

REPORT  
OF  
ADVISORY COMMITTEE  
FOR  
LIBRARIES



MINISTRY OF EDUCATION  
GOVERNMENT OF INDIA

1959

# REPORT OF ADVISORY COMMITTEE FOR LIBRARIES



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NEW DELHI-2

*Dated the 12th November, 1958*

**K. P. SINHA,**  
*Chairman,*  
*Advisory Committee for Libraries*

**DEAR EDUCATION MINISTER,**

I enclose herewith the report of the Advisory Committee for Libraries, appointed by the Government of India, with its terms of reference, given in Appendix I of the Report.

Yours sincerely,

(Sd.) K. P. Sinha

**Dr. K. L. Shrimali,**  
Minister of Education,  
Government of India,  
*New Delhi.*

## CHAPTER I

### HISTORICAL

In India, the tradition of learning has been strong since ancient times and libraries have always been necessary appendages of learning. These libraries, however, valuable as they were, were not instruments of mass education and, therefore, they did not form a part of the public library structure of the country.

About the 12th century, there began in Europe a movement for dissolution of the Divine Right of the twice-born and elevation of the common man who constituted the mass of humanity. It began silently but soon gathered volume and variety. Public libraries, as instruments of mass education, are the product of this movement. It caught the imagination of the people in Europe in the later 18th and early 19th century.

The ways of history are strange. The British came to dominate India but they brought with them an ideology and a literature embodying the ideals of the common man with which the whole of Europe was imbued at the time. They could not rid themselves in India, of the ideas in which they were brought up in England. Inevitably they inspired, though they may not have actively encouraged, the setting up of public libraries in this country.

#### FIRST PHASE

The first significant date in the development of libraries for the public in India is 1808, when the Bombay Government initiated a proposal to register libraries which were to be given copies of books published from the "Funds for the Encouragement of Literature". By the middle of the 19th century, the three presidency towns of Bombay, Calcutta and Madras had their "public libraries", founded mostly with the active support and initiative of the Europeans in these towns.

They were, of course, not public libraries in the full sense of the term. Founded in imitation of their western counterparts, the use of these libraries was confined to a thin upper layer of the society. Besides, they were subscription libraries and not free libraries, which alone can, now-a-days, lay claim to the title of public libraries.

The movement spread to the vast "hinterland" beyond the metropolises and grew particularly strong in the last two decades of the 19th century. By the end of the century, all the provincial capitals and even many of the district towns, at least in the three Presidencies, had their "public libraries". Even some of the princely States, like Indore and Travancore-Cochin, had the distinction of having public libraries in their capitals.

The shortcomings of the libraries in the three metropolises, mentioned above, clung more or less to the provincial, suburban and "moussil" libraries as well. Due to apathy and the prevailing illiteracy in the country, the people were not prepared to take advantage of these institutions.

In 1867, the Government enacted the Press and Registration of Books Act (XXV) under which the printer of a book was to deliver free to the State Government concerned a copy of the book and one or two more Copies, if the State Government so desired. The additional copies were to be transmitted to the Central Government. The State Government on its part was to enter each book with all the necessary details in a "Catalogue of Books" and the entries thus made in the Catalogues in a quarter, were to be published, "as soon as may be after the end of such quarter....." It seems, however, that the Government of the time was not able to fully utilise the provisions of this Act for the benefit of the people.

#### SECOND PHASE

The second phase in the history of library movement lasted from the beginning of the 20th century to 1937. If the first phase of library movement was remarkable for the official backing and patronage of scattered libraries here and there, the second phase was characterised by the Indian intelligentsia taking up the cause of libraries.

This phase began symbolically, with the throwing open, in 1900, of the reading room of the Calcutta Library—later known as the Imperial Library and now as the National Library—to the public, and with the realisation of the "dreams" of the Panjab Public Library to act as the central library for district and municipal libraries in the province.

The pride of this period was, of course, the library movement in Baroda. From 1906 to 1911, Sir Sayaji Rao III the Ruler of that State built up an elaborate library system composed of the Central Library, village libraries and travelling libraries which for many years to come stimulated the imagination of Indian librarians and served as a beacon-light to lovers of libraries all over the country.

Other pioneers worthy of mention during this period were Amin Sahib in Baroda itself who strove hard to make libraries popular in the Gujerati speaking areas and the great Manindra Dev Rai *Mahashaya* of Bengal who founded the Bengal Library Association in 1927, and who tried hard to give Bengal a Library Act. Their memories are still cherished by many living librarians. Earlier, the establishment, in 1914, of the Andhra Provincial Library Association was the fruit of many such pioneer workers who gave an impetus to the growth of libraries in Andhra.

There were, again, in all the major provinces and States of India, librarians and public men who devoted themselves whole-heartedly to the cause of libraries in their own regions. Many of them have fallen on the way, but some of them like, Dr. Ranganathan, Sant Ram Bhatia and others, are fortunately still available to serve the country.

A notable event of this period was the founding of the India Library Association in 1933 as a result mainly of the efforts of Khan Bahadur Asadullah. The Association gave the library workers in India, for the first time, a status and a voice, which feeble as it was at first, was in due course bound to be head by political leaders and Governments. Many provinces had set up their Library Associations in the latter part of this period. Some of the Library Associations also

tried to produce literature for librarians. The quarterly *Modern Librarian* issued from Lahore as the organ of the Panjab Library Association and the work of the Madras Library Association are worthy of mention here.

### THIRD PHASE

The third phase of the library movement began in 1937 when the Congress came to power in many provinces. This phase was really a synthesis of the previous two phases. For in this phase, as in the first phase, Government played a dominant role in setting up libraries for which there was a strong popular demand. Though the main trend of this phase, the setting up of village libraries through Government effort was anticipated in some places—for example in Travancore, where the State Education Department had set up 80 rural libraries in 1955—it was in this period, and particularly during 1937 to 1942, that it developed into a vigorous movement. Assam, Bihar, Bombay, Orissa, Punjab, Cochin and some other provinces and States set up village libraries and, in some cases, even travelling libraries. It is estimated that in 1942 there were 13,000 village libraries in India.

The encouragement of village libraries continued beyond 1942, though not with the same degree of enthusiasm as before. These libraries were the product of the Indian Adult Education movement which swayed the country at that time. This was signified by the recommendation of the Central Advisory Board of Education in 1940 that libraries were essential to the progress of Adult Education in the country.

We have already mentioned the flow of library literature which, starting in the beginning of the 20th century, increased in volume and substance during this period. The name of Dr. Ranganathan, at the time Librarian of the Madras University Library, shone in its unique lustre. Many Library Associations and Universities started training librarians and the Indian Library Association grew both in prestige and influence.

An important landmark of this period is the Report of the Library Development Committee, Bombay, 1939-40, headed by Sri A. A. A. Fyze. Though the terms of reference of the Committee were strangely myopic, being confined to questions relating to the setting up of the Central and Regional Libraries only, the Committee happily felt no qualms in ranging over a wider field. It put forth a scheme of developing libraries in the province in six stages: stage 1, the setting up of the Central and 3 Regional libraries; stage 2, add 15 District libraries (all districts of the then Bombay Province); stage 3, add 167 taluka or peta libraries and 100 libraries in towns of the size of the taluka towns; stage 4, add 979 libraries for villages of population 2,000 and more; stage 5, add 2696 libraries for villages of 1000-2000 population; and stage 6, add 17753 libraries for villages below 1,000 population. The Government of Bombay naturally fought shy of the financial implications of the scheme involving an annual expenditure of a little less than Rs. 15 lakhs at the final stage. The latter four stages were, therefore, implemented only partially.



## PRESENT PHASE

The fourth phase of the Indian Library Movement, through which the country is passing today may be described as one of consolidation—consolidation with a view to husbanding our resources so as to yield a library service to the maximum number of our people. There have been two milestones during this phase. The first is the Library Act of Madras, 1948, which may be said to have ushered in this phase. This was the first legislation of its kind in India. While a few other States also played with the idea of library legislation, only Hyderabad dared follow suit after a lapse of eight long years. Even in Madras, the Act was practically still-born until the Central Education Ministry started giving grants for “Improvement of Library Service” in 1952-53.

The second milestone is the inclusion of the scheme of “Improvement of Library Service” in the First Five-Year Plan of Educational Development 1951-56. This scheme envisaged a network of libraries spread all over the country.

### ROLE OF DISTRICT LIBRARIES

The kernel of the scheme was the establishment of District Libraries, with a system of circulation of books throughout the district. The District Libraries were to be supplemented and supported by a Central Library for the whole State or for a whole linguistic region for multi-lingual States.

The circulation of books required library techniques which had not yet been fully developed in India. It was therefore, necessary that the States should have experience in these techniques. For this purpose the Government of India had a subsidiary scheme, wherein it recommended to the State Governments to set up “integrated library service” units in every area selected by them under the Plan for intensive educational development.

The “intensive area” scheme was essentially an experimental project to watch the impact of a number of educational institutions in an area comprising about 100 villages. Besides the library unit and other educational services, the area was also to have 5 model Community Centres. It was intended that in every such area there should be a Headquarter library with a network of branches in every Community Centre from which books would be distributed to 20 villages or so within reach of a community centre. These libraries were thus in the nature of a circulating library system, served through deposit stations and mobile vans or a fleet of cycles. This pilot project type of “integrated library service” was taken up in 29 areas in the country.

### SCHEME FOR IMPROVEMENT

The scheme for the Improvement of Library Service came into force in 1952. But it made its mark only during 1953-54. By the end of the First Five-Year Plan in March 1956, 9 States *viz.*, Assam, West Bengal, Madhya Pradesh, Punjab, Pepsu, Rajasthan, Saurashtra, Bhopal and Vindhya Pradesh, had prepared plans for setting up their Central Libraries. The States of Assam, West Bengal, Bihar, Bombay, Madhya Pradesh, Rajasthan, Saurashtra, Bhopal and Vindhya Pradesh

had either set up or were in the process of setting up District Libraries of the requisite pattern in 100 of the districts. All this "improvement" in Library service had cost a little over a crore of rupees of which nearly two-thirds had been contributed by the Government of India.

In 1952, Government of India initiated the community development programme, in which social education was assigned an important role. Gradually, the pattern of the social education programme took a clear shape and libraries, including circulating libraries, occupied an integral place in this programme. The community development programme thus gave a fillip to rural libraries.

Early in 1954 the Government of India enacted the Delivery of Books (Public Libraries) Act, which was amended in 1956 to include newspapers also. The Act required the publisher of a book (or a newspaper) to deliver free, a copy each to the National Library at Calcutta and to three other public Libraries, two of which, namely Connemara Library, Madras, and the Central Library, Bombay have already been selected. This laid the foundation of the four National Book Depositories in the country.

#### TARGETS IN SECOND PLAN

The Second Five-Year Plan 1956-61 for Library development enshrined the hope that by the end of the plan, the whole country will have been covered with a network of Central, State and District libraries, thus realising the first of its three major objectives, the other two being a secure foundation of a well thought out legislation and, an organisation by which the District Libraries would spread their services down to every village and would, in their turn, be linked up with the Regional Libraries and through them with the National Central Library, culminating in a link-up with the Library system of the whole world.

At the end of March 1954 the country had nearly 32,000 libraries—most of them small, stagnating pools of books. Between them they had a book stock of a little over 71 lakh volumes with an annual use of about 377 lakh books. The country spent less than half a crore of rupees on this service. Though the figures in lakhs appear imposing, the public libraries have only one book for every 50 heads and as many as 20 persons between themselves read only one book in a year. Taking into account the literate adults only, an adult reads only one book in a year. In terms of money, five Indians between themselves contributed one anna in a year—less than a pice per head per year—for the library service!

The comparable statistics from other countries are revealing. The U.S. public libraries have with them 1.24 volumes per capita and the book use per capita is 3.37. The country spends Rs. 4.55 per capita on the public libraries. In U.K. the respective figures are 1.15 volumes per capita, a book use of 7.7 per capita and an annual expenditure per capita of nearly Rs. 3.50 as against less than a pice per head in India.

This shows the long, long road the country has to traverse before its people are assured of a library service comparable to the facilities available in the advanced countries in Europe and the United States.

## CHAPTER II

### THE PRESENT POSITION OF LIBRARY SERVICE IN INDIA

It is necessary to briefly review the present position of libraries in India so as to appreciate the magnitude of what is yet to be done in this field, in view of the recommendations made later in this report. As the Committee is concerned with library service in the country as a whole, we will consider each aspect of the service and give an estimate of its present position in the country as a whole.

#### **I Library Organisation**

Hitherto, there have been several types of libraries in the country. There are libraries set up and supported by Government. There are libraries sponsored by municipalities and, there are libraries established by private individuals or organisations. Almost all of these libraries are subscription libraries. That is to say, while there is no restriction on citizens to come and read in the libraries, only persons paying subscriptions are eligible to take books home. Then there are libraries aided by Government or local bodies, which have sprung up in connection with the work of Social Education.

With the advent of the Community Projects, a provision was made in the schematic budget of each development block for social education under which old libraries could be supported or new libraries set up. A number of libraries have actually been set up under this provision. These, however, have maintained the essential structure of libraries in the States of small independent units. In recent decades, a number of Government Departments have vied with one another in setting up such units. It is, however, only recently that the Education Departments of some of the States have taken up libraries of a different concept, namely, District or Central Libraries, in order to create a district wise and State-wise system of library service in the country.

In the remaining part of this section of the chapter, we will deal only with the attempt of the State Governments in providing libraries or comprehensive library systems for their people. The information on some of the States is unfortunately meagre but that was all the Committee could secure, in spite of its best efforts.

**ANDHRA PRADESH**—The present Andhra Pradesh is composed of two areas coming from the old States of Madras and Hyderabad both of which had library Acts before they merged into a single State. However, though the old Madras State had its Act working in almost all the districts of the State when Andhra was formed as a separate State in 1956 the Hyderabad Act was a new one in the old Hyderabad State, having been enacted only in 1955, and many districts, it seems, were yet in the process of implementing the Act when they were caught up in the aftermath of the State Reorganisation Commission. There are only minor differences between the Hyderabad and the Madras Library Acts which will be discussed a little later. The Andhra State Government is presently engaged in enacting a new library legislation which will integrate the two existing library legislations in the State.

At present, the State Government has a State Central Library, the old Asafia Library, in Hyderabad. After the break up of the old Madras State the Andhra State Government was left without a State Library and so it set up a library at Visakhapatnam to serve as the State Central Library. With the formation of the larger Andhra State, incorporating the old Telangana area, the library at Visakhapatnam has been declared as a State Regional Library. All the 11 districts in the Andhra State, except those falling in the Telengana area, have their Local Library Authorities running District libraries, branch libraries and deposit stations. The District Education Officers are the Secretaries of the Local Library Authorities. Thus there were 11 District Libraries, 128 Branch Libraries and 135 Deposit stations in the Andhra area of the Andhra Pradesh in 1956-57. Besides, there are 1045 village libraries run by panchayats, gramasanghams, District Boards, Municipalities and Co-operative Societies. In the Telengana area, there were no District libraries and there were only 56 smaller library units. However, District Libraries are now being opened under the Second Five-Year Plan. All the District Central Libraries and Branch Libraries in the State are manned by trained librarians. Open access system is followed in all the District Central Libraries. Ticket method of lending books also has been introduced in some of these. Separate departments such as Social Education Department, Children's Section, Reference Section, Lending Section and Audio-Visual Education Section etc., have been opened in these libraries.

Most of the Adult Education Centres in the State have their own libraries for follow-up purposes.

There is a Special Officer in the Department of Education in charge of library work. The Director of Public Instruction is *ex-officio* Director of Public Libraries. The State Library Committee advises Government on such matters relating to libraries as may be referred to it. There is a separate State Library Council for the Telengana area composed of representatives from that area. Pending the enactment of a Common Library Law for the whole State and the constitution of a Common State Library Committee under it, joint meetings of the State Library Committee, Andhra, and the State Library Council, Telangana area, are held.

During 1956-57, there were over 1,75,000 books under the library system in the State and 12 86 424 books were consulted in the libraries or issued for home reading.

There was also a small unit of integrated library service at Ellur in the West Godawari District, providing for a circulatory book service. It was set up in the latter part of the First Five-Year Plan.

**ASSAM**—Besides the Community Projects Administration, library service is mostly the concern of the Education Department in the State. Assam Education Department has during the latter part of the First Five-Year Plan and during the course of the second Plan period set up one Central Library and 7 District Libraries. The Central Library as well as the District libraries have their Advisory Committees which are predominantly official. There are approximately 80,000 books in these libraries.

The State Government took up the construction of buildings for a State Central Library at the State Capital and five other District Libraries under the First Five-Year Plan of Educational Development. The construction programme is continuing in the second Plan also.

The State Central Library has also organised a Unit of Mobile Library Service and has opened 70 deposit Centres for circulation of books to the villages with the help of three library vans. There is also a Unit of integrated Library Service at Titabar area in the District of Sibsagar consisting of one Regional Library and five branch libraries with twenty unit libraries giving a circulation Book Service in that region.

During 1956-57, 67,475 volumes were issued for home reading and 17,971 volumes were consulted in the reference Section in the State Central Library. Besides the Education Department, the Medical Department, Community Projects Department, Agriculture Department and Forest Department also run libraries with adequate book stocks.

Besides Governmental activities, work in connection with the development of libraries is also done by a non official agency called the All Assam Library Sangham whose headquarters are at Golaghat in the District of Sibsagar.

**BIHAR** —In Bihar, Libraries are run by the Education Department, Welfare Department and the Development Department. While, however, the other Departments are responsible for running small units only, mostly rural, it is the Education Department which has taken steps to organise a State-wide library system. The old Sinha Library at Patna has been taken over as the State Central Library and all the 17 districts have got their District Libraries. Five of these District Libraries are run directly by the Government, while the remaining 12 District Libraries have been set up with arrangements with existing privately managed libraries. Each District library has a mobile library van for circulating books within the District. Twelve of the 17 District Libraries have their children's wings and five children's libraries are being run under the Patna Corporation.

The State has a whole-time Superintendent of Libraries in Class I of Bihar Educational Service, who is responsible for running not only all the Central and District Libraries but who also looks to the library duties of the Department *vis a vis* private libraries to which grants are given by the Government. The State as well as the District libraries have their own managing committees which are vested with executive powers subject to the approval of their decisions by the Director of Public Instruction. Many of the Sub-divisions have also their libraries and their Library Committees. There is a scheme in the Second Five Year Plan to open one sub-divisional library in each of the 42 mofasil sub-divisions of the State.

**BOMBAY** —The Library set up in Bombay owes its origin to the work of the Library Development Committee, 1939-40 which recommended a State wide network of libraries to be set up by private bodies and aided by the Government. In addition, the State has inherited the library structure from those regions of Hyderabad, Madhya Pradesh, Saurashtra and Kutch, which have now integrated into the new State.

So far as the old Bombay State is concerned, the library set-up is as follows —

(1) The Asiatic Society of Bombay has taken up the functions of the Central Library and thus serves as the legal depository Library of the State and also as a public library under the Delivery of Books Act, 1954

(2) Besides, there are the regional libraries which are depository libraries for the languages of their regions. The Maharashtra Regional Library at Poona run by the Poona Municipal Corporation serves the Maharashtra Area, while the Gujerat Regional Library run by the Gujerat Vidyapeeth at Ahmedabad serves the Gujerat Area. These libraries receive one copy of their respective language books printed in the State.

(3) There is a District Library at each District Headquarters, excepting the Dangs. In theory these are District Libraries in the sense that they are responsible for book service in their districts, but in actual practice they have served the needs of the headquarters town only. Only one of the private libraries in each District has been chosen to function as District Library, entitling itself to a Government grant not exceeding Rs 4 000, subject to local contribution of an equal amount.

(4) Similarly, in each Taluka/Peta, there is a Taluka or Peta Library which also is entitled to a maximum Government grant of Rs 450/ per annum, subject to a similar local contribution.

(5) Finally, there are village libraries in many of the bigger villages of the State.

The book stock of these libraries and its use during 1955-56, for which year the figures are available, was as follows —

Types of Libraries	No of Libraries	No of Books	Books in circulation	No of Readers
Central Library, Bombay	1	1,61,223	30,810	1,125
Regional Libraries, Poona & Ahmedabad	2	96,880	79,721	13,592
District Libraries	19	2,62,037	5,69,270	1,52,346
Taluka and Peta Libraries	209	6,08,937	10,13,812	72,142
Town Libraries	104	1,64,112	1,57,231	10,201
Bal Libraries	16	16,719	16,310	2,116
<b>TOTAL</b>	<b>351</b>	<b>13,09,908</b>	<b>18,67,164</b>	<b>2,51,522</b>

The Vidarbha part of Bombay had also set up a library system before the merger, consisting of a Central Library at Nagpur and District Libraries with mobile vans in each district of the region. There are 5 district libraries in the five districts of the old Saurashtra State.

There is also a Central Library at Baroda which formerly served the whole of the Baroda State. After merger, the library having ceased to be the chief library of the State, has declined in importance as well as in the magnitude of its service.

The library work in the State is under the Education Department which has a Curator of Libraries for managing the library system outlined above. The Curator has now the authority to correspond direct with the Government on library matters.

Besides the Education Department, the Labour and the Development Departments also run small library units, the former in Labour Welfare Centres and the latter in Development Blocks. These are outside the range of the Curator. Besides, the Bombay City Social Education Committee has also important work to its credit in the library field which is in the nature of follow-up work of its social education activities. The City of Bombay is also fortunate in many of its privately managed libraries which are rendering good service. Most of these libraries in Bombay State are subscription libraries.

**JAMMU AND KASHMIR**—In Jammu and Kashmir there are only three public libraries, one each in the cities of Srinagar and Jammu and the town of Poonch. The three libraries are administered by the Director of Education and have their Advisory Boards.

**KERALA**—In keeping with the high degree of literacy in the State, Kerala has a large number of small subscription libraries affiliated to the *Granthasala Sanghom*, which was founded in 1945. Starting with 47 libraries the Sanghom has now over 3,000 libraries affiliated to it. Every library has a Committee which sends its representative to the Taluka branch of the Sanghom. Everyone of the 55 Taluka Sanghoms sends 4 representatives each to compose the General Committee of 220 members. The Executive Committee, called the *Bharani Samiti* of 21 members is elected from amongst the members of the General Committee. The day-to-day working of the Sanghom is in the hands of a Working Committee, consisting of 9 members, of whom the President, the Vice-President and the Secretary are the official members.

The Sanghom has a paid Secretary and 18 Inspectors for the 55 talukas of the State. The aim of the Sanghom is to have one inspector for each Taluka.

The sources of Sanghom's income are (i) affiliation fees paid by the member-libraries according to a fixed scale and (ii) grant from the State Government for meeting its organisational expenses, which amount to nearly Rs. 40,000 a year.

Hitherto the State Government have been giving the grants to various libraries affiliated to the Sanghom on the recommendation of the latter. In 1957, however, a Library Board was set up, which among other things recommends grants to various libraries in the State. The Sanghom is represented by five of its nominees on the Board.

