extend to all the readers, whether subscribers to the library or not, the facility of reading in the library. This is an important condition prescribed for all categories of libraries.

Similarly, class A, B and C libraries should give books on inter-library loan to other recognized libraries in the public library system of Maharashtra.

Structure of an Individual Library

Every public library recognized for grant-in-aid has to frame its constitution and rules. This constitution stipulates how the library will be managed. Every library has a General Body to decide policy issues and an Executive Council to decide on and manage day-to-day affairs. Office bearers such as secretary, treasurer, look after library finance and administration. Rules for membership are also covered by the constitution. Library rules are framed for issue and return of books. The Directorate of Libraries has framed model constitution.

9.5.2 Andhra Pradesh

There is pyramidal structure of public libraries in Andhra Pradesh. It is more or less the same as that recommended by the Library Advisory Committee appointed by the Government of India.

At the Apex is State Central Library at Hyderabad. At other levels, there are regional libraries, district central libraries with branch libraries and village libraries and at the bottom level there are book deposit centres and aided libraries.

State Central Library

The State Central Library, Hyderabad, is one of the oldest public libraries in India, established in February 1891 and it was known as the "Kutubkhana Asafia". It was declared as the State Central Library for Andhra Pradesh after reorganization of the States. It is housed in an imposing building constructed in 1936, which was expanded by adding an Annex in 1961.

Regional Libraries

The Government is maintaining six regional libraries, which are functioning at present as reference and lending libraries. They have ultimately to provide linkage between the state central library and the district central libraries in their respective regions.

The regional libraries have a rich collection of reference material, which is used by research scholar. The State Regional Library, Guntur, which is situated amidst educational institutions

and students hostels is kept open 12 hours a day. The Text-Book Section of the library renders special service to students 16 hours a day from morning 8 to 12 midnight.

District Central Libraries

The district central libraries are the nuclei of all library activities in the districts. They are the main libraries for the district headquarters town. Their functions include acquisition and distribution of books to branch libraries and village libraries after technical processing, annual inspection of the public libraries and their supervision, organisation of social, educational activities, seminars, conferences, etc.

Children's sections are attached to many libraries. Text-book sections and women's sections are also provided in a few libraries. The service is extended to surrounding areas by means of tri-cycle / bi-cycle libraries and book deposit centres. There are service points in local high schools, the district jail and the district hospital.

Besides the chief librarian, district central library, the library is managed by a skeleton staff of deputy librarian (grade I) on assistant librarian (grade II or grade III) and two or three record assistants.

The City Central Library, Hyderabad, has been recognised as a district central library.

Branch Libraries

The branch libraries function as independent administrative units under the direct control and supervision of the district central librarian. They supervise the work of village libraries, book deposit centres and mobile libraries in their jurisdiction. The work of inspection of aided libraries is also entrusted to branch libraries which function six hours a day.

The branch libraries have extended their service to surrounding villages through the Book deposit centres, the village libraries and the rickshaw or cycle libraries attached to them. They also lend books to readers in other villages with the co-operation of panchayats, youth clubs and mahila mandals. Children sections and textbook sections have been opened wherever accommodation is available. Radio sets have been provided in about 140 Branch libraries, TV in three Branch libraries for the benefit of readers. The Tagore Reference and Research Centre, Vijaywada, is equipped with reference material and audio-visual aids. (TV, VCR, tape recorders etc.).

Village Libraries

Village libraries have been functioning since 1974-75. The village libraries and the branch libraries, for all purposes except that part-time workers man them are kept open for about four hours a day (A branch library functions six hours a day). The village libraries have ultimately to be upgraded as branch libraries.

The gram panchayats or other organisations have opened the village libraries in places where free accommodation was provided. Some village libraries are located in own building and the remaining in rent-free premises.

Book Deposit Centre

The Book Deposit Centres, or (Book) Delivery Stations as defined in the Act and the rules, are generally opened in villages with a population between 1,000 and 5,000 and lying within radii of eight kilometres from the branch library or the district central library. Most of these centres are located in school premises of the village and a teacher is kept as in charge on payment of fixed remuneration per month. The Centres are located in hospitals, jails, courts and factories. Books are exchanged from the district central library/branch library once a fortnight. The service is interrupted sometimes due to change in teachers in panchayat institutions till the replacement.

Mobile Libraries

The Government Mobile Library, Eluru set up in 1956 have got a number of service points which provides telugu books on Ramayana, Mahabharatas, Kasimajitis, biographies, translations, novels and children literature are in demand from the clientele of this library. Film shows, lectures, and book exhibitions were organised by the mobile library.

Rickshaw / Bi-cycle Libraries

In order to provide reading facilities for women, aged and disabled persons who are not able to attend the libraries, a few libraries started supplying books from door to door by means of tri-cycle rickshaws improvised to carry about 200 books and in some places, especially in Krishna district, even bi-cycles were pressed into service.

9.5.3 Tamil Nadu

Tamil Nadu is the first Indian State to have library legislation. The Madras Public Libraries Act was passed in 1948. According to this Act, a local Library authority for each revenue district was constituted consisting members. Each local library authority shall levy a library cess in the form of surcharge on the property tax or house tax levied. The government contributed matching grant to the cess collected to all local Library authorities except Madras. For the purpose of advising library matters, a State Library Committee headed by the State Minister of Education was constituted. A Director of Public Libraries was appointed to:

- 1) manage the state central library
- 2) supervise and control the working of all local library authorities; and
- 3) supervise and direct all matters relating to public libraries and to submit to the Government a report on the working of the libraries under this Act.

Organisational Structure

The structure is pyramidal. There is one State Central Library. The Connemara Public Library (named after Lord Connemara, the then Governor of Madras) was opened on 5 December 1896. With effect from 1st April 1950, it became State Central Library under the Madras Public Libraries Act.

The present structure of public library system in Tamil Nadu is as follows:

State Central Library

District Central Libraries

Branch Libraries

Delivery Stations

Mobile Libraries

On the recommendation of Subbarayan Committee (1974), local library authorities were abolished and 13 practising librarians were appointed as full-time district library officers with effect from 3 January, 1977, to improve the library service at the District level. A Separate Directorate of Public Libraries headed by a practising librarian was set up (5 July 1972) to intensify the library service in the rural and urban areas of the state.

9.5.4 Karnataka

The Mysore Public Libraries Act 1965 was passed in 1965. Later on, it was changed to the Karnataka Public Libraries Act, 1965.

Types of Libraries

This Act prescribed to set up the following types of Public Libraries:

A) State-owned library

- 1) The state central library
- 2) The city central libraries for each of the principal cities in the state.
- 3) The district central libraries for each of revenue district.
- 4) The branch libraries.
- 5) Village service libraries.

B) Aided Libraries

The Act also recognised the aided libraries, meaning that a library declared by the state librarian to be eligible for aid from the government in accordance with the rules made under the Act.

The State Central Library

Accordingly, the Public Library, Bangalore was converted into a State Central Library. It has its own building in Cubbon Park and in addition to a general library, the State Central Library consisted of the following sections:

- i) a state bureau of copyright collections
- ii) a state library for the blind
- iii) a state bibliographical bureau
- iv) a state bureau of inter-library loan, and
- v) a Bureau of technical service.

It is maintained as reservoir of books and other materials for the proper functioning of the state library system and declared as 'reference library' in 1987.

It is responsible for the overall supervision of library development and central purchasing and processing of district central libraries book stock for the entire state.

The district central libraries are located in all 20 district headquarters. These district libraries are ultimately responsible for the establishment and maintenance of the library services in the rural library services in the rural areas of the district. The State central library acquires books for all district central libraries and newly acquired books are passed on to various libraries through the district central Libraries.

The small libraries have an inter changeable stock of 500 to 1,000 books, which are located either at the community centres or government offices or private buildings managed free of rent by public efforts.

Branch Libraries

These are the largest rural service points of libraries. It is proposed that all book centres will be developed eventually into Branch libraries. There are at present 334 full-time branches having a book stock varying from 3,000 to 2,0000 and serving a reading membership of 1,000 to 6,000 opening for fifty hours per week with paid staff. Each branch library has a local committee to assist the development programmes. At the branch library level, community effort is largely concentrated on the provision of accommodation for the library and assistance in acquisition of books, etc., by way of gifts and donations from the private sector.

City Central Libraries

The City Central Libraries, located in the following 10 cities, provide public library service to the population of the respective cities with more than 45 branches and 55 service stations.

Bangalore
Belgaon
Dharwar
Mysore
Devangore
Hassan
Gulburga
Bijapur
Shimoga, and
K.G.F.

The people of Karnataka have recognised the important role of the public libraries. Every village has shown interest for library facilities. To organise effective library service, the citizens of Karnataka should concentrate on raising funds by various sources, such as donations, fairs, benefits shows, dance and music concerts and other activities to construct own building for the rural libraries and branch libraries.

The public libraries of Karnataka not only provide borrowing of books-facility to the public but they also provide employment to trained staff. Facilities for reading, reference and study, exhibitions, book displays, lectures, discussion groups; story-hour activities all have also become the regular part of the library programme. It has been envisaged that the whole community of the area should be involved in the public libraries by undertaking various activities befitting to the needs and levels of all sections of the society.

Book Mobile Programme

The book mobile programme was introduced in Karnataka in the year 1970 to extend the public library service over a wider area of the city of Mysore. The book mobile programme serves the community at the out-skirts of Mysore city by visiting each stop once a fortnight on Mondays to Fridays. The librarians is based at the city central library to whom it returns every evening for restocking for distribution on the following day. It is staffed and maintained by the city central library, Mysore. This service is considered to be an essential part of the Karnataka Public Library Service.

The public libraries in the Karnataka State have been providing good services to the public after enactment of the Mysore Public Libraries Act, 1965, through a network of libraries starting from the state central library at the apex going down to the small villages through village libraries, branch libraries and mobile libraries. The impetus received from Dr. Ranganathan with his presence in D.R.T.C. Bangalore, during his last days of life is also worth mentioning. The various plans of the state government to eradicate illiteracy completely and develop the education system in general have also made the public of Karnataka much conscious about the free public library services. This is one of the reasons that Karnataka is one of the leading states of India in the field of libraries.

Self-Check Exercise

- 4) Present the organizational structure of Public Library System in Maharashtra, Karnataka, Andhra Pradesh and Tamil Nadu.

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

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9.5 SUMMARY

In this Unit, we have studied what is meant by organisational structure of a public library system.

The Model Public Library Act has recommended the following structure.

- 1) The State Central Library

- 2) The Divisional / Regional Libraries
- 3) The District Central Libraries
- 4) The Branch / Block Libraries
- 5) The Book Deposit Centre / Service Stations
- 6) Village libraries
- 7) Mobile libraries

The rational guiding principle behind setting up public libraries is the —

- a) The second law of library science, e.g., every reader - his/her book
- b) Free access to information sources in all subjects/languages of choice of readers
- c) Développement of the individual/society.

We have also studied whether (a) these guidelines have been implemented in Indian states having library legislation and (b) to what extent these have been fulfilled during the past four decades and (c) the handicaps faced while implementing the guidelines.

For this purpose, we have studied the present position of public libraries in four states, viz., Maharashtra, Andhra Pradesh, Tamil Nadu and Karnataka.

- 1) The state central libraries have been set up in all states from government funds. However, it has no connection / linkage with the divisional/regional and district libraries at one end and with the National Library, Calcutta, (Kolkata) at the other end.
- 2) The divisional/regional libraries have been set in the states of Maharashtra.
- 3) The city central libraries have been set up in the states of Tamil Nadu, Karnataka and Andhra Pradesh.
- 4) The district central libraries have been set up in Tamil Nadu, Karnataka, Andhra Pradesh totally from government funds. In Maharashtra only in Vidarbha region District Libraries have been set up from government funds. However, in other regions, in Maharashtra, other restricted libraries have been recognised as district libraries.
- 5) The branch libraries/block libraries have been set up in Tamil Nadu, Andhra Pradesh and Karnataka. In Maharashtra district, taluka and city, town libraries have been recognised as public libraries for grants-in-aid. No library has been established by the Government of Maharashtra at these places.
- 6) The mobile library service has been launched only at few cities/districts.
- 7) The library services for the rural areas are neglected in most of the states. There is no regular supply of new books to these libraries.
- 8) There is no proper linkage with these libraries though the director of public libraries in all these states supervises the working of public libraries in the state.
- 9) The state central libraries have not published bibliographies of books published in the regional languages.
- 10) The library systems in all these states have not developed to the derived extent mostly due to lack of adequate funds for the development of public libraries in the state and lack of local initiatives in form of strong library associations.

9.6 ANSWERS TO SELF CHECK EXERCISES

- 1) Organisational structure of public libraries means establishment of public libraries in different geographical areas starting from state to village level.

- 2) The components of public library system include establishment and maintenance of public libraries, Linkages between different categories of public libraries, administration, library authority and library associations maintaining and promoting public library movement.
- 3) The Model Public Libraries Act has prescribed the following for effective organization of Public Library system:
 - a) Independent Department of public libraries
 - b) Qualified full-time director of public libraries.
 - c) State/dismount/coty/local library authority
 - d) Library cess with matching grant form state government.
- 4) The organization structure of the public library system in these states, namely, Maharashtra, Karnataka, Andhra Pradesh and Tamil Nadu are as follow:

Maharashtra

State Central Library
Regional/Divisional Library
District Library
Recognised/Aided Library

Karnataka

State Central Library
City Central Library
District Central Library
Branch Library
Village Library
Aided Library

Andhra Pradesh

State Central Library
Regional Libraries
District Central Library
Branch Library
Book Deposit Centre
Mobile Libraries
Rickshaw/Bicycle Libraries

Tamil Nadu

State Central Library
District Central Library
Branch Library
Delivery Stations
Mobile Library

9.7 KEY WORDS

Library System	:	An organic interlinking of all libraries in the state in to a network, wholly or partly financed out of state revenues in a hierarchical structure.
Library Authority	:	The state/local government unit responsible for the provision of public library services.
Mobile Library	:	A vehicle devised, equipped and operated to provide library service.
Pyramidal	:	A solid structure with a flat square or triangular base and sloping sides that meet in a point at the top.
Referral Centre	:	A center which, if unable to provide the information required, refers the enquirer to another potential source or service.

9.8 REFERENCES AND FURTHER READING

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UNIT 10 PLANNING AND ADMINISTRATION OF PUBLIC LIBRARIES

Structure

- 10.0 Objectives
- 10.1 Introduction
- 10.2 Steps Involved in Planning
 - 10.2.1 Pre-Planning
 - 10.2.2 Planning Proper
 - 10.2.2.1 Physical Planning
 - 10.2.2.2 Planning of Documentary Resources
 - 10.2.2.3 Planning of Library Services
 - 10.2.2.4 Financial Planning
 - 10.2.2.5 Planning of Human Resources
- 10.3 Organization of the Library
- 10.4 Different Sections of the Library
 - 10.4.1 Acquisition Section
 - 10.4.2 Technical Section
 - 10.4.3 Maintenance Section
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 - 10.4.5 Periodical Section
 - 10.4.6 Circulation Section
 - 10.4.6.1 Changing Systems
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 - 10.4.9 Other Sections
- 10.5 Administration
 - 10.5.1 Planning
 - 10.5.2 Organising
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 - 10.5.4 Directing
 - 10.5.5 Co-ordinating
 - 10.5.6 Reporting
 - 10.5.7 Budgeting
- 10.6 Summary
- 10.7 Answers to Self-Check Exercises
- 10.8 Keywords
- 10.9 References and Further Reading

10.0 OBJECTIVES

This Unit delineates the internal planning of a public library. After going through the unit, you will be able to:

- know the steps involved in planning;
- identify the areas of planning;
- understand the importance of planning in streamlining the activities;
- get an idea about the organization of physical, financial and human resources.
- recognise the different sections of a library; and
- understand the sum and substance of administration.

The role statement of a public library can be expressed as follows:

"To make readily available to the greatest possible number of residents the most wanted library materials of all kinds and to serve as a point of access for any needed information".

Prominence of public libraries gains acceptance as years pass by. Unesco, which came forward to publish the first public library manifesto in 1949, revised it in 1972 and the latest version is 1994. The manifesto states that the key missions, which relate to information, literacy, education and culture should be at the core of public library services. The manifesto urges the public libraries to ensure access for citizens to all sorts of community information in addition to providing many openings to them. In order to serve the citizens by providing their required information, public libraries have to be properly planned and organised. This is true in the case of both big and small libraries since the ultimate aim of all these libraries is one and the same. Big libraries like state and district level public libraries have separate sections for acquisition, technical processing, maintenance, periodical, reference, circulation and so on, each manned by professionally qualified staff. At the same time, small village libraries, where a single man functions as librarian, also perform almost all functions assigned to separate sections in big libraries. Therefore, planning, organisation and administration of all types of public libraries have a common element which may vary only in magnitude from library to library.

Planning is concerned with future. As Koontz et al (1980) put it "..... Planning is deciding in advance what to do, how to do it, when to do it and who is to do it. Planning may also be said to bridge the gap from where we are to where we want to go. It makes it possible for things to occur which would not otherwise happen. Although the exact future can seldom be predicted and factors beyond control may interfere with the best-laid plans, unless there is planning events are left to chance; planning is an intellectually demanding process, it requires the conscious determination of courses of action and the basing of decisions on purpose, knowledge and considered estimates."

It is essential in planning that the library professionals look forward to the future needs of their clientele and not backward to the way they have traditionally served the users.

Need for Planning

It may be emphasized that without planning most libraries and information centers will remain poorly organised and ill equipped to meet with the objectives of their services to users. Planning gives proper direction to growth and complexity. Since planning enables the librarian to take appropriate decisions in advance, need for taking ad hoc decision is minimised. It also helps in streamlining the services in the proper manner.

In short, planning of libraries can be said to have the following advantages:

- 1) Planning helps to systematically move towards the achievement of the goals of the institution.
- 2) It helps in identifying and differentiating the essential priority actions of the library.
- 3) Planning helps concentrated and cohesive action by a group of people towards achieving the ultimate goals of an institution.
- 4) Planning helps re-checking error-identifying and re-modifying due to unforeseen circumstances at any stage in course of action.
- 5) Planning helps in clear determination and allocation of activities among a group of people and effectively controlling the course of action of different people towards achieving the goals.
- 6) Planning helps to draft a financially elastic budget. A good plan is capable of readjusting itself to a slicing or enhancing of financial resources.
- 7) Planning provides an integrated and yet analytical projection of a future course of the library.

10.2 STEPS INVOLVED IN PLANNING

Planning may be discussed under two steps, viz., Pre-planning and planning proper.

10.2.1 Pre-planning

As the very term reveals, pre-planning means setting the shape for proper planning activities. The librarian who draws up a scheme for planning should have a clear picture of the situation prevailing in the jurisdiction of the library. The types of clientele, their needs, potential readers and their requirements, resources already available etc. have to be ascertained first. User survey is conducted in many places as a first step for planning. Various types of surveys are in practice and the library should select an appropriate method. The survey results should reveal the types of jobs of the local people such as farming, industry, business etc, their social and educational status, rate of literacy, reading habits and so on. It must also give an idea about the student community of the area, and their actual requirements. Students who are undergoing distance education programmes should be given support by public libraries. If the area is a cluster of schools, college and other private educational institution the resources and services of the public libraries in the locality should be streamlined to suit the requirements of the students. Farm workers, weavers, carpenters, fishermen, industrial workers and other special group of people should get their required materials from the library. The librarian should be fully aware of the social structure of the community around the library, activities of women and children, resource persons who can be made use of to organise various types of extension activities in the library and so on. Gathering of this knowledge is the pre-planning activity which is inevitable for proper planning.

1) What are the different factors to be considered in the pre-planning stage?

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

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

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10.2.2 Planning Proper

Planning proper is always based on the information, which could be gathered during Pre-planning. This part of the activity can be discussed under different areas of planning.

10.2.2.1 Physical Planning

Physical planning includes planning of the building, layout of various sections, arrangement of furniture and equipments and other physical infrastructure. The large variety of functions carried out in a library will determine the layout location, layout, floor space, interior decoration and the furniture and equipment of each integral part or department.

The librarian has an important role to play in the planning of library buildings. He should work closely with the building committee in preparing specifications and should pay particular attention to such matters as the functions of the various rooms, the relationships among them, the probable use of the building and its supervision, the flexibility of its interior, provisions for future expansion, and so on. He has to work with the architect while preparing the plan of the building.

Selection of the site is important for a library building. In some cases, there may not be any choice in the selection of site. The site might have been selected long ago and there may not be any further chance for a new selection. However, the site for a library building must fulfill the following norms:

- a) The place should be easily accessible to the community in the surrounding area.
- b) As per Dr. Ranganathan's fifth law of library science, library is a growing organism, there should be enough space around for further expansion.
- c) A library should be located away from the noisy areas since a calm and quiet environment is required for the effective use of library.

In short, easy accessibility, central location, quietness of the surroundings and scope for expansion are the points to be considered while selecting of the site. But, very often they may appear quite contradictory to each other.

With these considerations about the site, let us think about the planning of library building. It is absolutely essential to estimate the area of the library building required at a given future date and relate the requirements to that date. There are different types of libraries in the public library sector, viz., state central libraries, district central libraries, city central libraries, taluk libraries, branch/village libraries etc. Size of the library building is determined on the basis of the type of library mentioned above. The basic principle of designing a library building is, first of all to choose between monumental versus functional building. Preference is always to be given to the functional building. Further, a public library building should be open accessed. An open access system building serves for the closed access system also, but the reverse is not true.

A library building, especially where open access is permitted, should adopt the following means:

- 1) Single entrance and exit should be provided for the public at the counter.
- 2) It should be ensured that there is no means for the exchange of books between the readers in the entrance or exit gangway and those inside the library.
- 3) Doors and windows should be protected with wire fabrics for safety of books.
- 4) The circulation within the building should be designed in such a way that the readers are not distracted by the traffic and that the catalogue rooms and the stack rooms are within the closest reach possible from the counter. The seating of the readers in any reading room should be such that no reader is made to face the general or the main flow of traffic.
- 5) The height of a unit bookrack should be such that the books in the top most shelves can be easily picked out by a person of normal height standing on the floor. Similarly, on the books are to be picked up by children the height should be kept within their reach easily.
- 6) Each window in the stack room should have the maximum possible area so as to admit maximum possible natural light and the cross gangway facing it.
- 7) Each window in a reading room should be so placed as to throw sufficient light on the reading table from the left and back of the readers sitting in a line at right angles to it.
- 8) The design should conform to the principles of modular construction, co-ordination, dry construction, Standardization, and simplification of the elements of a library building, its fittings and furniture. Basic dimension should be in multiples or sub-multiples of 10 cm modules.

Relative positions of Rooms

The stack room should be so placed that it is easily accessible from and proximate to every part of the library. The catalogue room should be like an anteroom to the stack room on the way from the general reading to stack room. The general reading room should be close to the entrance. Periodical reading room may be further removed from the general reading room. But independent access to it shall be possible when the other rooms in the library are closed. Special reading rooms may still further be removed from the general reading room. The librarian or deputy librarian should have his room in close proximity to the general reading room. The rooms of the technical and administrative staff should be placed in close proximity to the rooms of the librarian or the deputy librarian. The technical staff should have independent access to the stack and catalogue areas. The cubicles, the rooms for group study, the committee

room etc, may be in a separate wing or a separate floor. The exhibition room may be combined with the entrance lobby or placed as close to it as possible.

Furniture

The interior planning of a library building must take into account the layout of furniture, shelving and other movable equipment in order to ensure maximum efficiency in the functioning of the various sections of the library. While undertaking the selection of furniture and equipment, the librarian should bear in mind the following factors:

- 1) Flexibility of arrangement is desirable. Wherever it is possible, books should be standardized.
- 2) Comfort, durability and variety should be sought in furniture.
- 3) Economy and ease of maintenance should be considered.
- 4) Colours and materials should be co-coordinated so as to provide an attractive looking and inviting atmosphere in harmony with the purposes of the library

In short, library furniture must be functional, durable, beautiful, easy to clean and maintain. Important items of furniture and equipment may include: shelving, card catalogue cabinet, tables, chairs, desks, filing cabinets, display racks, book trolleys, computers, reprographic equipment's, etc. A variety of items in steel, wood, plastic and other materials are available in the market. BIS standards are available for library furniture. Similarly, there are standards for reader space, shelving space, space for the staff, etc. that can be conveniently followed in libraries. In libraries where children's sections are functioning, shelves, tables, chairs and other equipment must be planned to suit their convenience and taste. Round tables are still popular in many libraries. It is advisable to include one or two roundtables because they help to relieve angularity of appearance. Dictionary stand, newspaper stand, atlas stand, etc., will add to the beauty and convenience of the library.

Children's section of the library must be provided with small tables and chairs. The height of the shelves in that section must not be higher than the reachable height of the children from the ground. Similarly, tables and chairs for physically disabled people need to be provided.

Displaying and storing of newspapers have always been a problem for librarians. Newspapers are unwieldy in size and thus difficult to handle and store. They also get easily torn. But still they have to be preserved because of their reference value. Newspaper was preserved through microfilms in the recent past. Now libraries are abandoning microfilms because of the difficulties in retrieving information from microfilm rolls and are using compact discs in their place.

10.2.2.2 Planning of Documentary Resources

A public library is an instrument which provide opportunity for perpetual self-development and extension of knowledge to the community. Ranganathan's second law of library science, viz, 'every reader his/her book' expects the public library to take into consideration every kind of reader, irrespective of the age, sex, vocation, financial position, willingness to read etc. It also expects the library to inform itself of the subject interest of its readers. As the requirements of the community are widely varied, it should acquire basic books nearly on all the major occupations of its actual and potential readers and of a standard suited to the majority of the readers in the locality. A public library should maintain the following representative collection of books:

- 1) Books on recreation and light reading.
- 2) Books on home management, hygiene, child nutrition, cooking, maternity, dietetics and child welfare.
- 3) Biographic and travel books.
- 4) Books on fine arts, religion and philosophy
- 5) Reference books and books on current information
- 6) Books of great authors and classics

Public libraries in developing countries have a special responsibility towards literates and neo-literates. Experience shows that neo-literate easily lapse into illiteracy unless they are provided with reading materials on a regular basis.

Document resource in the library consists of both book and non-book materials. These materials are received in libraries through various sources viz. purchase, donation, exchange etc. It may not be possible to fix norms for the receipt of books through donation and exchange. But for the purchase of books and other reading materials there are approved procedures.

Book reviews appearing in leading newspapers and periodicals, requests from readers, trade catalogues, etc., can be made use of for the selection of books. Preliminary selection is to be made by the librarian and a list of books with necessary bibliographical details prepared. Every library must have a book selection committee consisting of representatives from the academic field, literary field and the library authorities. For convenience, the librarian generally functions as the convener of the committee. The list prepared by the librarian should be placed before the committee, which shall make a final decision regarding procurement. Books are then purchased through trade channels, entered in the accession register after proper checking, subjected to technical processing and added to the existing collection.

Collection building is to be done with the utmost care since the most essential requirement of a library is its documentary resources. It should plan to procure a rich collection of reference materials to satisfy the reference queries of the clientele. The library committee should think over the special information requirements of the region where the library is situated and prepare a list of appropriate reference tools, besides the usual dictionaries, encyclopedias, yearbooks, directories, gazetteers and the like.

Distance education is getting prominence as years pass by and it becomes the obligation of public libraries to provide reading materials to the students who resort to such type of education. Books of academic nature on various subjects should, therefore, find a place in the collection of public libraries. In addition to the popular magazines and periodicals of general type, subject periodicals also should be subscribed to. Procurement policy cannot be generalised because the requirements of the clientele vary from place to place. However, the categories of documents required for public libraries in general are more or less similar.

In 1867, the Government of India enacted the 'Press and Registration of Books Act XXV', under which the printer of a book was supposed to deliver free to the provincial government concerned, one copy of the book and one or two more copies, if the provincial government so desired. The additional copies were to be transmitted to the central government. Usually the state central libraries of almost all states receive books under this law. Therefore, collection building of state central libraries is very much helped by the Press and Registration of Books Act. In the case of other public libraries, by and large, finance is a problem for procurement of books. Assistance provided by the Raja Rammohun Roy Library Foundation to the voluntary organizations providing public library service is utilised for purchasing books by a large number of public libraries throughout the country. The Foundation helps to build up the stock of public libraries of district level and above by supplying books directly.

Non-book Materials

Non-print materials are generally called non-book materials. Harrods's Librarian's Glossary refers the non-book materials as 'those library materials which do not come within the definition of a book, periodical or pamphlet and which requires special handling, e.g., audio-visual materials, vertical file materials, micro forms or computer software'. The documents are also available now in floppies, CD-ROMS, etc.

Items coming under non-book materials gain importance over print media as years pass by because of their multifarious advantages such as saving of storage space, comparatively inexpensive nature, etc. The appearance of video cassettes, video discs, CD-ROMS were a boon to many small libraries, which are not having enough space to show films to their clientele.

There are many problems for the acquisition of non-book materials. Lack of bibliographic control, absence of comprehensive selection tools, inadequacy of well-established trade channels, compatibility with the equipment, selection problems, etc, are some of the major issues. The library has to adopt a wise plan to procure both book and non-book materials.

Self-Check Exercise

- 2) Describe the facets of the 'Planning Proper' stage.
- 3) List out the various non-book materials used in libraries.
- 4) Examine the problems associated with the acquisition of Non-book materials.

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

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10.2.2.3 Planning of Library Services

The variety and quality of services rendered by a public library to its clientele is generally considered as an index to its popularity among the public. Planning of services is, therefore, a task demanding serious consideration. The usual types of services provided in public libraries are:

- 1) Issue and return of documents
- 2) Inter-library loan
- 3) Personalised service to the readers
- 4) Bibliographic services
- 5) Extension services
- 6) Readers' advisory service
- 7) Document delivery services
- 8) Translation services

No library can procure and keep all the materials required by its clientele. If some materials required by readers are not available in a library, then the same may have to be procured from some other library through inter-library loan. Computerization and networking of libraries have made inter library loan arrangement easy and practicable.

Assistance given by the library staff to the readers in searching their required documents comes under personalised service. Even though a well maintained library catalogue and classified arrangement of books are provided, the readers may, at times, seek the assistance of

the staff for various kinds of information requirements. Personalised services become absolutely essential on such occasions.

Bibliographies may be compiled on demand or in anticipation. Bibliographies can be helpful in providing reader's advisory service, which is concerned, with providing guidance to individuals in the selection of documents for study.

Services offered to illiterate persons and neo-literates and various kinds of extension services are other major activities to be undertaken by public libraries. While planning library services, care should be taken to put qualified and suitable persons in charge of providing different types of library services.

10.2.2.4 Financial Planning

Without finance no library can function. Therefore financial planning is very important for libraries. The general concept of a public library is that it should serve the clientele free of cost. But it is generally observed that the funds set apart by the state governments are insufficient to organise proper library service to the public free of cost. It is, therefore, inevitable to have a proper planning to generate funds for the functioning of libraries.

The main sources of public library revenue are given below:

- 1) Subscription from the members
- 2) Endowments and private benefactions
- 3) Library cess
- 4) Government grants
- 5) Gifts
- 6) Fees and fines
- 7) Library tax/rates
- 8) Sale of publications
- 9) Income from reprographic service, translation service, compilation of bibliographies etc.

Dr. Ranganathan was not in favour of collecting subscription from readers as he felt that it would discourage the already unwilling readers to register themselves as library members. As the income expected from various sources, including government grants is found insufficient, most of the public libraries in India collect subscription from members.

The central or state governments levy library tax whereas library tax is levied by a local authority. House tax or property tax is the basis for library cess/tax in the State of Kerala, Tamil Nadu, Andhra Pradesh, etc., where library legislation was enacted. 'Per capita method', 'Proportional method' or Method of details calculates the amount of finance needed for library service. In per capita method, a minimum amount per head of population is fixed keeping in view the requirements for standard library service. In method of details, all items of expenditure are accounted for at the time of preparing financial estimates of library. In proportional method, the norms are laid down on the basis of total budget. Usually, library finance is worked out on the basis of the educational budget of the state.

However, a proper plan must be prepared in advance and many factors, which are likely to affect the economy in future, must be taken in to consideration.

10.2.2.5 Planning of Human Resources

The library is a trinity of books, staff and readers. Library personnel act as an inter phase between books and readers. The vitality of life of a library depends on the vitality of the human resource available in the library. In olden days when the activities of the library were completely controlled manually, human resources were inevitable. In modern days, even after the introduction of computer and other machinery too, the prominence of human resources is very well accepted in the field. A library requires professional librarians, semi-professionals and non-professionals. The type of personnel required in each section depends up on the

nature of services provided in the section. At the time of planning the activities of a library, the library authority must have a clear idea about the human resources required to carry out the services which the library is expected to render.

The steps involved in manpower management are the following:

- 1) Job analysis
- 2) Job description
- 3) Job classification
- 4) Staffing pattern
- 5) Recruitment and selection
- 6) Induction and deployment
- 7) Training (continuing education)

Job analysis is the first and foremost function of personnel management. It involves the analysis of the content of each job to be performed in an institution. Job analysis finds out what is to be done and determines the best method of doing it and the qualifications required of a worker to be able to do the job satisfactorily.

The number of staff members in a public library should be sufficient to provide consistently efficient service at all hours when the library is open to the public, and to perform the duties involved in assembling, organizing and interpreting the materials required by the programme of the library. The size of the staff for any given library or library system must be based upon the programme adopted by the library, the population and size of the service area, the financial support and more specifically, the number of departments, branches and other organized units, the amount of circulation and reference service, the plans of the library buildings, and other factors. At all hours when the library is open, professional members of the staff should be in charge of public services requiring professional preparation and skill.

On the basis of the above, Dr. Ranganathan had devised formula for staff of different sections of a library. Recruitment and selection procedure by conducting various tests and interviews, placement of the staff, their preliminary training, subsequent refresher training, wages and salary, promotion of the staff, etc., must be based on specific norms fixed at the time of planning. The performance standards put forward by different agencies like ministry of finance, Government of India, DRDO. Etc., are helpful in deciding the number of staff required. But all of them are prepared in the context of manually operated libraries. In the context of automated libraries, new standards have to be worked out. Till then, we have to depend on guesstimates.

Self Check Exercise

- 5) Examine the steps involved in human resource management

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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10.3 ORGANIZATION OF THE LIBRARY

In order to achieve the objectives aimed at the planning stage, the library should be properly organized. Library organization and library administration are related to each other so closely

that a clear-cut distinction between them becomes difficult. But on close analysis we will realize that the first is concerned with the laying down of theoretical principles whereas the other puts those principles in to practice.

“Organization implies a structure of authority which requires a single directing executive authority and many workers.” In setting up such an organization, one must

- 1) define the objectives of the organization very clearly,
- 2) elect the leaders or directors of the enterprise who lay down the general policy of the enterprise in terms of the objectives,
- 3) nominate the managing director or chief librarian whose task is to see that the objectives are realized,
- 4) determine the nature of the whole organizational framework, the number of specialized work units into which the task will have to be divided and the number of workers, as well as the various category of workers required; and
- 5) establish and perfect the structure of authority between the managing director and the various work departments.”

As far as planning of the organization of a public library is concerned, the first point to be considered is whether to have a centralized or decentralized setup. The moot point here is whether to have a central library alone or to have different branch libraries or service points. Even though centralization and decentralization are the two extremes of an organizational continuum, neither of it is present in its purest form. There are equally strong arguments in favour of and against each set up. The safest course is to consider the clientele and type of services to be rendered and plan the library accordingly.

The second point in the planning of the organizational pattern is whether to follow functional pattern or subject departmentalization. Functional pattern of organization is the organization of the library into different sections based on functions like acquisition, technical processing, etc. The second pattern is more seen in academic and special libraries. Functional pattern is ideal for public libraries. Now, let us examine the different sections followed in a functional pattern.

10.4 DIFFERENT SECTIONS OF THE LIBRARY

Organization of the library provides for different sections based on the nature of work to be performed. The major sections to be mentioned are: Acquisition section, technical section, maintenance section, reference section, periodical section and circulation section.

10.4.1 Acquisition Section

The work of acquisition is so important that it should be organized in such a manner that the reading material of maximum utility are procured by the library. The various activities related to acquisition section include selection, placing orders, sorting, accessioning, payment, etc. These are possible only if proper measures are taken to:

- 1) develop procedures to meet the needs of the library.
- 2) handle problems relating to the ordering of books, serials, documents, periodicals, maps, pamphlets and other materials.
- 3) read and appraise books and other materials and make recommendation for their acquisition.

10.4.2 Technical Section

Physical and technical processing of books are carried out in this section. Physical processing includes pasting of book tag, date label and book pocket at appropriate places. Classification and preparation of catalogue cards are the main items of work in technical processing. There are a number of classification schemes and cataloguing codes available in the field. It is up to

the library to select a suitable scheme for classification and cataloguing. To select a common schemes for the whole public library system in the country or at least for every state would be advantageous in many respects! Assigning subject headings while cataloguing the books is very much essential to satisfy the laws of Library science. Sear's list of subject headings and Ranganathan's chain procedure is available to choose appropriate terms. Computerised cataloguing system being introduced in our libraries has tremendously improved the cataloging and information retrieval facility.

10.4.3 Maintenance Section

In the maintenance section, the books are properly shelved when received from the processing section or when returned after being used. It is continually watched that books are correctly shelved on the bookracks. This is very important especially when open access system is practiced. Maintenance section is also responsible for conserving the reading materials. "Conservation is the only library function which should be continuously at work 24 hours a day. It is the only function which should be concerned with every piece of material in the library when the selector becomes aware of its existence to the day it is discarded."

The main functions in the Maintenance section can be summed up as: shelving, location of documents, shifting of collections, dusting and cleaning, preparations and maintenance of guides, maintenance of documents, shelf rectification, maintenance of shelf list or register, stock verification, weeding out, preservation and conservation, binding and vigilance, etc.

Documents are arranged in the maintenance section in different collections/sequences for their effective utilization by the clientele. For example, main sequence, textbook collection, reference collection, closed reference, etc. Standards and norms are prescribed for the equipments and furniture to be used in the maintenance section.

Shelving of non-book materials poses many problems. Separate and specially made storage facilities should be provided for such items. Bound periodicals, Manuscripts, Rare books, Maps, Atlases, Music scores, Pamphlets, Films, Microfilms and Recordings, electronic documents are the major categories of non-book materials available in many libraries. Their display, retrieval and maintenance require special attention by the maintenance staff.

10.4.4 Reference Section

There is a separate section in libraries specially meant for reference service. This section will be away from the main passage inside the building to provide a calm atmosphere for reference and serious study. Various kinds of reference tools like dictionary, encyclopedia, Yearbook, Gazetteer, who's who, etc., will be kept there for reference. Important reference materials on almost all topics will be procured and made available for use. At the same time, reference service in a library is not confined to the reference section alone. According to Lucy I. Edwards, "Reference work is not only, as the phrase suggests, the use of books on the premises, as against borrowing them for home reading, but an individual and a personal service to each reader to enable him to obtain the information he requires with greatest care, and the least possible delay". Reference work is one of the several processes by which one can obtain the particular information, "Reference service is the prepotent achievement of modern humanism in library science".

A good collection of carefully selected reference tools must be built up in the library at the beginning itself. Many reference materials are now available in C.D.ROM, which can be effectively used in libraries having computers.

10.4.5 Periodical Section

One of the earliest functions of the public library was to establish reading rooms in which newspapers and periodicals were made available to the public. They were considered to be the vehicle of current information. Periodicals hold that position even in the present world of information technology.

Magazines, periodicals and journals are published at various intervals. The frequency of their publication may be daily, bi-weekly, weekly, fortnightly, monthly, bi-monthly, quarterly, half-yearly, annual or irregular. There are several methods by which periodicals are acquired in the library. They are: subscription, gift, exchange and membership in leased societies.

For the receipt and control of periodicals many systems are available in libraries. Major among them are: register, three card, kardex and computer (serial control).

Considering the importance of periodicals every library maintains a separate section for periodicals where non-members are also permitted to use. Periodical is a primary source of information and the articles appearing in it are the main means of communication in all areas of knowledge. Information available from periodicals will be more up-to-date than that appearing in books. Experience shows that most of the materials reported in periodicals is never published in books and hence back volumes of periodicals are bound and kept in libraries. With the advent of computer and electronic storage media, bound volumes of periodicals are being replaced with C.D.ROM's.

The periodicals should be properly displayed in periodical display racks or display shelves. The current ones should replace preceding issues. The preceding issues should be put in to compartments provided for in the rack itself, so that these would become readily available for the purpose of consultation to users. Current issues should be displayed subject-wise.

10.4.6 Circulation Section

Circulation section is located at the entrance of the library. Circulation work involves the following jobs.

- 1) Registration of Members
- 2) Lending of books (issue and return)
- 3) Charging of over dues
- 4) Reservation, reminder, renewal and recall
- 5) Maintenance of records
- 6) Maintenance of statistics
- 7) Lending of books on Inter library loan basis
- 8) Miscellaneous jobs

The staff of the circulation section has to maintain vigilance at the entrance and exit of the library. They should be courteous and friendly to the visitors as they are the persons to welcome the visitors to the library. When a new person comes and wants to enroll as a member, he should be given necessary application form to fill up. After completing the formalities he will be registered as a member. Similarly, if a user wants to withdraw his membership circulation section has to take necessary steps in this regard.

10.4.6.1 Charging Systems

Charging and discharging of books are the most important works assigned to the circulation section. Many types of charging systems are followed in different libraries. Ledger system is an old method but it is in vogue even now. Many of our public libraries follow this system because it given a permanent record of the details of book lending of a library. A few other systems are:

Indicator system

The Browne system

Newark charging system

Detroit self charging system

Photographic charging system

Computer charging system

Bar-coding

10.4.7 Children's Section

There may be a collection of children's books in all public libraries even if separate children's sections are not formed. Reading habit is to be inculcated at the younger age as it will develop

in to a life long habit. "A child's mind is wax to receive and marble to retain." Children, at their most impressionable age, should be introduced to reading and self-learning by organising separate units for them in libraries. Such units or clubs should have a president, secretary, executive committee, etc., all selected from among them. They may be persuaded to organize meeting, which should be presided over by them. Engaging experts should present topics of general interest before them occasionally. The library should organize a team of resource persons whose services may be made available to the children for preparing projects to be submitted to their schools when the need arise. This team of resource persons will be their teachers outside the school. This arrangement will attract the children towards the library, as the parents also would like to avail the facilities offered free to their children.

Children's section is not a conventional section in libraries. Therefore, its organisation should be thought of at the planning stage. Small chairs and tables, attractive equipments, small book shelves, etc. should be arranged in that section in order to suit the habits and tastes of the children. A selected and attractive collection of books containing children's encyclopedia, dictionary, biographical books, travel stories, epics retold, etc., may be made available to the children. A wide range and careful book section policy is necessary for procuring books for the children's library/section because the effect of reading is long lasting in children. Since school libraries are not strengthened in our country it is desirable to extend the services of public libraries to the school children also as far as possible.

10.4.8 Women's Section

This section is also not a conventional one in public libraries. Since the improvement in the society starts from family units and as women are instrumental to the development of the family, it is essential to organize women's units in all public libraries. Like children's wing, the women's unit can arrange meetings once in a week or fortnight and discuss various problems faced by the women and exchange ideas. Women are subjected to hardships and harassment through out the county and an occasion for mutual discussion and exposure will give them the strength of mind to withstand such unpleasant experiences. Not only that, the presence of women in libraries will naturally attract their children who also will get an opportunity to visit the library even if not for reading purpose. Organisation of women's section is also to be planned in advance.

10.4.9 Other Sections

Separate sections for the local history collections, rare book collections, and area study collection, extension activities etc may be organised in libraries according to the requirement of the locality. The requirements may be ascertained at the pre-planning stage.

Information technology is exerting tremendous pressure on the organisational pattern of libraries and information centers. The question as to the desirability of centralised or decentralised patterns is not a fundamental one in this context. The accessibility, availability and usability of documents and information from any part of the world have been greatly improved due to its influence. As a result, the very size and shape of libraries are undergoing change. The conventional libraries are giving way to digital libraries and ultimately to virtual libraries. Information Technology has also enabled the public libraries to offer more and more innovative and customer-based services. The public libraries have got an opportunity to function veritably as community information centers.

Self Check Exercise

6) Describe the different patterns of organisation 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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10.5 ADMINISTRATION

Library Administration can be studied from theoretical as well as practical angles. To have better results, practical administration must be based on sound theoretical principles.

Any organization is established with an aim to achieve a set goal. To achieve the goal, an organizational structure is raised, administrative machinery is created and a management authority is appointed. The administrative machinery is responsible for laying down the basic policies of the organization, for providing a suitable organizational structure to achieve the set aims of the organization and for appointing the management personnel for translating in to reality the desired aims. "That phase of a business enterprise which concerns itself with the overall determination of the major policies and objectives is Administration." For the administrative functions to be effective in operations, a 'doing' function is required. Management is the executive function that concerns itself with the carrying out of the administrative policy laid down by administration. It directs the active operations within the enterprise and combines the work of the employees with the available capital, equipment and materials to produce an acceptable product. It also markets the product or service according to the broad policies established by Administration.

There is confusion between the terms 'administration' and 'management'. Sometimes these are interchangeable. But at others, one is considered a generic term while the other a specific. "Administration is that function of management which actually executes or carries the objectives for which the enterprise is organised. This function initiates the work to be performed, sees that personnel is fitted to the task and trained to operate properly, and in general cases for every day routine necessary to ensure that men, materials and equipments are functioning properly towards the designed end."

Henry Fayol, in his famous treatise, 'General and Industrial Administration', has stated that the operations which occur in a business can be divided in to six main groups- technical, commercial, financial, security, accounting and managerial. He regarded 'administration' as one of these six major functions.

Fayol brought out five distinguishing functions of administration, namely, to plan, to organise, to command to co-ordinate and to control. Luther Gulick adopted Fayol's ideas and re-stated the functions under the catchword 'POSD CORB' which stands for the following seven functions:-

- 1) Planning
- 2) Organising
- 3) Staffing
- 4) Directing
- 5) Coordinating
- 6) Reporting
- 7) Budgeting

Planning

The first function of an administrator is to plan and forecast, i.e., determining the goals and ideals of an institution. The ways and means to achieve these objectives are thought out. In library planning, the locality, it's cultural diversities, and educational needs, etc., are to be taken in to account before providing a service. The pros and cons are properly studied so that the service is effective and long enduring.

Organising

There should be a sound organization with a well-defined structure of authority in order to make the planning fruitful. The structure is needed to bring together all the staff members in such a scientific way that the work is done most efficiently and smoothly. In a library, decision is to be taken regarding the kind of authority to be provided in each area of service.

Staffing

The staff employed should have sufficient qualifications and ability to perform the jobs assigned to him. For example, the chief librarian of a public library should be good at administration. He should be sympathetic to the public and good at public relation. Persons appointed as heads of section should be able to tackle any situation arising in their respective areas. Policies of recruitment training, promotions and allied matters should be on the basis of well-defined norms.