While the above set up relates to the State as a whole the Malabar District, which was a part of the old Madras State, has the Madras Library Act still operative in that area. One District Library, 15 branch

libraries and 11 Deposit Stations are now functioning under the Malabar Local Library Authority. There is now a move in the State to have a library Act enacted for the whole of the State.

**MADHYA PRADESH**—The present Madhya Pradesh is a State formed out of 4 units namely, Bhopal, Vindhya Pradesh, Hindi-speaking part of Madhya Pradesh and Madhya Bharat. Each of these regions had its own Central Library with the result that there are now 4 Central Libraries in the State. Most of these regions had also their District Libraries. These libraries are managed by the Education Department. Besides, some of the other departments also run their own small libraries of which the Department of Social Welfare claims a large number.

**MADRAS**—In Madras, Cooperative Societies, Panchayats and Municipalities run their libraries. But the most distinctive characteristic of the library service in Madras State, as in Andhra State, is the operation of library service under the Madras Library Act of 1948. The Act provides for

(a) The constitution of a State Library Committee. The Minister of Education is the *ex-officio* Chairman of the Committee and the Special Officer for Libraries its *ex-officio* Secretary. Besides, the Director of Public Instruction, who is also the Director of Libraries *ex-officio*, and the Minister of Local Administration, the Committee has on it representatives of Legislature, Madras University, Madras Library Association, Local Library Authorities of Madras and other Districts together with specialists in libraries.

The functions of the Committee comprise constitution of the Central Library and laying down of its policy, framing rules under the Act, encouraging employment of trained professional staff, maintenance of a register of approved librarians, prescription of qualifications for different grades of librarians, suggestion of standard scales of pay and other conditions of service for libraries, publication of the Copyright list of State bibliography and book selection lists for the benefit of libraries in the State, promotion of cooperative classification and cataloguing, recommending standards for library buildings, fittings and furniture and for library techniques, production of reference, adult and children's books suitable for libraries and production and use of books for the blind, consideration of the schemes submitted by the Local Library Authorities and the stages in which libraries in different areas are to be established.

(b) The establishment of a Central Library which will also be the legal deposit library for the State. The Connemara Public Library serves this function, in addition to its function as a lending library for the public in Madras.

(c) Appointment of Director of Libraries for the whole State. As mentioned under (a), the Director of Public Instruction is at present the *ex-officio* Director of Public Libraries. The Director also recognises libraries for grants in-aid.

(d) Establishment of a Local Library Authority for each district as well as the City of Madras. The Local Library Authorities submit schemes of library service for their areas to the Director of Libraries.



(e) Maintenance by every Local Library Authority of a library fund of which the major source is the cess collected under the Act as a levy of 6 pies in the rupee in the form of surcharge on the house tax. The State Government adds to the fund a sum not less than the amount of cess collected, except for the city of Madras where no such contribution is made by the State Government.

The District Education Officer in each district is the *ex-officio* Secretary of the Local Library Authority.

In 1956, except Kanyakumari, all the other 11 districts had their District Libraries, which had in all 251 branch libraries and 470 delivery stations. Besides there were a few municipal libraries, 540 panchayat libraries and 544 *gramasangham* and other libraries in the State. About 14 lakh books were consulted in these libraries. The cess yielded about Rs 9 lakh and the expenditure on libraries in the State was a little above Rs 20 lakhs.

There is no doubt that the Madras Library Act has justified the wisdom of those who brought it on the Statute Book. The organisation of library service appears to be more effective in Madras than in any other part in India, mainly on account of the Library Act.

**MYSORE**—The major areas now comprising the Mysore State have come from the old Mysore State and the old Karnataka part of Bombay. In the Karnatak part of Mysore library set up consisting of a Regional Library, District Libraries, taluka libraries, town libraries and children's sections attached to these, follows the pattern of the old Bombay State. Besides, there is an integrated library Unit giving book circulating service to 100 libraries in the compact Social Education Area in Dharwar District, maintained from Government funds. It was introduced in the latter part of the First-Year Plan. Though in the areas acceding from Hyderabad State the Hyderabad Public Libraries Act 1955 is operative, it has not been possible to achieve progress in its implementation owing to the reorganisation of the States. The two districts coming from Madhav have their libraries functioning under the Madras Library Act 1948. In Coorg the integrated library service is in operation since 1955. In old Mysore, besides 107 municipal and other libraries in urban areas, the Mysore State Adult Education Council has established a network of libraries specially in the rural areas. These libraries are the natural development of the follow-up clubs or book clubs established by the Council in the course of its literacy work. The Council established its libraries through the Panchayats. For the starting of a library in a village the Panchayat makes a grant of Rs 30 for initial equipment and a minimum recurring grant of Rs 30 for the maintenance of the library for the three subsequent years in addition to providing a suitable building with furniture and lighting for the library. The Council contributes a sum of Rs 75 for the first year and more if the initial contribution of the village is higher and a grant equal to the recurring contribution of the village in subsequent years. The Council also helps in setting up a library committee which includes the librarian who acts as the Secretary of the library committee.

The librarian is appointed generally from amongst the teachers of the area in consultation with the Local Library Committee. He receives

a small honorarium The Council acts as a treasurer and trustee for all libraries affiliated to it It scrutinises their budgets and advises them on the proper allocation of funds For the first year, the Council has laid down the following break-up of Rs 100 with which it starts the library Books Rs 30, newspapers, Rs 20, boxes and contingencies Rs 25, and librarian's remuneration, Rs 25

Besides, the Council performs the following functions —

- (i) It arranges short library training courses in an area soon after librarians are appointed
- (ii) It publishes the monthly *Pustaka Prapanchs* meant specially for librarians and book lovers It contains matter on library science, reviews of books and short summaries of useful books and articles published in other languages
- (iii) An Expert Committee also guides the rural librarians in running their libraries It issues every year catalogues of new books for rural readers
- (iv) It runs a book store to enable rural libraries to obtain their books and equipment cheaply and quickly

The Council has also set up Central Libraries from which books are lent out to rural libraries A Central Library stocks an average of 2500 books, covering all the fields of knowledge in Kannada and keeping multiple copies of books in great demand It also purchases books in anticipation of demand A village library can become a member of a Central Library by paying an annual subscription of Rs 2 This entitles it to borrow upto 30 or even 40 books at a time At present there are 10 Central libraries under the Mysore State Adult Education Council, serving over 2344 village libraries in the old Mysore State

Library work in Mysore is significant in two ways First, Social Education work and library service are closely integrated, as both services are organised by the Council, and secondly, a voluntary organisation has received the whole hearted cooperation of the Government for it is largely Government grant that enables the Council to carry on its work

There are possibilities of the Mysore State shortly enacting a library legislation in the State

ORISSA —In Orissa, besides the Education Department the Tribal Department and the Political Department which controls the community development work have also their libraries In the Education Department the District Social Education Organiser is in charge of general supervision of the libraries In the Development Blocks this supervision is carried on in close cooperation with the Block Development Officer It is intended to set up all new libraries at the Gram Panchayat headquarters

PUNJAB —Punjab has a Central Library and three districts libraries only, out of 13 districts The State Central Library has also a Book Selection Committee There is a library committee for the Central Library as well as advisory boards for the three District Libraries mostly consisting of officials No subscription is charged for membership of these libraries

After integration, the following libraries of erstwhile Pepsu State have also come under the control of Education Department

- (i) Central Public Library, Patiala,
- (ii) Public Library, Sangrur,
- (iii) Public Library, Nabha

These are subscription libraries

Besides the Education Department the public relation Department, Municipalities and some voluntary Associations also run various libraries in some of the towns and villages of the States

**RAJASTHAN**—In Rajasthan also, there is a State Central Library. There are also District Libraries and five Divisional Libraries the latter serving as links between the District Libraries and the State Central Library. They are yet in the early stages of development. The towns which were the capitals of the erstwhile major princely States, have also their own libraries.

**UTTAR PRADESH**—At least 7 Departments, namely the Education, Planning and Development, Social Welfare Panchayat Raj, Harijan Sehayak, Information and Labour are interested in libraries in Uttar Pradesh. The Labour Department is running small libraries in the 47 Labour Welfare Centres. The Development Department has 394 Block Libraries.

Under the new scheme of integration of Social Education and General Education in Community Development Blocks, it is proposed to transfer the Block Libraries to the Education Department.

The largest number of libraries are under the Education Department which is also trying to set up a system of library service in the State. The Second Five-Year Plan contains provision for setting up one State Central Library at Allahabad which has already been set up, and District Libraries in 9 out of the 51 districts of the State. The Central Library will feed these 9 District Libraries with books. The State Central Library will also function as District Library for Allahabad. Besides the above, the Education Department has already been running 1,332 libraries in the rural areas of the State, out of which 40 are exclusively meant for women. Books worth Rs 84,000 are supplied to these libraries annually. Grant-in-aid is also given to a large number of private rural libraries.

Besides the above network of libraries in the rural areas there are 3,600 Reading Rooms also running under the Education Department. One Hindi Monthly and one Hindi Weekly paper are supplied to them besides the Education Department's magazine *Nav Jyoti*.

It is proposed to integrate all the libraries right from the Central Library at Allahabad to the Rural and Block Libraries into one unit with books circulating from the Centre with distant villages.

The Education Department is also giving substantial grant-in-aid to private urban libraries, like the Gaya Prasad Library, Kanpur, the Public Library, Allahabad, the Amir-ud-Daula Public Library, Lucknow, and Kashi Nagari Pracharini Sabha Library, Varanasi (Banaras).

**WEST BENGAL**—West Bengal has its State Central Library and a District Library in every district. Twenty-three area-libraries have been organised in as many selected areas to bring library service closer to the people. Each area library has under it six feeder libraries. The Government is running directly the State Central and two Regional Libraries set up in two areas selected for intensive educational development, while it has entered into contractual arrangement with voluntary organisations which have distinguished library service on their record, for setting up district libraries and area libraries. Two hundred and sixty-four village libraries have also been set up by the State Government on *thanawise* basis in the rural areas. All these libraries are under the charge of the Education Department which has entrusted the supervision of libraries to the Chief Inspector for Social Education. Apart from the libraries set up and sponsored by the Government, there are in West Bengal over 2,500 subscription libraries of various sizes.

**DELHI**—In Delhi, there are 4 agencies responsible for library service. There are the libraries run by the private organisations, two Local Boards, Shahdara Municipality and the Delhi Municipal Committee, have their own libraries. The Education Department is also running libraries mostly at the Social Education Centres. The Government of India have set up the Delhi Public Library as a model public library. The Delhi area outside the city is divided into 5 Blocks and four of them have libraries, two under the Education Department, and two under private management. The Delhi Public Library is managed by a Board. It has a book stock of about one lakh volumes, and serves nearly 35,000 readers who borrow more than 3 lakhs of books in a year. Its annual budget amounts to Rs 2½ lakhs, most of which comes from Government of India.

The libraries organised or aided by the Education Department have between them 4½ lakh books and nearly 35,000 readers on an average visit them daily.

**HIMACHAL PRADESH**—There is at present no library organisation in Himachal Pradesh. Only two of the district towns and three Blocks have their Municipal and Block Libraries respectively.

**MANIPUR**—There are two libraries in Manipur namely (1) District Library, Manipur and (2) Children's Library-cum-Museum established by the Administration. The Development Department has set up some Block and Village Libraries.

**TRIPURA**—Tripura has a Central Library and zonal libraries with their Advisory Committees. These libraries were set up towards the end of the First Five-Year Plan.

While there are no data with the Committee to determine the total book use in the various libraries mentioned above, nor a reliable estimate of expenditure on these libraries, an effort has been made to determine the number of library service points in different States. These are given in Table I. It will be seen that only 172 districts in India out of 320 have their District libraries, that the 989 municipal towns have only 177 Libraries in them and that our villages have between them about 31 000 libraries, mostly of an ineffective type.

TABLE I—Showing Number of Different Categories of Libraries in Each State of the Union

Name of the State	Area in sq. miles	Population	Number of districts in the State	Number of villages	Number* of towns with Municipalities	Libraries State Central A.1	District A.2
Andhra Pradesh . . . . .	1,05,963	3,12,60,133	20	26,450	119	1	11
Assam . . . . .	65,012	90,43,707	12	25,327	23	1	7
Bihar . . . . .	67,164	3,87,84,172	17	67,970	54	1	17
Bombay . . . . .	1,90,919	4,82,65,221	43	54,279	310	3	15
Kerala . . . . .	15,035	1,35,49,118	7	4,597	26	1	1
Madhya Pradesh . . . . .	1,71,201	2,60,71,637	46	70,034	157	4	40
Madras . . . . .	50,110	2,99,74,936	12	18,351	59	1	12
Mysore . . . . .	74,326	1,94,01,193	19	25,878	16	..	6
Orissa . . . . .	60,136	1,46,45,946	13	48,398	19	..	..
Punjab . . . . .	47,456	1,61,34,890	21	20,855	94	2	5
Rajasthan . . . . .	1,32,077	1,59,70,774	26	31,704	8	6	24
Uttar Pradesh . . . . .	1,13,409	6,32,15,742	51	1,11,722	124	1	..
West Bengal . . . . .	33,945	2,63,01,992	16	38,471	87	1	18
Jammu & Kashmir . . . . .	85,861	44,10,000	12	..	3	..	3
Delhi . . . . .	578	17,44,072	1	312	2	..	1
Himachal Pradesh . . . . .	10,904	11,09,466	5	8,384	5	..	2
Manipur . . . . .	8,628	5,77,635	2	1,601	1	..	1
Tripura . . . . .	4,116	6,39,029	1	3,453	1	1	9
<b>TOTAL</b> . . . . .	<b>12,36,840</b>	<b>36,10,99,663</b>	<b>324</b>	<b>*5,57,786</b>	<b>1,108</b>	<b>23</b>	<b>172</b>

\*Excludes the figure for Jammu & Kashmir.

Name of the State *	Block Branch A. 3	Village A. 4	At S.E. centres A. 5	Circulating run by Govt. A. 6	Children's A. 8	Other A. 9	Distt. Board B. 1	Municipal B. 2	
Andhra Pradesh . . . . .	..	664	900	1	1	*757	30	24	*Panchayat Board Libs.
Assam . . . . .	..	..	486	..	..	..	..	Every municipality, district sub-div. h.q. has a library	551 Gramas a n g a m s Libraries 186 Cooperative Society Libs. 20.
Bihar . . . . .	..	..	1,600	18	17	9	..	4	
Bombay . . . . .	..	..	..	2	1	4	..	11	
Kerala . . . . .	..	..	32	..	1	..	1	13	
Madhya Pradesh . . . . .	..	364	..	68	..	1	..	24	
Madras . . . . .	11	..	..	..	6	465	3	12	
Mysore . . . . .	6	4,341	..	..	53	351	..	2	
Orissa . . . . .	..	..	..	10	..	..	6	9	
Punjab . . . . .	108	1,142	3,640	..	1	..	17	74	
Rajasthan . . . . .	1,309	86	..	5	6	16	..	..	Data not available
Uttar Pradesh . . . . .	292	1,317	..	1	..	1	..	..	
West Bengal . . . . .	..	239	314	..	..	..	..	1	
Jammu & Kashmir . . . . .	..	..	..	..	..	..	..	..	
Delhi . . . . .	4	116	130	1	..	..	..	1	
Himachal Pradesh . . . . .	3	..	..	..	..	5	..	2	
Manipur . . . . .	3	21	..	..	..	..	..	..	
Tripura . . . . .	4	..	20	1	..	..	..	..	
<b>TOTAL</b>	<b>1,740</b>	<b>8,290</b>	<b>7,122</b>	<b>107</b>	<b>85</b>	<b>1,609</b>	<b>57</b>	<b>177</b>	

Name of the State	Circulating run by local Bds. B. 3	Subs. aided C. 1	Subs. un- aided C. 2	Circ. aid- ed by Go- vt. C. 3	Unaided circulating C. 4	Proprietary aided D. 1	Not aided D. 2	Total
Andhra Pradesh	102	234	..	1	..	..	..	2,726
Assam	..	290	..	..	..	..	..	784
Bihar	..	3,332	242	..	..	3	..	5,243
Bombay	..	7,212	..	..	..	..	..	9,099
Kerala	2	1,467	680	..	..	..	..	2,198
Madhya Pradesh	..	245	3	85	..	..	..	834
Madras	655	174	19	..	..	..	..	1,358
Mysore	..	164	..	10	..	..	..	4,933
Orissa	..	1,251	..	..	..	..	..	1,276
Punjab	..	91	..	..	..	..	..	5,080
Rajasthan	..	77	Data not available	..	..	..	..	1,528
Uttar Pradesh	..	198	112	..	..	167	..	2,089
West Bengal	..	714	597	14	..	..	1	1,899
Jammu & Kashmir	..	..	..	..	..	..	..	3
Delhi	..	2	20	..	..	..	..	275
Himachal Pradesh	..	1	..	..	..	..	..	13
Manipur	..	2	..	..	..	..	..	27
Tripura	..	6	..	..	..	..	..	41
<b>TOTAL</b>	<b>759</b>	<b>15,460</b>	<b>1,673</b>	<b>110</b>	<b>..</b>	<b>170</b>	<b>1</b>	<b>39,406</b>

## II. Grant-in-Aid Rules :

Until such time as library finances are placed on a stabilised basis, the need for grants-in-aid from State budgets or Central budget will continue. From this point of view, the amounts of grants-in-aid and the conditions on which they are given are important.

**ANDHRA PRADESH.**—In Andhra Pradesh, as in Madras, there are no prescribed rules. However, grants are being given to many cooperative and private libraries at the following rates :

### ANDHRA AREA :

	Maximum rate per annum Rs.
Private Libraries . . . . .	150
Cooperative Libraries . . . . .	150
Panchayat . . . . .	65
Gramasangham . . . . .	40

### TELANGANA AREA :

Aided Libraries . . . . .	385-11-0
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Grants are given on the recommendation of the Local Library Authorities in the Andhra Area and on the recommendation of the District Education Officers in the Telangana Area.

**ASSAM.**—So far as the libraries under the Education Department are concerned in Assam, grants are given on the recommendation of the inspecting officers of the Education Department. There are no definite rules.

**BIHAR.**—In Bihar, except for very small non-recurring grants given in cash, all the grants are given in the shape of books through coupon system. The total grant available in a year is distributed district-wise, taking into consideration the population, the number of existing libraries and the progress of libraries in each district. In each district, there is a District Administrative Committee which again distributes the quota sub-divisionwise. The District Committees consist of the District Magistrate as President, District Education Officer as Secretary, the President and the Secretary of the District Library Association and the District Superintendent of Education.

Each Sub-division has its Library Committee, consisting of the Sub-Divisional Officer as President. Sub-divisional Education Officer as Secretary and one representative of the Sub-Divisional library Association and the representative from the area on the District Education Council. It is this Committee which recommends the grant to each library in the Sub-division. Each library submits its application for grant to the Sub-Inspector of Schools of its area, who recommends grant to Sub-divisional Library Committee in cooperation with the Library Association, if there is any in the thana.



The Sub-division Library Committee divides libraries into 4 groups for purposes of grants-in-aid as follows

Class I—Libraries having at least 5 kathas of land, own pucca buildings, sufficient furniture and equipment, at least 2,000 books, 100 members and average daily attendance of 30

Class II—Libraries having at least 2 kathas of land, own kutchra or pucca building, some furniture, at least 1,500 books, 50 members and average daily attendance of 20

Class III—Libraries having land but no building of their own, some furniture, at least 1 000 books, 30 members and average daily attendance of 15

Class IV—Libraries having neither land nor buildings, but have some furniture, at least 500 books, 20 members and average daily attendance of 10

For each category, there are three types of grants ordinary grant, efficiency grant and special grant The scale of grants is as follows

Class I—Rs 100 to Rs 150 p a (Higher grants may be given in special cases)

Class II—Rs 70 to 100 p a

Class III—Rs 40 to Rs 70 p a

Class IV—Rs 25 to Rs 40 p a

The recommendations of the Sub-Divisional Committee go to the District Administrative Committee, whose recommendations in turn are submitted to the Superintendent of Libraries who secures the final approval from the Director of Public Instruction After the approval of the D P I, the Superintendent of Libraries issues coupons of the value of the amount of grant sanctioned to a library Along with the coupons an approved list of books published by the Department is also sent to the library The list which is classified according to subjects and suitability for different age groups is prepared by a Committee of Specialists and is printed and issued annually It contains starred and unstarred books and correspondingly there are green coupons for the unstarred books and the red coupons for the starred ones Each library has green and red coupons of equal value The library selects the books from this list and sends one copy of the list of selected books to the Superintendent of Libraries and the other to the Book Agent, appointed by the Government for that area The Book Agents are expected to supply the books within three months of the receipt of the order

BOMBAY—In Bombay, grants-in-aid is given to the Central Library, the Regional Libraries, District Libraries the taluka and peta libraries as well as the village libraries The grants to libraries except the village libraries, are given on the condition of their fulfilling their role in the library structure mentioned earlier in this chapter The grant is 50% of their admissible expenditure and is subject to the maximum of Rs 60,000 for the Central Library, Rs 13 000 for the regional library Rs 4 000 for the district library and Rs 450 for the taluka library and is given in two instalments Not less than 50% of the grant

is to be spent on purchase of books and periodicals, binding and furniture, the expenditure on the latter not to exceed  $7\frac{1}{2}\%$  of the Government grant. The grant is given on the condition that the reading on the premises is free to the public. It is also subject to proper maintenance of records, management and submission of the report.

Government of Bombay gives grants to village libraries managed by local institutions or organisations such as Village Panchayats and village Uplift Societies. It is subject to maintenance of certain records and the competent management of the libraries. The grant is at the rate of 50% of the admissible expenditure, subject to a maximum of Rs 75.

**KERALA**—In Kerala, a grant is given to a library, which is non-communal, non-sectional and non-political. It should be managed by a Committee elected by the General Body of the library members. The minimum number of books in a library should be 600 and the minimum number of members 40. Based on the membership, the book stock, the possession of library buildings etc., there are 9 categories of libraries receiving grants of Rs 100, Rs 140, Rs 200, Rs 250, Rs 350, Rs 400, Rs 500, Rs 600 and Rs 1,000.

**MADHYA PRADESH**—In Madhya Pradesh, the grant-in-aid rules vary according to the region which has been merged into the new State. Detailed information is not available.

**MYSORE**—In the acceding areas of the new Mysore State the grant-in-aid rules of their old States (Bombay, Hyderabad and Madras) are being followed. In the old part of Mysore, grants are given to libraries with a properly constituted committee, consisting of  $\frac{2}{3}$ rd elected members and  $\frac{1}{3}$ rd nominees of the Education Department. A grant is given on the condition of proper maintenance of accounts and registers. The grant on admissible expenditure for staff is at the rate of 50% and should not exceed Rs 25 p.m., while on furniture and books and other non-recurring items, it amounts to  $\frac{1}{3}$ rd of the total of the admissible expenditure on these items.