Directing

The function of directing is issuing orders and directions for the execution of decisions taken by the authority. The chief librarian should be capable enough to direct his staff properly. He should be able to boost up their morale. He should be an example to be followed by his subordinates. He should be ready to sacrifice his personal comforts for the sake of library work and library staff. He should prove an ideal leader by dint of his hard work and sincerity for the staff welfare. 'Directing includes continuous decision making and embodying them in general and specific orders and instructions.'

Coordinating

It is the responsibility of the chief librarian to co-ordinate the jobs carried out in different sections of the library. If co-ordination is neglected, each unit will perform independently and the institution will fail to function as an integrated whole. There should be delegation of powers, but the staff members in whom the powers are vested should also be made responsible for their job. They should be answerable to the chief librarian'.

Reporting

Reporting means keeping authorities, to whom the executive head of an organization is responsible, informed about the progress or regress of his work. To perform this duty efficiently, the executive head has to keep himself and his subordinates informed about their jobs and performance through research, records and inspection. Every section of the library should be directed to bringout periodical reports of the performance and activities of that section supported by statistical figures so that the reports will be factual. Consolidating all such reports, the chief librarian should prepare an annual report of the institution every year and present before the authorities for information and evaluation.

Budgeting

No institution can function without adequate finance. Libraries are considered to be spending institutions, as they are not generating funds for their sustenance. The libraries are usually given low priority in the matter of allocation of funds. The librarian has therefore, a hard task of convincing the authorities regarding the usefulness of the programmes launched by him by advancing tangible and plausible reasons. The arguments should always be supported by statistical data to make the demands convincing. The head of the institution has to ensure that an adequate budget is granted to his institution and he should see that the allotment is properly utilized.

In addition to the above functions the following two functions are considered essential for an efficient administration.'

Control

The chief librarian has to ensure best quality and maximum quantity of work from his workers. In order to achieve this, he has to control effectively his subordinates.

Motivation

The chief should instill enthusiasm and teamwork amongst his workers. Providing congenial service conditions and environments must motivate the subordinates.

The aim of a library is to ensure maximum use of its reading materials by maximum number of persons of its public. This is to be achieved by minimum output at most economical terms. This involves the application of principles of business administration. The following basic principles pertaining to business management can be applied to library administration with minor modifications taking in to account the aims and goals of a library:

Dispersal of powers and functions to a group of people makes nobody responsible. Joint responsibility is nobody's responsibility. Therefore it is absolutely necessary to have an executive head to which everybody should be responsible. There must be a clear line of formal authority running from the top to the bottom. For this purpose a right type of organisational structure is necessary. Several kinds of organisational set up are followed in libraries and similar institutions as mentioned below:

Line type

When all the workers are responsible direct to the chief librarian and to no one else, the library can be said to have a line type of organisation. In big libraries, the control by the chief himself becomes difficult. The chief then delegates certain powers to his deputies/ assistants. Think of a library having a chief librarian one deputy librarian and five Assistant Librarians and other junior staff members. In this setup, the assistant Librarians will be responsible to the deputy librarian and not to the chief librarian direct. This system implies a hierarchy of officers and it has got its merits and demerits.

Line and staff type

'Line' denotes authority whereas 'staff' stands for advice and counsel. The staff type of administrative organisation is supplementary to the Line type. In order to get sound advice, the work is divided into various departmental divisions and persons with special knowledge are made in charge of such divisions. Here, authority and advice are combined, though the executive authority remains with the line type authorities but the auxiliary services are left to the staff organisational heads, e.g., cataloging, classification, etc.

Functional organisation

The functional type of organisation is one where the library is organised into different sections on the basis of the functions to be performed in each section. It is essential to define the functions and duties of each person to avoid unnecessary overlapping of duties. (The different sections of a library working under functional pattern are discussed above in para 2.5).

Co-ordination

After establishing various sections it is essential that proper co-ordination between departments is ensured. The chief executive can achieve this by holding regular meetings of the heads of sections. He should try to acquaint himself with the problems of various sections and the solution of the problems should be thrashed out in the meetings with the full concurrence of the section heads.

The higher officials should be approachable to the subordinate officials so that their genuine difficulties are removed. The chief executive must take proper policy decisions so that the section heads would have an idea about the extent of their authority to take decisions.

Library administration, if based on the above-mentioned principles, is bound to be successful. But the success of library administration depends up on the way these principles are practised and the manner in which the decisions are put in to practice.

Self Check Exercise

7) Explain POSDCORB.

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

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

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10.6 SUMMARY

Planning is concerned with future. It enables the libraries to take appropriate decisions in advance. It helps to systematically move towards the achievement of the goals. Pre-planning and planning proper are the two important steps involved in library planning. Pre-planning enables the librarian to get a clear picture of the steps to be taken during planning. Planning starts from the selection of site, which is followed, by the buildings, layout of rooms, furniture, etc. Planning of library resources, library services, finance and human resources is equally important. Organization of the library and the different sections based on the nature of functions performed, viz., acquisition, technical processing, maintenance, reference service, etc., are discussed. Administration of the library mentioned under the headings planning, organizing, staffing, directing coordinating, reporting and budgeting have also been discussed in brief.

10.7 ANSWERS TO SELF CHECK EXERCISES

- 1) The types of clientele, their needs, potential readers and their requirements, resources already available, etc., have to be ascertained first. Types of jobs of the local people such as farming, industry, business etc., their social and educational status, rate of literacy, reading habits, student populations of the locality are other factors to be understood by the librarian. He should be fully aware of the social structure of the community around the library, activities of women and children, resource persons who can be made use of to organize various types of extension activities in the library, etc., at the pre-planning stage.
- 2) Planning proper stage can be discussed under different areas as shown below:
 - a) **Physical Planning:** It includes selection of site, planning of library building, layout of various sections, arrangement of furniture and equipment etc.
 - b) **Planning of Document Resources:** Document resources consist of books and non-book materials. These materials are received in libraries through various sources such as purchase, donations, exchange, etc. Book selection, ordering and acquisition are the important items of work to be attended by the librarian.
 - c) **Planning of Library Services:** The usual type of services in a public library are the following: Issue and Return of books, inter-library loan, personalised service to the readers, bibliographic services, extension services and readers' advisory service. In addition to these, services offered to the illiterate persons and neo-literates and various kinds of extension services are other major activities to be undertaken by public libraries.
 - d) **Financial Planning:** Without finance no library can function. It is, therefore, inevitable to have a proper planning to generate funds for the functioning of libraries. The main sources of public library revenue are the following: Subscription form members, Endowments and private benefactions, library cess, government grants, gifts, fees and fines, library tax/rate, sale of publications and income from reprographic service, translation service, compilation of bibliography, etc.
 - e) **Planning of Human Resources:** Library personnel act as interfaces between books and readers. A library requires professional librarians, Semi-professionals and non-professionals. Manpower required in a library is ascertained on the basis of the activities to be performed.
- 3) Important non-book materials used in libraries are: microfilm, microfiche, aperture card, magnetic tape, magnetic disc, sound cassette, video tape, video disc, floppy disc, compact disc (CD ROM), etc.
- 4) There are many problems for the acquisition of non-book materials. Lack of bibliographic control, absence of comprehensive selection tools, inadequacy of well-established trade channels, compatibility with the equipment, selection problems etc. are some of the major issues.

- 5) The steps involved in human resource management are the following: job analysis, job description, job classification, staffing patterns, recruitment and selection, induction and training.

Job analysis involves the analysis of the content of each job to be performed in an institution. On the basis of job analysis, Dr. Ranganathan had devised a formula for staff of different sections of a library. Recruitment and selection procedure by conducting various tests and interview, placement of the staff, their preliminary training, subsequent refresher training, wages and salary, promotion of the staff, etc., must be based on specific norms fixed at the time of planning.

- 6) As far as planning of the organization of a public library is concerned, the first point to be considered is whether to have a centralized or decentralized set up. The moot point here is whether to have a central library alone or to have different branch libraries or service points. The safest course is to consider the clientele and type of services to be rendered and plan the library accordingly.

The second point in the planning of the organizational pattern is whether to follow functional pattern or subject departmentalization. Functional pattern of organization is the organization of the library into different sections based on functions like acquisition, technical processing, etc. Functional pattern is ideal for public libraries.

- 7) Henry Fayol brought out five distinguishing functions of administration, viz. To plan, to organize, to command, to co-ordinate and to control. Luther Gulick adopted Fayol's ideas and re-stated the functions under the catch word 'POSD CORB' which stands for the following seven functions:- planning, organising, staffing, directing, co-ordinating, reporting and budgeting.

Planning

The first function of an administration is to plan and forecast, i.e., determining the goals and ideals of an institution.

Organising

There should be a sound organization with a well-defined structure of authority in order to make the planning fruitful. The structure is needed to bring together all the staff members in such a scientific way that the work is done most efficiently and smoothly.

Staffing

The staff employed should have sufficient qualifications and ability to perform the jobs assigned to him. Policies of recruitment, training, promotions and allied matters should be on the basis of well-defined norms.

Directing

The functions of directing are issuing orders and directions for the execution of decisions taken by the authority. The chief librarian should be capable enough to direct his staff properly. Directing includes continuous decision making and embodying them in general and specific orders and instructions.

Coordinating

It is the responsibility of the chief librarian to co-ordinate the jobs carried out in different sections of the library. If co-ordination is neglected, the institution will fail to function as an integrated whole.

Reporting

Reporting means keeping authorities, to which the executive head of an organization is responsible, informed about the progress or regress of his work. Consolidating the reports generated in the different sections of the library, the chief librarian should prepare an annual report of the institution every year and present before the authorities for information and evaluation.

Budgeting

No institution can function without adequate finance. The libraries are usually given low priority in the matter of allocation of funds. The librarian has, therefore, a hard task of convincing the authorities regarding the usefulness of the program launched by him by advancing tangible and plausible reasons. The head of the institution has to ensure that an adequate budget is granted to his institution and he should see that the allotment is properly utilized.

10.8 KEY WORDS

- Network** : A system of physically separate computers with telecommunication links, allowing resources to be shared by either commercial or informal arrangement.
- Resource Sharing** : It denotes a mode of operation whereby resources and services are shared in common by a number of libraries.
- Standards** : Standards are rules about the quality or size or shape of products, processes, methods, terminologies etc. In library parlance, it is a document with a few pages covering definitions, methods, properties, measurements and so on, which may contain tables or diagrams.
- Induction** : Acquainting the new recruits to the policies, procedures and rules followed by the institution.
- Guesstimates** : Estimates not based on actual experience but on guess work

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UNIT 11 PUBLIC LIBRARY NORMS, STANDARDS AND GUIDELINES

Structure

- 11.0 Objectives
- 11.1 Introduction
- 11.2 Definitions
 - 11.2.1 Public Library Norms
 - 11.2.2 Public Library Standards
 - 11.2.3 Public Library Guidelines
 - 11.2.4 Public Library Manifesto
- 11.3 Public Library Standards/Norms
 - 11.3.1 Indian Public Library Standards
 - 11.3.2 International Public Library Standards
- 11.4 Public Library Guidelines
 - 11.4.1 Indian Public Library Guidelines
 - 11.4.2 International Public Library Guidelines
- 11.5 Summary
- 11.6 Answers to Self Check Exercises
- 11.7 Key Words
- 11.8 References and Further Reading

11.0 OBJECTIVES

After reading this Unit, you will be able to:

- distinguish between Public Library Norms, Standards and Guidelines.;
- display good knowledge, including quantitative aspects to some extent, of Public Library Norms/Standards in India and those propagated by IFLA as the international Standards/Norms; and
- discuss Public Library Guidelines issued for use in India as well as Guidelines published at the international level, by IFLA.

11.1 INTRODUCTION

Library is a growing organisation. Any growing organisation will have set goals to be achieved, which is attained through appropriate planning. The case of public library is no exception. In the process of planning, goals are set first, and then guidelines are given to indicate how the goals are to be achieved. Finally, norms/standards are applied/ formulated to evaluate the services in relation to its set goals or objectives.

Norms/standards are to be followed every time a new library is built or an existing one extended or recognised. In any phase of its growth, it is necessary to continually evaluate the services in relation to its accepted roles and functions, to see what is being achieved and how this could be done better, and to justify continued demands for ever-increasing demand of funds. For, planning and evaluation purposes, norms/standards are essential.

Every librarian has sources from which she/he draws his/her knowledge when she/he has to plan a library or to run it or to evaluate it. But, this is not enough. It may happen that the existing knowledge may not be sufficient or up-to-date. A formal guidance from an authoritative

source, government or profession may sometimes appear essential for authenticity and consequently for support from the funding agency.

Norms/standards and guidelines have been formulated by various library agencies/organizations/governments, international agencies in appreciation of these crucial factors as planning and evaluation of libraries, for adding authenticity to these processes and for eliciting appropriate support for them.

11.2 DEFINITIONS

Before going into the details of norms, standards and guidelines, let us define them. For making the comprehension of these terms easier, we shall add one more term, viz., Manifesto. They are treated in the order of norms, standards, guidelines and manifesto, starting from the specific and ending with the general for norms/standards are based on guidelines, and guidelines in turn emanate from manifesto.

11.2.1 Public Library Norms

Norm is a standard; a pattern; model; a type (representative of a group when judging other examples). Norm is a standard derived or based on past performance. Standards and norms denote the same. Hence, public library standards and public library norms are deemed to be the same in meaning and function. Norms are used, like standards, to measure performance.

11.2.2 Public Library Standards

Standards are authoritative principles or rules that usually imply a model or pattern for guidance, by comparison, with which the quantity, excellence, correctness, etc., of other things may be determined. Library standards may be defined as the criteria by which services may be measured and assessed. They are determined by professional librarians in order to attain and maintain the objectives they have set themselves. Standards may be interpreted variously as the pattern of an ideal, a model procedure, a measure for appraisal, a stimulus for future development and as an instrument to assist decision and action.

Standards bring uniformity and order. Standards are necessary for the establishment of new libraries and the improvement of existing ones. They are required as a guide to the level of financial, material, and human support necessary to ensure that libraries will be able to fulfill their responsibilities to the users. Library standards are essential for the planning and evaluation of library services.

The library standards provide the norms both in qualitative terms and quantitative terms to be followed to implement the guidelines and thereby attain the goals. The standards are used to measure and assess the achievements, remove the hurdles and to plan for the future. The library standards are considered as the minimum and not as the maximum standards. However, no standards are valid for ever. They are revised frequently in appreciation of changes in social conditions, educational trends, and technological development affecting libraries.

11.2.3 Public Library Guidelines

Guidelines are guides or indications of future course of action. Guidelines tell you what items in the goals and objectives of public library are to be achieved and how. In other words, they guide you towards the goals as delineated in the plans or blue- print for development.. For example, based upon the Unesco Manifesto, 1994, (a public declaration of objectives of public libraries) on Meeting the Needs of the Users, the IFLA Guidelines 2000 has discussed in detail how best to fulfill this. According to the Guidelines, it is done through identification of potential users, analysis of needs within the community, offering services to the users, customer care, user education, resource sharing, etc. Guidelines, thus, guide you to the achievement of the principles or objectives. But guidelines are not helpful to assess whether these principles are attained. This is where standards/norms come into play.

11.2.4 Public Library Manifesto

The dictionary meaning of manifesto is a public declaration of intentions, opinions, objectives, or motives, as one issued by the government, or an organisation. The public library manifesto is a statement of the fundamental principles of public library.

The Unesco Public Library Manifesto, 1994, prepared under the auspices of IFLA is the latest in the field of public library. It has been an important statement of principles but there was need and demand for a more detailed statement of practical guidelines and standards which librarians and policy makers could use in developing public library services. Subsequently, the public library guidelines and standards were suitably revised. So, one can say that the guidelines immediately, and subsequently the standards are based/founded on the manifesto. This can be best illustrated by the fact that every chapter of the IFLA Guidelines, 2000, starts by quoting the relevant statement from the 1994 Unesco Manifesto. (vide Appendix for Unesco Public Library Manifesto, 1994, in short version).

Self Check Exercise

- 1) What are standards? What are the functions and features of public library standards?
- 2) Distinguish between manifesto, guidelines and standards.

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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11.3 PUBLIC LIBRARY STANDARDS

The processes and methods used in developing standards for the evaluation of library are many. These may be: i) determining which libraries were generally thought to be good ones and then using those to be the comparison against which others were measured, ii) using experts by appointing a committee of the leaders in the field to come together to determine what elements would be included in the statement of standards, and what particular statistics would be the ones against which other libraries would be measured, and iii) hiring an expert as a consultant. (In India, the method of gathering library experts together to develop consensus on the content of the standards has been utilised). Authority, consensus, and custom, thus, sanctify standards.

There are two kinds of standards, quantitative and qualitative. Standards relating to quantity represent precise measurement (and are simple to apply) like size of library collection, budgets, and staff. Qualitative standards relate to the intrinsic nature of entities (directly not measurable) like leadership, skill, intelligence and honesty applied by library professionals in the service.

It may not be easy to reach agreement on quantitative standards as standards prepared in one situation may have little or no validity outside it. For the same reason, it is argued, there can be no criteria that can be used in international level. Standards of course can vary in degree. They may be either standards of adequacy or standards of excellence. Standards of adequacy in one country may well be standards of excellence in another.

Standards written in one country, however, have often influenced the form and content of standards produced in others. On the other hand, standards prepared by IFLA, influenced by existing national standards, have encouraged other countries to prepare similar standards. That library standards need constant revision because of rapid changes in conditions affecting them is apparent from the number of documents of recent origin and from the fact that many earlier statements are under review at some point of time or other.

In retrospect: The first attempt to formulate standards for public libraries was made in 1933 by the American Library Association (ALA). It has been revised many a time subsequently to meet the needs of the changing times. America, in fact, has always provided leadership and has been in the forefront in the updating of the public library standards. Similar development

has taken place in Britain where the first comprehensive standards on public library were published in 1962. The Library Association, London, has always been involved in this field and published various standards. Mention may be made of *Model statement of standards in public library services* (1995), *Basic stock for the public reference library* (1998), and *Guidelines for reference and information services in public libraries* (1999). The Government released the draft for the latest revision of public library standards in May 2000. Britain has decided to revise the public library standards on yearly basis. Standards have since been adopted in several countries of the world. It is well supported by the fact that the survey of library standards conducted by Withers in 1974 covered 20 countries. The international organizations, like Unesco and IFLA, have played a significant role in formulation of public library guidelines and standards.

11.3.1 Indian Public Library Standards

In India, reports starting from the Advisory Committee by K. P. Sinha (1958) to the latest National Policy on Library and Information System (NAPLIS, 1986), have stipulated various norms/standards, goals and guidelines for public libraries. However, the comprehensive document on this topic has been the one published by the Raja Rammohun Roy Library Foundation (RRRLF) in 1991 entitled *Guidelines for Public Library Systems and Services*. The RRRLF is a Government of India organisation engaged in the promotion of public library movement in India. These Guidelines are generally based on Unesco Public Library Manifesto and IFLA Standards for Public Libraries, but some novel features to suit Indian situations have been included. This document doesn't list the standards separately, but gives in appropriate places in the Guidelines. These are segregated below:

11.3.1.1 Finance

To start with, the states spending less than 70 paise per capita (the national average) should try to reach a level of expenditure of Re. 1 per capita or alternatively one per cent of annual expenditure on education and culture during the 8th Plan (1992-'97) period and those who were already spending above Re. 1 per capita should try to reach a level of expenditure of Rs.2.50 per capita.

The Guidelines have recommended levying of a charge on the public library service. In order to make it worthwhile, the charge should be Rs. 10 per annum, but a concession of 33 per cent (Rs.20) be allowed to a family consisting of three members, each given the right to borrow books in their individual capacity.

11.3.1.2 Library Personnel

A general formula, rather than a specific recommendation, has been offered by the document. One post per 2,000 literate population should be provided for Central Libraries at state/divisional /district/city levels. In other public libraries, it should be one post for every 2,500 literate population. In case of Central Libraries, the proportion of professional staff to the total should be 40 per cent against 33 per cent in other public libraries.

11.3.1.3 Building

Generally, a gross area of 21,520 sq. ft. is provided for a population of 25,000, i.e., 0.86 sq. ft. per person, these being the international standards. For all public libraries in towns and villages as well as the branches of City Central Libraries, this international standards will be applied. However, in case of a village, the minimum area of a library building should be 1,000 sq. ft. in order to facilitate its functioning as a community centre and also to serve school children, if there is no separate school library.

The Central Libraries have been divided into two classes, viz., Class I and Class II. Class I buildings meant for population of more than 20 lakh will have a gross area of 50,000 sq. ft. Others between population of 20 lakh and 25,000 will have Class II building of 25,000 sq. ft. In both the cases, the site should be large enough to allow expansion up to 100 per cent. No building will have an area of more than one lakh sq. ft. The Guidelines have specifically listed which level of libraries belong to which class of libraries.

11.3.1.4 Site

The library building should be located centrally in a high density area. It should be in close proximity with education institutions or the main commercial areas. Transportation facilities should also be given appropriate priority. The site should be levelled so that no steps should be required to enter the library. The frontage should have minimum sun exposure and should have protection from strong winds, especially in the coastal and desert areas. The foundation should be strong enough for future vertical expansion or alternatively the site should be large enough to facilitate horizontal expansion.

11.3.1.5 Design

The building should be modular in design, which should mean that distance between the pillars should be uniform. The distance between the pillars should not be less than 21 ft. and more than 30 ft. and be divisible by three. The building should be preferably rectangular in shape as bookracks and tables are also made in the same shape. No mezzanine floors are recommended. No ceiling should be more than 16 ft. in height in non-air-conditioned, and not less than nine feet six inches in case of air-conditioned buildings (to provide for ceiling fans). Each floor should be at one single level to facilitate movement of book trolleys. A book elevator (lift) should be provided, if the building has more than one floor. Internal staircases should be avoided in the middle of the floor. No basement should be provided unless sub-soil is very deep. The load bearing capacity of all floors should be 50 kg. per sq. m.

The sections should be so placed on different floors in such a fashion that the traffic is reduced to the minimum. Only florescent lights with double 4 feet tubes (without plastic casing) should be used. No separate study cubicles, but tables measuring 90x120 cm, should be provided. Book capacity should be worked out at the rate of 120 volumes per 11 sq. ft. of floor area. Each reader should have an area of 25 sq. ft. Each administrative staff is to be allotted an area of 54 sq. ft., and 97 sq. ft. for cataloguing staff.

11.3.1.6 Furniture

The reading table size for one person should be 75x60 cm, for four 150x90 cm, for 6 persons 240x120 cm. No partition should be provided on the tabletops. Steel should be preferred to wooden racks. Ramington and Godrej designs are considered to be of international standards. Indian libraries are advised to follow the specifications laid down by the Bureau of Indian Standards for furniture, building, shelving cabinets, lighting, binding, safety, etc. A few samples are given below:

Indian Library Standards

- | | |
|---|--|
| 1) Specifications for wooden shelving} cabinets (adjustable type)} | <i>IS: 4116(reaffirmed-1998)</i> |
| 2) Specifications for steel shelving cabinets | <i>IS: 3312(reaffirmed-1990)</i> |
| 3) Design of library buildings-recommendations} relating to its primary elements } | <i>IS: 1553(revised- 1989)</i> |
| 4) Specifications for library furniture} and fittings) | <i>Part I Timber IS: 1829(Part I) -1978 (reaffirmed-1991)</i>
<i>Part II Steel IS: 1829(Part II) -1977(affirmed-1998)</i> |
| 5) Code of practice in library lighting | <i>IS: 2672-1966(reaffirmed-1990)</i> |
| 6) Specification for mobile library van | <i>IS: 2661-1975(reaffirmed-1999)</i> |
| 7) Guide for preparation of abstracts (1st rev.) | <i>IS: 795-1976(reaffirmed-1992)</i> |
| 8) Guide for data elements and record format for computer based databases for bibliographic description of different kinds of documents | <i>IS: 11370-1985(reaffirmed-1998)</i> |

Self Check Exercise

- 3) What are the standards stipulated for public library financing in India?
- 4) Describe the design standards for library buildings prescribed by the Guidelines for Public Library Systems and Services?