**ORISSA**—In Orissa, Government grant is given to libraries which are open to all persons living within a Gram Panchayat area. The non-recurring grant is given on a matching basis where 50% is contributed by the Government and the 50% is to be raised by the Gram Panchayat subject to a maximum grant of Rs 200 by the Government. The Government grant as well as the contribution of the Gram Panchayat have to be spent only on purchase of books from the list supplied by Adult Education Officer. The aid is given on the recommendation of the Director of Panchayats.

The recurring grant is given after the expenditure has been incurred and is subject to the maximum of  $\frac{3}{4}$ th of the expenditure on purchase of books, periodicals, binding, preparation of catalogues and cost of kerosene oil. The annual purchase of books is also subject to the approval of the District Social Education Organiser. A Library in receipt of Government grant is expected to maintain registers properly. Village libraries need not be registered. It will be noticed that the expenditure on staff and buildings is not admissible expenditure in the sense that it earns no proportionate grant from the Government.

**PUNJAB**—In the Punjab there are no prescribed grant-in-aid rules for libraries. The Central Library Committee decides the grant to be given to libraries on an *ad hoc* basis. It has now taken up the question of framing grants-in-aid rules.

The Education Department gives a grant of Rs 5 000 to certain libraries run by Voluntary Associations in the State and Rs 1500 to the various libraries in Towns and Villages towards their maintenance every year.

**RAJASTHAN**—In Rajasthan, there are no special grant-in-aid rules for libraries. They are included in the category of institutions including research institutions for old literature, adult education centres, nursery schools, vocational and child guidance clinics etc. These institutions and the libraries are eligible for grants if they are registered societies and if the constitution of the body is approved by the Director of Education. The grant is given subject to proper keeping of accounts. The recurring grant is given at the rate of 50% of the approved expenditure or 75% of the net approved expenditure of the previous year, whichever is greater.

**UTTAR PRADESH**—In Uttar Pradesh, the grant-in-aid is subject to keeping of proper accounts and inspection and the libraries being open to all sections of the people. The opening hours, the issue of books and the membership are also taken into account. The grant-in-aid is equal to 50% of the admissible expenditure and the libraries are grouped for the purpose into three categories, the highest category receives an aid of Rs 96 p a, the second category Rs 60 p a and the third category Rs 30 p a.

**WEST BENGAL**—In West Bengal, in order to be eligible for grant-in-aid, a library should have a properly constituted Managing Committee should be open to the public and should preferably have its own building and a registered body. For the purpose of grant-in-aid public libraries are divided into three categories. Those with a total collection of at least 10 000 volumes and with an annual budget of Rs 3 000 are placed in category A and are generally given an annual grant of Rs 600. Libraries with at least 3,000 volumes and a budget of Rs 1 000 are included in category B and get a grant of Rs 400 p a, small libraries with a collection of at least 500 volumes and with an annual budget of Rs 300 are classified C and get an annual grant of Rs 200. These grants are to be utilised for books, equipment and furniture.

**CENTRALLY ADMINISTERED AREAS**—In the Centrally Administered Areas there are no grants-in-aid rules for libraries. *Ad hoc* grants are given to libraries by Education Departments.

It will be seen that in most States the grant-in-aid is given to libraries on the condition of their proper management, maintenance of records and registers and provision of certain minimum facilities to the public, which include free reading on the premises etc. The grants are inadequate if the libraries have to do any real and effective service among the people. Such meagre grants only help to maintain small and inefficient library units even though the libraries seek to augment their finances by subscriptions.

During 1956-57, the following grants-in-aid were given by the various State Governments:—

	Rs.	
Andhra . . . . .	62,000	(This is in addition to the State Government's contribution of nearly Rs. 2.5 lakh under the Library Act).
Assam . . . . .	33,620	
Bihar . . . . .	7,08,894	(Rs. 45,000 in cash as NR and the balance of Rs. 6,63,894 as establishment expenses of the State Central Library and District Central Libraries and grant-in-aid in kind in accordance with the coupon system).
Bombay . . . . .	2,75,405	
Kerala . . . . .	2,84,454	(Rs. 28,541 as non-recurring grant for buildings to 25 libraries).
Madhya Pradesh . . . . .	Nil	
Madras . . . . .	51,580	
Mysore . . . . .	3,00,000	(approx.)
Orissa . . . . .	98,496	
Punjab . . . . .	31,148	(Rs. 11,500 by Education Department and Rs. 19,648 by Department of Public Relations).
Rajasthan . . . . .	47,735	(The amount sanctioned and the amount utilised is not known).
Uttar Pradesh . . . . .	1,55,704	NR Rs. 99,500 and R Rs. 56,204).
West Bengal . . . . .	1,20,000	(This is the grant given by the Education Department. Besides, the Development Department gives a grant of Rs. 100 per Block Library).
Delhi . . . . .	5,000	
Himachal Pradesh . . . . .	300	
Manipur . . . . .	500	
Tripura . . . . .	Nil	
<b>TOTAL . . . . .</b>	<b>21,74,336</b>	

### III Libraries and Social Education

In most of the States the Social Education workers are expected to take interest in libraries. They assist in the circulation of books and are sometimes even expected to manage small circulation libraries. The Village Level Workers distribute books in some places. The libraries also lend their premises for social education work *e.g.* literacy classes are sometimes held in library premises and exhibitions are occasionally held and charts displayed there. The libraries in Bombay are expected to maintain a programme of lectures and celebrate National Days and organise other social educational activities.

In the Kannada area of the former State of Bombay, the District Central Library arranges monthly lectures on a variety of subjects of interest.

In Punjab, the books approved for Social Education Centres by the Education Department are used in these centres by the neo-literate adults and are open to the use of villagers falling within the beat of the Centre.

In Uttar Pradesh, besides the library work done by the regular Social Education staff, there are 4 Mobile Squads of Social Education each of which has a small library. Besides there are 5 Propaganda Officers for Social Education and libraries. The same pattern obtains in Delhi where the Caravan also contains reading materials for neo-literates and children. In addition the Delhi Public Library has Deposit Stations in all the Social Education centres of the Delhi Municipality.

Library work is closely linked with the social education programme in West Bengal. The nucleus of a post-literacy library and reading room is created in every social education Centre run by the Government by regularly supplying suitable books for the neo-literates. A library Centre is set up at a convenient place to offer facilities of reading to the neo-literate adults of five or six surrounding social education Centres. Over 500 such library Centres have so far been established.

Many of the Social Education centres in the country have their own libraries for follow up purposes. For example the 130 Social Education centres in Delhi have their libraries and similarly the Bombay Social Education Committee has provided for such libraries. The library work of the Mysore State Adult Education Council has grown out of its social education work.

In Himachal Pradesh reading gatherings are held in the Community Centres and the Social Education Organisers take regular interest in the work. In many places the Social Education budgets in the Community Projects have been utilised for setting up libraries in development blocks.

### IV The Second Five Year Plan for Libraries

The State Governments have made some provision for development of libraries in the second Five Year Plan. The provision is shown in Table II—

**TABLE II—showing the Plan and Budget and Central assistance sanctioned and expenditure incurred by various State Governments for schemes of Library development during 1956-57 and 1957-58.**

(Rupees in lakhs)

Serial No.	Name of State	Name of Scheme	Plan provision	Budget for 1956-57	Central contribution 1956-57	Expd. incurred 1956-57	Budget provision 1957-58	Central contribution 1957-58	Remarks
1	2	3	4	5	6	7	8	9	10
1	ASSAM	Library Service Scheme	35.56	0.27	0.15018	11.88	8.13	4.65	
2	ANDHRA	Improvement of Regional and District Libraries.	5.5	0.50	0.33	0.14896	0.50	0.25	
3	BIHAR	(a) Expansion of State Central Library	4.38	0.54	0.516	2.14	0.08	0.0425	
		(b) *Improvement of District Libraries.	2.12	0.95	Nil	Nil	0.53	Nil	*State Govt. did not include this Scheme.
		(c) Development of sub-division libraries	3.66	0.24	..	0.24	0.48	0.12	
		(d) Children's Library-cum-Museum	1.8	..	..	Nil	Nil	Nil	
		(e) Development of other libraries	5.5	1.5	0.87	1.5	1.0	0.25	
4	BOMBAY	(a) Development of Central Library (Kutch region)	0.40	0.20	..	Nil	0.35	0.175	
		(b) Expansion of Library Schemes (Vidarbha region)	3.42	..	0.145	0.23	0.06	0.03	
		(c) Grant-in-aid to Taluka Libraries (Kutch)	0.50	0.08	..	0.08	0.08	0.04	
5	JAMMU & KASHMIR.	(a) 7 District Libraries	2.0	Nil	Nil	Nil	Nil	Nil	
		(b) Provincial Libraries	3.8	Nil	Nil	Nil	0.78		Scheme has not been implemented so far.

1	2	3	4	5	6	7	8	9	10
6	KERALA . . .	(a) State Central Libraries . . .	6.93	Nil	Nil	1.15	3.73	1.865	
		(b) Distributing Libraries . . .	6.93	Nil	Nil	Nil	0.604	0.302	
7	MADHYA PRA- DESH.	(a) Expansion of Librarries Schemes (Mahakoshal)	6.08	..	0.34145	..	..	..	Scheme will start from 1958-59.
		Madhya Bharat Region							
		(b) Grant-in-aid to libraries . . .	0.90	Nil	Nil	Nil	Nil	Nil	
		(c) Central Library . . .	0.45	..	..	0.08	0.06	0.03	
		(d) Hall for Central Library . . .	0.10	..	..	..	..	..	
		Old Vindhya Pradesh Region							
		(e) Children's Library . . .	1.50	..	..	Nil	0.18	0.09	
		(f) Improvement of Central Library	0.50	..	..	Nil	0.05	0.025	
8	MADRAS . . .	Public Library Service (Connemara Public) Library . . .	Plan pro- vision not indi- cated . . .	Nil	Nil	Nil	4.24	2.12	
9	MYSORE . . .	No Library Scheme . . .	..	..	..	..	..	..	
10	ORISSA . . .	Library Service . . .	5.0	1.0	0.5	0.99818	1.0	0.50	
11	PANJAB . . .	Organisation of Library Service . . .	18.5	2.30	1.02	2.71718	1.0	0.41	
12	RAJASTHAN . . .	Library Service . . .	0.75	0.3	0.0375	0.04	0.15	Nil	Scheme was not imple- mented.
13	UTTAR PRA- DESH	(a) Circulating Library . . .	12.09415	4.3	2.838	2.13095	5.732	3.0425	
		(b) Aid to Libraries . . .	2.0	0.4	0.20	0.40	0.40	0.20	
		(c) Sarswati Bhavan Library . . .	4.55777	1.88	0.88	0.18278	1.658	0.914	
14	WEST BENGAL . . .	Library Service . . .	11.31	..	7.585	6.23	2.0	3.285	
15	TRIPURA . . .	Expansion of State Central Library	0.467	0.04	..	0.04	0.04	..	
		Expansion of Branch Libraries . . .	0.789	0.045	..	0.045	0.045	..	
		Training of Librarians . . .	0.017	0.007	..	0.000785	0.001	..	

The data for expenditure on libraries in the various States of India in 1956-57 are very imperfect. However, in so far as they are available, the figures are as follows :—

	Rs.
Andhra . . . . .	9,50,000
Assam . . . . .	12,99,741
Bihar . . . . .	7,08,894
Bombay . . . . .	5,50,000
Kerala . . . . .	9,50,000
Madhya Pradesh . . . . .	1,52,553
Madras . . . . .	20,00,000
Mysore . . . . .	4,87,718
Orissa . . . . .	98,496
Punjab . . . . .	1,38,452
Rajasthan . . . . .	47,735
West Bengal . . . . .	7,88,737
Delhi . . . . .	5,09,411
Himachal Pradesh . . . . .	10,000
Manipur . . . . .	500
Tripura . . . . .	26,028
TOTAL . . . . .	<u>87,17,995</u>

Taking into account the "hidden expenditure", subscriptions etc., it is safe to assume that the total expenditure from all sources may have come to about a crore of rupees in 1956-57.



## CHAPTER III

### PLACE OF PUBLIC LIBRARIES

In India the phrase 'public libraries' is used in a very loose sense. It is used to denote any library which permits members of the public to use its materials for reference or borrowing on payment of fees or rent. In this sense all kinds of libraries National University, Schools and Subscription Libraries etc would be public libraries. Because of this loose connotation it would appear from the statistics published by Unesco in 1956 that India leads the world in the number of public libraries, which is given as 24086, while figures for U.K., U.S.A. Denmark and Sweden are 618, 7500, 1329 and 3507 respectively. The statistics are too flattering to be true. They express the aspiration rather than the achievement of the country. The internationally accepted definition of a public library is that it is a library (i) which is financed for the most part out of public funds (ii) which charges no fees from readers and yet is open for full use by the public without distinction of caste, creed or sex (iii) which is intended as an auxiliary educational institution providing a means of self education which is endless (iv) which houses learning materials giving reliable information freely and without partiality or prejudice on as wide a variety of subjects as will satisfy the interests of readers. With the adoption of such a definition the number of public libraries in India cannot be counted by tens, let alone by hundreds or thousands.

The need for public libraries so conceived and dedicated has been felt all the more keenly in India after independence. There is a remarkable unanimity of opinion among all national leaders that facilities for reading books must be brought within the means of all citizens and particularly of villagers. It is believed that this will prevent their world of learning from being limited to personal experiences and observations. Reading will widen their horizons beyond the barriers of space and time. In a democracy everyone enjoys sovereignty, and in order to exercise it wisely, it is necessary that every one should be well-informed and trained to judge what is right and what is not right. Reading of books opens the windows of the mind and enables the readers to see problems steadily and see them whole. Politicians know well that a willing adherence of people to Government policies based on an appreciation of their merits is far more enduring than an obedience enforced by the strong arm of law. Acquisition of literacy is a prerequisite to this well informed support. It is no wonder, therefore, that the eradication of illiteracy figures prominently in programmes of reconstruction by the Union and State Governments. Primary Education, Social Education Welfare Boards, the Co-operatives, Community Development Projects establishment of Book Trusts publication of bibliographies, documentation services, are some of the post independence activities of the Governments which are calculated to create more readers and more reading materials. It is not enough to merely create more readers and reading materials, it is of the essence to bring them

together. Public libraries bridge the gap between the increased number of readers and the increased number of books. The establishment of a network of public libraries thus becomes a logical and inevitable culmination of the Government's educational activities.

In the pre-independence era, knowledge for its own sake was pursued by a few devoted scholars only. For the vast majority, education was a means to the end of securing jobs. It was immaterial if their educational attainments were not of the highest order, for after all, they were not called upon to exercise initiative and leadership. Alien rulers had a monopoly of these offices and the Indians were mere hewers of wood and drawers of water. After 1947, the situation changed. Educationists realised that nothing short of first rate intellectual attainments alone would meet the needs of the nation. The idea of schools and colleges serving as filling stations had to give way to the idea of their serving as powerhouses. The mind of the student was to be a dynamo and the amount of the power it could generate was determined only by its inherent power. In other words, the ideal was to allow scope to students to rise to the full stature of their abilities and aptitudes. Students were required to help themselves to acquire knowledge and they were expected to carry on this process not till the end of their prescribed courses but to the end of their lives. Libraries were *par excellence* the institutions for this kind of education. Educationists, therefore, tend to attach greater importance to libraries in post-independence years, than they did previously.

Similarly, agriculturists and industrialists too want their officers and men to be intellectually alert so that their yield and products would equal if not surpass those of competing countries.

The spiritual leaders of society, the thinkers, the poets, the priests and the philosophers regard libraries as great saviours of the soul. Modern times have witnessed an enormous increase in the media of mass communication like the daily papers, the films, the radio and the television. These have an easy access to the eyes and ears of men. Not much effort is required on the part of the people to receive their messages. They serve a useful purpose in stimulating interest in a number of topics that add fulness and variety to individual life. Their limitations, however, are that like icebergs they reveal only a fraction of the whole truth and like lightning they give only momentary flashes, they hardly leave any time for thinking. Yet, the generality of the public do not recognise the limitations and tend to regard them as adequate. The survey conducted by the Social Research Council in the US revealed that their messages far from being integrated into the lives of the audience went off their minds as easily as water down a duck's back. The society lives in a perpetual succession of sounds and sights that makes the lives of men a knot of taut nerves. This is obviously pathological. The disease known as jitters has assumed alarming proportions in the West. In India it is just making its appearance. Whether incipient or full grown it has to be combated. Libraries provide a handy anti-dote. Libraries encourage readers to get into communion with the best minds of the world, give them time to think

and rethink and integrate the best of the greatest minds into their lives. The libraries provide the means to accomplish the last two of the four stages which the Upanishads mention for realizing oneself

आत्मा वारे द्रष्टव्य श्रोतव्य मतव्य निदिध्यासितव्य ।

This is the way of the advancement of learning, the greater glory of God and the relief of man's estate. Not without reason, therefore, the philosophers look upon libraries as the builders of the nation's soul

Apart from the social good that libraries are capable of achieving, it should be obvious to all that individuals are likely to benefit from the use of libraries in their personal lives. They learn to be useful citizens, they can gain competitive excellence in their professional career by making proper use of the Reference Sections and specialised collections, they have an opportunity of improving their artistic and aesthetic sensibility and making such wholesome use of their leisure as will promote their personal happiness and social well-being. Above all, in this age of specialism when individuals are prone to develop lopsided personalities libraries will help correct this tendency by providing means to cultivate multiple interests other than those of specialised studies

With such universal acceptance of the important role of libraries in national reconstruction, it would appear strange that their establishment and maintenance should have failed to receive the priority due to them. One of the reasons is the belief that libraries can only be effective among a literate population. Without the ability to read and write on the part of the majority of the people, the establishment of libraries would be like the lighting of streets in a city of the blind. There is an obvious force of logic in this argument. Yet, it is not wholly valid. It has been well said that literacy is a by-product of a profitable occupation. People are not easily persuaded to take the trouble of learning to read and write until they are convinced that the knowledge will open up avenues of advancement. Advocates of libraries contend that libraries perform this persuasive function. A modern library does not confine its resources to books only. It has films, film-strips, pictures, radio and television as part of its stock-in-trade. These latter do not require an initiation into the art of interpreting them. They have an appeal even to the untutored minds. Through them it is possible to put before the illiterate masses the inspiring spectacle of the march of civilisation. When they realise that the pictured panorama is only a part of the wonderland that lies concealed behind the letters in books it is not unlikely that they will be induced to learn the art of assimilating the messages of books. Thus it can be assumed that libraries will play an important part in the drive against illiteracy and that they need not necessarily follow only in the wake of an accomplished literacy.

Another reason that militates against the progress of library movement is that quite a number of people are unconvinced about the necessity for free libraries. They argue that public libraries are public utility concerns and should be governed by the same commercial principles as are operative in, say, the railways or the post office. Those who avail themselves of these facilities are required to pay for use. The

great English social philosopher of the 19th century, Herbert Spencer, was the spokesman of this point of view. He said that he would not favour free libraries any more than free bakeries. If people are required to pay for the food they eat, there is no reason why mental food should be free. The Committee met with a number of 20th century followers of this school of thought. Against this view may be put the declaration of human rights endorsed by the U N O. In article 27, it is stated that it is the birth right of every individual to have free access to the results of human ingenuity exercised in art or science. Having free access to the recorded thought, results not in personal gain but national welfare. A person travelling from Delhi to Bombay may help himself, but from the point of view of national good, he may as well have remained where he was. But a person not reading the classics may impoverish national life by being a weak link in the chain. If free fundamental education is an essential pre-requisite of a democracy, there is no reason to deny the same pride of place to free public libraries.

## CHAPTER IV

### THE STRUCTURE OF LIBRARIES

Nothing could be easier than to plan a library set up for India, presuming upon limitless resources. The attractive picture has been drawn of a pyramidal library structure, broad basing itself upon rural libraries, and culminating in a magnificent National Central Library with plenary responsibilities. Calculations have been made down to the odd library or so, as to the number of delivery stations (268,361), mobile libraries (13,107), rural branch libraries (4,100), rural central libraries (373), city branches (712), city central libraries (154), and State Central Libraries (22) which this country needs. There is certainly nothing niggardly about such an estimate. It presents to us a vision such as would warm the heart of every librarian and raise the hopes of every national of this country.

An attempt will be made in this chapter to suggest a pattern of libraries for India, bearing in mind the wishes of library enthusiasts and administrators who are hard put to finance the library service. Let us look at the basic facts. We have a 362,000,000 population, nearly 80 per cent or more of which are illiterate. Even allowing for this great mass of illiteracy there is still an imposing number of 60,000,000 who can immediately benefit by libraries. A very generous estimate will put the *per capita* income of the Indian to be about Rs. 300 per year. The annual output of publications in the Indian languages, including ephemera, the ubiquitous text-books, and official publications, comes to about 25,000. This is the figure arrived at by counting the receipts at the National Library under the Delivery of Books Law, and allowing for the error through non-receipt of certain publications from defaulters. More than 50% of this publication is unfit for libraries. At any time, in the country, we have some ten to twelve thousand publications in all the fourteen major languages to draw upon for library purposes. Of this number nearly 60% are fiction. Religion, Philosophy and Sociology dominate the non-fiction items. Books on technical subjects are just beginning to come up and it will be a decade before they become numerically significant. Generally books are very badly printed on inferior paper, and wear away soon because of dust and damp and other enemies of books.

If the function of any sort of library is the ready and free purveyance of suitable reading to the people, as and when they ask for it, then how do these basic facts affect the library pattern of the country? A library in every village is an attractive proposition. But dumping a set of books in delivery stations periodically does not constitute library service. Villages are the capillaries of the body politic and a vigorous heart should keep red blood circulating so that health be preserved. It is therefore very important that manifold hearts be developed first in most areas as centres of book circulation. The word "circulation" is important as it implies the receipt back into the centre of venous blood for purification and future use. It is also necessary to follow the principle of "from the known to the unknown". The Committee felt that

apart from extending library services to new places, it is no less important to consolidate existing service. Insufficient and poor book production, millions of people thirsting for reading opportunities, low priority in taxation *vis-a-vis* food, shelter, communication and the sinews of life, all these are nagging realities that have to be looked in the face when recommending an over-all library plan for the country.