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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11.3.2 International Public Library Standards

In 1973, IFLA (International Federation of Library Associations and Institutions) published *Standards for Public Libraries*, and re-issued in 1977 with slight modifications. In 1986, this was replaced by *Guidelines for Public Libraries*. As their titles suggest, they represented two different approaches to providing practical guidance to librarians. The 1973 version provided a range of quantitative standards including the size of collections, size of administrative units, opening hours, staffing levels and building standards. These were declared as universally applicable (the IFLA Guidelines did not consider the need for different standards for different countries, since the general objectives in all countries were the same, the modifying factor being the pace at which development could take place).

The 1986 Guidelines took a still different view and did not include any quantitative recommendations, as they were not considered universally relevant. It argued that in the present state of library development, their needs and resources of libraries varied so widely that there could be no common standards for services. For instance, the IFLA stipulation that public library should provide free public access to the Internet/World Wide Web to all citizens, regardless of their economic means (vide Electronic Network under 4.2.3) will not be relevant in the Asian or African context presently. The IFLA 2000 version (yet to be finally accepted on incorporation of some more instances of library practices in different parts of the world) has also followed the same logic and has not provided any standards or quantitative recommendations. In other words, since 1986 they have offered not rules but advice, based on experience drawn from many different countries, which were considered to be capable of general application. Hence, it should be concluded that standards or quantitative recommendations are no longer in fashion as far as the international bodies are concerned.

Despite the fact that issuing of standards is not in practice today by international organisations like Unesco or IFLA, the IFLA Standards for Public Libraries 1973/1977 are still used as an important document in this field. A few important items are summarised below: These standards/norms are usually intended to be minimal. The learners should study the rules/advice given (on quantitative aspects) in the IFLA Guidelines, 2000, also along with these standards.

IFLA Standards for Public Libraries 1973/1977: Selected Items

Public Library System

Preferred minimum population	1,50,000
Minimum population normally regarded as viable	50,000

Administrative Unit

Minimum populations in any circumstances	3,000
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Service Points: Opening Hours

Urban main libraries	60 hours per week
Branch libraries	18-60 hours per week

Public Library Norms,
Standards and Guidelines

Book Stocks

- *Minimum working stock for all departments, excluding special collections, calculated in relation to literate population:*

In smallest administrative unit, 3 volumes per inhabitant In general circumstance, 2 volumes per inhabitant

(When children up to 14 years of age constitute 25-30% of the population, children's books should comprise one-third of the total stock.)

- *Reference books (included above):*

In smallest administrative unit 100 volumes

In general circumstances Up to 10% of total stock

- *Annual additions per 1,000 population:*

In general circumstances 250 per annum

In small administrative units 300 per annum

Children's books in same proportion as in total stock --- (see above).

References books in libraries serving populations over 50,000 -10% of all additions.

Periodicals, including newspapers

In administrative units of up to 5,000 population 50

In administrative units of 5,000-1,00,000 population 10 per 1,000 population

(These figures include multiple copies, periodicals in foreign languages, and periodicals for children)

Staff

- *Total non-manual staff (professional, clerical, administrative):*

In smallest administrative unit, 1 full-time qualified librarian with clerical assistance

In large administrative units with developed library services -- 1 per 2,000 population

In very large administrative units -- 1 per 2,500 population

- *Qualified librarians:*

In a developed, urban, compact unit 33% of total staff

In a library system with many branches an small service points 40% of total staff

(In a large library system, one third of professional librarians should be specialised in children's work).

Building

- *Distribution in urban areas:*

A branch library within 1.5 km. of most residents.

A relatively large library within 3-4 km. of most residents.

- *Areas of departments, etc.:*

Adult lending and reference facilities: see table below:

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Allow 10-15% of all public areas and 20-25% of all staff areas. The higher figures are unlikely to be needed except in some large libraries. The lower figures (10% and 20%, respectively) should be regarded as "balance area", available for any desired purpose within the building if careful planning has made it unnecessary to provide circulation space on this scale.

Self Check Exercise

- 5) What is the acquisition rate prescribed for general libraries in the IFLA Guidelines, 2000?
- 6) What is the composition of staff in a public library, according to the IFLA Standards for Public Libraries, 1973/77?

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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11.4 PUBLIC LIBRARY GUIDELINES

Many countries in the world have developed their own separate guidelines for public libraries. They are prepared either by the library associations or by the government. International body like IFLA (International Federation of Library Associations and Institutions) has issued guidelines for public libraries at the international level. IFLA has also issued guidelines for libraries in the allied fields such as libraries for the deaf people, mobile libraries, hospital and disabled people, Braille & talking books, audiovisual services, etc. In this unit, we shall discuss only two sets of guidelines for public libraries, one pertaining to India and the other to the international level.

The guidelines are primarily designed to enable each local authority to set service principles appropriately tailored to the needs of their communities within a national framework. However, they may also be used as recourse to aid longer-term service development.

11.4.1 Indian Public Library Guidelines

As has been indicated under Indian Public Library Standards (11.3.1) earlier, nobody has ever published any guidelines for public libraries exclusively in India. The only document is the *Guidelines for Public Library Systems and Services* prepared by the Raja Rammohun Roy Library Foundation in 1991. The salient features of the Guidelines are given below:

11.4.1.1 Definitions, Objectives and Functions

The modern public library is an institution, established and administered under a state law by a local government or an ad hoc autonomous library authority or a government department maintained wholly out of public funds, open to all without distinction and free of charge. Objectives and functions prescribed by Unesco Public Library Manifesto have been reiterated by the Guidelines.

11.4.1.2 Resources

The book collection should be comprehensive in all local languages covering all subjects according to the need, and be constantly reviewed, kept up-to-date and attractively presented. It should stock appropriate materials irrespective of its form. Since, for centuries, the printed word has been the accepted medium for communication of knowledge, ideas and information; books, periodicals and newspapers remain the most important resources of public libraries.

11.4.1.3 Organisation of Services

A public library building should be centrally situated, accessible to the physically handicapped and open at times convenient to the users. The building and its furnishing should be attractive, informal and welcoming. Direct access by readers to the shelves is essential. The public library should be active and positive in its outlook and encourage its use by providing reference service and lending of books for home reading. The public library is a natural culture centre for the community. Space and equipment are, therefore, necessary for exhibitions, discussions, lectures, musical performances and film shows, both for adults and children. Branch libraries and mobile libraries carrying adequate book stock with a circulation desk for lending of books must be provided in rural and suburban areas. Trained and competent staff in adequate numbers is vital to select and organise resources and assist users.

11.4.1.4 Public Library System

A system may be defined as an organisation of service units under which each unit discharges its predetermined role as an integral part of the system and the smaller units receive administrative, technical, financial and personal support from the central units. In the case of library services, a central unit will provide other units (libraries) with common services such as selection, acquisition and processing of books, compilation of bibliographies and reading lists, and indexing of articles of local interest.

11.4.1.5 Functions of Libraries

As the apex of the state public library system, the State Central Library has important role to play as a repository of all publications in the state, to bring out a State Bibliography of all such publications, to provide common technical services such as centralised selection and processing etc. Similarly, the Guidelines have recommended functions for different categories of public libraries, viz., divisional/regional libraries, district central libraries, village libraries, etc.

11.4.1.6 Voluntary Organisations

Libraries run by voluntary organisations should be registered under the Societies Registration Act. The state government should not take over these libraries, as it would amount to terminating their autonomy and spontaneity. They should, however, be given matching grants.

11.4.1.7 Library Legislation

Library legislation is considered necessary to develop integrated public library service in a state. Establishment of public library networks to ensure organised co-operation among different units is a desired goal.

11.4.1.8 Administrative Machinery

The guidelines have recommended the need for a (a) National Commission on Library and Information Services, and (b) a Bureau of Library and Information Services at the central level. It has also suggested establishment of directorates of libraries and library committees at state level.

11.4.1.9 Library Finance

The Guidelines have reaffirmed the recommendations of the NAPLIS Report (National Policy on Library and Information Services) in respect of library finance that the central and state governments should provide for an expenditure of 6-10 per cent of their education budget for libraries. No definite recommendation has been made for library cess. It recalled the recommendation of the 8th Plan Working Group on Libraries and Informatics for levy of Re. 1 to Rs. 10 per annum by all public libraries in the country.

11.4.1.10 Library Services

A public library should render services for education, information, recreation, culture (aesthetic appreciation) and research. The public libraries need to provide materials to meet demands of these objectives. All public libraries shall hold reading materials irrespective of their nomenclature, size and location. But, non-book or audio-visual materials will be required and held mainly by central libraries or large libraries and will be made available to smaller libraries

for use. To avoid unnecessary duplication of serials and less used books, the library system should define its Book Acquisition Policy.

11.4.1.11 Library Personnel

It is recognised that no single formula can take care of all situations. In general terms, one post per 2,000 literate population should be provided in central libraries at state/divisional/district/city levels. In case of central libraries, the proportion of professional staff to the total should be 40 per cent against 33 per cent in other public libraries. Adequate staff for central libraries should be provided for (a) Administrative Services Division, (b) Technical Services Division and (c) Reader Service Division. (Details may be seen under 11.3.1.2)

11.4.1.12 Library Building

Generally, a gross area of 21,520 sq.ft. is provided for a population of 25,000, i.e., 0.86 sq. ft. per person, which is the international standard. But it cannot be applied in case of central libraries required to serve the entire nation, a state or a region. In these cases, the area is to be worked out on the basis of actual need. In designing a library building, a brief should be prepared by the concerned librarian delineating, (a) the functional qualities and characteristics of the new building, (b) space required for administrative, technical and reader service stations, and (c) logical placement of sections in relation to each other. The Guidelines have also outlined details on design and location of the library building. (Details may be seen under 11.3.1.3-5)

11.4.1.13 Other Physical Facilities

All floors should have a uniform level of illumination. No separate study cubicles should be provided for on any floor. Steel racks should be preferred to wooden, both in the stack area as well as the reading rooms because of their durability. Book capacity should be worked out at the rate of 120 volumes per 11 sq. ft. of floor area. Specifications of library furniture and fittings have also been specified in detail by the Guidelines. (Details may be seen under 11.3.1.6)

11.4.1.14 Organisation of Materials

While recognising the fact that there is hardly any consistency in processing of books, the Guidelines have stated that the solution lies in centralised processing to be carried out by master classifiers and cataloguers. It could also save the amount of time and effort being wasted by each library in processing the same books. At times, it is felt that classification and cataloguing procedures should be simplified in case of small town and village libraries. However, it would be necessary if book processing is centralised at central libraries and printed catalogue cards are made available to all the libraries in the system.

11.4.1.15 Library Records and Statistics

All libraries are expected to maintain statistics of library holdings and services on a regular basis. The libraries should also bring out Annual Reports which should cover all administrative matters (including history and background, government library relationship), financial matters, technical services, readers services, personnel, library holdings, building and equipment, and co-operation with other libraries, etc.

11.4.1.16 Applications of Information Technology

The computer cannot by itself detect the human error in the processing of a book. It is, therefore, seriously advised by the Guidelines that manual cataloguing (involving classification, assignment of subject descriptor, etc.) that precedes computerised cataloguing must first be improved. The CDS/ISIS programme, designed by Unesco is being promoted in India by the Department of Scientific and Industrial Research (DSIR) under the NISSAT programme. Its impact is yet to be assessed. India cannot develop national databases unless a national bibliographic software is designed which is compatible with all makes of computers. Some organisations or institutions have to provide leadership in the matter.

Self-Check Exercise

- 7) According to the Guidelines for Public Library Systems and Services, how are services organised in a public library?

- 8) On the topic of building up of a public library system, what are the guidelines available in India?

- 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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11.4.2 International Public Library Guidelines

Forced by the fact that the IFLA's Guidelines for Public Libraries, 1986, has been over-taken by the dramatic developments in information technology in the last few years, the Working Group of the IFLA Section of Public Libraries has prepared new version. This draft was debated at the IFLA Conference in Jerusalem in August 2000 and it has been decided to accept them after incorporating some more instances of library practices.

The IFLA Public Library Guidelines, 2000, are given in summary form here, which are accepted as the international guidelines for public libraries. IFLA did not include quantitative standards in the Guidelines because it believed that standards must vary according to local circumstances and must be worked out separately in individual countries or on a regional basis. So, these Guidelines work out to be qualitative in nature. That is, they are not "standards", but guidelines. The Guidelines are written as a tool, offering a detailed checklist of services and facilities, which a public library might offer.

11.4.2.1 Role and Purpose of Public Library

The purposes of a public library are to provide resources and services in a variety of media to meet the needs of individuals and groups for education (formal and informal which is a lifelong activity), information (in traditional and electronic forms) and personal development including recreation and leisure. Besides the public library's duty to meet the needs of all groups in the community, it has a special responsibility to meet the needs of the children and young people and act as an agency for personal and social development and change in the community. Public libraries are the key agency in the local community for the collection, preservation and promotion of local culture and also for provision of community information services. For the long-term success, the library should be based on the culture of the country and not on a form introduced from elsewhere.

11.4.2.2 The Legal and Financial Framework

Public library legislation: In order to maintain the level of service required to fulfil their functions, public libraries should be supported by legislation and sustained funding by the appropriate level of government. Legislation governing public libraries should state which level of government is responsible for their provision and how they should be funded.

Funding: Funding is required not only when a public library is established but should be sustained on an assured and regular basis. The primary sources of fund are taxation at local, regional or central level, and block grants from central, regional or local level. Other sources of income may include donations, revenue from commercial activities, revenue from user fees, etc.

The Governance of the Public Library: Public libraries should be governed by a properly established body made up largely of representatives of the local community including those elected either to the local council or to the library board. Library committees and boards should have rules of procedure and their proceedings should be open to the general public. Although the final decisions on policy will be taken by the governing body and the librarian,

ways should be sought to involve the local citizens who are the actual or potential library users.

11.4.2.3 Meeting the Needs of the Users

Any limitation of access, whether deliberate or accidental, will reduce the ability of the public library to fully achieve its primary role of meeting the library and information needs of the community it serves. The following are important elements in delivering an effective public library service:

Identifying and Analysing Users: To collect and analyse data which identifies those needs of individuals and groups within the community which can be met by the public library.

Services to Users: The services of the library should not be subjected to any form of ideological, political, religious or commercial pressure. Services must be able to adjust and develop to reflect changes in society. They should take into account the traditional cultures as well as the new developments. The library should facilitate access to children, young adults, physically disadvantaged and adults.

Customer Care: Customers should be involved in service development by demand survey for library services, analysis of their complaints and suggestions, etc. The public library should help its users develop skills which will enable them to make the most effective use of the library's resources and services through guided tours and other methods including using information and communication technology.

Co-operation and Resource Sharing: The library should establish formal links with other organisations in the local community, e.g., schools, cultural institutions such as museums, galleries and archives, literacy programmes, chambers of commerce or boards of trade, in order to jointly improve services to the community.

Electronic Networks: The public library, to become the electronic doorway to information in the digital age, should provide access to the resources of the library and to those other libraries and information services through the creation, maintenance and/or participation in effective electronic networks at the local, regional, national and increasingly international levels. The library should provide free public access to the Internet/World Wide Web to enable all citizens, regardless of their economic means. It should have at least one public access workstation with Internet access and a printer that is not shared with staff. If possible, the remote access to its electronic resources and services from their home, school or workplace should be made accessible 24 hours a day, seven days a week.

Library staff on the other hand, should have access to the Internet/World Wide Web as well as regular training in using the Internet so that they can play the role of "information navigator".

Access to Services: Public library service outlets should be located for the maximum convenience of residents of the community. If possible, they should be near the centre of transport networks and close to areas of community activity, e.g., shops, commercial centres, cultural centres. The outlet should be highly visible and easily reached by foot, public transport, where available, or by private vehicle. In well developed urban and suburban areas, a public library should be available within a journey by private vehicle of about 15 minutes. In order to provide the best possible access to the library service, the library must be open at hours of maximum convenience to the residents of the community.

Library Buildings: While planning a library, the following elements should be considered: a) the function of the library, b) the size of the library, c) designated spaces (space for services to adults, children and young adults and for family use), d) design features (to guarantee easy access for all users and in particular persons with physical disabilities), e) accessible shelving, sign-posting, f) the ambience of the library (adequate and attractive space, comfortable temperature and humidity, provision of cafés), g) electronic and audio-visual equipment, h) safety, and i) parking (safe, well-lit, appropriately identified for the handicapped).

As regards design features, the following features should be included in the planning of a new library: The exterior of the library should be well lit and identified with signs clearly visible from the street. The entrance of the library should be clearly visible and located on that part of the building that most users approach. There should be no design features that limit the ability of an individual or groups to use any part of the library. Care should be taken to

avoid steps as much as possible in both interior and exterior design. Lighting levels should comply with those stated in international or national standards. Libraries that occupy two or more floors should provide elevators that are close to the library entrance and that easily accommodate wheelchairs and child strollers. The library should provide facilities for the return of library materials when the library is closed. After-hours deposit boxes should be theft proof and waterproof. A library should undertake an "accessibility" audit on a regular basis to confirm that there are no barriers to easy use.

As regards Accessible Shelving, materials should be displayed in open shelves and arranged at a height within easy reach for users. All shelving should be adjustable and preferably on lockable wheels so that it can easily be moved. The furniture in the children's section should be appropriately sized. Shelves should be of accessible height and width for persons using a wheelchair.

On Sign-Posting, the Guidelines stipulate that signs should be carefully planned to communicate an appropriate image of the library. Internal areas of the library and parts of the collection should be clearly identified by signs of a professional standard so that users can easily find them. Directional signs should be erected in nearby streets and town centres to guide the public to the library.

Regarding safety, the Guidelines have touched upon smoke and fire alarms, fire extinguishers and emergency exits, training of staff in first aid, evacuation drills preparation of a disaster plan, etc.

11.4.2.4 Collection Development

The public library should provide equality of access to a range of resources that meets the needs of its users for education, information, leisure and personal development. The library should provide access to the heritage of its society and develop diverse cultural resources and experiences. Constant interaction and consultation with the local community will help to ensure this objective is achieved.

Collection Management Policy: Each public library system requires a written Collection Management Policy, endorsed by the governing body of the library service.

The following categories of library materials may be represented in a typical public library, although this list is not exhaustive: Fiction and non-fiction; periodicals; local, regional and national newspapers; community information, government information, business information; local history resources, genealogical resources, resources in the primary language of the community, resources in minority languages in the community, resources in other languages; music scores, computer games, toys, games and puzzles, study materials including textbooks.

The public library should provide a wide range of materials in a variety of formats which include (though not exhaustive): Books, both hard and soft covers; pamphlets and ephemera; newspapers and periodicals including cuttings, files; digital information through the Internet, on-line databases, CD-ROM databases, software programmes, Digital Versatile Disks (DVDs); microforms, tapes and CDs, video cassettes, laser discs, large print materials, Braille materials, audio books, electronic books, and posters.

Standards for Book Collections: The Guidelines have stipulated some standards relating to book collection. Local and financial circumstances could lead to variations in these proposed standards.

As a general guide, an established book collection should be between 1.5 to 2.5 books per capita. The minimum stock level for the smallest service point should not be less than 2,500 books. In the smallest collections materials for children, adult fiction and adult non-fiction may be provided in equal proportions. In larger collections, the percentage of non-fiction titles will tend to increase. These ratios can vary according to the needs of the local community and the role of the public library. Relevant collections to serve the needs of young adults should be developed (IFLA Guidelines for Library Services to Young Adults). Where the library has a strong educational role, this should be reflected in the composition of the stock.

Where reliable population figures are not available, alternative methods of developing standards are needed. Comparisons with a number of existing libraries serving communities of a similar

size and make-up can be used to determine a target figure for the size of the collection and the resources needed to maintain it

Standards for Electronic Information Facilities: The development of standards for the provision of electronic information facilities is at an early stage. Current standards include the following:

A standard of one computer access point per 5,000 populations has been used in Canada. The latest standard in England recommends that the total number of workstations, including those for on-line catalogues, which are available for public use, should not be less than 0.7 per 1,000 populations. In Queensland, Australia, it is recommended that the following be provided: For population up to 50,000 - 1 personal computer (PC) per 5,000 population; For population over 50,000 - 1 PC per 5,000 population for 50,000 population and 1 PC per each additional 10,000 population. These standards recommend that at least half the public computers should have access to the Internet and all should have access to a printer.

Collection Development Programme: The Guidelines have identified three phases of development of a library and have made recommendations in respect of each. In the first phase, i.e., Establishment Phase, sufficient range and depth of resources to meet general needs should be the aim rather than comprehensive coverage. The inter-library loan system should be at its peak utilisation during this phase to supplement the developing collections. Ideally, a new library should be established with a minimum base stock of 1.0 book per capita. Where this is not achievable, a modest growth plan should be implemented to establish this minimum base stock over a period of three years. Access to electronic information sources should also be included in this phase.

In the second phase, viz., Consolidation Phase, the objective is to achieve growth in the book stock size, range and depth. Special conditions of the population are taken into account and collections developed to meet the more in-depth needs of the population served. A growth of 2.0 books per capita would be a modest target over a three-year period. During the third phase, called Steady State Phase, the collections meet the needs of the community in depth, range and quantity. The quality of collections is maintained by acquisition rates matching discard rates. New formats are accommodated within the collections as they become available and access is provided to the widest possible range of resources through the use of technology.

Acquisition Rates: The Guidelines have laid down standards for acquisition rates for libraries in general, small and mobile libraries, and special collection.

General libraries: For general book stock in an established library service, the following acquisition rates may be applied:

Population	Books per capita per annum	Books per 1000 population
Below 25,000	0.25	250
25,000 - 50,000	0.225	225
50,000 + 0.20	200	

The following examples suggest the size of stock for communities of different sizes:

	Scenario 1	Scenario 2	Scenario 3
Established library service for:	100,000	50,000 pop.	20,000 pop.
	Population	population	population
Median book stock:	200,000	100,000	40,000
	volumes	volumes	volumes
Annual acquisition rate:	20,000	11,250	5,000
	volumes	volumes	volumes

Small Libraries and Mobile Libraries: In these cases, the acquisition rates, renewal rates or exchange rates should be based upon the collection size rather than the population served, and be in the order of 100 per cent or more per annum. An efficient inter-library loan system is essential in these situations.

Special Collections: The collection policy must reflect the special needs wherever such situations prevail. Particular examples of these are indigenous resources, local history resources and reference collections.

11.4.2.5 Human Resources

In order to provide the best possible service to the community, it is necessary to maintain well trained and highly motivated staff to make effective use of the resources of the library.

Staff Categories: The following categories of staff are found in public libraries: qualified librarians, library assistants, specialist staff on computer, finance, marketing, training, etc. and support staff. It is recommended that 0.5 - 1.0 per cent of the total library budget should be earmarked for training purposes of the staff.

Staffing Levels: Allowing for a number of factors affecting the level of staff including the level of available resources, specific requirements and other local differences, the following basic staffing level (excluding support staff) is recommended:

One full-time equivalent member of staff for 2,500 population

One-third of staff (excluding support staff) should be a qualified librarian.