Before determining the future set-up of libraries in our country, it is as well for us to take stock of the existing situation. Except for Madras and Andhra Pradesh where library legislation has placed certain inevitable funds at the disposal of library planning, nowhere is there any properly thoughtout or planned system of libraries. The word *system* is important, because it implies rhythm and organization and unbroken service to the people. In the other parts of the country, in almost all the States there are innumerable *ad hoc* libraries, big, small, and tiny, good, bad and indifferent which owe their existence to private initiative and vision of our forbearers who lit these candles in a darkling world. Bihar is a very good example of such a state of affairs. It is true there is not enough tallow in these candles and the wicks need trimming badly. But, smokily or otherwise, they have been burning for a long number of years and recently, Government patronage by way of grants has made them burn a little brighter. Private subscription and Government grant and frequent donations have kept them alive. The great service rendered by these brave little libraries to however limited a clientele has to be recognized. It is true that the present doling out of what little the Government can spare in the way of grants is unsatisfactory. These grants are not big enough to reorganize the services of these libraries on modern lines of free and quick service. They are just enough to buy a few books and newspapers yearly and, may be, to pay not so much a skeleton staff as a skeletal staff. It is like rain drops on a waste land with only scrub vegetation to show, for the effort. Added up, these grants to subscription libraries amount to quite a tidy amount.

In planning the future set-up of libraries our cardinal axes of reference are free service to people as a matter of right, and regular statutory funds meant solely for that purpose, and not at the mercy or discretion of any individual or of a Department like the Department of Education. Along such axes how are we to plot the subscription libraries? There is one school of thought which would leave them to the mercies of their private resources and withdraw Government grants from them, the principle behind this being that all public funds should only be devoted to libraries which give absolutely free service to the people. Subscription libraries mean a privileged class of special borrowers and public funds should not cater to privilege. The money withdrawn from these libraries should be utilised for establishment of libraries on modern lines of free service and free access to knowledge.

There is the other point of view which feels that this course of action is like drying up all the ponds in an area in the hope of sinking expensive tube wells all over the place. All these private libraries represent a fund of local goodwill and a tradition of any number of

years. They have done good work against very heavy odds all these years, and why starve them out? During their tour around the country, the Committee found that there was quite a strong feeling in favour of grants to subscription libraries under certain conditions laying down standards of practice.

A preliminary survey of subscription libraries should yield the number of such libraries requiring grants as also the extent of the grant required. Efforts should be made to develop these libraries on the pattern of a modern free public library alongside the ones established anew by the Library Authority.

Let us now state the axioms which should determine the future set-up of libraries in India. Library service should be free to everyone concerned. It should have at its disposal funds provided by taxation, buttressed by Central and State aid. Rural library service should stem out of semi-urban centres as far as possible. No scheme for rapid expansion for library service in the country should overlook the importance and urgency of consolidating and bettering of existing libraries. The work of the Adult Education authorities with their concomitant library services should be encouraged in areas of illiteracy and after they have prepared the ground for a number of years, the Library Authorities should step in with their service.

Let us also be clear as to what we mean by library service. Folks should be able to read books either on the well-lighted premises of the library or at home. When we say folks, it goes without saying that women and children are included, as also the handicapped, the ailing and the infirm. People must be able to get to the books and books must find their way to the people. All this service should have a rhythm of daily function deriving from a well-thought-out system.

What does all this mean in concrete terms? It means properly designed library buildings, properly trained staff, book mobiles of every description, distributing libraries with the responsibility of circulating books to the libraries within its area, special services to the blind, to the sick and to the infirm, and children's libraries leading to co-operation between Public Libraries and School Libraries.

Now that we know what library service implies let us now consider the problem of who is to run this service and how.

A very plausible school of thought basing itself on democratic principles of development would suggest that the local bodies of the country are the right authority to run this service which to succeed at all needs the goodwill of the people as a first requisite. If we do not support this view of allowing District Boards and Municipalities solely to run library services, it is mainly due to the fact that everywhere authorities are turning away from elected bodies and everywhere the State Governments are stepping in to bring better knowledge and organisation to bear on the various problems to be solved. Naturally, therefore, we turn to the hierarchy of administrative authority with the village panchayat at one end and the State and Central Government at the

other In between are the Districts, the City Corporations, and the new concept of the "Block" We should avail ourselves of the guts that the State authority puts into these units of administration and at the same time associate the local bodies with the administrative units at every level of operations It was apparently this line of thought that made the framers of the Madras Act posit a Library Authority composed of various representatives of local bodies with, of course, a full-time officer of Government as the co-ordinating and directing power

State Governments are now building up at every level a comprehensive administrative machinery which is now reaching down to the common man as it never did before In all fields of public service State guidance has become an unalterable fact and we do not see any disadvantage in accepting State guidance and State direction in the field of library service Such State paternalism will, of course, always be eager to devolve responsibility and share it with the local bodies when they find the circumstances favourable

When once we accept the principle of State authority as the guiding principle in library planning the library pattern in the country is fairly easy to determine The National Library, State Central Library, the District Library, the Block Library and the Panchayat Library will be the chain in descending order

The activities of this chain will be controlled by the State Library Authority, presided over by the Minister of Education with the Director of Libraries as the Secretary and with a membership drawn from local bodies and experts

The question whether the supervision, guidance and control of public libraries should be carried out by the Library Department independently or under the administrative control of the Director of Education elicited strongly opposed points of view from the official and non-official witnesses It was held by the officials that there was no reason to alter the present practice of vesting administrative control of all educational institutions, including libraries, in the Director of Education (Director of Public Instruction in some States) Grants to libraries were infinitesimally small Not only was the budget amount small but the staff of library supervisors was likewise small It was in the interest of the staff that they should work under the ceiling of a department which afforded scope of promotion The Director of Education was expected to be an educationist who would take a balanced view of the different educational agencies and be in the best position to promote their interests With his limited finances limited staff and one-sided approach to education an independent library officer was not calculated to do much good to the spread of the library movement

The non-official view was that libraries under the control of a multi-purpose education officer had no scope for expansion It was their experience that the Director of Education whose career was shaped by the formal agencies of education which dispensed prescribed courses of studies in prescribed periods of time in an atmosphere of discipline and regimentation both for students and teachers was not likely to react favourably to libraries whose traditions respond to the magic of



books It was pointed out that experience had confirmed these expectations No Director had striven officially to improve school libraries It was an index of the Director of Education's interest in libraries as auxiliary agencies of schools Similarly, the staff suffered because the library section provided a handy asylum for the duds of the departments Proposals sent up by librarians for expansion of activities in the light of experience in other countries were put out of focus with a shift of accent from their usefulness to their cost prejudicing their chances with Government In this non-official view, the Director of Education, far from being a help, was a hindrance

Eloquent proof of it was given in one very important State where the D P I jettisoned the funds meant for Library development under the Second Five Year Plan, when he was asked to readjust his budget in view of shrinking resources In another important State the Assistant Director of Public Instruction, felt that development of libraries in the very schools was a matter of secondary importance These might be abnormal cases But the general impression was there, that saddling the D P I with a basic social service was a mistake This makes itself evident in some small matters Very recently, it was pointed out, three members of the staff of a District Library wanted to obtain a certificate of training in Librarianship The Chairman who is a non-official was eager to send them But the District Education Officer, who as Secretary of the Local Library Authority had powers over leave and salary, refused to depute them with the result these young men took leave on loss of pay to get their training Even their fees had to be paid by themselves not to speak of travel charges and boarding expenses in an expensive city A little imagination would have corrected this state of affairs

It was said that a full Department implied a sizeable budget and expenditure on libraries being so small compared to the Education Budget, it did not warrant a separate Department It would only mean a creation of a number of additional posts which, in the interests of economy had to be avoided To this the answer is that the size of Education Budgets when the Departments started was very small, but that did not prevent a Department of Education being formed And, again the funds for library service will not always remain static The time has come when libraries in this country have to be considered essential and basic for human progress and funds will have to be found for consolidating and extending such service Also librarianship is a special skill and libraries must be handled by those with such skill Teaching requires training and so does the running of a library

Taking all facts into consideration particularly the present demands of a good library service it would be desirable in the opinion of the Committee if an independent Directorate of Social Education and Libraries was set up in every State Wherever on account of any special local circumstances this is not found feasible the State Government should have at least a whole-time Senior Class I Officer of the rank of Deputy Director of Education, who should be given the responsibility for the administration of libraries in the State This officer

should have vested in him all the powers necessary for speedy implementation of library schemes. In his capacity as Secretary of State Library Board, he should be entitled to have access to the Minister or Secretary in charge of the Education Department.

The functions of the State Library Department under the Director of Libraries would be as follows —

- 1 prepare the annual and five-year plans for libraries in the State in co-operation with the Planning Department of the State and the Division of Libraries at the Centre,
- 2 collect descriptive and statistical reports on working of all libraries in the State, especially the district libraries and prepare an all-State report and give suitable publicity to salient features of the progress of libraries in the State,
- 3 fix minimum standards of library service by various libraries under the State Library Department and assist the libraries in maintaining the standards. Prepare standard designs for library buildings, equipment, furniture, etc .
- 4 conduct constant evaluation of library service in the State and take steps to multiply examples of good service and find out causes and cures of inefficient service,
- 5 ensure training of various types of library workers in adequate numbers and quality,
- 6 keep alive to the needs of the State Central Library and the State Lending Library and see that these needs are fulfilled as far as possible,
- 7 assist auxiliary bodies to maintain their efficient and useful working,
- 8 sponsor library legislation, or (in States where the legislation is already there) examine any improvements needed in the legislation and to see that it is being implemented in all respects,
- 9 maintain an efficient inspection and advisory service for district and block libraries in the State. The inspection should look both to the coverage and quality of service,
- 10 supervise and administer the system of grants-in-aid to subscription libraries so long as they are in receipt of grants and to provide for their inspection,
- 11 take necessary steps to secure for books their proper place in the life and work of the people and their organisations,
- 12 fix the boundaries of operation of district libraries and of different libraries in a district.

The Director of Library Services and his officers will work in close co-operation with the workers in the field. The State Central Librarian should be the chief technical adviser of the Library Department, with no responsibility for the administration of the service in the State. That responsibility should be entirely that of the Director of Libraries.

That brings us to the State Central Library itself and its functions which should be as follows —

- (1) build up an exhaustive collection of all publications in the State, official and non-official,
- (2) undertake bibliographical work, including special bibliographies for the use of scholars and research workers
- (3) maintain a Union Catalogue of the important Academic Libraries in the State,
- (4) maintain a strong Reference Collection and service This collection should contain all standard works of national and international reference as also all the Indian Government publications,
- (5) stock and replenish from time to time District and other libraries,
- (6) act as a clearing house of information on the Five-Year Plans of the country etc ,
- (7) organise book exhibitions and professional conferences,
- (8) act as the source of all technical and other information asked for by the District Libraries and other libraries in the State,
- (9) be the centre of inter-library loan within and without the State,
- (10) promote library work with children

It must be clearly understood that the State Central Library does not lend books for home use under any circumstances whatsoever

### **The State Lending Library ·**

The State Lending Library will have two functions as the home-lending library for the city in which it is situated and as the library supplying the stocks of district libraries Of course, the book stocks for the two types of services will be separate though not rigidly so Further, the actual supply of at least new book stocks will be done through the institution of Book Bureaux which are discussed later in this Report But the initiative and the responsibility will be that of the State Lending Library

We need not dilate here on the functions of the State Lending Library as the city library, except to say that, as far as possible, it should honour the tickets of all service points in the State In fact this should be the practice of all service points in a State The books also could be returned on any service point, but the reader will receive his ticket back only when the book reaches its place of issue Again we may repeat here what we said earlier, namely, that there should be no distinction between the reference stock at the State Central Library and the Lending stock at the State Lending Library except that the issue of specially costly and not easily available books can be withheld totally or issued to persons occupying special positions in the life of the country, State or the town

Apart from the supply of books to district libraries, the State Lending Library will also supply book stocks to certain institutions, for example, jails, large hospitals, institutions for the handicapped, social welfare agencies, youth clubs etc. The book deposits in hospitals and other institutions will be looked after by the district libraries. As a rule, all libraries located in the same city as the State Lending Library will be directed by the State Lending Library. All other organisations will be served by district libraries.

Other functions of the State Lending Library will include —

- (i) provision of films, filmstrips and recordings,
- (ii) publicising its books stock by special book and other well-known techniques,
- (iii) arranging exhibitions of books,
- (iv) co-operation with various groups so as to see that they have access to books which are meaningful for their work. The State Lending Library may serve these organisations with book talks, book lists and actual loans of books.

We have seen that similar work with groups lies in the domain of the State Central Library as well. The main line of division is that the State Central Library will work with institutions and groups with a scholarly and research programme while the State Lending Library will work with groups taking up social welfare work and educational work etc. Of course, the line of distinction between the two may be thin and vanishing. For this and other reasons it is necessary that the State Central Library and the State Lending Library should be in charge of one and the same person whom we may designate as the State Librarian. As far as possible, the State Librarian should be responsible for the technical advice to libraries in the State—advice on reference questions through the State Central Library and on circulation service to groups through the State Lending Library.

The staff of the State Lending Library also needs some special mention. Apart from the usual staff needed for lending libraries in cities, the library must have on its staff qualified librarians, who are also trained in social education work, social welfare work (for service in jails and hospitals and to groups of handicapped) and workers competent in publicity, book exhibition, etc. Meetings of authors and readers should be one of the functions of these specialists.

### **Children's Libraries**

It has been suggested in some quarters that the State should also run a Central Children's Library, in addition to such libraries in every township. The Committee has seen the working of a Children's Library in Madras and a similar one, attractively located on the seaside, at Bombay. Children's Libraries as part of Public Libraries are being run at the Delhi Public Library and the Ahmedabad Municipal Library. The private initiative of the Rotarians at Mysore City has, with free gift of land from the Government, started an excellent Children's Library. The Baroda Central Library has also a children's section. These

are the only places where some attention has been paid to the proper planning of the routine, of equipment and of book purchase. They are all successful in every way. Unfortunately, these libraries have run out of Children's books. The children are eager to read and wherever they have been given an opportunity they have availed themselves of it plentifully. But there is not enough grist to supply this mill. There is another problem about children. In big cities any central location of a library for them will have problems of chaperonage. The younger ones cannot go too far away from their homes. Children's libraries located in different parts of the town, each of them catering to a half-mile radius, seems an ideal distribution. Except in countries like the Soviet Union where the institution of the creche for children, and several other such amenities, have been assiduously built up for the last thirty years or so, nowhere else does one find a State Children's Library as such. Actually the practice has been to develop children's wings to Public Libraries so that the child might imperceptibly graduate into the adult wing as to the manner born. If a new experiment is tried in this country to start a Central Children's Library, it will serve (a) only the children of the locality effectively and (b) degenerate into an exhibition unit to show visitors around. We would not, therefore, advocate a Central State Children's Library. On the other hand, we would encourage any number of smaller Children's libraries all about the town if it is a big city, or a Children's wing attached to the District Central Library in a smaller township. Of course, it goes without saying that the State Central Library will actively plan the stocking of these libraries, making the stocks quite fluid from library to library. It will announce prizes to be given to those who publish and plan good reading material for children. It will hold Conferences of school teachers for discussing children's reading, it will hold itinerant exhibitions of children's books, it will compile standard annotated catalogues of children's books, and in every possible way, promote the success of children's libraries. It will employ artists to prepare posters and artistic book notices and psychologists to study children's reading tastes and other problems.

### **Regional Libraries •**

In bilingual States Regional Libraries will fulfil all the functions of the State Library, and the Regional Librarians will take the place of State Librarians, except that the Library Department will lay down that the technical process in the public libraries shall be uniform throughout the State.

*Library Committees*—Library Committees or Boards form an essential part in the library structure. In the first place, they bring library administration nearer to the people and, secondly, they bring to bear on the shaping of the Library policy, the specific knowledge and training of those major areas of interest which are primarily concerned with the success of library movement. Our enquiry has revealed a unanimous assent to the institution of Library Committees at the various levels, All-India, State, District, Block and Panchayat levels.

At present we are concerned with the State level. At the State level, we feel that there should be larger body to mobilise the interest

of people for public libraries in the State, and a smaller body formed out of it to conduct the actual administration of the library service

The larger body, which may be named as the State Library Council, may be formed as follows —

- (a) The Minister of Education, as Chairman
- (b) The Officer-in-Charge of Libraries in the State (The Deputy Director of Public Instruction for Libraries), as Secretary of the Council
- (c) Secretary, Education Department
- (d) Representatives of all District Libraries in the State Preferably these representatives should be the Chairmen of the District Committees
- (e) A representative of the State Library Association, preferably, its Chairman
- (f) Vice Chancellors of all Universities in the State
- (g) A representative of the Development Department
- (h) Two members of the Legislature
- (i) Two persons co-opted for their special knowledge of libraries

The Council should meet at least once a year. The State Library Council will consider and advise on all matters relating to public libraries in the State, including, for example, the training of Librarians in the State, the administration of the State Central Library, the grants in-aid system etc., etc

The administration of Libraries in the State will be the responsibility of the Executive Committee of Library Council. The Committee will consist of not more than 7 members comprising the Chairman and the Secretary of the Council, Secretary, Education Department, and four persons nominated by the Chairman from amongst the members of Council of whom one shall belong to the category (i) above

The Executive Committee should meet as often as it is necessary but not less than 6 times in a year. The State Library Department will be the executive organ of this Committee and will implement all the decisions of the Executive Committee. As Secretary of the Committee, the Deputy D P I for libraries will have direct access to the Minister, who will be the Chairman of the Council

**LIBRARIES AT THE DISTRICT LEVEL** — In a district, library service will be a system based on urban centres having responsibilities for their surrounding rural areas, always taken in blocks, or based on block headquarters where there are no outstanding urban centres. The headquarters of this system will almost invariably be located in the largest town in the district. But in case there are other towns in the district with a population of a lakh or over the librarians of these urban-cum-rural centres of library service will have a degree of autonomy not belonging to other centres in the system. For example, as stated earlier, the librarian of such an area will also select his books at the Book Bureau. Of course, the city librarian will work within the overall authority of the District librarian

The library at the headquarter will have two wings—one running a reference and lending service and the other running a circulation service to—

- (a) branches in the city ,
- (b) branches (that is the block libraries) within the direct jurisdiction of the headquarters library ,
- (c) headquarters or other urban-cum-rural library centres The latter will be receiving books directly from the Book Bureau, but will receive occasionally supplementary stocks from the District Library However, the total book stock in a district will be purchased from a single fund operated upon by the District Librarian who will have full authority to deploy the book stock as he may , and
- (d) various other service points served by mobile units

The District Library will also perform such functions with respect to subscription libraries as are assigned to it by the Library Department

The District Librarian will occupy a key-position in the District Library system He will make his recommendations to the State Library Department on any changes in the boundaries of the urban-cum-rural areas into which his district is divided Subject to the autonomy of areas centred on large cities of one lakh population or over, he will be responsible for the working of all urban-cum-rural libraries, block libraries and travelling libraries in his district

It is the responsibility of the District Librarian to knit the library service into lives of the people in his district and to see that the reading habit is assimilated in their culture He will have librarians under him, (the Block Librarians and a number of honorary and semi-honorary librarians) and social education workers in the district to help him in his task He should also maintain contact and liaison with other officers at the District level

Though it is best to concentrate at least for the present, all specialists at State level, the District Librarian may have one or two assistants to share his other work, so that he may be able to spare as much time as he can from his administrative duties and devote it to adult education work It will also be his responsibility to train the librarians—paid or voluntary—in his district, through formal courses or through informal meetings and conferences and seminars

We have tried to ensure that a District Library is freed, as far as possible, from routine technical processes so that the staff will be able to concentrate more and more on the human side of its work

*District Library Committees*—In the type of library set-up we are recommending, the towns will have their own library committees, as also the blocks Over these, there will be a District Library Committee We will discuss the composition of the Block Library Committees in the next section of this chapter Here we would like to mention the types of Town Library Committees and District Library Committees, which, we think, should be set up in the towns and districts

The Town Library Committee should be composed of 7-10 persons of whom 2/3 should be elected by the Municipal Committee of the town and 1/3 nominated by the Chairman of the District Library Committee. The Town Librarian will be the Secretary of the Committee.

The District Library Committee should in our view consist of 15-19 members. Again, 2/3 of these members should represent the Municipal and Block Library Committees and 1/3 should be nominated by the Executive Committee of the State Library Council. Of the members who represent the Municipal and Block Libraries, 2/3 will represent Block Library Committees and 1/3 the municipal committees. Both the Municipal Library Committees as well as the Block Library Committees should be represented on the District Library Committee by their Chairmen. The District Librarian will be the Secretary of the District Library Committee which will elect its own Chairman.

The functions of a District Library Committee will be as follows —

- (i) supervise the work of Municipal and Block Libraries,
- (ii) employ staff for the District Library if some is needed over and above that posted by the State Education Department,
- (iii) lay down policy and procedure regarding purchase of books for the District Library,
- (iv) fix hours of opening of the District Library and the schedules of mobile vans,
- (v) opening of new branches etc., or purchase of furniture, equipment and mobile vans,
- (vi) issue reports on the working of Municipal and Block Libraries in the district as well as the District Library,
- (vii) administer Library Funds,
- (viii) administer grants in-aid to subscription libraries,
- (ix) secure close cooperation of District Librarian and the Social Education Organisation set-up in the district
- (x) take any further steps to develop public library service in the district

The District Library Committee should be represented on the District Development Board, preferably by its Chairman.

#### **Conferences of District Library Committees' Chairmen and Members :**

With a view to enabling the Chairmen and Members of the District Library Committees to retain a progressive outlook on the development of libraries, it is desirable that they should have opportunities to compare notes and experience with Chairmen and Members of other library committees. In fact, in Madras the Chairmen of some Local Library Authorities actually felt the need of such consultation. An annual conference of Chairmen and interested Members of District Committees in a State should, therefore, be encouraged by all State Governments. The expenditure on such conferences should be a charge on State Government library funds.

#### **Key position of the District Librarian •**

The District Librarian will occupy a key-position in the district library system. He will make his recommendation to the State Library Department through his District Library Committee on any changes in



the boundaries of the urban-cum-rural areas into which his district is divided, subject to the autonomy of area centred on large cities of one lakh population or over. He will be responsible for the working of urban-cum-rural libraries and Block Libraries in his district. He will also maintain contact and liaison with other officers at the district level for example, the District Inspector of Schools and District Social Education Officer. As far as possible, he should serve on the various committees at the district level in the field of education, including social education.

**Block Libraries**—It is clear that blocks will occupy a very important position in the administrative structure of the country in the future. It will not be possible for one library at the district level to serve the whole of the district efficiently. There must, therefore, be some provision for setting up libraries at block headquarters. Further, this library should be manned by a trained librarian. Untrained persons, or persons trained in other aspects of education will not do. For example, through a mistaken sense of economy, a State Government may ask the Social Education Organiser or the Sub-Inspector of Schools at the block level to look after the library as one of his duties. In this way, no library service will really be administered. The lesson from the failure of Information Centres set up in the development blocks is very clear on this point.

Finally, the Committee is of the view that the Block Libraries should have the benefit of whole-time staff. Theoretically, an average block is supposed to consist of 100 villages, but actually the number is exceeded in some blocks. If the library service has to be based on a secure foundation which will enable it to serve the rural and urban areas included in it, even in a modest way, the whole-time staff will be absolutely essential.

During the tour of the Committee, it was found in several places, that appreciable sums of money were being spent in the blocks for setting up Information Centres. Rooms were being built and some reading material was being provided by the Ministry of Information and Broadcasting. The opinion of the officers concerned as well as the replies to our questionnaire have elicited almost a unanimous opinion that these Information Centres should form the nuclei of Block Libraries. They were conveniently located close to arterial roads and could be replenished adequately from the Blocks and District Libraries. Bicycles or bookmobiles could operate from these centres to serve the villages within the block. These Block Library centres will be pulsating hearts giving library service to various deposit stations situated in the block.

As the blocks vary in size and population over a wide range, no hard and fast rules can be laid down regarding the staff. A block may be large enough to deserve a whole-time librarian or it may be so small that a whole-time librarian may not be needed. However, barring a few exceptionally small blocks, every block should have a Block Librarian, who should be technically qualified.

The functions of a Block Librarian are many. He has to train voluntary workers, he must get the social education unit and the school authorities to cooperate with him, and he must untringly move about his locale, feeling the pulse of work. He must maintain active liaison with the Panchayats and stimulate them to greater interest in library work.

**Block Library Committee**—The Block Library Committee may consist of 9-12 persons, of whom 1/3 will be nominated by the Block Development Committee out of the members and chairmen of the Panchayats, 1/3 will be elected by the members of the Block Development Committee from amongst themselves and 1/3 to be nominated by the Chairman of the District Library Committee. The Chairman will also be nominated by the Chairman of the District Library Committee from amongst the members of the Block Library Committee.

**Panchayat Level Libraries**—We are speaking here of the Panchayat level in preference to the village level, because in some places a panchayat may serve a number of villages. In such cases it may not be justifiable to organise separate libraries in the different villages under the panchayats. Where panchayats have not yet started working, it would be desirable to have libraries for groups of villages with a population of two to three thousand or a library for five villages, i.e. two libraries per each village level workers' circle.

The book stock at these libraries will come from two sources (a) The Ministry of Community Development in consultation with the Ministry of Education and Information and Broadcasting have a scheme for publishing easy and well-written books in editions of a lakh each. These will be distributed to village libraries. There being over five lakh villages in India, every five villages will thus have in course of time a library contributed by the Ministries of Community Development and Education. (b) The Block Libraries will also from time to time send lots of books to the Panchayat Libraries.

The management of the Panchayat Libraries will vest in the panchayats or village committees in so far as opening hours or honorarium to library workers is concerned. They will also be responsible for providing simple furniture, such as shelves for housing books. The librarian will work honorary or on a small honorarium as the resources of the panchayat may permit.

#### **Libraries at the National Level**

The late Maulana Abul Kalam Azad in his illuminating address to the Unesco Seminar on the development of Public Libraries in Asia (on the 6th of October, 1955) observed as follows —

“A District Library service will in its turn require support and guidance from a Central Library in every State. These Central Libraries must also be linked up with one another and be part of an integral system with four National Libraries in Calcutta, Bombay and Madras, with the National Central Library in Delhi as the coping stone of the edifice. It is obvious that such a National Central Library must be built not only to coordinate the Library activities within India but also to cooperate with Unesco in organising adequate library service for this region of the world.”

*Apropos* these remarks of the late Minister for Education it is as well to take stock of the situation as obtains today on the national level. As a first and essential step towards the promotion of the National Library in India mentioned above, the Government of India passed the Delivery of Books Law enabling Bombay, Calcutta, Delhi and Madras to acquire an exhaustive collection of all manner of Indian publications, private and Governmental, and later made this Act comprehensive by including within its purview the periodical publications in the country, including all the newspapers. The Act mentions the libraries in Bombay and Madras as public libraries. It should be amended and the libraries named as National Libraries, South, West and South East. It should also impose on these libraries an obligation to process and organise the books received and preserve the files and newspapers. The Government of India took also the second step and recruited the basic staff necessary for the compilation of the Indian National Bibliography. This staff is to be ultimately assigned to the National Central Library in Delhi and until such time as that Library is established it is to function in the context of the National Library at Calcutta under the guidance of the Librarian. The National Library at Calcutta has been properly geared for such national bibliographical work by the establishment of an organised section dealing with the receipts under the Delivery of Books Law which promptly passes them on to the Indian National Bibliographical Unit which has already finalised and got printed the first issue of the Indian National Bibliography, in Roman script, and in classified form, containing an exhaustive index. Adequate provision has been made in the budget of the National Library at Calcutta to house the several thousands of publications which accrue to it every year under the Act.

For various reasons the work on the National Central Library at Delhi has not yet started. The ban on buildings of magnitude because of shortage in steel is one of the chief causes for the delay in starting the work on the National Central Library detailed plans for which have already been drawn up and finalised. The situation in Bombay and Madras is a little unfortunate, chiefly for lack of staff and space and budget provision either from the Centre or the State Governments. The Committee were distressed to find that books and papers were lying in heaps, sometimes in unopened parcels sometimes on dusty floors in dingy spots. The Committee would strongly urge that the Government of India, together with the Governments of Bombay and Madras, should take immediate steps to rectify the state of affairs, lest this precious collection should be ruined beyond any hope of salvation. The Committee would also urge upon the Government of India that in the best interest of these Libraries they should not be entrusted to private arrangements, but should be taken over by Government.

The Committee is of the view that tagging of the Delivery of Books Act to independent private libraries has not proved a success. We feel, three or four National Libraries are necessary for so large a country as India, but under the existing circumstances, when the Library movement has not caught momentum, one National Central Library would suffice for the present. The other three centres may

remain the beneficiaries of the Delivery of Books Act. They need not function as National Libraries but as National Book Deposit Centres. In the course of years, they may be expected to develop into National Libraries. The National Book Deposit Centres may be run by the Government of India under the National Central Library, Calcutta. The expenditure which the Government of India is expected to bear on these is given in the appendix.

### *All India Library Council*

In order to discharge All-India responsibilities in the field of libraries, there must be a central agency which should review and assess the work done by all the State Library Departments. To be able to discharge this responsibility, this Central agency must first collect and publish, after suitable editing, the reports of the working of libraries in the States together with the requisite statistical appendices. It should lay down minimum standards of library education in the country, and minimum library services in all the sectors and at all places. It should organise experimental or pilot projects for demonstrating newer and better modes of library service. It should promote research in library problems, organise library conferences, seminars and workshops on the national scale and establish close collaboration with international and national Library Associations.

We recommend, these responsibilities should be entrusted to an All-India Library Council, which should be constituted as follows —

- (a) Union Minister of Education, as Chairman
- (b) Secretary, Ministry of Education
- (c) The Officer-in Charge of Libraries in the Ministry of Education, as Secretary of the Council
- (d) Chairmen of all State Library Councils
- (e) Three members of the Central Advisory Board of Education
- (f) Representatives of the Ministry of Community Development and Planning Commission
- (g) Two Vice Chancellors of Universities
- (h) Two Members of Parliament
- (i) Two persons co-opted for their knowledge of library matters

This Council will meet once a year and will be an Advisory Body. The Chairman of this Council, namely, Union Minister of Education, will nominate a body of 7 persons out of the Council to constitute the Executive Committee of this Council. The Chairman, Secretary, Ministry of Education and the Secretary of the Council will be *ex officio* members of the Executive Committee. Of the remaining four one must be a person co-opted for his knowledge of libraries and one must be from among the Chairmen of the State Library Councils.

The Committee will have all the necessary executive powers and will be backed by a Division of Libraries with a Divisional Head in the Ministry of Education. The Division will have very highly qualified and trained advisory staff attached to it.

## APPENDIX

### EXPENDITURE ON A NATIONAL BOOK DEPOSIT CENTRE

A National Book Deposit Centre will perform the following functions :—

- (1) Receive and acknowledge the receipt of publications.
- (2) Record and shelve them.
- (3) Preserve the publications and maintain a Reading Room for servicing the publications to the readers.
- (4) Organise a skeleton reference service.

The expenditure per Centre will be as follows :—

*Staff.*—For purposes of staff, we may group the above functions into two—1-2 and 3-4.

1-2. It is estimated that each centre will receive about 25,000 publications including serials. To receive, acknowledge, accession and catalogue the publications, the Centre will need the following minimum staff :—

Senior Assistant . . . . .	1
Assistants . . . . .	3
Clerks-cum-Typists . . . . .	3
Daftaries . . . . .	2
Dusting Bearer . . . . .	1

The clerks and assistants will have to be selected so as to cover between themselves all regional languages.

3-4. For preserving the publications and giving reading room and elementary reference facilities, the Centre will need the following minimum staff :—

Superintendent . . . . .	1
Technical Assistant . . . . .	1
Junior Reference Assistant . . . . .	1
Typist . . . . .	1
Sorters . . . . .	4
<i>Durban</i> . . . . .	1
Dusting bearers . . . . .	3

Over and above the staff mentioned under the two groups of functions above, the Centre will be headed by a Librarian and will need the following minimum auxiliary staff :—

Leave Reserve Assistant . . . . .	1
<i>Durban</i> . . . . .	1
Sweepers . . . . .	2
<i>Faraash</i> . . . . .	1
Peon . . . . .	1

The cost on the staff will thus come to as follows :—

Designation.	No. of posts.	Pay scale. Rs.	Average monthly. Rs.
Librarian . . . . .	1	275-25-500-30-800 . . . . .	400
Technical Assistant . . . . .	1	160-10-330 . . . . .	250
Senior Assistant . . . . .	1	160-10-330 . . . . .	250
Assistants including Junior Reference-/Assistants.	5	80-5-120-EB-4-125-5-130	160 × 5 800
Clerks and Typists . . . . .	4	60-3-81-EB-4-125-5-130	93 × 4 3725
Sorters . . . . .	4	40-1-50-2-60 . . . . .	50 × 4 200
Daftaries . . . . .	2	35-1-50 . . . . .	45 × 2 90
<i>Drabans</i> . . . . .	2		
Dusting bearers . . . . .	4		
Peon . . . . .	1	30-1-35 . . . . .	35 × 10 350
<i>Foraash</i> . . . . .	1		
Sweepers . . . . .	2		
		TOTAL	2,712
Allowances 1/5 of the total . . . . .			543
		TOTAL	3,250
Annual expenditure on staff . . . . .			39,000
Other expenditure—			
Steel racks . . . . .			20,000
Cataloguing cards and cabinet . . . . .			5,000
Service postage . . . . .			2,000
Other expenses . . . . .			6,000
Total recurring expenditure for one National Book Deposit Centre for one year			72,000

### RECOMMENDATIONS

1. Library service should be free to every citizen of India.
2. The library pattern in the country should consist of National Library, State Central Libraries, District Libraries, Block Libraries and Panchayat Libraries.
3. It should be desirable to have an independent Directorate of Social Education and Libraries in every State. Wherever on account of any special local circumstances this is not possible, the State Government should have at least a whole-time Senior Class I Officer of the rank of Deputy Director of Education.
4. The important functions of the State Library Department should, among others, be as follows :—
  - (a) prepare annual and Five-Year Plans for libraries in the State ;
  - (b) collect descriptive and statistical reports on working of all libraries in the State ;
  - (c) fix minimum standards of library service by various libraries under the State Library Department ;
  - (d) conduct constant evaluation of library service in the State ;
  - (e) ensure training of various types of library workers in adequate numbers and quality ;
  - (f) assist auxiliary bodies in maintaining their efficient and useful working ;

- (g) sponsor library legislation, where necessary,
- (h) maintain an efficient inspection and advisory service for district and block libraries in the State,
- (i) supervise and administer the system of grants-in-aid to subscription libraries

5 The State Central Librarian should be the Chief Technical Adviser of the Library Department

6 Every State should have a State Library consisting of two wings—the State Central Library and the State Lending Library. The important functions of the State Central Library should, among others, be as follows —

- (a) build up an exhaustive collection of all publications, official and non official in the State,
- (b) undertake bibliographical work, including special bibliographies for the use of scholars and research workers,
- (c) maintain a union catalogue of the important libraries in the State,
- (d) maintain a strong reference collection and service
- (e) act as a clearing house of information on the Five-Year Plans of the country etc , -
- (f) organise book exhibitions and professional conferences,
- (g) be the centre of inter library loan within and without the State,
- (h) promote library work with children

The State Lending Library should

- (a) mainly serve as home lending library for the city in which it is situated and as the library supplying the stocks of district libraries ,
- (b) provide for lending of films, filmstrips and recordings

7 The State Lending Library should honour the tickets of all service points in the State

8 Libraries in big cities as well as District Libraries should have children's wings attached to them

9 The State Library should exercise the following functions in the field of children's library service

- (a) plan the book stocks of libraries having children's wings ,
- (b) exchange of children's books between libraries ,
- (c) award prizes for those who publish good reading material for children ,
- (d) hold conferences of school teachers for discussing children's literature ,
- (e) hold travelling children's books exhibitions
- (f) compile annotated catalogues of children's books ,
- (g) prepare posters and artistic book notices ,
- (h) sponsor projects for studying children's reading tastes

10 The State Library should have a Council which should be composed as follows

- (a) The Minister of Education, as Chairman ,
- (b) The Officer in-Charge of Libraries in the State as Secretary of the Council ,

- (c) Secretary, Education Department,
- (d) Representatives of all District Libraries in the State,
- (e) A representative of the State Library Association,
- (f) Vice-Chancellors of all Universities in the State,
- (g) A representative of the Development Department,
- (h) Two members of the Legislature,
- (i) Two persons co-opted for their special knowledge of libraries

The Executive Committee of the Council should consist of not more than 7 members, comprising the Chairman, the Secretary, the Secretary Education Department and four persons nominated by the Chairman from among the members of the Council

11 In a district, library service should be a system based on urban centres having responsibility for their surrounding rural areas .

12 A District Headquarters library should have two wings one running a reference service and lending service as the Central Library of the town in which it is located, and the other running the circulation service to branches in the city and Block Libraries

13 A District Library Committee should consist of 15-19 members Two thirds of these members should represent Municipal and Block Library Committees and one-third nominated by the Executive Committee of the State Library Council Of the members who represent the Municipal and Block Libraries, 2/3 will represent Block Library Committees and 1/3 Municipal Committees

14 The important functions of a District Library Committee, among others, should be as follows —

- (i) supervise the work of Municipal and Block Libraries,
- (ii) lay down policy and procedure regarding purchase of books for the District Library,
- (iii) opening of new branches etc , or purchase of furniture, equipment and mobile vans ,
- (iv) issue reports on the working of Municipal and Block Libraries in the district as well as the District Library ,
- (v) administer library funds, including grants in-aid to subscription libraries

15 The District Library Committee should be represented on the District Development Board by its Chairman

16 A City or Town Library Committee should be composed of 10 persons Of these, 2/3 should be elected by the Municipal Committee of the city or town and 1/3 nominated by the Chairman of the District Library Committee The City or Town Librarian should be the Secretary of the Committee

17 State Government should encourage annual conferences of Chairmen and interested members of District Committees Expenditure on such conferences should be met from the State Government Library funds

18 Block Libraries should be manned by whole-time staff

19 Information Centres in the blocks should form the nuclei of block libraries



20 A Block Library Committee should consist of 9-12 persons. Of these 1/3 should be nominated by the Block Development Committee, 1/3 should be elected by the members of the Block Development Committee from amongst themselves, and the remaining 1/3 should be nominated by the Chairman of the District Library Committee

21 Every panchayat should have a library

22 The management of panchayat libraries should vest in the panchayat or village committees

23 At the All India level, there should be a National Central Library and three National Book Deposit Centres. The National Book Deposit Centres should be run by Government of India under the National Central Library

24 There should be an All-India Library Advisory Council composed as follows

- (a) Union Minister of Education, as Chairman
- (b) Secretary, Ministry of Education
- (c) The Officer-in-charge of Libraries in the Ministry of Education as Secretary of the Council
- (d) Chairmen of all State Library Boards
- (e) A representative each of the Ministry of Community Development and Planning Commission
- (f) Two Vice Chancellors of Universities
- (g) Two Members of the Parliament.
- (h) Two persons co-opted for their expert knowledge of libraries

25 The important functions of the Council should be as follows —

- (a) Review and assess the work done by the State Library Departments
- (b) collect and publish descriptive and statistical reports of working of libraries in the States
- (c) lay down minimum standards of library education in the country
- (d) lay down minimum standards of library service for various sectors
- (e) organise experimental or pilot projects for administering new and better modes of library service
- (f) promote research in library problems
- (g) organise library conferences, seminars and workshops on national scale
- (h) collaborate with national or international library associations

26 There should be an Executive Committee of the All India Library Advisory Council consisting of 7 persons nominated by the Minister of Education from among the members of the Council, including Chairman, the Secretary to the Ministry of Education and the Secretary of the Council who will be *ex-officio* members of the Board

27 The Executive Committee will have all the necessary executive powers and will be supported by a Division of libraries with a Divisional Head in the Ministry of Education

## CHAPTER V

### THE AUXILIARY SERVICES AND LIBRARY COOPERATION

We have discussed the structure of library service which the Indian democracy must provide for itself in due course. But library service like other services, does not stand by itself. It supports certain other services, like schools and adult education, and is in turn supported by some other services. In this chapter we will briefly discuss some of these auxiliary services.

These services are broadly of two types—(i) those providing the wherewithal of library service and (ii) those which knit together into a fruitful pattern, the interest which men and women in the public have for libraries. We may mention four of these services as under

- 1 Book and Equipment Bureaux
- 2 Library Associations,
- 3 Local Friendly Groups, and
- 4 Book Bins

#### 1 Book and Equipment Bureaux

A study of the inflow of books into library service points in the country provided some depressing moments to the Committee. In the first place, the rate of inflow is inadequate to the needs of the reading public which can be remedied only by better library finances. In the second place, it is so fitful and time-consuming that a search for better ways of getting books is called for if public libraries have to get the full advantage of whatever book funds are already available to them.

There are three criteria on which the utility of any book procuring system, in so far as libraries are concerned can be tested. First, books should take as short a time as possible from the printing press to the readers hands. Secondly, a rupee from the public library book fund should go as far as possible. Thirdly, the whole of the book fund should be transformed into useful books and reading materials in the course of one financial year.

In many parts of the country, libraries acquire books by the 'tender' system. A list of books approved by the Book Selection Committee is drawn up and sent to booksellers, who tender their quotations. The bookseller quoting the lowest tender is then asked to supply the books. This method of acquiring books is doubly defective. Calling for tenders is a time-consuming process. No wonder many libraries are able to get their books only once in a year. Again, a bookseller may and does conveniently fail to supply books on which his commission is not lucrative. Generally, these latter are the more worthwhile books. This lowers the quality of the book stock in the library and results in lapse of the precious book funds.

The delay involved in calling tenders can be avoided by reaching an agreement with booksellers once in a year or even for longer intervals on rates for different types of books and then allowing the librarians to purchase their books at these rates wherever and whenever

they can. Further, the defaulting booksellers can be penalised. But these are only temporising devices. What is required is a bold step to set up a cooperative agency for channelling the flow of books into libraries smoothly and efficiently. It is best, if this co-operative agency is set up by the booksellers themselves, of course with suitable assistance from and, at any rate with the fullest moral, legal and financial (by way of loans) support of Government. If however, the booksellers do not respond to the needs of libraries and to the needs of the times, the Government may aid in raising even *ad-hoc* bodies for the purpose. We will outline here the organisation and working of the book bureaux arising out of the co-operation of booksellers.

A book bureau will be set up by subscription of shares from the booksellers membership fees from all public libraries, if not other libraries also and loans from the Government. Booksellers' shares may be given in cash or kind (in book stock) if the latter is acceptable to the Bureau. The management will be a small body which will include representatives from the libraries, the book-sellers and State Governments.

Every publisher in the country will regularly send to a book bureau, if so required by it, a list of books published by it from time to time and shall send to it the number of copies required by the bureau at a price and discount which is the best it offers to a party. The bureau will also obtain books from foreign countries through the usual trade channels. If any bookseller has exclusive rights from any foreign publisher, he shall send copies of the books for which he placed orders, from time to time, to all bureaux in the country and give them the second preference for buying the books at a cost and discount which is the best he offers to a party—the first preference being the universities. Among the bureaux themselves, the order of preference may be left to the bookseller.

An effort should be made to set up such bureaux in all the State capitals and then extend them to district and other towns. All libraries run or assisted by Government shall buy their books from the bureaux which may also sell to individual buyers and non aided libraries, but only after the needs of Government and aided libraries have been reasonably known to be fulfilled.

The advantages of such bureaux are numerous. At present there is hardly any book shop in the country where all the books published in a regional language are available. The bureaux will not only display these, but also offer a representative and comprehensive collection of imported books. If these bureaux are recognised by the Government—and there is hardly any point in setting them up, if they are not—the benumbing fear of auditors which allows libraries to buy books by the tender system will disappear and librarians in these libraries will be able to buy books all through the year whenever they or their committees feel like doing so and thus will be able to offer to their readers books fresh from the publishers. The book lists of new arrivals sent out by these bureaux will ease the task of a conscientious librarian in ransacking all nooks and corners of the publishing world for netting in all the worthwhile literature published during the course of the time

his book budget lasts. We have no doubt that taking into consideration the time and paper the librarian has now to spend on getting books in his library, the book bureau will be the cheapest source for supply of books.

If the Government cooperates fully with these bureaux, they can sprout out new functions of great benefit to libraries. At the beginning of every financial year, Government can pass on to a bureau the money earmarked for books in their own and aided libraries with a library-wise break-up so that the bureau may keep account for every library having a share in the Governments' book fund. Or, if there is a library cess collected blockwise, each block library can transfer the whole or part of its books fund to the bureau. At convenient intervals the bureau will convey to its clients the state of their individual book funds. The bureau can send out regularly an annotated list of its new acquisitions. It can also stock supplies of catalogue cards, library forms, etc., for sale. All district librarians in a region may meet together at the regional bureau to make their purchases, to exchange notes with their colleagues on latest or outstanding books and to discuss library matters with the State Central Librarian. As the most comprehensive collection of books, the book bureaux will attract a constant stream of book lovers and with a little use of imagination in promoting formal or informal meets of such people, they can build themselves up into institutions of no mean cultural importance.

Finally, one of the book bureaux in a region can take up central cataloguing, which will not only mean a great over-all economy in cataloguing expenditure, but will also free the librarian for the human side of his work so often neglected in the constant and harrassing pressure of uncatalogued books filling his shelves. The staff and equipment for this work will, of course be the Government's responsibility. That is why we have insisted on a close cooperation of the Government in the setting up and working of these book bureaux.

While taking up a publication, the publisher may supply to its regional book bureau the following particulars of the publication: title, subject, author, chapter headings, and a list of each chapter (or the outline of the story, if it is a fiction book), approximate price, and date of publication. On these data, the bureau can make out a library card for the book, which may be printed along with the book. In this way, the publisher can supply the Book Bureau as many standard library cards of the book as the bureau may ask for.