Where reliable population figures are not available, staffing levels can be related to the size of the library, the range of its functions and the number of users.

The Guidelines have also laid down recommendations on other aspects like monitoring of staff development, contacts of staff for better delivery of services, career development, working conditions, their health and safety, and dealing with anti-social elements in the library. It is also stipulated that where volunteers help library staff a written policy should be in place defining the tasks of these volunteers and their relationship to the library operation and staff.

11.4.2.6 The Management and Marketing of Public Libraries

To be effective, a public library requires experienced, flexible and well-trained managers and staff able to use a range of management techniques.

Financial Management: In order that the library operates efficiently (at optimum performance), economically (at minimum cost), and effectively (at maximum benefit) the Library Manager should look for ways of improving levels of funding, prepare 3/5 year business plans based on the library's long term plans and other ways.

Management Tools: Community Needs Analysis, Monitoring and Evaluation, and Performance Measurement are recommended by the Guidelines as management tools. Through the Community Needs Analysis, the library collects detailed information about the local community and its library and information needs. In Monitoring and Evaluation, all programmes and services are evaluated on a regular basis. Performance Measurements or performance indicators are established to measure the input and the output in order to evaluate and monitor the achievement of the library's objectives.

Marketing and Promotion: Library managers can use marketing techniques to enable them to understand and plan the needs of the users, and to ensure that the community and the funding bodies fully understand the importance of public library. Lobbying and advocacy involving interaction with decision-makers to secure specific objectives should be developed. Librarians should look for as many opportunities as possible to involve the library's governing body in its major activities to promote the interests of the library. Another important technique is participation in community life through promotional strategies like book reviews on radio, working with literature and cultural groups, supporting literacy organisations and campaigns, etc. The library should have a written communications, marketing and promotions policy (including its evaluation) to enable it to undertake a planned promotion of its services to the public.

Library staff should be trained to use communication media to promote the library service and respond to media inquiries. They should also be able to promote the library and its services via computer and telecommunication networks including the creation of library web-sites.

Self Check Exercise

- 9) What are the IFLA stipulations on governance of a public library?
- 10) Describe IFLA Guidelines on collection development in a public library?

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

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11.5 SUMMARY

This unit has been divided into three parts. These are: definitions, norms/standards and guidelines. The definition part deals with public library norms, standards, guidelines and manifesto. Manifesto is more general and the others gain relatively more specificity in order guidelines, standards/norms. And also the latter is based on the former in the sense while standards/norms are based on guidelines, guidelines are based on manifesto.

Public Library Standards or Norms are criteria by which the services of a library is measured and assessed. As in the case of guidelines, Public Library Standards prescribed at the national level and international levels have been given in this Unit. In case of Indian public libraries, the standards given in the appropriate places in the Guidelines for Public Library Systems and Services are segregated and listed in the unit. The IFLA Guidelines at international level have not given any specific standards for public libraries, as they believe that in the present state of public library development, there could be no common standards of services applicable universally. Despite the fact that issuing of standards are not in practice today by international organisations like Unesco or IFLA, the IFLA Standards for Public Libraries 1973/1977 presented in a summary form in the unit. Besides, the learners are expected to study the rules/advice given (on quantitative aspects) in the IFLA Guidelines, 2000, along with.

Guidelines, as the term indicates, are guides to realising what has been declared in the manifesto as the intentions/objectives. This unit deals with two sets of Guidelines, one at national level and the other at international level. They are the Guidelines for Public Library Systems and Services published by RRRLF and the IFLA Public Library Guidelines 2000 respectively.

11.6 ANSWERS TO THE SELF CHECK EXERCISES

- 1) Standards are authoritative principles or rules that usually imply a model or pattern for guidance, by comparison, with which the quantity, excellence, correctness, etc., of other things may be determined. Public library standards may be defined as the criteria by which services may be measured and assessed. They are determined by professional librarians in order to attain and maintain the objectives they have set for themselves. Standards may be interpreted variously as the pattern of an ideal, a model procedure, a measure for appraisal, a stimulus for future development and as an instrument to assist decision and action.

Standards bring uniformity and order. Standards are necessary for establishment of new libraries and the improvement of existing ones. These are required as a guide to the level of financial, material, and human support necessary to ensure that libraries will be able to fulfill their responsibilities to the users. Library standards are essential for the planning and evaluation of library services.

The library standards provide the norms both in qualitative terms and quantitative terms to be followed to implement the guidelines and thereby attain the goals. The standards are used to measure and assess the achievements, remove the hurdles and to plan for the future. The library standards are considered as the minimum and not as the maximum standards. However, no standards are valid forever. They are revised frequently in appreciation of changes in social conditions, educational trends, and technological development affecting libraries.

- 2) Manifesto is an important statement of principles. Guidelines and standards are more detailed statements of practical of nature, which policy makers could use in developing public library services. Guidelines are guides or indications of future course of action. Guidelines are relatively more specific than manifesto in the sense that they tell you what items in the manifesto are to be achieved and how.

Standards are authoritative principles or rules that usually imply a model or pattern for guidance, by comparison, with which the quantity, excellence, correctness, etc., of other things may be determined. Library standards may be defined as the criteria by which services may be measured and assessed.

The guidelines immediately, and subsequently the standards, are based/founded on the manifesto.

- 3) The Guidelines for Public Library Systems and Services stipulate that the states spending less than 70 paise per capita (the national average) should try to reach a level of expenditure of Re. 1 per capita or alternatively one per cent of annual expenditure on education and culture during the 8th Plan period (1992-'97) and those who were already spending above Re. 1 per capita should try to reach a level of expenditure of Rs.2.50 per capita

The Guidelines have recommended levying of a charge on the public library service. In order to make it worthwhile, the charge should be Rs. 10 per annum, but a concession of 33 per cent (Rs.20) be allowed to a family consisting of three members, each having the right to borrow books in their individual capacity.

- 4) The building should be modular in design, which should mean that distance between the pillars should be uniform. The distance between the pillars should not be less than 21 ft. and not more than 30 ft. and be divisible by three. The building should be preferably rectangular in shape as bookracks and tables are also made in the same shape. No mezzanine floors recommended. No ceiling should be more than 16 ft. in height in non-air-conditioned, and not less than nine feet six inches in case of air-conditioned buildings (to provide for ceiling fans). Each floor should be at one single level to facilitate movement of book trolleys. A book elevator (lift) should be provided, if the building has more than one floor. Internal staircases should be avoided in the middle of the floor. No basement should be provided unless sub-soil is very deep. The load bearing capacity of all floors should be 50 kg. per sq. m.
- 5) For general book stock in an established library service, the following acquisition rates may be applied:

Population	Books per capita per annum	Books per 1000 population
Below 25 000	0.25	250
25 000 - 50 000	0.225	225
50 000 + 0.20	200	

The following examples suggest the size of stock for communities of different sizes:

	Scenario 1	Scenario 2	Scenario 3
Established library service for:	100,000	50,000	20,000
	population	population	population
Median book stock:	200,000	100,000	40,000
	volumes	volumes	volumes
Annual acquisition rate:	20,000 vols.	11,250 vols.	5,000 vols.

- 6) The staff composition prescribed by the IFLA Standards for Public Libraries 1973/77 is as follows:

- *Total non-manual staff (professional, clerical, administrative):*

In smallest administrative unit -- 1 full-time qualified librarian with clerical assistance

In large administrative units with developed library services 1 per 2,000 population

In very large administrative units 1 per 2,500 population

- *Qualified librarians:*

In a developed, urban, compact unit 33% of total staff

In a library system with many branches and small service points 40% of total staff

(In a large library system, one-third of professional librarians should be specialized in children's work).

- The public library building should be centrally situated, accessible to the physically handicapped and open at times convenient to the user. The building and its furnishing should be attractive, informal and welcoming. Direct access by readers to the shelves is essential. The public library should be active and positive in its outlook, demonstrating the value of its services and encouraging their use by providing reference service and lending of books for home reading. The public library is a natural culture centre for the community, bringing together as it does people of similar interests. Space and equipment are, therefore, necessary for exhibitions, discussions, lectures, musical performances and film shows, both for adults and children. Branch libraries and mobile libraries carrying adequate book stock with a circulation desk for lending of books must be provided in rural and suburban areas. Trained and competent staff in adequate number is vital to select and organise resources and assist users.
- India should have a public library system under which each unit should discharge its predetermined role as an integral part of the system and the smaller units should receive administrative, technical, financial and personal support from the central units. In other words, the central unit will provide other units (libraries) with common services such as selection, acquisition and processing of books, compilation of bibliographies and reading lists, and indexing of articles of local interest.
- According to the IFLA Guidelines, 2000, a public library should be governed by a properly established body made up largely of representatives of the local community, including those elected either to the local council or to the library board. Library committees and boards should have rules of procedure and their proceedings should be open to the general public. Although the final decisions on policy will be taken by the governing body and the librarian, ways should be sought to involve the local citizens who are the actual or potential library users.
- The IFLA Guidelines have identified three phases of development of a library and have Establishment Phase, and a sufficient range and depth of resources to meet general needs should be the aim rather than comprehensive coverage. The inter-library loan

system should be at its peak utilization during this phase to supplement the developing made recommendations in respect of each. In the first phase, i.e., collections. Ideally, a new library should be established with a minimum base stock of 1.0 book per capita. Where this is not achievable, a modest growth plan should be implemented to establish this minimum base stock over a period three years. Access to electronic information sources should also be included in this phase.

In the second phase, viz, Consolidation Phase, the objective is to achieve growth in the bookstock size, range and depth. Special conditions of the population are taken into account and collections developed to meet the more in-depth needs of the population served. The book discard factor comes into play and the collection growth rate decreases as discards begin to offset acquisitions. A growth to 2.0 books per capita would be a modest target over a three-year period. During the third phase called Steady State Phase, the collections meet the needs of the community in depth, range and quantity. The quality of collections is maintained by acquisition rates matching discard rates. New formats are accommodated within the collections as they become available and access is provided to the widest possible range of resources through the use of technology.

11.7 KEY WORDS

Accessibility	:	Permission and Opportunity to make use of documents.
Bibliographic Software	:	A Software which could allow to design a bibliographic database to identify and locate bibliographic information.
Library Standards	:	Accepted Practice or guidance to librarian in choosing the right design with functional efficiency
Library Statistics	:	Quantitative data pertaining to different sections and to measure the performance of the Library.
Electronic Resources	:	Information resources available in electronic format with wider access.

11.8 REFERENCES AND FURTHER READING

IFLA (1986). *Guidelines for Public Libraries*. Prepared by the IFLA Section of Public Libraries. Munchen: K.G.Saur

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Office of Arts and Libraries (1990) *Key to Success: Performance Indicators for Public Libraries*, HMSO.

Withers, F. N. (1974) *Standards for Library Service: An International Survey*. Paris: Unesco.

Unesco Public Library Manifesto, 1994 - Short version

According to the Unesco Public Library Manifesto, 1994, the public library, the local gateway to knowledge, should provide conditions for lifelong learning, independent decision-making, and cultural development of the individual and social groups.

The services of the public library should be provided on the basis of equality of access to all, regardless of age, race, sex, religion, nationality, language, or social status. 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. Materials must reflect current trends and the evolution of society, as well as the memory of human endeavour and imagination. Collection and services should not be subject to any form of ideological, political, or religious censorship, nor commercial pressures.

The Manifesto has identified 12 key missions relating to information, literacy, education and culture, which should be at the core of public library services. According to the Manifesto, a public library shall in principle be free of charge. The public library is the responsibility of local and national authorities. It should be supported by specific legislation and financed by national and local governments, and should promote a national library network. It also emphasised the need for a clear policy in relation to local community needs, co-operation with allied entities, accessibility of services, training to library staff, user education and maintaining of professional standards of operation.



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UNIT 12 GOVERNANCE OF PUBLIC LIBRARIES

Structure

- 12.0 Objectives
- 12.1 Introduction
- 12.2 Governance and its Need
- 12.3 Library Authority and its Composition
 - 12.3.1 State Library Authority: Composition, Duties and Functions
 - 12.3.2 City/District Library Authority: Composition, Duties and Functions
 - 12.3.3 Taluka/ Village/ Panchayat Library Authority: Composition, Duties Functions
- 12.4 Committees Constituted by Library Authorities
- 12.5 The State Department of Libraries: Duties and Functions
- 12.6 Governance of Different Kinds of Public Libraries in India
 - 12.6.1 National Library
 - 12.6.2 State Central Library
 - 12.6.3 Regional / Divisional Libraries
- 12.7 Governance of Special Public Library Services
 - 12.7.1 Children's Libraries
 - 12.7.2 Libraries for Physically Challenged
 - 12.7.3 Mobile Libraries
- 12.8 Summary
- 12.9 Answers to Self -Check Exercises
- 12.10 Key Words
- 12.11 References and Further Reading

12.0 OBJECTIVES

The objective of this unit is to explain the important aspects of governance of public libraries and to acquaint you with its various patterns.

After going through this unit, you will be able to know:

- the nature of and the need for effective governance;
- various kinds of library authorities and their compositions;
- governing bodies of different types of public libraries; and
- ad hoc and special purpose committees.

12.1 INTRODUCTION

The preceding units of this Block: Management of Public Library System have provided you with the information regarding organisation, planning and administration of public libraries. Governance implies exercise of high-level authority or control over the working of the libraries concerned. Governance also indicates drawing of policies and guidelines and determining steps for their effective implementation. Governing bodies decide and direct the ways and methods of managing the libraries under their control. They also intervene and adjudicate in the special situations affecting the working. Governance, thus establishes the overall control on the functioning of public libraries.

12.2 GOVERNANCE AND ITS NEED

A public library system envisages different kinds of libraries woven in one string, catering various services to the populace in the defined jurisdiction. Such a system comprises of libraries scaling from the National Library to a village library. Through legislation, functions, duties and responsibilities of the respective libraries are specified and supervised. There are three clusters of public libraries in our country: The first, the National Library of India and its three zonal centres for storing books and periodicals received by enforcement of the Delivery of Books and Periodicals Act, the libraries designated as those of national importance such as Asiatic Society Library, Kolkata; and Delhi Public Library, a metropolitan public library system financed fully by the Government of India. These libraries function as the autonomous institutions of Government of India.

The second cluster is of libraries established, aided and supervised by the Library Authorities defined in the State Public Libraries Acts. In this case, the hierarchy of libraries: State Central Library, Regional, Divisional, District, Taluka and Village libraries... is maintained. Around ten States and UTs in India have the public library legislation as such. Others have semblance of such a library system without going in for legislation.

The third cluster is of the public libraries founded and functioning with the assistance of one time or perpetual munificent donations from the Public Trusts, and public spirited NGOs / persons. They, of course, function in their limited chosen areas of interest and they are mostly subscription libraries. But their contribution towards the general fulfillment of the objectives of public libraries is worth reckoning. It is estimated that there are about 55,000 public libraries of various kinds in our country.

Governance of such a large number of public libraries is crucial for the effective working of the library system as well as individual libraries. The bodies monitoring and overseeing the functioning of these libraries are varied in nature and composition. Their nomenclatures too are different. They are indicated as Board of Trustees, Governing Council, Governing Board, Managing Committee, Executive Committee State/District/City Library Authority... depending on the type and nature of the libraries they govern.

Public libraries are perceived as the foundation of a democratic society. As such, they are the responsibility of local and national authorities. They are supported by specific legislation and financed by national and local governments. They are an essential component of any long-term strategy for culture, information provision, literacy and education. Governing bodies monitoring them are entrusted with the work of formulating policies, defining objectives, determining priorities and extending services in relation to the local community needs. Such bodies, therefore, consist of people's representation. The responsibilities of governing bodies are multifarious. They range from raising and disbursing funds to seeing that all the programmes of the public libraries envisaged are fulfilled efficiently and effectively. The unsatisfactory functioning of public libraries reflects poor governance. Wide representation of people, a balanced composition of elected and nominated members, clearly stated duties and responsibilities of both the entire team and individual office bearers result in a good governance. A suitable governance pattern goes a long way in the fulfillment of the varied objectives of public libraries. It contributes substantially to the successful functioning of public libraries. A good governance plays a role of a dispenser of State and Central aid and a monitor of library activity.

Justice Gopal Rao Ekbote, in his book entitled, *Public Libraries System* (1987), explained the need for the governance as follows. "In both, thinking and practice of public library movement, there has been and is a substantial consensus in favour of setting up a library authority and advisory bodies at the national and state levels. Library incorporated boards at the State Central Libraries and District Central Libraries have become necessary. The board form of government has been partly inherited from the library's previous corporate structure. Most of the private libraries were registered under the Societies Registration Act. Though they may not be strictly called corporate bodies, they enjoyed most of the benefits of a corporate body. This status was prescribed in order to insulate it from partisan politics and devote it to its disinterested cultural purposes. The library has always remained relatively aloof from active and effective power groups in the community. This form of government has been suggested by the Advisory Committee for Libraries." He brings forth further another vital dimension of

the Board, viz., representation of the community, perhaps the best in the community. He concludes by stating that, "that board is rated high which has as its members people of prestige and substantial economic, social and perhaps inherently political status in the community."

Self Check Exercise

- 1) Explain the need for good governance.
- 2) State different kinds of library authorities.

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

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

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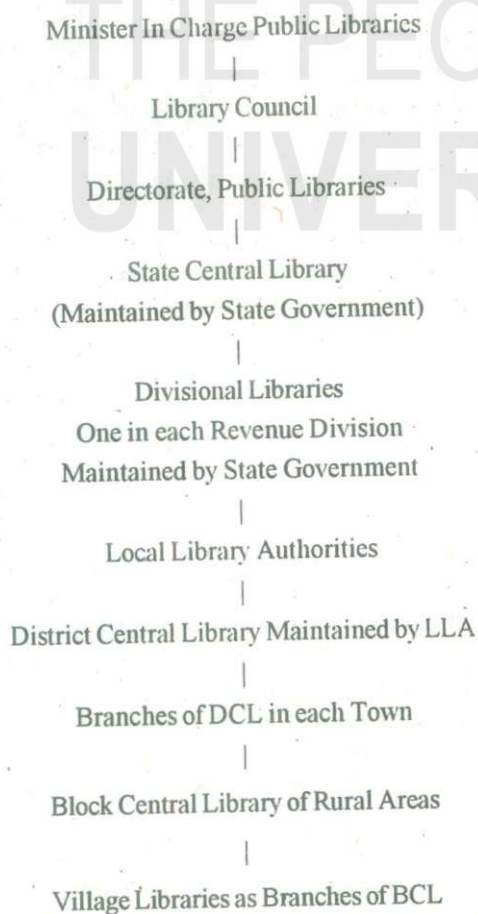
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12.3 LIBRARY AUTHORITY AND ITS COMPOSITION

D.R. Kalia, in his article in a publication, 50 Years Library and Information Services in India (1998) ed. by M K Jain has explained the public library system in India. He points out the multiplicity of library authorities in India and laments the wasteful duplication and redundancy of efforts in this regard. The following is the structure of the Library Authority ultimately evolved and settled in India:



This pattern of library authorities is applicable to most of the Public Library Systems prevalent under the State Public Libraries Acts. These authorities govern the working of the public libraries under their jurisdiction and hence they are to be considered in studying the governance of public libraries. D.R. Kalia has observed that the apex governing bodies have remained advisory, leaving the executive powers with lower rungs.

The composition of these various library authorities is of ex-officio, elected, nominated, and co-opted members. Ex-officio members are those who are included in the authority by virtue of their occupying the respective offices. The democratic character of the library authority much depends on the elected members as they represent their respective constituencies. The Government nominates experts and the authorities co-opt distinguished persons for professional and other expertise. The composition of authorities governing libraries will be discussed in greater details along with the specific authority.

Before and after independence, a number of Model Public Libraries Bills were drafted and published for the guidance of the concerned authorities. Dr. S.R. Ranganathan worked in this area since 1930. He was also associated with drafting such Bills and Acts in various States. The Ministry of Education of Government of India, Planning Commission. The Indian Library Association too prepared Model Public Libraries Bills and Acts. For the purpose of study of various library authorities and the peculiar features of governance implied in them, the provisions in the Model Public Libraries Bill formulated by the Working Group of the Planning Commission of India on Libraries (1965) and the Model Public Library and Information Services drafted by Dr. V. Venkattappaiah and endorsed by the Indian Library Association, are given below. They will be discussed along with the variations in the prevalent different State Public Library Acts.

12.3.1 State Library Authority: Composition, Duties and Functions

The State Library Authority is the apex governing body through which the State Government discharges its responsibility of establishing, financing and monitoring the public library system in the State. In most of the Public Libraries Acts, this authority is named as The State Library Council (SLC). Its composition is as below:

- i) The *Ex-officio* members.
 - a) the Minister in charge of education, who shall be the **chairman**
 - b) the secretary, education department
 - c) director of public instruction/director of education
 - d) the state librarian
 - e) one in four of the chairmen of district library committees
 - f) one representative of each university in the state
 - g) the secretary, state community development department
 - h) the chairman/president, state library association
- ii) director of the state library Directorate, who shall be the **secretary**
- iii) Two members representing Sahitya Parishads and other cultural organisations
- iv) Two members of the state legislature interested in library development
- v) Not more than four non-officials having special knowledge of libraries to be nominated by the chairman of the council, provided that the Council must have on it at least four professional librarians.

The above composition is ideal in the sense that it is very comprehensive and it provides for wide representation. Those concerned with the areas: literacy, education, literature and culture, community information and community development, libraries and information centres etc. find place in the council. All the principal modes of membership like ex-officio, nominated, co-opted and elected are followed making the council strong and effective.

Since the Model Bills and Acts provide the skeleton and outline of the theme, there is always a scope for introducing local variations. Such variations are also seen in the Public Libraries Acts so far passed in TEN States: Tamil Nadu, Andhra Pradesh, Karnataka, Maharashtra, West Bengal, Kerala, Harayana, Manipur, Goa and Mizoram. As for the composition of the SLC, West Bengal and Andhra Pradesh have full time ministers for public libraries portfolios and in other states, the ministers for education head the SLC. In many states along with the secretary of education department the secretary of finance also is included. In Goa the librarian, university of Goa and the director, historical archives and archaeology are also the members of the SLC. The Model Public Library and Information Services Act, prepared by Dr. Velaga Venkatappaiah and adopted by the Indian Library Association, proposes the chairman and the vice-chairman of SLC, the minister for libraries and a library professional respectively. In the wake of IT applications to libraries, a representative of National Informatics Centre too is proposed to be taken on the council.

It will be seen from the Model Acts and the variations in the prevalent Acts that continuous endeavours are made to strengthen the base of the SLC by including in it representatives of all segments of the Public Library work.

The Duties and functions of the SLC are well stated in the ILA Model Act prepared by Dr. V. Venkatappaiah (1995). These are as follows:

“The State Library Authority shall exercise a general responsibility for the overseeing of the public library system in the state. The SLA shall establish, maintain and develop an integrated comprehensive and efficient library service in the state. The functions of SLA are:

- 1) The SLA shall be charged with the duty of implementing the Act and acts as final authority in respect of public libraries in the State.
- 2) It shall sanction the opening of new libraries and also taking over of private libraries.
- 3) It shall overview the functioning of the libraries under the Act, and in the event of default, or failure to perform any duty by any library the authority, will take remedial action.
- 4) It is authorised to make rules under the Act.
- 5) It shall also specify, lay down and publish standards of library service, and see that these standards are strictly observed and shall keep the standards under continuous review.
- 6) Prepare the short-term and long-term plans.
- 7) It shall exercise such other powers and perform such other duties conferred on it by this and the Rules as are made there under.”