Another function which the bureaux can perform is to standardise library equipment and furniture. Any one who has gone about visiting libraries in this country, will have noticed their ill-equipped and out-moded state. The bureaux can lay down designs and specifications of library furniture and equipment. They may arrive at an understanding with private firms on the rates etc., of standardised equipment and furniture and then make it obligatory on the part of libraries, aided and run by them, to purchase their requirements from these firms. It would be desirable to have these firms set up on a cooperative basis.

In the first instance, they may be set up in centres where there are a number of libraries with an obligation on the part of the local libraries to buy from them

## 2. Library Associations

We have already, at one place, mentioned the importance of the library profession for cultural life of the people. It is, therefore, the considered view of the Committee that those responsible for advancing the library movement in the country should take the development of strong and virile library associations as an important plank in this advance

A library association has five functions to perform. First, it tries to build up a sense of brotherhood among librarians. Cutting across the boundaries of caste, creed, colour and country it binds men and women in a self-conscious community devoted to the cultural uplift of their fellowmen. This raises the morale of independent librarians and braces them up to their tasks. Librarians the world over are not distinguished by the lucrativeness of their jobs and yet they have time and again received praise for their zeal and devotion. That is due, in no small measure, to their sense of a wide brotherhood of librarians. Secondly, library associations, explicitly or implicitly, help to build up and instil into the minds of individual librarians a code, an ethics of conduct *vis-a-vis* their communities. In a profession such as this, where contact with independent consumers is frequent and sustained, this code helps to place the librarian on a platform of respectability in his community. Thirdly, library associations make an earnest effort to raise the standards of training of librarians to enable them to perform their tasks with greater competence and for the larger benefit of society. Fourthly, a library association is a trade union fighting for better conditions of service of librarians and, lastly, it is the standard-bearer of library extension in every country where it exists.

Library associations tend to discharge their functions by holding library conferences, seminars and meetings, by publishing library journals, by holding lectures and conducting study circles and by publicity exhibition and propaganda, by organising deputations and adopting other well-known pressure tactics and by bringing out basic library literature. Where organs of library research and training are weak, or where historical circumstances have rendered it necessary, library associations have taken on themselves the task of training librarians and bringing out books on various aspects of librarianship or compiling valuable bibliographies, book lists and catalogues—tasks which had better be left to special agencies. In all this, the objective of library associations is to strengthen and expand the library movement and not to assist any particular library or section of librarians.

Library Associations are healthy and strong when they bring into their fold not only working librarians, but persons from other occupations and spheres of life who appreciate the benefits of library service. Especially valuable in this respect is the association with their work of politicians, teachers, social workers and social education workers. Library associations in India owe a great deal to these "lay" brethren

At present, except Himachal Pradesh, Jammu & Kashmir, Mysore (old), Rajasthan, Manipur and Tripura, all other States have their Library Associations. In Bihar, there are District Library Associations and some Sub-Divisions, even some Thanas, also have their Library Associations. In Bombay, the Maharashtra and the Gujerat regions as well as the City of Bombay, have their library associations. Similarly, there is a library association in the old Baroda State.

The Kerala Library Association, the *Granthasala Sanghom*, is really more than a library association, in as much as it has been closely associated with the administration of libraries in the State.

The Madras Library Association has an extremely creditable record of publishing library literature in the country. In Mysore, the Karnatak Library Association is the only library association in the State. The Punjab Library Association has done specially good work in organising book festivals.

By and large, however, the library associations are anaemic bodies. This is at once the cause and effect of retarded library movement in the country. We have already pointed out that strong library associations are essential to the development of library movement and the Committee recommend that State Governments and Government of India should play their part in inspiring life and vigour into them. They should, of course, do this without interfering or attempting to control their work. The best method for State Governments is to give financial assistance, as they are already doing, to enable a State Library Association to (a) hire premises to set up its headquarters, (b) employ one whole time or part time Secretary or office clerk and (c) take up any project of general usefulness to the library movement which the Government may like to sponsor. The Library Association should be able to finance all other activities from its subscription and other sources of income.

On their part, Library Associations should infuse their work with a purpose and there is no more worthy purpose at the moment than to prepare the tax payer's mind for accepting the Library legislation, to persuade the politician into backing it and the State Governments to set up State Central Libraries. An enlightened Government will encourage the library associations in taking up this crusade.

### 3 Local Friendly Groups

In most libraries, there is little of cohesion among members *inter se*. They take their benefits passively, with the result that the library allows much of its valuable support to run to waste. A social educational approach is called for here, and the librarian or the library staff are in the best position to promote it. What is needed is the informal organisation of at least a part of the library users into a group a "Friends of Library" or *Mitra Mandal* group, as it is aptly called.

In some places, these groups arrange reading circles and study groups in the library and they help to carry the message of the library and knowledge of its treasures to *mohallas* and homes which the scanty

library staff may not be able to reach. In the United States, such groups help in canvassing financial support for their libraries. This may not be a promising field in India but at least they can fetch for the library books and equipments which otherwise would have to be paid for. In Russia, they organise exhibitions, discussions and lectures to help the users of the library. Most interesting of all, members of such groups visit readers in their homes who fail to return books in time or otherwise exhibit a stunted conscience about book ownership.

It is well-known that a library loses much of its value without "open access". Yet "open access" to some people offers an irresistible temptation to pull out books from the public library shelves and push them into places advantageous to themselves. As the number of lost books thus mounts it has a very upsetting effect on a certain type of committee member who disburdens himself quite unjustly on the librarian and his staff. Even if the books are eventually written off, the poor librarian has got his jitters and is sorely tempted to throw aside his modern human role and be once more the mere miserly custodian of books. The *Mitra Mandal* can lighten the librarians' nightmare by broadcasting the essentials of library morality among their friends, the users of the library, in the hope of reforming the delinquent. The method is at least, worth a hearty trial.

A *Mitra Mandal* may even serve to spur the library staff to a new effort or a new approach. By bringing to the attention of the librarian, gaps in library service which he may be able to fill within his present budget, or with the assistance of voluntary help, the groups may make the library deserve its present budget.

*Mitra Mandals* should be encouraged in all places. The public has shown great interest in libraries by paying subscriptions for availing of library service. This spirit should be sustained and even strengthened in a free public library service by the *Mitra Mandals*.

#### 4 Book Bins

A public library is a service organisation and like a consumers' store, it must maintain itself constantly in a trim state, and not allow itself to be cluttered up with odds and ends. This means that weeding out of the worn out and out-of-date books is as important in a public library as acquisition of new books. The question arises, where to put the weeded out book? The best answer which librarians have found to this question is, that every State or region should have a centre where such weeded out books are sent. The centre keeps one copy of each book sent to it against the odd chance of its being needed for consultation by an out of the ordinary run of reader. Other copies are destroyed or sold as second hand stuff, better destroyed, by the librarians. This is the Book Reserve of the region. The Book Reserve itself may need occasional weeding out, and if there is a copyright library, the weeding out can be ruthless after a lapse of time. It is said that a conscientious librarian should discard 5% of his fiction and 2% of his non-fiction every year, so that the library completely renovates its fiction stock in the course of 20 years and its non-fiction stock in 50 years. Even this

pace is too slow for the taste of many a book-date sensitive librarian. All this points to the necessity of instituting Book Reservoirs as essential kitchen middens of a library culture.

The books in the Book Reserve may be kept in yearly sequence so that as far as possible it retains books for only 10 years. Thus, the Book Reserve may keep itself trimming constantly to manageable proportions.

### Library Cooperation

In no country can the public library system be sealed off from other libraries supported from public funds. Least of all, can this be the case in India where, for quite some time to come, funds for libraries will be limited and each book will have to yield its maximum of utility. The cooperation between various types of libraries should be based on two principles. The claims of the proper clientele of a library will come first, and secondly, in case the cooperation comes to be mostly one-sided and on a scale not negligible, the lending library must be suitably compensated for its services.

A public library in India should, in the first place, cooperate with other public libraries in the country. This kind of cooperation can be very welcome to linguistic minorities. However, we are concerned here to point out the lines of cooperation between public libraries and other types of libraries such as

- (i) subscription libraries,
- (ii) school libraries,
- (iii) college libraries,
- (iv) departmental and research libraries,
- (v) university libraries

(i) *Subscription libraries*—Until such time, as public libraries are able to cover the entire country, subscription libraries will fall into two categories, those which accept grants from Government and have thus found a place in the public library system itself and those which do not thus come into the system. The cooperation between the aided subscription libraries and the public libraries will be of the same nature as between public libraries themselves and involves, therefore, no new pattern. The cooperation between the unaided subscription libraries and the public libraries, however, deserves a thought. Most of the subscription libraries (with a few honourable exceptions) not absorbed in the public library system will not be worth the cooperation. So far as the flow of benefits from the subscription library to the public library is concerned, this can easily be arranged by the public library becoming an institutional member of the subscription library. Most subscription libraries accept institutional members, at any rate either through the State Library legislation or by executive orders of the Government, such membership privileges could always be secured by public libraries.

It is, however, proper that subscription libraries should also be eligible for reciprocal privileges from public libraries, and the argument that after all the subscription libraries get their subscription should



not summarily settle the matter. The subscription library must also be able to secure benefits which a public library gives to its members by enrolling itself as a member. Of course, a public library is a free library and a subscription library should, therefore, be able to become its member without any payment. It may mean an additional privilege to members of the subscription libraries, which need not be grudged.

(ii) *School libraries*—School, and specially High School libraries, are of great and strategic importance to the public library system. The public library system by itself will not be able to reach many places for a long time to come. It will, therefore, be wise to secure arrangements whereby school libraries can serve the public in after-school hours. In fact, many school libraries may be able to function as Block Libraries and in rare cases even as District Libraries, at least during a transitional period. Many schools, even high schools, have no full-time librarians and it will be advantageous to every one concerned if between them, the Education Department and Library Department can manage to give whole-time librarians to some High Schools for serving both the school pupils and the public. The Library Department should also share in giving a more adequate book stock to such High schools.

In fact, the ways of cooperation between school libraries and the public libraries, even where the latter exist, are many and beneficial both to the pupils and the people. We commend to those interested in the subject, a statement of such cooperation contained in one of the papers placed before the Unesco seminar on Public Libraries in Asia held in 1956 and entitled "Cooperation between Public Libraries and Schools".

(iii) *College libraries*—The cooperation between college libraries and the public library system would mostly be on the same lines as mentioned above. In addition, the public libraries can enter into an inter-lending arrangement with the college libraries. In places where good or moderately good college libraries exist, but a good public library is not in sight, college libraries could provide even the lighter type of reference work for the public. Most colleges have whole-time librarians and the Library Department can lend books to the college library for its services to the public.

(iv) *Departmental and research libraries*—Government Departmental and research libraries can assist public libraries in (i) compiling annotated book lists on their special subjects, (ii) answering reference inquiries from the public on their special subjects. Besides, they can enter into an inter-lending arrangement with public libraries, and (iii) until the public library system grows to maturity, the departmental libraries should also serve the books and bibliographical needs of groups or institutions interested in their special subjects.

There is no doubt that some of the departmental libraries themselves are in a sorry plight. The staff is inadequate and some time even untrained. Further, if workers in Government departments are in the habit of consulting the minds of others as embodied in books before committing their own minds to a certain course of action they

would find the book stocks of their departmental libraries to be annoyingly deficient. But it can be said with a fair degree of truth that departmental libraries are coming up faster than the public libraries and one could wish that the departmental libraries were to cultivate a tradition of service to the public over and above what they give to their departments, so that lack of public libraries may not mean a total darkness to the public in certain subjects.

(v) *University libraries*—In some respects the most important category of libraries with which the public libraries can enter into fruitful cooperation are the university libraries, for the simple reason that they are some of the most developed libraries in the country. Besides inter-lending this cooperation can take the followings forms,

1 The university library can from time to time issue book lists on subjects of interest to certain groups in the public,

2 A university library could even admit as its regular members the more serious-minded readers whose needs no public library is there to meet. We are happy to say that without exception the authorities of the university libraries with whom the Committee has discussed the subject have proved receptive to this idea. In fact, many university libraries have rules which permit of outside membership and what is required is a more wide-spread knowledge of this facility among serious readers outside the university and more ready acceptance of such outsiders by the university authorities, for example, by removing the barriers of large deposits and subscriptions etc, and

3 University libraries could even take up the reference functions of the State Central Library in States where these libraries lie as yet only on the distant horizon—or not even there. Rajasthan, U P (Lucknow University) and Bihar (Patna University) are the examples which readily occur to us. We commend this course to the serious consideration of State Governments which find themselves unable to have in the near future the State Central Libraries. Of course the Library Department in the States will have to assist the university libraries suitably to enable them to discharge the obligation. It will mean an additional reading room for the public, some assistance for one or two additional staff and additional funds for books, for example, for duplicating the books in more demand.

There is one task which a university library should take up in right earnestness which is as much its own inalienable obligation as it is a contribution to the cause of the public libraries. A public library system rests on the intangible and yet indispensable foundation of a developed reading taste in the public. Though the basis of this reading taste is laid in the schools, yet it is among the first obligations of a university to see that its alumni go out into the wide world with the essential equipment, an obligation which the universities are hardly discharging today. Setting up hostel libraries for light (lighter) reading, offering prizes for wise and discriminating reading, encouraging personal book collections by students, encouraging the growth of a first rate book shop in the university premises—these and other means are available to universities to develop a taste for books and reading in our leaders of tomorrow which no university can afford to neglect.

Any system of library cooperation demands a suitable machinery, the most important part of which is a union catalogue. The Committee recommend that Government of India should include in the remaining part of the Second Plan Period to be completed in the course of the Third Five-Year Plan, a scheme for the preparation of four union catalogues as follows —

- (i) A union catalogue of all publications in the various university libraries in the country. This can be undertaken by the University Grants Commission.
- (ii) A union catalogue of all publications in the departmental and research libraries under the Government of India. The Union Ministry of Education should take up this work.
- (iii) A union catalogue of all copyright holdings in the State Central Libraries. The National Library will probably be best fitted to take up this work.
- (iv) A union catalogue of all scientific and learned periodicals in the university and research libraries in the country. This should be entrusted to the Scientific Research Wing of the Ministry of Scientific Research & Cultural Affairs. The work on this union catalogue will obviously depend on the progress of work in union catalogues (i) and (ii).

### RECOMMENDATIONS

1 State Governments should encourage the setting up of book bureaux in all State capitals in the first instance, to be extended later to district and other towns. All libraries run or assisted by Government shall buy their books from the bureaux.

2 Library Associations are essential to the development of library movement and State Governments and Government of India should encourage development of strong library associations.

3 Government should give financial assistance to library associations for the following purposes

- (a) rent for premises of headquarters office,
- (b) remuneration of one whole-time or part-time Secretary or office clerk,
- (c) projects of general usefulness to library movement with Government may like to sponsor.

4 The library associations should strive to prepare the tax-payers' mind for accepting library legislation and persuade State Governments to enact legislation and set up State Libraries.

5 Libraries should encourage the formation of *Mitra Mandals* wherever possible.

6 Every State or region should have a Centre where books weeded out from the public libraries are sent.

7 Public libraries in the country should cooperate with one another as well as subscription libraries, school libraries, college libraries, departmental and research libraries, university libraries etc.

8 In places, where it may not be possible to run independent public libraries, school libraries may serve the public after school hours

9 In places where public libraries are not strong, an inter-lending arrangement with the college libraries should be made

10 Pending establishment of efficient reference sections in public libraries, Government departmental and research libraries should assist them in compiling annotated book lists on their special subjects and in answering reference enquiries from the public etc

11 The University library should cooperate with the public library system by

- (a) issuing booklists on subjects of interest to certain groups in the public,
- (b) admitting as regular members the more serious minded readers among the public, and
- (c) perform reference functions of the State Central Library, where these libraries are not yet established

12 Government of India should sponsor the preparation of four union catalogues as follows .

- (a) A union catalogue of all publications in the various university libraries in the country This can be undertaken by the University Grants Commission
- (b) A union catalogue of all publications in the departmental and research libraries under the Government of India The Union Ministry of Education should take up this work
- (c) A union catalogue of all copyright holdings in the State Central Libraries The National Library will probably be best fitted to take up this work
- (d) A union catalogue of all scientific and learned periodicals in the University and research libraries in the country This should be entrusted to the Scientific Research wing of the Ministry of Scientific Research and Cultural Affairs

## CHAPTER VI

### THE LIBRARY PERSONNEL

It is the task of the librarian to bring the recorded thought and experience of human beings into the lives of men, women and children within his area of operation. The variety of interests represented even in a small library is so great and the number of persons for whom the librarian caters is so large and of such diverse tastes, capacities and responsibilities, that if the librarian has to do his work in a way which is worth his while, he would require specialised knowledge as well as administrative ability of a high order. The library profession needs such men of ability. For that, we need a wise personnel policy which will

- (a) Attract to library service its due share of nation's talent and intelligence, and regulate the mode of work of persons in library service so as to secure the maximum use of their talents and specialisation
- (b) Provide conditions for their continuous professional growth, and
- (c) Promote morale of library personnel

These elements of a wise personnel policy are realised only in large units of service. If every habitable place had its own library organisation it could not attract men of ability, much less make the optimum use of their talents. The bigger the unit of service the better are the chances of its securing the services of suitable library personnel. It is, therefore, desirable that State Governments should accept the responsibility of library service in their areas and that librarians should be State Government employees.

It is true that local pride and responsibility has to be evoked in a matter like library service. In fact, we ourselves have suggested an effective way of ensuring local responsibility by recommending that each block should have its own library fund to finance its library service. An effective library service, however, can be given only by units commanding large resources. We, therefore, recommend that the library personnel should be State Government employees.

### RECRUITMENT

We will now consider the conditions of service the State Governments should offer to librarians, so as to satisfy the three requirements of a wise personnel policy. The general conditions of service need not be elaborated here, because according to our recommendation librarians will be State employees and hence their service conditions will be the same as those of other types of Government employees. Certain points, however, deserve special notice.

At present it is difficult to attract young men and women of ability to library service, because the emoluments in the profession are low, because there is little scope for advancement and because the profession has not received its due recognition at the hands of the society.

The librarians get relatively lower salaries than persons of comparable qualifications in other professions and there is, therefore universal dissatisfaction among the librarians on this score

#### **Comparable profession •**

The Committee is of the opinion that it is not possible to proceed to fix the pay-scales of librarians on any theoretical basis. Nor is it possible to fix any all-India scales of pay. The pay scales of librarians should be based on a parity with scales obtaining in equivalent professions, *i e*, professions requiring analogous training and qualifications. The library profession is comparable in the length and quality of training and academic qualifications to the profession of education with which it would require closer association. Not only has the librarian to do his work in close collaboration with the educationist in school, but he is an educationist in his own right, inasmuch as his function is essentially an educational function based on books and related materials. Moreover, as library service in many States and for many years to come is likely to remain the responsibility of State Education Departments, we feel that on that ground also, the pay scales of librarians should be parallel to those of the comparable educational personnel in each State. We accordingly recommend equating the posts of librarians with those of teachers and educational administrators in every State as given in the appendix to this chapter.

The 11 types of jobs given in the appendix fall into three categories. Jobs 1-5 may be termed semi-professional. This category may also include persons carrying out routine jobs throughout the library system. They should be known as "clerks" denoted by the type of work they do, *e g*, cataloguing clerk, circulation clerk etc. The higher jobs are all professional, but could be split into two cadres. Jobs 6-8 could form a cadre specially for professional librarians, while jobs 9-11 should be integrated with higher educational personnel in a common cadre, taking care, however, to see that only duly qualified persons are entrusted with library responsibility. We recommend this course, because otherwise the turn-over of the posts will be too small to justify the formation of a separate cadre.

If the above principles are accepted the manner of recruitment, selection, posting and promotion of library staff in different categories of posts will follow practices already prevalent in a State with respect to equivalent educational staff. However, the following observations may be made.

#### **Attracting Recruits**

The State Governments will, of course, adopt, suitable methods to attract youngmen to library profession. We may, in this connection, specifically mention putting out vocational pamphlets giving, in detail, the opportunities available in library service.

#### **Classification of Posts**

The first requirement in getting the best out of a library staff is to make as clear-cut a separation as possible between professional and semi-professional work, as it will not be economical to burden professional workers with non-professional duties or *vice versa*. We have,

therefore, divided all workers in the library system into two categories professional and semi-professional. This classification, of course leaves out other workers needed for the library service, e.g., those concerned with transport, maintenance of buildings etc

#### **Nature of Semi professional work :**

The semi-professional staff will consist of persons who perform library routine and techniques under the guidance of a professional staff and have received elementary training of the type described in the following chapter. The staff will be of two types (a) Those who are in-charge of libraries listed at Nos 1 to 5 in the Appendix, and (b) untrained assistants and clerks working under the direct guidance and supervision of the professional staff throughout the library system. However, both the types of semi-professional workers will have to obtain elementary training in order to qualify themselves for their semi professional work. This training will be of two tiers which are given, in detail in the following chapter

It is desirable to indicate here some of the items of the semi-professional work which may be performed by clerks and untrained assistants either under direct guidance or occasional supervision of the professional staff

- 1 Typing records of all types and servicing of records
- 2 Certain aspects of book selection such as transcription of information from current bibliographies, catalogues and lists, filing of book order cards, book-keeping
- 3 Mechanical preparation and processing of books
- 4 Combing stacks for weeding obsolete books, books requiring binding, gathering periodicals for binding, mending and repairing of books
- 5 Certain aspects of making catalogue entries, adding of serial publications already classified, certain classification and cataloguing revision activities, maintenance of shelf-list
- 6 Registration of borrowers and all clerical work concerning members, counter work and issue of routine overdue notices
- 7 Shelf reading, preparing simple reading lists from the library catalogue, answering simple reference inquiries

It is estimated that semi-professional work in libraries in general is such as to justify a ratio of one professional worker to two and a half or three semi-professional workers. These remarks do not apply to libraries listed at Nos 1 to 5 in the Table where the entire staff is semi-professional

After recruitment, the semi-professional staff should be given elementary training during the probationary period. They will not be confirmed unless they pass the certificate examination in elementary library work

#### **Professional Staff :**

For the professional staff, i.e., workers who are to be engaged in performing professional duties, it is recommended that the minimum qualifications should be graduation with at least one year's professional training, leading to a Diploma

The usefulness and prestige of any national service depends upon ability professional training, enthusiasm and spirit of dedication of the leaders and rank and file of the profession. It is with this purpose that we have emphasised the classification of posts and indicated briefly, qualifications and experience for each category of the staff. It cannot be emphasised too strongly that the success of the service would depend entirely upon rigid adherence to the basic principle that no one should be appointed to a post requiring professional knowledge unless he has the minimum professional qualifications.

We have recommended that library staff should be treated at par with education staff for all matters relating to their conditions of service. Unlike, however, the teacher or the inspector in government service who is liable to frequent transfers from one place to another, it is recommended that a librarian should not be transferred too frequently, as the longer he works with a community, the more useful he becomes to it.

### **The Specialists .**

Like librarians in executive posts who can organise and operate the libraries on sound principles of librarianship, a strong and stable body of specialists in various aspects of library work will also be needed. The specialists will introduce new modes and techniques of service and be on the watch to introduce new trends in library service, thus raising the ability of the Service in the country's Library System. We, therefore, recommend that every State Government should have in its State Central Library, sections for children and adults, which should be put in-charge of well-qualified specialists. It may also be necessary to have specialists for technical processes and services. The latter would be a necessity if any programme of centralisation of processes, *e.g.*, cataloguing, is taken up. Later on, as the library system develops, specialists can be provided in district libraries and also their ranks can be expanded to include specialists in humanities, science, technology and business and also specialists to work with special groups like industrial workers, specialists in reading aids etc.

### **Work Schedule :**

Another requirement for obtaining the best out of a professional worker is the arrangement of his work load and his work schedule. In so far as the yearly work load is determined by leave privileges, these will be looked after by existing rules. However, we would recommend that State Governments should grant study leave to librarians going in for ordinary training or higher training in the profession and should treat the study leave as leave with pay for the duration of a course for which the leave is granted to the employee.

Libraries, especially in the bigger towns and cities, must remain open for ten to fourteen hours daily, including Sundays and holidays. In such circumstances, there is a temptation on the part of authorities to exploit the staff by making them work over-time without proper compensation and by asking important staff members to be present in the library both in the morning and in the evening. It is in the interest



of library service not to wear out the workers. We should, therefore, urge all library authorities to calculate staff requirements for a particular library on the basis of the total work-load and to give normally only continuous schedules to their workers.

### Professional growth of Personnel

Three measures are necessary to ensure the continuous in-service professional growth of library personnel. (i) It is essential that librarians should keep up with professional literature after leaving their library-school, because this will go a long way to maintain effectiveness of their library work. The responsibility for this, which should rest with the State Central Librarian, can be discharged by the librarian circulating from time to time lists of periodical literature (*i.e.*, book and periodical articles) to District and City Librarians. Secondly, in his own library he may introduce a programme of reading, drawing the attention of the staff to a particular book or article and ask them to prepare abstracts, reviews or talks for discussion at the staff meetings. The State Librarian should also be required to instruct the District and large City Librarians to organise similar programmes in the libraries under them whenever there is a professional staff of four or more. It has been mentioned later that the State Librarian would call for reports from District and City Librarians on these programmes. In discharge of this responsibility, it is necessary that the State Librarian, and even the District Librarians, may have a fairly wide discretion to purchase professional literature. If a State is fortunate to have a Library Association with live study circles, library authorities may encourage librarians in their employ to join the associations or study circles. All libraries should mention this participation of their staff in the study circles in their periodical reports to the Library Department of the State or the State Central Librarian.

(ii) Whenever a new worker joins a library, his superior should give him the benefit of introducing him to his associates, his specific job, the functions and policies of his library, and the importance of his work, however modest it may be, in the set-up. This will give him mental security and make a better worker of him.

### Seminars and workshops

(iii) The State Education Departments and the Ministry of Education at the Centre should have a programme of library seminars or workshops every year as follows:

(a) The Central Ministry of Education should organise every year at least one all India seminar or a workshop of librarians and liberally subsidise at least two regional seminars. The reports and recommendations of the seminars should be sent to State Governments for implementation. These seminars will, of course, be in addition to the all-India library conferences organised by the Indian Library Association. The participants at these seminars and conferences deputed by the State governments should be required to submit written reports on the highlights of seminars to their superiors.

(b) Every State Government should give at least one opportunity in a year to State and District Librarians to come together for one to four days' camp.

(c) District Librarians should similarly organise at least one annual meeting of Block Librarians and three or four conferences or camps where they, along with their Block Librarians, can meet village librarians for a day or two. One of these camps may even take the form of meeting of selected Block Librarians from all over the State, if the entire body of the Block Librarians cannot be brought together because of their unwieldy number. The District Librarians should submit their reports to the State Librarians who may co ordinate all such reports and circulate them among the District Librarians.

(d) Every Block Librarian should convene a meeting of village librarians three or four times a year and submit a brief report to the District Librarian.

(e) Apart from general seminars as mentioned above, there should also be special subject seminars and courses for the professional growth of librarians.

Budget provision should be made for such seminars in the Central and State Education budgets.

Generally, it should be a special obligation of the State Central Librarian to look to the constant professional growth of the library personnel in the State. An account of how he has discharged his obligation and the results of his efforts should be embodied in his annual report to the Library Department of the State Government. Similarly, the District and Block Librarians who have an equal responsibility in the matter should, through both formal meetings and informal visits to libraries during their inspection tours, promote the efficiency and competence of librarians under them.

### **Promoting the morale of Library Personnel**

The success and proficiency of a service depends on the morale of its personnel. The morale depends mainly on the freedom from outside interference and the autonomy which the workers enjoy in their work and the respect with which they are listened to in running the service. We would like to explain the two aspects of morale with reference to library service in the country.

#### **Autonomy .**

In the first place, it is desirable that a librarian should not be required to take his orders in technical matters from a non-librarian. In this respect, education and Librarianship, though no doubt allied professions, should nevertheless be treated as distinct.

It would be desirable that the Library Department in each State should prepare manuals defining clearly the duties of all library workers in the State from the State Librarian down to the village librarian. The duties thus defined should leave a free scope for judgment, and the execution of the judgment in their own sphere of work. While, ultimately, it is for the State Government to give what powers they like to library officers, the following suggestions are made in the interest of the morale and efficiency of library service.

**Director of Libraries**

He will have all powers to plan, organise and administer the entire library service of the State, administer a system of State financial grants to the subscription public libraries so long as they exist, and determine conditions of absorbing them in the State Library System In particular —

- (a) The duties of the Director of Libraries and his powers *vis-a-vis* the State Library Committee should be clearly defined by the State Government
- (b) He should be given financial powers, as to an officer of his status In fact, a large measure of financial powers to enable him to run a new service smoothly may be delegated to him
- (c) He should have the power of transferring librarians
- (d) He should have the power to locate a District Library or other libraries

The extra powers given to the Director of Libraries as at (b) above will be subject to usual safeguards For example, the powers will be exercised subject to supervision by the D P I , in places where the Director of Libraries functions under the D P I Further, all details to exercising these powers will be placed before the meeting of the State Library Committee as soon as possible and will find mention in his annual Report to the Education Department.

**State Central Librarian**

1 He will have full responsibility (a) to adopt technical processes in the public library system of the State, such as establishing a uniform system of classification and cataloguing, formulating standards of library work for the various departments, rationalising methods of compiling bibliographies and reading lists, (b) advise the State in the matter of broadening its library service at appropriate level and recommending the creation of new posts necessary for implementation of its newer services

2 The State Librarian will be the chief executive officer of the State Library Once the procedure for purchasing books, etc has been laid down by the State Library Council, he will have full freedom to implement the decisions This will, of course, take into account the necessity of associating the readers through a Book Selection Committee of the library in acquiring new books This can be done by the Librarian preparing the lists of books to be purchased, and asking the members of Book Selection Committee to approve the list Apart from this, the State Central Librarian (and for that matter other librarians up to block level) will have the power to purchase books within certain limits without the approval of the Book Selection Committee We recommend such wide powers of book selection to the librarians for the following reasons

- (a) Through his close relation with the library *clientele*, he knows the groups of readers (the students and research workers, businessmen, industrialists, farmers, technicians) using the library and their needs

(b) Through the study of principles and practice of book selection, as well as knowledge of reading habits of his *clientele* he knows the best distribution of his book budget on reference v/s non-reference materials, fiction v/s non-fiction, books of general and recreational interest v/s books of vocational interest, etc For the same reason, the number of copies of an approved book which should be possessed by a library is to be left to the librarian's judgment

3 He will have full powers to

- (a) incur expenditure from the sanctioned budget for the State Central Library He could re-appropriate from one head in his budget to another with the advice of the Library Committee In case of a difference between the State Librarian and the Committee, the matter may be referred to the Director of Education or the Director of Libraries, as the case may be,
- (b) allocate duties among his library staff members,
- (c) grant all types of leave to his staff, except study leave and leave for more than two months which will be sanctioned by the Director of Libraries,
- (d) make officiating arrangements in case of leave of more than a month,
- (e) depute staff members to library seminars and workshops inside and outside the State and sanction their travelling and other expenses,
- (f) appoint certain class of staff which an equivalent officer of his status in the Education Department is competent to appoint,
- (g) plan and publish technical works, including tools needed for proper performance of various technical processes, such as authority file, modification of classification schedules, subject heading codes etc ,
- (h) organise elementary training programme,
- (i) sanction his own tour programme with in the State

### *District Librarian*

The District Librarian will be the administrative officer of the public library system in his district For this purpose he will have administrative powers of supervising and co-ordinating the activities of Branch Libraries in his district Though for technical guidance he would always seek the advice of the State Librarian, he will be responsible to the Director of Libraries for the administration of the District Library system and will submit to the latter progress reports at regular intervals and carry out the latter's directives As regards the District Librarian's powers regarding grants of leave, appointments and purchases etc it is suggested that these should be defined by the State Government through rules framed for the purpose

### *City Librarians*

Since municipalities will have their own library funds, it is expected that they will appoint their own librarians However, as we would like,

to see a library profession where various grades of workers enjoy uniform conditions of service promoted throughout the State, we recommend that the library appointments by the Municipalities or Corporation should be made in accordance with rules framed by the State Government. These rules will, of course, also cover the appointment of staff in the branch libraries in a town or city.

City Librarians will have the same powers within their jurisdiction as the District Librarians, except that the latter shall co-ordinate all library activities in the District, such as, calling of reports, framing the library budget for the district (excluding, the Block and City Library Funds) and implementation of new service projects.

### *The Block Librarian*

The Block Librarian (and the small town librarian) will be autonomous in so far as his book budget is concerned. He may rely on the District Librarian's advice with regard to purchase of books, but the books purchased should be acceptable to the Block Library Committee. In administrative and technical matters, including matters relating to policy and planning, he will be under the District Librarian, or the City Librarian if the latter has the powers delegated to him.

### *Consultations*

We have already suggested that as a part of measures to promote the morale of library personnel, it is necessary that they should be consulted in all technical and professional matters. In the first place, librarians at all levels should be associated with the selection of staff at their level.

The Director of Libraries should invariably be consulted in any revision that may be proposed to be effected in the State Library budget.

The Director of Libraries, the District and Block Librarians should have seats on the development councils of their States at appropriate levels.

### *Staff Meetings*

Meetings of a library staff conducted in an atmosphere of courtesy and freedom have their own contribution to make in raising and maintaining the staff morale. They promote a sense of belongingness to the group, and with it a sense of security.

The staff meetings fulfil several purposes apart from assisting the members in professional development. They offer a forum where measures to improve their library's service to the community can be discussed, they provide occasions when the staff can be informed about the employment and promotion policies of the library and they serve as effective machinery to organise social and welfare activities for the benefit of the staff and to foster friendly and informal contacts among the staff members.

### **Recognition**

One of the most potent means of building up morale is public recognition of outstanding achievement by an individual or by a library as a group. Promotions or additional increments come up against our

present notions of finance. We have, therefore, to think of non-monetary forms of encouragement and recognition. This may be done in two ways. Outstanding work of an individual or a library may be mentioned in the State Librarian's annual report. Further, as an alternative or in addition to special mention in the annual report, a certificate of merit may be instituted for awarding to persons and groups whose achievements may have been outstanding in a particular year.

The achievements may be in any field of library work, such as publication, extension of library service to new groups or some outstanding project.

#### **A Bad Practice**

Finally, it is also necessary to abolish practices which adversely affect librarians' morale. For example, some library authorities require the librarian to furnish "adequate security" for his being in charge of the book stock. In many places he is even held responsible for paying the cost of books lost during the time he was in charge of the library. We have no hesitation in saying that such practices are iniquitous and unheard of in the library practice of any advanced country in the world. In the first place, the safety of library books depends on the moral tone of its users and no librarian, unless he is to restrict severely the use of books, can prevent the depredations of unsocial elements. Secondly, since no librarian is adequately paid, the effect of asking him to pay for the loss of books would be that he will place all books in his charge under lock and key and thus nullify the fundamentals of a good public library. We, therefore, strongly recommend that the practice mentioned here should be put an end to, and no State Government should require a librarian to furnish security or to pay for the loss of books, unless gross negligence or dishonesty is proved against him.

## APPENDIX

### TABLE OF LIBRARY POSTS, QUALIFICATIONS FOR THE POSTS AND EQUIVALENT EDUCATIONAL POSTS

Sl No	Library Units/Library Posts	Librarian s Qualifications	Equivalent in Educational Service
1	<b>Village Library—</b> A library which serves a village or a group of 4 or 5 neighbouring villages (Designation Village Librarian)	Volunteer who is at least Middle pass or a teacher willing to do work honorarily or on a small allowance	Literacy teacher of adults working honorarily or on a small allowance
2	<b>Small Town library—</b> A library of a town with 2500 to 5000 population (Designation Small Town Librarian)	Matric with elementary training	Primary school Teacher
3	<b>Small Area Library—</b> A library of a town with 2500 to 5000 population with 3 or more deposit stations attached (Designation Small Area Librarian)	Matric with elementary training, and at least a year s experience	Headmaster in a Primary School
4	<b>Medium Town Library—</b> A library of a town with 5000 to 20 000 population (Designation Medium Town Librarian)	Matric with elementary training, and at least a year s experience	Middle School teacher
5	<b>Medium Area Library—</b> A library of a town with 5000 to 20 000 population and 3 or more deposit stations (Designation Medium Area Librarian)	Graduate with training and at least a year s experience	Headmaster Middle School
6	<b>(a) Large Town Library—</b> A library of a town with 20 000 to 50 000 population (Designation Large Town Librarian)	Graduate with a full year s training in library science	High School trained Graduate teacher
	<b>(b) Professional Assistant—</b> A person who performs work of professional nature requiring formal training in Library Science (Designation with in a library a professional assistant may be known by the particular type of work assigned to him, such as reference assistant, cataloguing assistant etc )	Graduate with a full year s training in library science	Do
	<b>c) Branch Inspector or Branch Librarian</b>	Graduate with a full year s training in library science	High School trained graduate teacher

1	2	3	4
<i>(d) Block Library--</i>			
A library which is responsible for serving the inhabitants of the block area (Designation Block Librarian)	Graduate with a full year's training in Library Science with some experience	High School trained graduate teacher with a special allowance	
7 <i>(a) Head of Department--</i>			
An Officer in charge of an administrative division of a library or of a particular type of work which employs not less than 4 workers including the Head (Designation Within the library, the Officer may be known as Reference Librarian Head Processing department, Head Cataloguer, Head Children & Adult department, etc)	Second class graduate with at least a second class in Library Science and with at least 5 years, experience	Head Master of a High School	
<i>(b) Superintendent of Branches--</i>			
An officer of the District Headquarters library responsible to the District Librarian for the efficient administration of the libraries within the district (Designation Superintendent of Branches)	Second class graduate with at least a second class in Library Science with at least 5 years' experience	Headmaster, High School	
8 <i>(a) Small City Library--</i>			
A library of a small city of 50 000 to 1 lakh population (Designation Small City Librarian)	Second class Graduate with a full year's course in Library Science and at least 2 years experience	Higher start in the same grade as Headmaster of a High School	
<i>(b) Deputy Librarian (Class B)--</i>			
An Officer next in command to the librarian of a District Library or the librarian of medium city library (Designation within the library he will be known simply as Deputy Librarian)	Second class graduate and a full year's course in Library Science and at least 2 years experience	Higher start in the same grade as Headmaster of a High School	
<i>(c) Special Officer--</i>			
An Officer, on the staff of a big District Headquarters library or a large City Library or the State Central Library who is responsible for a particular aspect of library service throughout a district in which the city is situated or through out the State (Designation Within the library he may be designated as Special Officer for Adult work Bibliography & Reference services or centralised Cataloguing)	Second class graduate and a full year's course in Library Science and at least 2 years experience	Higher start in the same grade as Headmaster of a High School	



1	2	3	4
9 (a) <i>City Library</i> —	A library of a city of 1 to 3 lakhs of population (Designation City Librarian)	Second class graduate and a full year's course in Library Science and not less than 5 years experience	Junior Class II (Education) Service
b) <i>District Library</i> —	A library which serves the district Headquarters town and is a Central library for block and town libraries in the district (Designation District Librarian)	Do	Do
(c) <i>Deputy Librarian (Class A)</i> —	An Officer next in command to the State Central Librarian (Designation Within the library he may be known simply as Deputy Librarian)	M A and two years training in Library Science and not less than two years experience	Junior Class II (Education) Service with a special allowance
10 <i>State Central Library</i> —	(Designation State Central Librarian)	As above with 10 years experience or original publication in librarianship	Class I (Education) Service
11 <i>Director of Libraries</i> —	An Officer in overall charge of the administration of libraries in a State, either through an independent Library Department or a sub-department within the Education Department (Designation Director of Libraries)	As above	If he is head of an independent library department, he will be equated with other heads of departments. If not he should be Class I Officer of the rank of a Deputy D P I / Director of Education with a special allowance

**NOTE.**—For the sake of administrative and statistical convenience it would be desirable if the designation of various posts given above are followed uniformly in the country

## RECOMMENDATIONS

1 State Governments should accept the responsibility of public Library Service in their areas. The librarians of these libraries should be State Government employees.

2 The various positions in the library structure in a State should be equated with those of teachers and educational administrators in the Education Departments, as shown in the appendix to the chapter.

3 State Governments should put out vocational pamphlets giving in detail the opportunities available in the public Library Service in the State.

4 Library Departments in the State should make clear-cut separation between professional and semi-professional work and entrust professional work to trained staff only.

5 After recruitment, the semi-professional staff should be given elementary library training during their probation period.

6 For a professional worker the minimum qualification should be graduation with diploma in librarianship.

7 As far as possible, librarians should not be transferred too frequently.

8 Every State Library should have qualified specialists in Children's work and Adult work besides specialists in technical processes.

9 State Governments should freely grant study leave to librarians going in for ordinary or higher training in the profession.

10 It should be the responsibility of the State Librarian to see that librarians in the public library system keep up with the professional literature after leaving their library schools. The District Librarians and large City Librarians should take up similar responsibility for the staff under them.

11 State Education Departments and the Ministry of Education should have a programme of library seminars or workshops every year as follows:

- (a) The Central Ministry of Education should organise every year at least one all-India seminar or a workshop of librarians and liberally subsidise at least two regional seminars.
- (b) Every State Government should give at least one opportunity in a year to State and District Librarians to come together for one to four days' camp.
- (c) District Librarians should similarly organise at least one annual meeting of Block Librarians and three or four conferences or camps where they, along with their Block Librarians, can meet village librarians for a day or two.
- (d) Every Block Librarian should convene a meeting of village librarians three or four times a year.
- (e) Apart from general seminars, there should also be special subject seminars and courses for the professional growth of librarians.

Suitable budget provision should be made for such seminars by the Government concerned.

12. In technical matters a librarian should be required to take orders only from a professionally trained librarian

13 Library Departments should prepare manuals defining clearly the duties of all library workers in the State from the State Librarian down to the village librarian

14 The Director of Libraries should have the following powers

- (a) plan, organise and administer the Library Service in the State,
- (b) administer a system of state financial grant to subscription libraries so long as they exist and determine conditions of their absorption in the State Library system,
- (c) a large measure of financial powers to enable him to run the Library Service smoothly He should be closely associated with the preparation or revision of the State Library budget His duties and powers *vis-a-vis* the State Library Committee should be clearly defined

15 The State Librarians should have, among others, the following powers —

- (a) incur expenditure from the sanctioned budget for the State Central Library and to re-appropriate from one head in his budget to another with the advice of the Library Committee,
- (b) grant all types of leave to his staff except study leave and leave for more than two months which will be sanctioned by the Director of Libraries,
- (c) make officiating arrangements in case of a leave of more than a month,
- (d) depute staff members to library seminars and workshops inside and outside the State and sanction their travelling and other expenses,
- (e) appoint certain class of staff which an officer of equivalent status in the Education Department is competent to appoint
- (f) plan and publish technical works including tools needed for proper performance of various technical processes
- (g) organise elementary training programmes

16 The District Librarian will have the powers necessary for supervising and co-ordinating the activities of Branch Libraries in the State

17 The State Governments should frame rules for defining the powers of the District Librarian regarding grant of leave, appointments, purchases etc

18 In the cities and towns, library appointments should be made by Municipalities or Corporations in accordance with rules framed by State Governments

19. Chief Librarians at all levels should be associated with the selection of staff at their level

20 State, District and Block Librarians should have seats on the development councils of their States districts and blocks respectively

21 State Governments may institute certificates of merit to be awarded to persons and groups whose achievements in the field of Library Service may have been outstanding in a particular year

22. No State Government should require a librarian to furnish security or to pay for the loss of books unless gross negligence or dishonesty is proved against him

## CHAPTER VII

### TRAINING FOR LIBRARIANSHIP

In any scheme for development of a national Library Service, it has to be realised that libraries cannot thrive on buildings and books alone and that it would be unwise to allocate large funds for purchase of books without proportionate staff which must be thoroughly trained to service bookstocks. Any proposal, therefore, to put the country's Library Service on a sound footing must involve a programme of training of librarians. The present state of library training in India is unfortunately far from satisfactory.

Although four decades have passed since the first Indian University instituted the first training class in the country, there has been no organised attempt at assessment of our training programme. There have been no surveys, no statistical studies, no assessment of the training courses and their adequacy, no study of the teaching materials and its use by the students, or of the educational qualifications of the entrants. There have been no seminars and no special conferences on training of librarians. Similarly, an examination of our library periodicals also reveals that this is the most neglected of the topics. That is why, unlike in other countries, library education in India has not made much headway.

The scope of the Committee is limited to public libraries, we cannot however confine ourselves to the problem of training public librarians only. The scheme must concern itself with recommending a national system of professional education for all types of libraries—schools, colleges and universities, government departments, research and scientific institutions, learned societies and commercial and industrial undertakings. A national scheme of studies must comprehend (i) the training of semi professional staff needed by all types of libraries which requires training only in methods and routines, (ii) the training of the professional staff needed by most of the public libraries which involves a sound training in general librarianship, and finally, (iii) advanced or specialised training in Library Science for the leaders in the profession as also for those who would occupy responsible positions in different types of libraries.

#### Training of Semi Professional Staff

This is at present looked after by the Certificate courses given by the following bodies —

(1) Andhra University, Waltair, (2) Bengal Library Association Calcutta, (3) B R College of Adult Education Agra, (4) Delhi Library Association (5) Hyderabad Library Association (now merged into Andhra Pradesh Library Association), (6) Maharashtra *Granthalaya Sangh*, Poona, (7) Muslim University, Aligarh, (8) Madras University, (9) Andhra Pradesh Library Association, (10) Bihar Government, Patna, (11) Bombay Library Association and (12) Punjab University

The examination of the working of the Certificate courses which follows is based on the data received from the first eight institutions only. The length of the Course and qualifications of entrants prescribed by these bodies are as follows:

Institution number	Length of the Course	Entrance qualifications prescribed
1	Three months . . . .	Matriculation
2	One academic year . . . .	Matriculation with library experience
3	Six weeks . . . .	Matriculation, or non-matriculate with library experience
4	One academic year	Matriculation
5	Three months	Intermediate or Matriculation in exceptional cases
6	Three months .	Matriculation
7	Four months	Matriculation
8	Three months	Intermediate or S S L C with five years library experience

The objectives of the teaching units and the academic qualifications of the entrants are both important factors in determining the level of teaching to be imparted.