The SLC is the apex governing body in the State Public Library System and hence its responsibilities include those of giving directions to other lower and local councils in their work and supervising their proper implementation. This body translates the aspirations and demands of public at large about libraries in the whole state. It meets twice a year and its status is essentially an advisory one, though its advice takes the shape of mandatory decisions.

12.3.2 City/District Library Authority: Composition, Duties and Functions

The City and the District Library Authorities are the next in the hierarchy of the library authorities in a public library system. The city library authority is for a population cluster of 5 lakh to 10 lakhs in a municipal corporation area and the district library authority for each revenue district.

The composition of the City Library Authority (CLA) is as follows:

- 1) Two professionals from the city who have rendered recorded service to the cause of public libraries, nominated by the government.
- 2) One member elected from among themselves by the presidents of the governing bodies of the aided public libraries in the city.

- 3) One member elected by the councillors of the municipal corporation from among themselves.
- 4) One member nominated by the Government from among the members of the recognized library associations working in the city.
- 5) The district (adult) education officer.
- 6) The Head of the district informatics centre.
- 7) The Librarian of the city public library (and Information centre) shall be the member-secretary of the CLA.

The CLA shall elect one of its members to be its chairman in its first meeting from among the non-official members.

The CLA is applicable to those city libraries which are the part of the state public library system. The phenomenon of city libraries with branches is found in the Karnatak Public Library System, where there are eleven city libraries of this type. The city libraries which are established and run by the municipal corporations themselves have a different pattern of governance.

The composition of the district library authority (DLA) is as follows:

- 1) Two professionals of the district who have rendered recorded service for the cause of public libraries.
- 2) Two presidents of the panchayat samitis or equivalent bodies, nominated by the Government.
- 3) One person elected by the municipal councils from among the councillors of each municipal council in the district.
- 4) District (adult) education officer.
- 5) One member elected by the Presidents of the governing bodies of aided public libraries in the District.
- 6) One person nominated by the government from among the recognised Library Associations working in the district concerned.
- 7) The head of the district informatics Centre.
- 8) The librarian of district public library (and information centre) shall be the ex-officio secretary of the DLA.

The DLA shall elect one of its members as chairman in its first meeting from among the non-official members.

The DLA has to organise branch libraries, service centres and the mobile libraries in the District. In some State Public Libraries Acts, the district libraries have been entrusted with the responsibility of networking of libraries in its jurisdiction. This new dimension is thus added to the governance of district libraries.

The city/district library authorities are scattered over the State and they are responsible for establishing the central and other public libraries so as to cover their jurisdictions well. Their duties range from collection development to making books available for reading in the library as well as for home reading. They are to determine the number of branches, service points based on population. Promoting and sustaining reading habit among all sections of society and organising extension programmes are also included in their functions. They have to identify the needs of readers and endeavour to meet them. They have to concentrate on the first generation readers, weaker sections of society, women, youth, neo-literates and distance learners. Devising effective strategies to penetrate in the interior areas like mobile services, and attracting and sustaining readership are the major programmes on their agenda.

12.3.3 Taluka/Village/Panchayat Library Authority: Composition, Duties and Functions

The taluka, village panchayat libraries are the units of public libraries functioning as a part of the public library system in the state. They derive authority from the respective district library under the jurisdiction of which they work. There is no specific pattern of governance of theirs.

obviously for the variations in their nature, size and services. Taluka libraries have semblance of libraries but those in villages, panchayats function as the community centres. In their governance the factor of linkages with other libraries and service centres is predominant.

The recent amendments, 73rd and 74th to the Constitution of India, are affecting the previous pattern of local library authorities of libraries in the areas of municipalities and panchayats. Due to these amendments the responsibility of establishing and monitoring these libraries rests with these local authorities. The States are yet to take note of the changes and incorporate them in their Acts suitably.

Self-Check Exercise

3) Discuss the composition of the state library authority (SLA)

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

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12.4 COMMITTEES CONSTITUTED BY LIBRARY AUTHORITIES

The library authorities have to govern the library programmes envisaged through various committees. Those of permanent nature have already been discussed. The new situations entail the appointments of special purpose committees. Since the establishment of the Raja Rammohun Roy Library Foundation in 1972 several programmes and schemes of assistance to public libraries in the country were introduced. This has given rise to a special committee at the state level known as State Library Planning Committee (SLPC). This may be described as a special purpose committee. The SLC and the SLPC work in tandem and harmony so as to derive maximum benefit of the foundation's assistance. In the composition of this Committee chaired by the secretary, of the Department of education the director of the foundation and the foundation chairman's nominee are included besides the members nominated by the state governments. As per the rules and procedures governing matching and non-matching schemes of the foundation, setting up of committees or sub-committees by the SLC is obligatory. e.g., book selection committee/sub-committee appointed by the SLC for availing of the foundation's matching scheme of assistance towards building up of adequate stock of books and other reading and visual material.

The SLC has to appoint special purpose or / and ad hoc committees for studying and recommending course of action on matters like reviewing the State Public Libraries Act, salary scales of different categories of staff working in public libraries and sorting out legal, administrative impediments in extending library services at various levels. Ordinarily, the appointments of such committees, are made by naming chairperson and the members along with terms of reference. Though the tenure of the special purpose committees is extendable that of the ad hoc committees is limited. Such special purpose and ad hoc committees feed the SLC with special information and help it carry out its functions more effectively.

12.5 THE STATE DEPARTMENT OF LIBRARIES: DUTIES AND FUNCTIONS

The state department or directorate of libraries is an important part of the jigsaw picture of the state public library system. The discussion of the governance of the system will remain incomplete without considering the duties and functions of the state department of libraries.

The director of libraries is the secretary of the SLC., and hence his role is very crucial to the development and the proper functioning of the libraries in the state. Not only he has to bring before the SLC important issues but also implement the decisions of the SLC on them efficiently.

Knowing the significant role played by the directorate of libraries most of the state public library acts have provided for a separate entity of the directorate headed by a library professional. The duties and functions of the Directorate are onerous. The ILA Model Act states them as below:

- 1) supervise and direct the public library system in the state and promote its services.
- 2) carry out the recommendations of the SLC
- 3) ensure proper utilisation and control of the library fund and also manpower at the state and district level
- 4) recognise the library associations working in the state.
- 5) declare in accordance with the rules made under this Act, which libraries are eligible for aid from the Government.
- 6) maintain a register of libraries and librarians in the state.
- 7) submit to Govt. every year through the SLC a descriptive and critical report on working of public libraries in the state.
- 8) supervise, direct and deal with all matters relating to the Press and Registration of Books Act, 1867, and maintain and manage the state copyright library, and
- 9) perform such other duties and exercise such other powers as are imposed or conferred or assigned by this act or the rules made thereunder.

The additional duties and functions indicated in the Model Public Libraries Bill by the working group of the Planning Commission are stated below so as to complete the list of major ones.

- 1) to arrange or to secure training of various categories of library employees.
- 2) to conduct inspection of and render advisory service to the district, block and other libraries in the state.
- 3) to administer the system of grants in aid to the subscription libraries and to undertake their inspection, and
- 4) to fix the boundaries of operation of district libraries and of different libraries in a district.

The directorate of libraries functions through its regional, divisionsal and district offices under the control of deputy and assistant directors, to whom powers at certain levels are delegated by the director. This facilitates the governance of these libraries.

Self Check Exercise

- 3) What should be the nature of governance of State Central Library (SCL)?

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

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

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12.6 GOVERNANCE OF DIFFERENT KINDS OF PUBLIC LIBRARIES IN INDIA

The National Library, the State Central Libraries, regional/ divisional libraries are of unique nature. They work as the apex libraries and their functions are different from those of other libraries. Their governance, therefore, follows a different pattern.

12.6.1 National Library

The very epithet 'national' of the National Library of India indicates that this library is the library of the whole nation. The public library system in the country looks to it for directions and guidance in all professional matters. Its functions are well stated in the Report of the Reviewing Committee under the Chairmanship of Shri V.S. Jha (1969). They are:

- 1) Acquisition and conservation of all significant printed material produced in the country to the exclusion of the ephemera;
- 2) Collection of printed material concerning the country wherever it is published and also acquisition of photographic record of such material as is not available within the country;
- 3) Acquisition and conservation of manuscripts of national importance;
- 4) Planned acquisition of foreign material required by the country;
- 5) Rendering of bibliographical and documentation services of retrospective material, both general and specialised;
- 6) Acting as a referral centre purveying full and accurate knowledge of all sources of bibliographical information and participation in international bibliographical activities;
- 7) Provision of photocopying and reprographic services; and
- 8) Acting as the centre for international book exchange and international loan.

It also serves as permanent repository of all reading and information material produced in India, as well as all printed material written by Indians and concerning India written by foreigners wherever and in whichever language published. It also receives all published material in India under the Delivery of Books (Newspapers) Act, 1954, as amended in 1956. The central reference library situated in the complex of the National Library is entrusted with the compilation and publication of the Indian National Bibliography.

Governance: The above aims and objectives of the National Library are broad-based and of national and international scope. The authority governing the working of the National Library, therefore, is also broad-based and comprehensive. In the present set up, the National Library and the central reference library are subordinate offices functional under the Ministry of Culture and Tourism of Government of India. The President of India is the Visitor of the library, with whom the right of inspection and control over the board is invested. The National Library of India Act, 1976, stipulates the composition of the board as below:

- i) a chairman, being a person of academic distinction, to be nominated by the Central Government;
- ii) three persons to be elected by Parliament, two from the Lok Sabha or House of the People by the members of the House of the People, and one from the Rajya Sabha or Council of States by the members of the Council of States;
- iii) three persons to be nominated by the government of the states by rotation in alphabetical order;
- iv) four persons to represent the universities in India, to be nominated in the prescribed manner;
- v) the Chairman of the University Grants Commission, or a member of that commission to be nominated by the chairman thereof;

- vi) the chief librarian of one of the public libraries (other than the National Library) to be nominated by the Central Government by rotation in the alphabetical order;
- vii) the chief librarian of one of the public libraries in India containing important collections of manuscripts of literary or aesthetic importance to be nominated by the Central Government;
- viii) one person to be nominated by the Indian Library Association.
- ix) the Director, National Archives of India;
- x) eight scholars of repute in different disciplines covering humanities, science, social sciences, medicine, engineering and technology and law, to be nominated by the Central Government;
- xi) two persons to be elected by the officers and other employees serving in the library from amongst themselves provided that at least one such person shall be a member of the technical staff of the library;
- xii) two persons not below the rank of joint secretary to be nominated by the central government to represent the ministry or department dealing with library matters and finance respectively;
- xiii) one person to be nominated by the Government of West Bengal to represent that Government and
- xiv) the director of the library, who shall be the member secretary.

The board thus consists of twenty-nine members from different fields, disciplines and areas from which the expertise or special knowledge is required for the effective functioning of the library. Nominated members dominate the Board. The Board is expected to meet at least twice a year.

There is also an executive council of the board consisting of nine members, the Director of the library being its chairman to assist the board in the exercise of its powers and the performances of its duties under the Act. The other members are appointed by the board partly from among the members of the Board and partly from outside.

B. P. Barua, in his book, *National Policy on Library and Information Systems and Services for India: Perspectives and Projections* (1992), has remarked on the governance of the National Library as below:

"In 1976, a step was taken to reorganize the National Library Board. The first Director under the Act was appointed and assumed charge; but the Act has been kept under suspension".

12.6.2 State Central Library

The status of the State Central Library (SCL) is that of an apex library in the public library system of the state and hence it has special duties to perform. The statement of the functions of the SCL as given in the book of Justice Gopali Rao Ekbote, *Public Library System* (1987) is comprehensive. It is given below:

- 1) To collect all literary, scientific, technological and other material concerned produced in the state both current and historical. It would include the copyright collection of books and newspapers published in the state;
- 2) To be a conservatory of materials concerned with the State's culture and the composite culture of India;
- 3) To be the main source of reference materials for scholars and research workers,
- 4) To act as an authority for the compilation of the State Bibliography of all books, periodicals, newspapers and other reading materials in other libraries of the state and also other languages spoken in the state together with materials in the national language, Hindi. This shall include special bibliographies for the use of scholars and research workers as well as children's library books and those of blind people, wherever such sections exist;

- 5) To serve as the focal point and an organising agency for inter-regional inter-state loans of books and other library materials and the inter-library co-operation;
- 6) To be the organising centre for the state and inter-state book exchange;
- 7) To be the agency for compiling and maintaining the State Union Catalogue;
- 8) To provide bibliographical services to the State legislature and government departments;
- 9) To initiate and promote inter-library co-operation and forward planning in all matters including those concerning university and other special libraries.
- 10) To maintain a strong reference collection and service. It should contain all standard works of national and international reference as well as all the publications of the state and central Governments.
- 11) To act as a clearing house of information on all State and national matters including commercial, industrial, technical and other information asked for by any library in the state or by any one else. It must organise documentation and information service for all but in particular for the State legislature and department of government;
- 12) To organise book exhibitions and professional and library conferences and workshops for writers and illustrators of the children's literature or braille work for the blind;
- 13) To co-operate wherever its own organisation and development of planning renders it advisable in the extension and improvement of school and children's library services;
- 14) To centralise at the state level cataloguing and classification of publications and ensure the distribution of catalogue cards or catalogues published by the libraries; to collect and distribute audio-visual and other equipment useful for the development of library service and the eradication of illiteracy and for the promotion of directing continuing education;
- 15) To make provision for in-service training for the librarians and members of the staff and to supervise the library training courses conducted by private organisations and library associations; to lay down a common syllabus and hold common examinations and distribute certificates for such library training;
- 16) To select books and other library materials for all the libraries in the State;
- 17) To maintain and service the books received under the compulsory deposit legislation;
- 18) To maintain sections for children and the blind until such sections are opened by the city and district central libraries;
- 19) To carry on the supervision of regional and district central libraries and see whether their functions are properly performed; and,
- 20) It should arrange and promote the production of reading material for neo-literates and for children of different age groups. It should organise and promote braille literature for the blind.

From the above statement of the functions of the SCL, it will be seen that this library is entrusted with multifarious responsibilities at the State level. These are similar to those entrusted to the National Library of a country at the national level. In order to enable the SCL carry out these functions well there is a need for its proper governance. Ordinarily, the SCLs are the government libraries in character and hence in most of the public library acts they are presumed to work under the directions of the state library authority and the directorate of libraries. The review committee of Andhra Pradesh, however, has recommended that there should be a state central library authority for the SCL as well as regional libraries. Looking to the onerous functions to be carried out it is essential to have a separate library authority to monitor and supervise the working of the SCL. Moreover, when such authorities are provided in the acts for district central libraries it is in the fitness to have an independent authority for the SCL.

The Composition of such an authority proposed is as follows:

Chairman to be elected from amongst the non-official members of the authority at its first meeting. The director of public libraries would call the members within a stipulated period not exceeding one month of its formation.

The secretary of public libraries department, if there is a separate State library department, or the secretary, education department of the state;

Secretary, department of finance;

Director of public libraries;

The chief librarian of the SCL. He shall be the member-secretary of the authority;

A senior librarian from the regional libraries;

Two librarians from the universities in the state-one from the general Universities and the other from technological and professional Universities;

President of state chamber of commerce;

Two chairmen of the district library authorities to be elected by all Chairmen or nominated by the Government by rotation;

Two chairmen of zilla parishads to be elected or nominated by the government by rotation.

Three experts with special knowledge or experience of public libraries, particularly in reference and research;

The mayor of municipal corporation or his representative;

It is also desired to give representation to users' association.

The SCL is essentially a reference and research library of the state. In order to enable it to discharge its unique functions well it needs such a body at its helm reflecting varied relevant interests.

12.6.3 Regional/Divisional Libraries

The large size states are divided on the basis of ethnic and / or language groups for administrative purposes. The erstwhile presidencies, Bombay, Madras and Calcutta; and after reorganisation of states in 1960s, the states of Andhra and Maharashtra had such divisions. In the Fyzee Committee Report on Development of Public Libraries (1940) the establishment of three regional libraries based on language groups, Gujarati, Marathi and Kannada was proposed in the cities of Baroda, Poona and Dharwad, respectively, located in the jurisdiction of the then Bombay Presidency. This concept was further followed in the post re-organisation of the Maharashtra Public Libraries Act, 1967, by envisaging the divisional libraries catering to the library needs of different divisions of the state. At present six divisional libraries are in existence in Maharashtra. Another state adopting this pattern is the Andhra Pradesh where at present six regional libraries are functioning as branch libraries of SCL without any individual identity. Small states and union territories do not need such libraries.

The Model Act of Dr. V. Venkatappaiah (2001) lays down the following functions of the regional libraries:

- 1) function as reference library of the region and maintain regional the regional information centre;
- 2) develop information packages, suitable to the libraries under its control;
- 3) organise inter-library co-operation at all levels;
- 4) supervise and control the library education and in service training programmes;
- 5) inspect and supervise library authorities in the region and provide them with technical advice and assistance;
- 6) serve as an essential link between the SCL and the library authorities in the region
- 7) plan the development of library service in the region and implement the same in a phased manner.

Building up the local collection systematically, compiling a union catalogue of important documents in the stock of the libraries in the region, and providing research facilities of high order are other legitimate functions of regional/divisional libraries.

Governance of Regional/Divisional Libraries: Though the regional/divisional libraries are envisaged and established in two states and though their functions are stated in the model act, their distinct governance is not found stipulated. At present, they are functioning as branches of the SCL as in Andhra Pradesh or the government libraries in Maharashtra. Justice Gopal Rao Ekbote recommends the integration of regional libraries with the SCL and place them under the control of SCL Authority, limiting their territorial jurisdiction to the districts of the region and determining their functions by conferring on them a statutory status.

12.7 GOVERNANCE OF SPECIAL PUBLIC LIBRARY SERVICES

Library services to children, physically challenged and widely scattered populations are emphasised in the Unesco Public Library Manifesto, 1994. The target groups in all the three categories need services of special nature. They are discussed below in the light of the Guidelines for Public Libraries prepared for the IFLA Section of Public Libraries (2000):

12.7.1 Children's Libraries

It is in early life that a taste for books and the habit of using libraries and their resources are most easily acquired. The public library has, therefore, a particular duty to provide opportunity for the informal and individual choice of books and other material by children. Special collections and, if possible, separate areas should be provided for them. The children's library can then become a lively, stimulating place, in which activities of various kinds will be a source of cultural inspiration. In the section of layout and planning of the Guidelines, the separation of children from adults and lending materials from reference materials are recommended. It is emphasised further that children do need to have a library area which they can feel as their own. Scale, style of decoration, and some attractive but unconventional furniture all help them to feel comfortable and at home.

As readership of children is found at all places children's library essential everywhere. Due to this, these libraries are established as a part or as an independent unit in all public libraries: small and large, urban and mofussil. Realising the importance of children's libraries the Raja Rammohun Roy Library Foundation (Established, in 1972) has devised a non-matching scheme of financial assistance to children's libraries or children's section of general public libraries.

In spite of recognising the importance of children's libraries as special library service to a special group of readers no statutory provision is made in any public library law regarding its functions and governance. In this sense, both of these are taken for granted and left to the initiative of major top authorities to plan them. In view of the importance of these libraries underlined above at least a sub-committee consisting of members having special interest and knowledge in the children's welfare and development be constituted and their recommendations be implemented vigorously. A number of government departments are concerned with and involved in the development, nourishment and enrichment of children. Their representatives also should find place in such committees. The agencies engaged in producing children's literature in different media, if represented on these committees, will serve a good purpose.

12.7.2 Libraries for Physically Challenged

There is an increasing concern with the welfare of the elderly and all handicapped people in society. Problems of loneliness and mental and physical handicaps of all kinds, can be alleviated in many ways by the public library. Improved means of access, provision of mechanical reading aids, books in large print and recorded on tape, service in hospitals and institutions, and personal service to the home are some of the ways in which the public library can extend its services to those who need it most. The IFLA Guidelines have identified some categories of the handicapped and disadvantaged people. They are: i) housebound readers; ii) readers in hospitals, residential homes, day centres, prisons and correctional institutions; and iii) blind people and others with reading handicaps.

Governance: Public libraries, which intend to serve the physically challenged readers well, should establish a special section/department for the purpose. The functions of such sections/departments range from identifying the readers to extending actual service. Understanding their special needs is very essential. The case of blind people can be illustrated in this context. There are many people who find it difficult or impossible to read a normal printed text as encountered in a book or newspaper due to eye impairments of different scales. Public libraries have a responsibility to do their utmost to satisfy the library needs of such people. It is necessary to serve them with the embossed literature i.e. Braille books, and audio material like 'talking books'.

In order to discharge well the responsibility of serving the physically challenged readers of different kinds it is necessary to constitute sub-committees of persons drawn from professional agencies and government departments dealing in these special areas. The current public libraries acts do not stipulate any organisational pattern as such for the purpose, and hence the prevalent library authorities should appoint subcommittees to direct and supervise the work of the sections of the library catering to these needs of special nature.

12.7.3 Mobile Libraries

Mobile libraries or 'Libraries on Wheels' are necessary for serving scattered populations, or locations which require specialised facilities. The situation of remotely habitated population arises in both the urban and rural areas. In urban areas, pockets of population isolated by roads and railways; and due to newly planned settlements need to be brought under the scope of public library services. Starting branches in these areas entail infrastructure and staffing expenditure, which is not always viable. The mobile libraries will serve this purpose with less cost. It is obvious that for the effective mobile library services, a sound base monitoring these services is a must. Such reaching out services are experimented in our country also by regularly exchanging boxes of books' from the book deposit centres', in remote areas in the jurisdiction.

Governance: The governance of mobile libraries implies directions for selecting books and taking them to the doorsteps of remote readers. A mobile book service, according to Justice Gopal Rao Ekboté, can be successful if functionally designed, sturdily constructed vehicles are used and a varied and changing collections of attractive books supervised by an alert, competent staff are made available. The newly-emerging idea of establishing 'Information booths/ kiosks' in libraries in rural areas may supplement physically carrying books in vans to remote places. These services, therefore, need special attention of the library authority.

A Sub-Committee of expert members with knowledge of this type of library service involving the selection of books, determining the types and designs of vans and appointing suitable staff for operating the service, will go a long way. The prevailing public library acts have not provided for any stipulation in this regard.

12.8 SUMMARY

Good governance is a must for the effective functioning of public library system as a whole, as well as that of its different components. It is a strong bedrock on which the entire edifice of the public library system is erected. Weak governance makes the system also weak. Governance is manifested through boards, councils, authorities Committees comprising of members appointed, nominated, elected and co-opted. Such boards speak for the community to the library system and for the system to the community, establishing harmony between the two. They are the sources of moral and material support, providers of legal and other expertise and spokespersons of public aspirations and expectations.

In this Unit, various forms and patterns of governance are stated and explained along with their respective compositions and functions. These are based on the model and the prevailing public library acts.

While studying them, it is revealed that i) though the core provisions of the top library authorities are common, local variations find place in them, and ii) the governance pattern of special library services like children's libraries, library services to physically challenged and mobile libraries is yet to be stipulated.

It is also observed that in spite of a comprehensive and balanced composition the governing boards/councils/authorities fail to deliver goods due to non-formation of them for a long time, keeping them truncated by not filling the vacant positions and suspending them indefinitely.

Self Check Exercise

4) How should children's libraries be governed?

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

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

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12.9 ANSWERS TO SELF CHECK EXERCISES

- 1) The need for good governance is for the effective and efficient functioning of the public library system as a whole and its various components separately. The committee oriented governance establishes through its members drawn from different segments of public and government harmony between the two. It also helps to insulate the working of libraries from political and other pressures.
- 2) Due to the different types of libraries their library authorities too are different in nature and composition. The composition of the state library authority and other libraries in the system are specified in their Acts. In case of libraries where the authorities are not so determined, their governance is done through sub-committees. For specific issues, the adhoc committees are formed.
- 3) The state library council (SLC) is the apex authority defined in the state library acts. As the top authority care is taken to make it a balanced authority by including in it, members drawn from all sectors associated with the functioning of various types of libraries covered in the system: government, legislature, literary and cultural bodies, universalities, library professionals and their associations.
- 4) The state central library (SCL) authority is not spelt out in the state public library Acts, though it is a strong link in the state's public library system. Justice Gopal Rao Ekbote, who was the chairman of the Andhra Pradesh Public Libraries Act Review Committee has strongly recommended to define the authority of the SCL. In his book, *Public Libraries System* he has given the composition of the authority which is similar to the National Library.
- 5) Children's libraries are those belonging to the category of special library services. At present their governance is not specified in the public library acts. In the absence of their provision it is necessary to govern their functioning through sub-committees comprising of those from the Institutions and Government departments working in the fields of child welfare and development, authors and publishers of children's literature.

12.10 KEY WORDS

Adhoc committee	:	A committee that formed for the specific/ special purpose
Sub-Committee	:	A committee that of the main committee to work on its behalf and report to it.
Governance	:	An exercise of authority and control, inspect and supervise.

Member Secretary	:	The member of the committee, who also works as Secretary of the Committee
Ex-Officio Member	:	Member by virtue of the office held
Nominated Member	:	Appointed or named or designated for the position, ordinarily by Governments.
Co-opted Member	:	Included in the committee by the consensus of the exiting members
Model Act	:	A design of the act to be followed

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UNIT 13 PERFORMANCE EVALUATION

Structure

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13.0 OBJECTIVES

This unit introduces you to the concept of performance evaluation in public libraries. The aspects that are dealt with in this unit include: factors that govern and the methods of evaluation of the performance of public libraries.

After studying this unit, you should be able to:

- identify the factors that govern performance evaluation;
- categorise the levels of evaluation;
- get acquainted with the methods of evaluation; and
- suggest methods of evaluating different sections of a library.

13.1 INTRODUCTION

In this unit, three important themes concerning performance evaluation of public libraries discussed. These are:

- i) purpose of performance evaluation, factors governing effectiveness, levels of evaluation
- ii) criteria measures and concepts
- iii) limitations and practical methods of performance evaluation.

In the recent years, the problems faced by the public libraries are complex and varied. Both external and internal factors have contributed to this situation. The internal factors imply the demand aspect. The demand on public library services has been on the rapid increase owing to: a) increase in literacy rates; b) introduction of adult education programmes and non-conventional educational avenues such as open Universities, correspondence courses and increased social pressures. The external factors relate to economic and financial aspects. The public libraries are facing severe financial problems attributed to the extraordinary increase in the cost of a) materials b) wages of the staff, and c) building and furniture costs.

This has posed an inevitable challenge to the public libraries in striking a balance between these two pressures, namely, the ever-growing demands on the one hand and the financial stringency and the persistent increase in the library materials. This has necessitated allocation of funds among the input items so as to better services within the available infrastructure

13.2 PERFORMANCE MEASURE

"Performance Measure" refers to the contribution made by the various sections/ branches/ activities of the library in the form of tangible outputs to its users or parent organisation. It helps to identify: i) what is being accomplished in each unit; ii) the level of performance in terms of standards or norms; iii) the activities/operations that fail to contribute to the attainment of their goals; iv) the factors affecting the performance, and v) to suggest measures to attain the objectives.

13.2.1 Purpose of Measurement

Measurement serves several purposes in the libraries: These are:

- 1) Assessing current levels of performance;
- 2) Diagnosing problem areas;
- 3) Comparing past, current desired levels of performance; and
- 4) Monitoring progress toward library's mission, goals and objectives.

Performance measurement should be an essential part of every organisation. Without assessing its performance an organisation cannot ensure that it is using its resources to the greatest effect. Planning and evaluation are important tools for achieving excellence in library services. Planning and evaluation are related: Evaluation is the feedback loop of the planning process.

13.2.2 Organisation Effectiveness

It is quite difficult to define organisational effectiveness. Different authors have suggested as many as thirty different ways of measuring organisational effectiveness. "An organisation may be considered effective which succeeds in achieving the desired objective with efficiency in a given environmental setting." If we analyse this definition, it has the following elements:

- 1) Every organisation is concerned with achieving its objectives, and
- 2) Efficiency is concerned with eliminating all types of wastes. Hence, efficiency is unattainable unless proper relationship is established between means (process) and ends (outcomes) within an organisation. Means include resources and ends are goal achievement. The resources should be used in such a way that the average cost is reduced to the minimum.

13.2.2.1 Cost Effective Analysis

The various techniques adapted to measure the library performance include: 1. Library effectiveness analysis; 2. Cost benefit analysis; 3. Cost -Efficiency analysis 4. Cost-

Effectiveness analysis. Of these, techniques 'library effectiveness focuses on the extent to which library outputs meet the requirement of its user community. In other words, it explains the contributions of the library to its clientele or to the parent organisation. The method takes mostly the returns/outputs and ignores the input aspect/costs aspect.

Cost Effectiveness analysis deals with the relationship between the cost incurred on the different units of the library and the level of performance derived from them. This method is used to examine the library system with a view to improving their cost effectiveness either by achieving the same objectives at a lower cost or more fully achieving the objectives for the same cost.

13.2.2.2 Effectiveness and Efficiency

According to Barnard "organisational effectiveness is the degree to which operative and operational goals have been attained while the concept of efficiency represents the cost / benefit rate incurred in pursuit of these goals. The distinction between "effectiveness" and 'efficiency' is very important to explain why some organisations are effective, but highly inefficient, or highly efficient, but ineffective. Effectiveness is a multi-dimensional concept which cannot be measured by a single criterion. But, efficiency can be measured by ratio of input to output.

Self Check Exercise

- 1) Discuss the importance of evaluating the performance of a public library

Note: i) Give your answer in the space provided below.

- ii) Compare your answer with the model answer given at the end of the unit.

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13.2.3 Factors Affecting Effectiveness

The following factors affect effectiveness of performance:

- 1) Organisational characteristics,
- 2) Employees characteristics, and
- 3) Managerial policies and practices.

1) **Organisational Characteristics:** Organisational structure exercises influence on organisational effectiveness. It is generally observed that structure in terms of functional specialisation, size, centralisation of decision making is likely to increase productivity and efficiency. Likewise, technology and organisational structure are inter connected. It is the nature of technology which determines the nature and structure of organisation. For instance, after introduction of computers in libraries and networking of libraries, it may require shifting of some staff to the other existing sections or newly created sections. If organisation fails to change the structure according to the needs of technology, it may never prove to be effective

2) **Employee Characteristics:** Employees are the nerve centre of an organisation. It is employees who may help or inhibit goal achievement of the organisation. Efforts should be made to integrate personal goals with organisational objectives.

3) **Managerial Policies and Practices:** Managerial policies and practices are also related to effectiveness of organisation. Among these policies and practices, mention may be

made of: a) Strategic goal setting, b). Resource acquisition and utilization, c). Performance environment, d) Leadership and decision-making, and e. Organisational adaption to innovation.

13.2.4 Factors for General Performance

- 1) Whether the library finances are adequate to support the increasing demands of the users,
- 2) Once the funds are made available, how well are these apportioned,
- 3) Is the operational efficiency of the acquisition, technical and service units optimum? and
- 4) How well are the library resources (materials) and services utilised in terms of cost effectiveness?

13.2.5 Issues in Evaluation

The evaluation of library performance is concerned with major issues, such as:

- 1) effect evaluation focusing on inputs;
- 2) process evaluation focusing on the appropriateness and efficiency of activities and programmes;
- 3) effective evaluation focusing on the extent to which inputs accomplish organisational objectives; and
- 4) impact of evaluation focusing on the extent to which the accomplished objectives actually meet the needs of parent organisation.

13.2.6 Basic Principles of Performance Evaluation

The eight basic principles suggested by Moore are:

- 1) performance measures should be an integral part of the management process;
- 2) measures should assess performance within the units set by the levels of resources available;
- 3) measures should assess performance to the requirement of the users;
- 4) performance should be measured in the context of library's objectives;
- 5) public libraries provide a combination of different services;
- 6) the level of measurement should be determined by the amount of details required;
- 7) comparison is an essential part of performance measurement; and
- 8) basic measures should be adapted to suit local circumstances.

Self Check Exercise

- 2) State the factors and basic principles that govern the evaluation of libraries.

Note: i) Give your answer in the space provided below.

- ii) Compare your answer with the model answer given at the end of the unit.

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13.2.7 Types of Evaluation

- 1) Evaluation of a system performance in terms of the degree to which it meets the users' requirements. This is the evaluation of system effectiveness,
- 2) Evaluation in terms of how to satisfy user requirements in the most effective and economical fashion. This is the cost-effective evaluation, and
- 3) Evaluation of worth of the system (i.e., the system worthwhile, does it justify its existence? This is cost benefit evaluation.

13.2.8 Levels of Measures

The measures are available at two levels: Level one measures are concerned with the broad overall approach and should provide measures for use nationally or when measuring the performance of the systems. Level two measures can be developed in cases where a more detailed examination is required usually when measuring the performance of an individual library. (The details are given in the appendix).

13.3 CRITERIA CONCEPTS AND MEASURES

The criterion concepts are indicated in Roman numerals and the various specific criterion measures in Arabic numerals that fall in the basic categories:

i) Accessibility

- 1) Number of services and degree of services provided to the users
- 2) Ratio of services required to services available
- 3) Ratio of holdings to total user population (actual and potential)

ii) Cost

- 1) Staff size
- 2) Staff skills and characteristics
- 3) Unit cost
- 4) Ratio of book budget to users

iii) User Satisfaction

- 1) User satisfaction with the services offered
- 2) Number of user activities in libraries
- 3) Percentage of items in collection by type of materials (books, serials reports etc.)
- 4) Percentage of items in collection as listed
- 5) Percentage of items in collection by type of material compared to various categories of users
- 6) Quality value of items in collection based on expert opinion
- 7) Ratio of documents used to materials requested

iv) Response Time

- 1) Speed of services
- 2) Ratio of number of services offered to average response time for all services
- 3) Ratio of response time (to secure document) to total time document is of value
- 4) Ratio of holdings to response time

v) **Cost Benefit Ratio**

- 1) Ratio of services provided to total cost
- 2) Ratio of total service expenditure to users (actual and potential)
- 3) Ratio of items cost to item value or quantity
- 4) Ratio of given service (including overhead cost) to response item cost

vi) **Use**

- 1) Gross use of services (reference questions answered, bibliographies compiled, etc.)
- 2) Ratio of actual users to potential users
- 3) Total library use (attendance figures, circulation, etc.)
- 4) Ratio of a given sample to total number of users
- 5) Ratio of total use for all services to total number of services provided
- 6) Percentage of material used by type and class of users (students, teachers, doctors, etc.)
- 7) Ratio of documents circulated to various classes of users
- 8) Ratio of documents circulated to number of users
- 9) Ratio of total use to total holdings
- 10) Item-use-day (a measure based on the number of items used in a twenty four hour period)

13.3.1 I. Accessibility

Accessibility to library and its contents is one of the most difficult criterion concepts to measure. The aspects of access are: a) Physical access to the library and its materials, i.e., the ease with which user can find out whether or not a book is in the collection and where it is located, and b) user access, i.e., to what class of users a given service is available. Any system of performance evaluation that ignores the question of accessibility is not complete.

It is an established fact that only a few users make heavy use of the library, while most of the infrequent users make few demands for services. If the library takes into account only the heavy users, it accounts for a higher degree of performance but ignores the aspect of accessibility to a large user population. The accessibility measures are essentially ratios of service to users. The rating can be improved by increasing services.

13.3.2 II. Costs

There has been concern with cost control in libraries. In the recent years with increased expenditure in libraries, the cost control has assumed significance. One should be cautious in using cost in evaluating library effectiveness. This should be used along with other performance measures.

13.3.3 III. User Satisfaction

Within the broad heading of user satisfaction, there are two distinct sub-groups to be considered: a) User satisfaction with existing services and materials and b) User needs for services and materials not presently available. User satisfaction is a measure of effectiveness of the service performed.

The use of user satisfaction criterion to measure library performance creates certain problems that need to be recognised. A strong subject element is always present. Each person has his own expectation with regard to service. This variation can cause differences in users' sense of satisfaction. Nevertheless, user satisfaction must be considered as one of the primary measures of library effectiveness. This criterion should be used along with other criteria.

13.3.4 IV. Response Time

The use of response as measure of library performance is a relatively recent development. This criterion can be used for different purposes: a) to measure time required to secure a copy of a specific document, and b) to measure the time required to secure a specific piece of information or have a given service performed.

13.3.5 V. Cost/Benefit Ratio

A number of library studies have been conducted to measure cost benefit analysis, primarily in terms of services provided. Generally speaking, a library cost benefit analysis uses a ratio of total expenditure of the users and services in order to determine cost effectiveness. Another method of analysis is to divide the calculated costs of all services into fixed and variable costs. Performance budgeting concentrates on the character of the work performed by each unit. This method of budgeting requires thorough knowledge of the service to be performed and the amount of use each service receives as well as accurate cost figures.

In theory, cost/benefit analysis could be considered as an ideal criterion of performance. But in practice, this method involves more measurement problems than most of the other criteria that have been discussed. In spite of difficulty cost/benefit analysis seems to be very potential criterion for measuring library performance.

13.3.6 VI. Use

Although library use has been employed as measure of performance for some time, the units measured have not been very precise or meaningful. Normally, the unit employed is the number of documents circulated. Some times, the number of registered borrowers has been used as a measure of a library use. As the number of items circulated or the number of borrowers increase, the level of performance was assumed to rise. Recently, attempts have been made to predict through circulation figure the amount of use library will receive. These newer approaches represent in improving measuring techniques.

Some attempts have been made to determine the relevance of collection to user need by gathering data on the actual use of collection. This in turn is considered a measure of library's performance capabilities. Another approach to partial evaluating a collection of library is on the basis of use and analyse the reference questions asked, whether answered or unanswered. Such an approach will clearly define the active users need.

Self-Check Exercise

- 3) Give an account of the Criteria Measures and concepts.

Note: i) Give your answer in the space provided below.

- ii) Compare your answer with the model answer given at the end of the unit.

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13.4 EVALUATION OF AN INDIVIDUAL LIBRARY

While evaluating an individual library which is generally large and where an in-depth study of effectiveness is attempted, the following measures are used. These have been illustrated with different functions of a library.

13.4.1 Performance Evaluation of Acquisition Section

The main objective of the acquisition section is to develop a judicious collection of library materials keeping in view the diversified information requirements of the users. The allocation of funds to this unit must be based on both the internal and external factors. The performance of this unit must be assessed in terms of adequacy of allotment and effectiveness of collection.

With regard to the allocation of funds to the acquisition section of new materials, the following factors are recommended. 1. Size of the library and 2. Its goals and objectives. 3. The characteristics of the potential and actual users and their information needs.

A simple test for the effectiveness of allocation is to correlate current buying or the distribution of books on the shelf list with circulation, using any non-parametric correlation statistics. If the correlations are high, the allocations are to be deemed as satisfactory; if low, the procedure needs re-examination. This procedure is simple.

Morse has suggested that the active and inactive collection of a library can be easily assessed by taking into account the number of books borrowed and consulted in the library. The criteria used in the evaluation of the collections are: 1. Circulation statistics, 2. Failure surveys, 3. Standard lists, 4. Document delivery test. This, evaluation indicates the strength and weakness of the collection in various subject fields which leads to further improvement or remedial measures. In order to maximise the productivity, the acquisition should be made proportional to circulation

The optimal distribution of the book funds must be determined in the light of the benefits and costs at the time when the decision is made. Benefits from the library can be determined by the usage of the library materials. In other words, the efficient, allocation of the book budget is achieved at a point where the difference between the total benefits and the total cost is maximised. A logical procedure for measuring the economic efficiency is by equating the marginal benefits (outputs) and marginal (cost).

Thus, the studies on collection evaluation emphasise such criteria as:

1. Adequacy, 2. Effectiveness, and 3. Efficiency.

13.4.2 Evaluating Service Unit

For studies relating to the evaluation of the service unit the following factors are taken into account: 1. cost items such as labour, building and equipment, 2. service items such as number of documents circulated, 3. reference queries answered, 4. registered borrowers, and 5. visitors. The effectiveness of service are measured either by calculating the cost per item of output or measuring the output only, excluding input:

- 1) The costs are broken down into salaries, materials, etc., for each of the several services provided and a list of accomplishments for that service during the same period. So the funding agent can see exactly how the allotted amount is spent on the various input items, and assess the extent of benefit derived from it.
- 2) The average cost is used in measuring effectiveness. If average cost of lending and reference transaction diminishes over a period, it is assumed that library is used more frequently which in turn reflects the effectiveness of services.

Some studies have recommended such criteria as 1. cost per loan transaction 2. cost per user and 3. average cost per question answered. Others have suggested such criteria as 1. circulation per capita 2. in-library materials use 3. library visits per capita and 4. reference transaction per capita.

13.4.3 Evaluating Processing Unit

The studies on evaluation of technical unit take into account cost factors and service factor. Such factors include: 1. raw materials (stationery) 2. personnel and 3. overhead for the calculation of input cost or processing cost considering the number of volumes processed, and the total cards prepared for the computation of total output or production of the technical unit. For compiling the cost of processing, the following are taken into consideration: a) the major activities of the processing unit b) the type of personnel employed c) stationery used, d) the cost involved in carrying out the entire routine, and e) the number of cards produced.

The functioning of the technical unit can be measured in terms of their efficiency, economy, and speed in contributing to the ability of the library to meet the needs of its present and potential users. Technical services lend themselves more readily to precise measurement. To measure the efficiency and effectiveness of the operation of this unit, the variables such as the personnel cost, the operational output (number of documents catalogued) and marginal productivity are taken into account.

For measuring the output of the technical unit, unit cost of technical process is considered as an important factor by few others. According to them, for measuring the performance, it is necessary to specify the nature and quantity of output. Once the units of output have been clearly defined, it can be related to the input cost. The input costs include: the traditionally accepted expenses on labour, services and overheads etc.

Self-Check Exercise

4) Describe how as to how you can evaluate the different sections of a library

Note: i) Give your answer in the space provided below.

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

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13.5 PROBLEMS IN MEASUREMENT OF LIBRARY EFFECTIVENESS

Measuring effectiveness is critical, but a problematic issue in the study of modern organisation. Almost every head of the organisation is concerned with increasing the effectiveness of the unit he is managing. But, there are no standard criteria to measure organisational effectiveness. The main reason for this lies in the narrow use of this concept by different experts. There is also a difference in the meaning of the effectiveness, which makes it a conflicting topic of study.

In some organizations, the process of performance measurement is quite easy. All that is required is to count things like the number of units sold or the number of users using a facility. For public libraries, the question is complicated. The reason is that public libraries do not have a single output. On the other hand, they provide a variety of different services to meet the needs of users. Simple measures such as the number of books borrowed or the number visits to a reference library can provide only a partial picture of the performance of the public library. Therefore, performance measures used in libraries are many:

- 1) Measuring the overall level of resources used by a public library is only of a limited value because the resources vary according to the size of the population served by the library. Therefore, it is necessary to express the levels of resources used in relation to the number of people served who live in the community served by the library.
- 2) If we are attempting to measure the performance of an individual library, there are difficulties in calculating the population it serves. In some cases, it is easy and in others difficult. For example, in urban areas, there is more than one library serving a particular community.
- 3) There are a number of problems that arise when the use is employed to measure library performance:

- a) It fails to differentiate between types of use (significant and insignificant), and
- b) It fails to reflect the needs of those potential users who have not attempted to use the library.

In spite of certain limitation, the use method can provide an objective measure of effectiveness. Measures of use are not subject to misinterpretation. The other methods of evaluating library effectiveness have more limitations. Costs are objective, but performance cost figures often do not reflect user satisfaction. Cost/benefit analysis appears to be reasonable, but actually subjective definitions are involved. Response time is also an objective measure but does not measure the reliance of information provided. Use as a criterion concept is basic to all performance evaluation, but techniques employed as a measure of use must be made more reliable.

Self-Check Exercise

- 5) Examine the limitations in measuring effectiveness of libraries.

Note: i) Give your answer in the space provided below.

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

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13.6 SUMMARY

In this unit, the need for performance measures has been discussed. The factors, issues and the basic principles that govern the performance measure have been enumerated. The criteria of evaluation of performance have been listed and described. Methods of evaluating different sections of a library have been given. Different practical problems that arise in the application of performance measures have also been discussed. Finally, the details of formulas of the performance measures have been also given.

13.7 ANSWERS TO SELF CHECK EXERCISES

- 1) In the recent years, public libraries have come under tremendous pressures. On the one, hand the demand for library services has increased because of several factors. But the crucial problem is financial. The financial problems are attributed to extra-ordinary increase in the price of materials, wages of the staff and building materials. Therefore, a balance has to be struck between the increased demands and the financial stringency. This has necessitated the attempt for measurement of performance of the public library.
- 2) There are eight basic principles that underlie the performance measurement:
 - 1) performance measurement should be an integral part of management process
 - 2) the measures are conditioned by the resources available
 - 3) the measures should assess the performance to the required users
 - 4) performance should be measured in the context of library's objectives
 - 5) public libraries provide a variety of services

- 6) the level of measurement should be determined by the amount of details required
 - 7) comparison is an essential part of the performance measurement, and
 - 8) basic measures should be adapted to suit local circumstances.
- 3) The criteria measures used are: 1. accessibility. 2. costs 3. user satisfaction 4. Response time 5. cost- benefit ratio and 6. use.

Accessibility refers to: a) physical access meaning the location of a document, and b) user access meaning to what class of user a given service is available. Costs mean cost control in the library. User satisfaction has to be assessed with regard to the services that are available and also those presently not available. Response time criterion is used to measure time required to secure a copy of a document and to measure time required to secure a piece of information. Generally, a library cost-benefit analysis uses a ratio of total expenditure on the users and services in order to determine cost effectiveness. Normally to measure use, the number of registered borrowers and the documents circulated are taken into account. If there is an increase in the number of borrowers or documents, the level of performance is assured to rise.

- 4) If an attempt is made to evaluate the effectiveness of the individual library three sections - acquisition, service and processing units, are selected. For the study of the acquisition section, the collection is assessed. The criteria used in the evaluation of the collection are:

- 1) circulation statistics
- 2) failure surveys
- 3) standard tests, and
- 4) document delivery test.

The studies on collection evaluation emphasise on such criteria as: 1) adequacy, 2) effectiveness, and 3) Efficiency.

For studies relating to evaluation of the service unit, the following are taken into account: 1) items such labour, building and equipment, 2) service items such as number of documents circulated, 3) reference queries answered, 4) registered borrowers, and 5) visitors. The effectiveness of services is measured either by calculating the cost per item of the output or measuring the output only.

The studies on evaluation of technical unit take into account cost factors and service factors. Such factors include: 1) raw materials, 2) personnel, and 3) overhead for the calculation of input cost for the functioning of the technical unit.

- 5) There are many limitations in measuring effectiveness of the public libraries because: 1) the services rendered by it are many, 2) there is diversified opinion about the definition of effectiveness, 3) it is very difficult to identify the population it serves, and 4) all the methods used to measure effectiveness have their limitations.

13.8 KEY WORDS

Effectiveness	:	Various terms are often used such as efficiency, productivity, performance to denote organisational efficiency.
Cost-benefit analysis	:	A technique for evaluating individual projects and deciding among alternatives. This technique helps organisation in improving its performance.
Variable costs	:	Costs which vary directly with sales/services value.
Fixed Costs	:	Costs which do not vary with sales/services value.

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Practical application of performance measures

Measures for two levels are given in the appendix.

- 1) Level one measures are concerned with broad overall approach and should provide measures for use nationally / regionally or when measuring the performance of the system
- 2) Level two measures, which can be developed in cases where a more detailed examination is required. usually when measuring the performance of an individual library.

1) Book Stock

Level 1: Books in stock

Measures

- Books on the shelves per 1,000 population
- Books on loan per 1,000 population.
- Total books in stock per 1,000 population.
- Percentage of stock on loan

Aim

The aim of these measures is to show how many books are available to library users in overall terms and how many are actually available on the shelves of the library. The percentage of stock on loan shows how heavily the stock is being used and indicates how quickly it will wear out.

Data

- Population served.
- Number of books on the shelves.
- Number of books on loan

Notes

- All the books on the shelves and on loan on a particular day should be counted. To do this, item by item, can be tedious and it is usually sufficient to count a sample and to use that to calculate the overall number. For example, it would be acceptable to take about 10 shelves at random, to count the number of books on those shelves and to calculate the average number of books per shelf. It is then simply a case of counting the number of shelves and multiplying by the average per shelf. When doing this, however, check that the averages are the same for fiction, non-fiction and junior books. If not, treat each category separately.
- Carry out the count on as near as possible the same day each year. When making comparisons between libraries try to ensure that the count is carried out on the same day in each library. Count only books which are easily accessible by library users. Do not count books awaiting processing in workrooms or books in reserve stores which are not accessible by the public.

Calculation

- Books on shelves per 1,000 population

$$\frac{\text{Book on shelves}}{\text{Population served}} \times 1000$$

Books on loan per 1000 population

$$\frac{\text{Book on loan}}{\text{Population served}} \times 1000$$

- Total books in stock per 1000 population

$$\frac{\text{Book on shelves} + \text{Books on loan}}{\text{Population served}} \times 100$$

- Percentage of stock on loan

$$\frac{\text{Books on loan}}{\text{Book on loan} + \text{Books on shelves}} \times 1000$$

Level 1: Additions and exchanges

Measures

- Annual expenditure on additions per 1,000 population
- Annual additions to stock per 1,000 population
- Annual exchanges per 1,000 population

Aim

The aim of these measures is to show how many new books are available each year for library users to choose from

Date

- Population served.
- Expenditure on books in the last full year for which figures are available
- Number of books added in the last full year for which figures are available
- Number of books exchanged in the last full year for which figures are available

Notes

- Additions to stock are new books which have been purchased for the library. Exchanges are books which have been transferred from one library to another. In that sense, they are new to the library which receives them even though they may have been used elsewhere in the system already. If the library receives donations of books include them in the figure for annual additions.

Calculations

- Annual expenditure on additions per 1000 population

$$\frac{\text{Annual expenditure on additions}}{\text{Population served}} \times 1000$$

- Annual additions per 1000 population

$$\frac{\text{Books added to stock}}{\text{Population served}} \times 1000$$

- Annual exchanges per 1000 population

$$\frac{\text{Books received on exchange}}{\text{Population served}} \times 1000$$

Level 1: Live Stock Turnover Rate

Measure

- Live stock turnover rate

Aim

The aim of this measure is to show the rate at which the stock is being refreshed or replaced by the addition of new and exchanged books. If the size of the total stock remains roughly constant, the live stock turnover rate indicates the number of years it will take to replace the whole stock of the library. Thus, a live stock turnover rate of seven indicates that on average the whole stock would be replaced every seven years.

Data

- Books on loan · Books on shelves
- Annual additions to stock

Notes

- Annual exchanges received
- Total number of books in stock is the number of books on loan plus the number of books on shelves which are easily accessible by library users
- The figure for annual additions and exchanges should be the number of books added and exchanged in the last full year for which figures are available
- Live stock turnover rate

Calculation

$$\frac{\text{Books on loan} + \text{Books on shelves}}{\text{Annual additions} + \text{Annual exchange}}$$

Level 2: Measures

Use the same basic measures as for bookstock level one but subdivided each measure into fiction, non-fiction and junior stock. Where appropriate, include also a sub-division for reference books. In some circumstances, it may also be desirable to sub-divide according to language, or according to subject.

2) Other Materials

Level 1: Periodicals

Measures

Aim

Data

Notes

Calculation

- Annual expenditure on periodicals per 1,000 population
Periodicals titles received per 1,000 population
- To show how many periodical titles are available to library users
- Expenditure on periodicals in the last full year for which figures are available. Population served. Number of current periodical titles received
- Count the number of titles subscribed to and received on donation. If more than one copy of a periodical is received, count each copy. Exclude any professional or trade periodicals which are acquired solely for staff use. Do not count back files of periodicals which are no longer received
- Annual expenditure on periodicals per 1,000 population

$$\frac{\text{Annual expenditure on periodicals}}{\text{Population received}} \times 1000$$

Periodical titles received per 1000 population

$$\frac{\text{Periodical titles received}}{\text{Population served}} \times 1000$$

Level 1.: Sound Recordings

Measure

Aim

Data

Notes

- Sound recordings in stock per 1,000 population
- To show how many sound recordings are available to library users
- Population served. Number of sound recordings in stock
- Count all sound recordings regardless of their format. Count all sound recordings whether music or spoken word.

Some items will contain more than one cassette or disc. In such cases, count as one item

Calculation

- Sound recordings in stock per 1,000 population

$$\frac{\text{Sound recordings in stock}}{\text{Population received}} \times 1000$$

Level 1: Video Recordings**Measure**

- Video recordings in stock per 1,000 population

Aim

To show how many video recordings are available to library users

Data

- Population served
- Number of video recordings in stock

Notes

- Count all video recordings regardless of their format. As with sound recordings, if an item contains more than one cassette or disc, count as a single item

Calculation

- Video recordings in stock per 1,000 population

$$\frac{\text{Video recording in stock}}{\text{Population received}} \times 1000$$

Level 1: Pictures**Measure**

- Pictures and posters available for loan per 1000 population

Aim

To show how many pictures and posters are available for loan to library users

Data

- Population served
- Number of pictures and posters available for loan

Notes

- Exclude any pictures or posters which are permanently on display in the library and are not available for loan to library users
- Include here maps and wall-charts

Calculation

- Pictures available for loan per 1,000 population

$$\frac{\text{Pictures and posters in stock}}{\text{Population received}} \times 1000$$

Level 2: Measures

Throughout, use the same measures as for Level One, but sub-divide each to show:

- Annual expenditure (see page 16 for method of calculation)
- Annual additions (see page 16 for method of calculation)
- The number on loan (page 15)
- The percentage of the total stock which is on loan (Page 15)
- The live stock turnover rate (page 17)

It may also be desirable to measure other items of stock, such as microforms, which are particularly significant in the library concerned.

3) Staff Resources**Level 1: Total Staff**

Measures

Aim

Data

Notes

- Annual expenditure on staff per 1,000 population
Population served per member of staff
- To show the overall level of staff employed to provide the public library service
- Expenditure on staff in the last full year for which figures are available: Population served: Full-time or equivalent number of staff
- Count only non-manual staff. Do not count porters, janitors, caretakers, etc.
- Calculate the full-time-equivalent by adding up all the hours worked each week by part-time staff and dividing by the number of hours worked per week by a full-time of staff. When measuring the performance of a whole library system, include all non-manual staff
- When measuring the performance of individual libraries, however, count only the staff directly engaged in proving the service at that particular library. Exclude staff such as cataloguers who may be based at a particular library to provide support service to libraries throughout the system.

Calculation

Level 1: Professional Staff

Measure

Aim

Data

Notes

- Annual expenditure on staff per 1,000 population
Population served per number of staff
- The percentage of staff with professional qualifications
- To show the level of professional staff employed in the provision of the public library service
- Full-time-equivalent number of professional staff: Total full-time-equivalent number of staff
- Professional staff are those who hold a recognised qualification at professional level and who occupy a post which is graded as suitable for a professional librarian.
- Count only non-manual staff. Do not count porters, janitors, caretakers, etc.
- Calculate the full-time-equivalent by adding up all the hours worked per week by part-time staff and dividing by the number of hours worked per week by a full-time member of staff.
- When measuring the performance of a whole library system, include all professional and other non-manual staff. When measuring the performance of individual libraries, count only the staff directly engaged in providing the service at that library. Exclude staff such as cataloguers who, may be based at a particular library, to provide support services to libraries throughout the system.

Calculation

- Percentage of professional staff

$$\frac{\text{Full - time - equivalent number of Professional staff}}{\text{The full - time - equivalent number of staff}} \times 1000$$

Throughout, use the same measures as for Level one, but sub-divide to show the number of staff associated with the provision of different services. The choice of service groupings will depend on the particular objectives of the service, but might include:

- Children's services
- Adult lending services
- Reference and information services

Special services, to housebound people, to ethnic minorities or total business and commerce could be treated in the same way.

4) Buildings

Level 1: Measures: Size

Measure	• Floor area per 1,000 population
Aim	To show the size of library buildings in relation to the number of people using them.
Data	• Population served • Total floor area in square metres
Notes	• Measure the overall floor area of the library. Include staff workrooms, corridors, etc. When measuring the performance of a whole library system measure all the premises used by the library system. When measuring the performance of an individual library, measure only the floor area of that particular library. Exclude any space used by staff, such as cataloguers, etc., who, although they may be based at a particular library, provide support services to libraries throughout the system.
Calculation	• Floor area per 1,000 population $\frac{\text{Number of hours open per week outside local business hours}}{\text{Total number of hours open per week}} \times 100$

Level 1: Opening Hours

Measures	• The total number of hours open each week • The percentage of opening hours which fall outside local business hours
Aim	• To show how available the library services are to library users
Data	• The number of hours open per week • The local business hours
Notes	• When measuring the performance of a whole library system, express the number of hours open for each individual library. Local business hours are the hours during which the majority of local shops and businesses remain open each week
Calculation	• Percentage of opening hours which fall outside local business hours $\frac{\text{Number of hours open per week outside local business hours}}{\text{Total number of hours open per week}} \times 100$

Level 1: Accessibility

Measure	• The percentage of the population who live more than two kilometres from a library, and more than one kilometre from a mobile library stop
Aim	To show how accessible the library is for library users

Data	• Population served • Map of library catchment areas • Population statistics
Notes	• This measure is particularly valid in urban areas. It is less reliable in rural areas or where libraries serve scattered communities
Calculation	• The percentage of the population who live more than two kilometres from a library, and more than one kilometre from a mobile library stop On a map mark each library and draw circles around them with a radius equivalent to two kilometres. Do the same for the mobile library stops, but draw circles with a radius of one kilometre. Estimate how many people live outside these circles. Note that the local planners and statisticians may have population data which will assist the estimation process Having estimated the numbers of people living outside the circles, express this as a percentage of the total population served, as follows: Population living outside the catchment circles

Level 2: Measures

To obtain more detailed measures of the buildings resource, refer to the IFLA Standards for Public Libraries and determine the extent to which the different functional area of library buildings meet the space and accessibility standards set down.

IV) Measures of Outputs

Having measured the resources used by the library service, the next step is to measure the outputs generated by those resources. What follows are a number of output measures which can be used to assess the output of the service as a whole. They can also be used to focus on specific areas of service or on services to particular groups within the community.

Public libraries are provided for people to use. The key to the performance of a public library service, therefore, is the use which is made of that service. The basic principle of performance measurement is that the measures should be related to consumer requirements, that is, the wants and needs of the individuals who are served by the library. If the service is able to satisfy consumer requirements, then people will continue to make use of it. If it does not, then use will decline. Equally, if its ability to satisfy consumer requirements increases, then use is also likely to increase. The use made of the service, therefore, is the ultimate measure of performance or, more precisely, the measure of the library's ability to satisfy consumer requirements.

With certain aspects of the service, it is possible to take things further and to measure the potential ability of the service to meet the requirements. Measures for this in connection with bookstock and the request service are suggested below:

It is important to remember that libraries do not set out to satisfy all consumer requirements equally. Some are given higher priority than others. These priorities should be reflected in the library's objectives. This brings us to another principle—the measurement of performance has to be set within the context provided by service objectives. So, the library's objectives should determine the scope and coverage of output measures.

If output measures are related to objectives in this way what the results show is the extent to which the library is meeting its objectives. To this extent, the output measures assess the effectiveness of the service.

By making use of the measures of resources, it is possible to take things one stage further. By using output measures in conjunction with the resource measures, it is possible to assess the extent to which the library is meeting its objectives and how many resources are used in so doing. This provides an added assessment of efficiency or the productivity with which the resources are being used. It conforms to a third basic principle which states that the measures should assess performance within the limits set by the levels of resources available.

Objectives may vary from library to library. The objectives will certainly vary from country to country. It is, therefore, impossible to set down the precise form of output measures which

will be needed in different circumstances. What follows are the basic measures which will provide an overall picture. These are the Level One measures. In addition, suggestions are made for Level Two measures, indicating how they can be modified to accommodate different service objectives.

1) LOANS

Level One

Measure	Annual loans per 1000 population***circulation rate
Aim	To measure the use of the lending service and to assess the rate at which books are borrowed
Data	- Population served - Number of books borrowed per annum - Total bookstock
Notes	- For the number of books borrowed, use the total number of loans in the last full year for which statistics are available - Count renewals as a new loan. Count the loan of sets of plays, music, etc., as a single loan - Total bookstock is the number of books on loan on a particular day, plus the number of books on the shelves which are accessible to the public - The circulation rate is simply the number of times an average book was borrowed during the year in question
Calculation	- Annual loans per 1,000 population $\frac{\text{Number of books borrowed per annum}}{\text{Population served}} \times 1000$ - Circulation rate $\frac{\text{Number of books borrowed per annum}}{\text{Books on loan} + \text{Books on the shelves}}$

Level Two

Sub-divide the Level One measures into fiction, non-fiction and children's book. According to the library's objectives, it may be worth considering further sub-divisions according to the types of material, such as sound recordings, or according to language or user groupings.

2) Visits

Level One

Measure	Visits made to the library per 1,000 population
Aim	To show how many people actually visit the library during a year
Data	- Population served - Number of visits per annum
Notes	If a library shares premises with other organisations, count only those visits made by people using library facilities
Calculation	- Visits made to the library per 1,000 population - In some libraries, it may be possible to use a turnstile to count the number of visitors to the library. Alternatively, select two weeks, one in summer and one in winter or during a peak period and a slack period. During each week, count the number of people entering the library.

Multiply the total number of visits during these two weeks by 26 to give an estimate of the total number of visitors during the year.

$$\frac{\text{Number of visits made per annum}}{\text{Population served}} \times 1000$$

Level Two

Sub-divide the Level One measures into adults and children. It may be worth considering collecting data on the number of visits to the reference library or to other specialist departments.

3) Active Users

Level One

Measure	The percentage of population who have borrowed books on loan
Aim	The aim of this measure is to show the penetration of the lending service into the community. Library membership records provide only a partial indication and more realistic picture is provided by counting the number of people who actually have books on loan on a particular day
Data	Population served**the number of people who have books on loan on a particular day
Notes	With some automated loan systems it is easy to obtain the necessary information. With manual systems, it is some times more difficult and it is necessary to use a sampling technique. Note that when sampling is used the result is not precise, but it will give a good enough indication and can be used when making comparisons over time provided the method of sampling and calculation are constant
Calculation	The percentage of the population who have taken books on loan To estimate the number of people who have taken books on loan, select two days loan records at random and count the number of books on loan on those days. Re-sort the loan records into alphabetical order by the name of the library users. Count the number of library users who have taken books on loan. Divide the number of books on loan on those days by the number of library users. This gives an average number of books borrowed per library user Having calculated the average number of books borrowed per library user, divide the total number of books on loan by the average number of books borrowed per library user. The result will be a rough indication of the number of people who have books on loan at any one time To obtain the percentage of population who have taken books on loan, proceed as follows $\frac{\text{Number of people with books on loan}}{\text{Population served}} \times 1000$

Level Two

It may be worth calculating the active use for both adults and children. or, where data are available, for specific groups

4) Activity Attendance

Level One

Measure	Activity attendance per 1000 population
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- Aim**
- To show how many people attend activities, such as exhibitions, story-telling sessions and lectures which are organised by the library
- Data**
- **Population served** The number of people attending activities in the last full year for which figures are available
- Notes**
- As the nature of the activities greatly determines the numbers attending, any comparisons should be treated with care. Despite this, the measure does give an indication of the impact made on the community
 - It is some times worth showing the average attendance per activity. Only do this, however, when the activities are broadly similar. It would be misleading, for example, to count attendance at a three-week exhibition and a story-telling session and then to average them
 - If a series of activities is organised, such as regular story-telling sessions, count attendance at each event
 - Count the number of people who attend activities during the course of a year. Unless the library runs a full and regular programme of activities, it is difficult to estimate annual attendance on the basis of sample figures collected during a one or two week, period.
- Calculation**
- Activity attendance per 1,000 population

$$\frac{\text{Number attending activities per annum}}{\text{Population served}} \times 1000$$

Level Two

Sub-divide the activity attendance by adults and children. It may also be worth distinguishing between different types of activity and counting attendance separately

5) Reference and Information Transactions

Level One

- Measures**
- The number of visits to the reference library per 1,000 population
The number of transactions per 1,000 population
- Aim**
- The aim of this measure is to show the overall use made of the reference and information service
- Data**
- **Population served** Number of visitors during the course of a year
Number of transactions during the course of a year
- Notes**
- Where possible, count the number of visits made to the reference and information department. If it is not possible to distinguish between visitors to the reference library from those making use of other library facilities, either ignore this measure or collect the information by means of consumer survey.
 - A reference and information transaction is defined as an occasion when a library user actually presents an enquiry to a member of the library staff. In other words, do not count occasions when the library users find information for themselves
- Calculation**
- If no regular statistics are kept of visits or reference and information transactions, it may be necessary to estimate the annual figures by using a sample. As with the number of visits per annum, take two sample weeks, one in the summer and one in the winter, count the number of people visiting the reference library and the number of transactions. Multiply the figures by 26 to give an estimate of the number of visits and transactions during the year as a whole

- Visitors to reference library per 1,000 population

$$\frac{\text{Visitors to reference library per annum}}{\text{Population served}} \times 1000$$

- Reference and information transactions per 1,000 population

$$\frac{\text{Reference and information transaction per annum}}{\text{Population served}} \times 1000$$

Level 2

For Level Two measures, sub-divide the transactions into those which are short and those which are complex. It may also be worth sub-dividing by subject group or by user group. Another way to look at the transactions is to divide them into those which require a qualified librarian to answer them and those which can be answered by all staff

The most useful Level Two measure is the measure of success. Here, the intention is to measure the extent to which it was possible to satisfy the user's immediate needs. This is not easy and it cannot be done automatically. Instead, it calls for a small user survey. Such surveys are covered in Chapter Five

6) Stock Capacity

Level One

Measures

- Author success rate Subject success rate. Percentage of stock published in the last two years Percentage of stock published in the last five years

Aim

- The aim of these measures is to show the capacity of the stock to satisfy the demands of library users. It measures the ability of the stock to satisfy the demand for books by specific authors and the demand for books on specific subjects
- In addition to finding books on specific subjects and by specific authors, library users should be able to find an acceptable selection of recently published material. The measures of the age of the stock show how likely they are to be able to find such material

Notes

- The measures are concerned with the choice actually presented to the library users when they visit the library. For this reason, only the stock actually on shelves accessible to the public should be surveyed
- If these measures are to be used for comparative purposes, it is essential that the same lists of authors and subjects are used in each library
- Ignore large print books designed for use by visually handicapped people
- Do not forget to check the oversize books
- If two or more titles by the same author are bound together in a single volume, count each title separately

Calculation

- Author success rate
- To calculate the author success rate, select 20 authors whose work you would expect to find on the shelves a good library. List the authors and check on the shelves, which are accessible to the public, the number of titles available by each author. Note that it is the number of titles not the number of copies which should be recorded. Add the number of titles by each author together and divide by 20 to give a figure for the average number of titles per author. This represents the author success rate
- Subject success rate

- To calculate the subject success rate, follow the same procedure but select 20 subjects instead of authors. Try to select subjects which are self-contained. The subject selected should be such that, in a good library, it would be reasonable to expect to find between two and three books on each subject available on the shelves
- As with the author success rate, the subject success rate is the average number of titles available per subject
- Percentage of stock published in the last two years
- Percentage of stock published in the last five years
- To calculate the percentages of the shelf stock published in the last two and the last five years, it is first necessary to select a sample of at least 500 books. Select this sample in a random way, ensuring that there is an even distribution of fiction, non-fiction and junior books
- One way to obtain this even distribution is to count the number of shelves in the library. Divide this number by 500 and round the result up to the nearest whole number. For example, if there were 1300 shelves in the library, divide 1,300 by 500, to give the result 2.6. Round up this figure to the nearest whole number, giving the answer 3. Then select every third shelf and on each of these shelves sample the third book from the left hand end of the shelf. This should give a random sample which is evenly distributed throughout the library.**Having selected the sample, count the number that had been published during the last two years and the number that had been published during the last five years and express each of these as a percentage of the total number of books in the sample.

Level Two

Base the Level Two measures on the same principles as for Level One. It will, however, be possible to go further and to check different types of authors and subjects and to make separate checks of the adult and children's stock.

It is also sometimes useful to compare the number of titles available on the shelves with the number available in stock

It is also interesting to calculate the average use per volume in the last 12 month. This provides a fairly clear indication of the extent to which the stock is being used and shows any variations within the overall average level of use

7) Requests and Reservations

Level One

- | | |
|-----------------|--|
| Measures | <ul style="list-style-type: none"> • The percentage of requests satisfied in 2 weeks**the percentage of requests satisfied in four weeks |
| Aim | <ul style="list-style-type: none"> • To show the ability of the library to meet quickly demands for material which is not readily available on the open shelved. In particular, to show the likelihood of requested material being ready for collection the next, or next but one visit |
| Data | <ul style="list-style-type: none"> • Request and reservation records |
| Notes | <ul style="list-style-type: none"> • The intention is to assess the percentage of the requests which can be satisfied by the visit after that one. Research shows that most people visit public libraries on a regular cycle and that this cycle is related to the loan period. For example, if the loan period is two weeks then most people will tend to visit the library every two weeks. The figures of two weeks and four weeks suggested in the measures are not absolute and, where necessary, they should be changed so that they relate to the loan period of the library |

Calculation

- Include all requests and reservations whether for material in the stock of the library or for material which has to be obtained through inter-library loan or by purchase
- Percentage of requests satisfied within two weeks
- Percentage of requests satisfied within four weeks
- Select a sample of two weeks, one in the summer and one in the winter. During each period, make a distinctive mark on all requests and reservations taken. List each of these requests and reservations separately. During the subsequent four weeks, record on the list when each of the requests is satisfied, noting both the date that the request was received and the date when it was satisfied. At the end of the four weeks, and the number that were satisfied within four weeks, and express these figures as percentages of the total number of requests taken during the period

Level Two

Carry out the same sort of survey as for Level One, but sub-divide the requests into fiction and non-fiction. It may also be useful to calculate the proportion which were satisfied from within the library's own stock, the proportion that were satisfied through inter-library loan and the proportion satisfied through purchase.



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