The objectives have not been stated in the prospectuses except in one instance. The Units have, however, mentioned the objectives in reply to our questionnaire. Three of the units provide for training in theoretical and practical knowledge of librarianship, though one of them confines the training to "the general library methods and rudiments of classification and cataloguing" only. The fourth aims at training "good library workers and assistants". The remaining three claim to train students to take independent charge of small libraries in schools and colleges, small or medium public libraries and small municipal and district libraries.

Though the minimum qualifications for admission have been prescribed by various units, in actual practice as shown below, students possessing much higher academic qualifications are selected.

Institution No	Entrance qualifications prescribed	No of students enrolled	Non-Matric	Matric or S S L C	Inter-mediate	B A	M A
1	Matriculation	34		16	9	9	
2	Matriculation with library experience	20		13	3	4	
3	Matriculate or Non-Matriculate with library experience	56	9	27	8	12	
4	Matriculation	13				11	2
5	Matriculation	46		14	20	10	2
6	Matriculation	15		3	7	5	
7	Intermediate or Matriculation in exceptional cases	49		5	11	31	2
8	Intermediate or S S L C with five years' library experience	19		4	6	9	

These units generally set no limit to enrolment, though in no case has it exceeded 56. One of the units runs two courses in a year and the total number of successful candidates to whom the certificates are awarded by eight out of twelve units comes to 263 students per year. This does not include *ad hoc* courses such as those for village level workers or "certificate of refresher course in Library Science" for teacher librarians conducted by one or two of the units.

Certain common features in respect of the teachers, their remuneration, the financial resources, the teaching methods, system of examination, etc. may be noted. Most of the teachers of these courses are only part-time workers. The finances of these courses are circumscribed by the tuition fees they collect from the students and the financial aid they are able to secure from none too willing authorities. All, except one unit, associate external examiners with their work either for setting question papers or examining answer books or both. All of them examine the students in theoretical and practical classification and cataloguing separately, setting no less than four papers on them, while the remaining subjects, such as organisation and administration and book selection, bibliography and reference work are grouped into two papers. There are small variations. For example, one unit offers library extension work, and another general knowledge, while two units include reference service, bibliography and book selection in their papers on administration and organisation.

Scrutiny of the curricula of the eight units reveals two types of programmes. The first type makes no claim to teaching the theoretical and practical aspects of all the elements of librarianship and lays stress on the practical side, that is on the routines and skills. This type is modest in constructing its syllabus as well as in listing the text books and supplementary reading for each course. It is, however, outnumbered by the second type which patterns its syllabus on the lines of the diploma courses, without regard to the length of its course or the quality of its teachers. For example, one association which covers the certificate course in six weeks at the rate of three periods per day, has laid down the following curriculum for library classification alone: arrangement and order, specific subjects, filiation, order, main class and ultimate class, class number and book number, canons of classification, classification of books by the two schemes, general study of the two schemes. How the organisers of this course manage to give grounding in the elements of the two classification schemes including a comparative study of them, besides teaching four other subjects, has not been made clear.

Analysis of the pass percentage of the students in these courses shows that while the percentage of pass in two units was 53% only, in the remaining 6 units it was as high as 90 per cent in spite of the heavy handicaps of poor teaching and essentially part-time nature of the studies.

There is no doubt that the Certificate courses have done a great service to the cause of librarianship in the past. However, the time has come to evaluate each of the different courses and state what exactly is the level and quality of librarians turned out by these courses. It is essential also to clearly define the objectives of each course in the

prospectus Failure to do this as well as to differentiate between a fully qualified professional and a semi-professional worker, has resulted in professional status being accorded in numerous instances to Certificate holders who have been able to secure appointments to posts for which the possession of a Diploma should have been an essential requirement

The observations in the foregoing paragraphs would underline the need for planning the training of the semi-professional staff on a more satisfactory basis

### *Training of Village Librarians*

It has already been recommended that the training of semi-professional staff itself should be conducted at two levels, namely, training for village library work, and that for library clerks performing routine duties in any library

A village librarian is ordinarily not even an under graduate but a middle pass or school teacher of the same academic level working honorarily, or on a small allowance on part time basis Probably the best method of training village librarians would be for the Block Librarian to give prospective village librarians in his jurisdiction a short course of two to four weeks' duration In most cases, a village library will be nothing more than a small room where there may be a few books belonging to the library and some books sent to it on a circulatory system from the Block Library The nature of work in such a library will determine the contents of the course Such a training should aim at chiefly preparing the trainees to perform their duties and giving them a general background in the aims and scope of library service the relation of village library centre to other social agencies working in the field, such as information centres, social education workers and the village workers all catering to the educational needs of the community The training of village librarians is primarily a training in human relations

The other subjects with which the trainees may gain familiarity would be the various parts of a book, different types of reading materials for neo literates, and their care, enrolment of readers and the circulation work The village librarian will not be called upon to perform any of the technical processes necessary for preparing books for use, as this work will have been done for him at the Block or District Headquarters Library However the work of exchanging books at frequent intervals, of ensuring that the deposit collections are well balanced and the work of referring inquiries for information which cannot be met from the deposit collection to the Block Librarian, can be of sizable order in the larger villages

*Training of the Undergraduates as semi-professional staff*—The second type of library worker to be trained would be the Librarians in charge of libraries of small and medium town and area libraries or the library clerks who would perform library routines and duties at any point in the library system under the guidance of professional staff It should be desirable that clerks drafted to the Library Service by the Education Department, not merely for performing clerical duties of

typing and servicing of files (for which no professional training is required), but also for performing library routines should undergo elementary training in librarianship. For, except in the very large libraries, clerks would generally be called upon to share the duties with the professional staff.

At the very outset, we wish to state that no university should associate itself with semi-professional training in librarianship. A university is essentially an institution engaged in higher learning and scholarship and should not therefore, lend the weight of its authority to a course which is chiefly concerned with practical aspects of librarianship of a semi-professional nature.

The Committee is of the opinion that where a Library Association is functioning effectively, it should be entrusted with the responsibility of training semi-professional personnel by giving them training in elementary library work and awarding certificates of efficiency in "Elementary library work" to the successful candidates. The State Government, however, should lay down the standards with regard to the contents of the syllabus, duration of courses and selection of teachers and ensure by conducting the examinations that the standards laid down are maintained. Where no Library Association exists, or where it is not functioning effectively, the State Government through the State Librarian should take up the entire responsibility of training this type of personnel.

The admission to the course would be open to the semi-professional staff working during their probationary period, but not before the candidates have completed a period of three months' service which will ensure a background of practical experience. The course will also be open to the fresh undergraduate youngmen and women who may not be working in any library but who wish to train themselves for library work at semi-professional level.

The course of study will be of three to four month's duration at the end of which the trainees will be required to take an examination comprising of three or four papers of one or two hours' duration. The aim should be to use all the teaching devices and to process the trainees through hard work in mastering the library skills calculated to give them understanding of basic functions of the libraries and their techniques.

For this purpose, a large amount of practice, along with theoretical instruction in the classroom would be necessary. During the course, the students will attend lectures in the necessary skills and techniques, have a close view of all the departments, and observe regular study hours in the atmosphere of an academic institution. We suggest that such a course of study may have the following syllabus —

**A Elementary Library organisation and methods.** The objective is to give the trainee an understanding of how libraries are governed and administered and the activities which they perform. The course will include the organisation of public library system in the State and India, and its objectives, various types of libraries, routines relating to building



library stocks, including acquisition of books, periodicals etc., maintenance of records, physical arrangement of books, organisation of circulation service

**B Introduction to classification and cataloguing** The objective is to give instruction in the main tools which libraries employ to organise their book-stocks the practical aspects of classification, including its main parts and their relationships, the construction of two main types of catalogues, their functions, and filing rules

**C Elementary reading guidance and bibliography** The objective is to enable the worker to obtain information from libraries through various tools-at an elementary level and to answer simple inquiries It will also include the construction and use of different reading lists, and bibliographies book displays and posters the value and use of different types of reference books as sources of information, elements of historical bibliography

### **Training of Professional Librarians**

We now turn to the training of librarians, such as Professional Assistants, Town Librarians, Branch Inspectors, Branch Librarians, Block Librarians, District Librarians, City Librarians, Superintendents of Branches as well as basic training of higher categories of librarians *i e*, administrators and leaders The increased educational potential of the library in modern society has already been emphasised The modern librarian, for example is concerned with the newly acquired skill of the neoliterates, with the social effects of the reading habit, the effect which books have on readers and ways and means of awakening interest of and contributing to the intellectual development of the reader Our training programmes must provide all these skills to the new librarians

Finally, our training programme must also provide for training of librarians for universities, research organisations, commercial and industrial undertakings It is obvious that attainment of professional qualifications to meet the need of modern librarianship cannot be achieved by merely giving a training of a sort to the students, but by giving them professional education of a high order

*Agencies for Training of the Professionals*—What agency is best fitted to give this education? Our inquiries on this subject have elicited an almost unanimous opinion in favour of universities This is understandable since the universities are associated in the public mind, with all forms of higher training and learning However, in recent times, State Governments and other institutions have taken a more lively interest in the training of library personnel and we have to take note of this trend We, therefore, feel that the choice of an institution to be entrusted with the responsibility of training professional librarians lies between the universities, the State Governments and the National Library It is for a State Government to weigh the merits of the three sources and decide how its professional librarians are to be trained

At present, the general course for preparing the librarians for the higher course in the profession is the diploma course given by nine institutions, namely, Universities of Andhra, Benaras, Baroda, Bombay,

Calcutta, Delhi Madras, Nagpur and the Central Ministry of Education Any assessment of these courses must start with an examination of the objectives that framers of the course had in view All the prospectuses, except one, are silent on this point In reply to our specific enquiry on the subject we have received replies ranging from vague generalities, such as "providing education in theory and practice," to such specific claims as training of "district librarians or librarians of large town libraries as well as college and university libraries"

The full professional training for a librarian should comprise, (a) the first year course giving the basic professional training, leading to a diploma or an equivalent qualification, enabling the person to start his professional career, and (b) an advanced course leading to a Master's Degree in librarianship

The objective of the basic year's course should be

1 To provide comprehensive training in general librarianship and to prepare the students for advanced work in librarianship in the second year

2 To emphasise the teaching of the basic principles underlying techniques and skills of librarianship in addition to description of routine practices, etc

• 3 To acquaint the students with the social, educational and communicational role of the library in modern society

4 To give the students adequate bibliographical control of literature, at least in one department of knowledge, with particular reference to Indian materials

*Entrance Qualifications*—All but two universities have prescribed graduation as the minimum academic qualification Two universities admit under graduates also on the condition that they have two to five years of library experience to their credit and that they cover the syllabus of the diploma course in two years instead of one It is doubtful if library experience can make up for academic deficiency, especially when we want to upgrade training to a professional level, and when it is not found difficult to attract graduates to the profession The Committee therefore, recommend that admission into this basic course should be restricted to first and second class graduates or to holders of a Master's degree

*Duration of The Course*—In the universities the duration of the diploma course is invariably one academic year The length of the course, however, does not indicate the standard of attainment The average number of instruction periods is a little over three per day and the duration of each period varies from 40 minutes to 60 minutes This is not adequate The Committee is therefore, of the opinion that the length of the basic course should be equal to the full time course of one academic year as for other professional courses for example Teachers' Training Course if the course is to be elevated to a professional level

*Composition of the Existing Diploma Courses*—As stated earlier, the diploma course is provided by eight universities In addition to them, Aligarh and Poona universities also propose to start the diploma course during the current year

A table showing the subjects and the total number of instruction hours per week or for the entire session, as furnished by seven out of the eight universities, is appended to this chapter

An analysis of the table will show that the universities set seven question papers on an average. Classification and cataloguing are divided into two papers each, theory and practice by all the eight universities. Except in one university where they are combined into one paper, library organisation and administration are treated as two separate papers. Bibliography, reference work, and book selection does not figure even as a single paper in one university. In four universities, the three subjects are lumped into one paper. The remaining three universities allot one paper to bibliography and book selection, and another to reference work.

The table shows that classification and cataloguing constitute the major part of the curriculum (claiming more than 50% of the time available to the students) while all the other subjects are "bunched" together within the remaining time, with emphasis on organisation and administration, bibliography, reference, and book selection being almost neglected.

In India, the traditional subjects constituting professional education have remained in the curriculum unchanged for too long. What is required is a complete reorganisation of the syllabus in the light of the present day needs of librarianship. For this purpose, an expert committee consisting of professional librarians should be set up. A few suggestions resulting from an analysis of the materials received by the Committee are given below.

*Classification and Cataloguing*—Classification and cataloguing need less emphasis than they receive now. So far as classification is concerned, the course should provide for a detailed study of one system of classification, while giving the structure, functions and limitations of the other. In cataloguing, more time should be devoted to general principles of descriptive cataloguing, and of relating these to the rules. Further new developments in this field, as embodied in later codes which make provision for cataloguing wider variety of library materials need to be introduced. Finally, a balanced training should be given both in descriptive and subject cataloguing.

*Library Organisation and Administration*—We suggest that the two subjects should be planned as one subject with two distinct areas within it. The first area will comprise general principles of organisation and administration (with less emphasis on routines), library legislation and finance, buildings and fittings, library cooperation, and functions of all types of libraries. The second area should deal exclusively with organisation and administration, objectives, functions, etc. peculiar to (a) schools libraries (b) library service to children, young people and adults and students, and (c) service in rural areas.

*Bibliography, Book Selection and Reference Service*—This group of subjects continues to receive scanty attention in our syllabi. We feel that bibliography should form a separate course, and should comprise modern methods of book production, binding and care of books, contemporary book publishing and book selling, modern processes of re-

producing documents Generally the course on bibliography should be strengthened with the explicit object of stimulating organised bibliographical activity in the country, which is the need of the hour

Book selection and reference should constitute as one course giving instruction in (a) various methods and techniques for guiding readers in selection of materials, knowledge of general reference materials and (b) detailed survey of authoritative books and bibliographical resources in one of the selected subject fields of the students' choice, such as Indian literature, natural sciences, humanities or social sciences

If the above subjects, which constitute the core of librarianship, are strengthened as suggested above there will be no time left for inflating the course by introducing other subjects Thus we do not consider it necessary or desirable to introduce teaching of a foreign language, or a course of general knowledge, as has been done in some places in the country

*Teaching Methods*—Students in library classes, as other students in India, depend almost exclusively on lecture notes, and wide or deep reading is particularly neglected Similarly, practice work, so essential in a field such as librarianship, is confined chiefly to classification and cataloguing

*Evaluation of Student Work*—The methods of evaluation of student work tend to be as narrow, restricted and hide-bound as the teaching methods The sole reliance is on examinations There is a general tendency to ask either simple questions in disregard of the syllabus, or from limited portion of it or ask set questions and observe poor standards in marking answer books The percentage of pass marks is also generally low, and sometimes it is necessary to pass only in the aggregate without passing in any particular subject or group of subjects Thus it may happen that a student may obtain his diploma and be placed even in the second class, though he may have actually failed in some of the library subjects proper We feel that in order to pass the examination every student must get a subject minimum together with a higher percentage in the aggregate

The Committee recommends that the expert committee we have suggested earlier for the reorganisation of the syllabus should also assess the teaching methods used in the library classes and give concrete suggestions on the use of new and more effective methods to raise the quality and the character of the new diploma programme This body should also go into the various problems connected with the conduct of examinations, the present system of external examiners, the marking of the scripts and various factors which examiners take into account in their assessment of the students' performance

*Departments of Library Education*—We now come to the instructional resources of the eight universities Three universities have only nominally separate departments of Library Science We say nominally because like other universities running diploma courses, they too have no full time head of their Library department despite the fact that in one of the universities its department of library science is organised in the faculty of arts and is constituted in the same way as other de-

partments and in every respect its functioning is governed in a like manner" All of these "departments" are under the charge of university librarians, including one university whose librarian does not participate in the teaching work at all. Between themselves, the eight universities have (leaving aside visiting lecturers) twenty five teachers of whom all but one are part-time teachers but otherwise full time employees of the university libraries. By and large, it is the university librarian who, with the help on an average of two colleagues, has to carry the entire burden of conducting the library class in addition to his own duties. In the absence of a separate specialised staff, the training is restricted largely to dictating notes. Major subjects are covered inadequately and there can be no specialisation in teaching and employment of scientific and scholarly methods. However, the strength of a department is related to the strength of the student body and no one in the present stage of the country's development can seriously go in for a low teacher-pupil ratio.

As it is, eight universities between themselves enrol 235 students, which gives an average of 29 students per unit, the maximum enrolment being 67, and the minimum being 11 students. This figure is insignificant as compared with the number of students in other professions. However, the requirements, when a national Library Service comes into operation, will be several times the number needed now.

For the time being, the best course would be for the University Grants Commission to strengthen the existing diploma courses rather than encourage the setting up of new courses in other universities. We recommend that universities teaching Library Science should create separate departments of Library education and the University Grants Commission should subsidise them. There should be adequate number of whole time staff for these departments. If any employee in the university library is engaged in teaching in the Department he should have sufficient relief from his library work to enable him to devote time to study and prepare his lectures and engage the students in a full time study. The departments should further have separate funds for purchase of teaching materials, proper accommodation, and funds for publication and research projects. In all these matters the library departments should receive precisely the same considerations and facilities as the other departments.

*Qualifications and Selection of Library Teachers*—The appointment of library teachers should be made by the same agency which is charged with the selection of persons for academic posts. The library teacher's status in the Department of library education should also be determined according to the standards governing academic posts.

The general principle or practice in other faculties which prescribe the qualifications of the teachers to be much higher than those of the trainees whom they teach, should be followed for library education also. The teacher of the diploma course should possess a Master's degree with two years' professional training or equivalent foreign qualifications together with other desirable qualifications. In selecting teachers on a part-time basis, care should be taken to select them from different types of professional experience. Primarily the teachers should be selected on the strength of their research and publication experience,

which gives a proof of their habit of investigation, original thinking or insight into the professional problems

In order to attract the best qualified personnel, the universities must offer the teachers in the Library Departments, salaries equivalent to those received by teachers of other faculties in the same university, and put an end to the present system of *ad hoc* honoraria or fixed monthly allowances etc

*Board of Studies in Library Science*—Unlike other subjects, there is no uniform practice among the universities for control of the librarianship courses. Of the eight universities, four do not have any agency for construction and revision of syllabus, conduct of examinations, etc. The remaining four have either Boards of Studies or Committees of Courses of Study. Only one university, however, exercises its control through its properly constituted bodies at different levels: (1) The Committee of Courses of Studies, composed of the Head of the Department of Library Science, two Inter library teachers and one library expert from outside, (2) the Faculty of Arts which has one library expert from outside in addition to the Head of the Department and (3) the Academic Council, which includes the Head of the Department as one of its members. The Committee is of the opinion that Boards of Studies in library science as well as Boards of Examiners are urgently needed in all universities teaching library science in order to ensure the professional competence of the librarians.

It is imperative that each university exercises effective control over all problems connected with professional education of librarians.

**Advanced Professional Course**—The librarians in this country have been clamouring for the last quarter of a century that their work should be given the status of a professional and considered at par with other professions, such as the profession of educational administrators, etc. To become a competent educationist today one requires prolonged intellectual discipline, usually a Master's Degree, and a specialised training of at least two years. It should be realised by the librarians that a single professional course of one academic year is not enough to elevate their status to that enjoyed by other professions. Nor is it possible for such a course to meet the needs of modern librarianship. In the countries which have made the greatest advance in the library fields, a two years' full time study, of which the first year is usually devoted to general librarianship, is considered essential. Extensive and specialised courses needed for different fields of librarianship cannot be given profitably in the first year of professional study, during which a thorough grounding in general librarianship is all that is possible. It must, therefore, be made clear to the prospective librarian that, if he wishes to prepare himself for responsible posts in different types of libraries or for higher administrative posts, for which more and more persons would be needed as years go by, he must, like all other professions, follow up the Diploma course by an advanced course of training.

Further, librarianship like other professions needs to be supported by research and investigation if it has to maintain and raise standards of

library service in the country This can be ensured only if the programme of advanced professional education includes training in the methods and skills of research

*Agencies for Advanced Courses* —Obviously, the provision for the advanced course belongs legitimately to the universities as seats of higher learning and charged with the responsibility of expanding the frontiers of knowledge and advancement of all professions However, every university which provides instruction in librarianship cannot be expected to attract a large number of students for the advanced course to make it an economical unit or develop instructional resources Especially will this be the case in the early stages of library development

At present, Delhi University is the only university which has instituted an advanced programme leading to the Master's Degree after two years of postgraduate study in library science and a research programme leading to a doctorate

The syllabus of Delhi University lays stress on classification and cataloguing, which would be evident from the fact that 400 marks out of 700 marks for the written examination are allotted to these two subjects The result is that far too little attention is paid to other areas of specialisation For the same reason, it is unable to offer detailed specialised courses in any of the three types of libraries academic, business and archival, or for that matter, in public librarianship beyond what it is able to include in its course on advance library organisation It seems therefore, that the advanced course is designed for those interested in research and teaching in technical rather than administrative aspects of librarianship These, however are matters of emphasis, and do not in any way reflect on the quality or soundness of the principles on which Delhi University has based its courses

Delhi University has not been able to offer its advanced course for the last three years for lack of appropriate staff and if the efforts made by it to establish librarianship as a profession is not to be lost it should be assisted in reviving the advanced course Such assistance to Delhi University and to some other selected universities for advanced education should be made available by the Central Government and University Grants Commission to enable them to run a school of librarianship for advanced training in librarianship

*Qualifications of the Entrants* —In keeping with the national character of the school, it would admit students deputed by the States The entrance requirement should be a second class Bachelor's Degree and Diploma in Librarianship from a recognised university Persons admitted to the school would choose a special field connected with the work they plan to do on return to their States This course should also be open to the fresh diploma holders on the evidence of their ability, such as a first class or distinction in their first professional examination and special librarians from any institution on the basis of their contributions to the profession but not necessarily deputed by the States

*Objectives of the Course* —It is necessary to make an attempt to define the objectives of the advanced course leading to a Master's Degree in library science as clearly as possible These objectives should be

1 To train students for administrative posts in one of the major types of libraries—large public library system university libraries special

libraries, by offering them opportunity for intensive study of objectives, principles, and special problems of organisation and administration

2 To offer specialisation to students in the different fields of librarianship

3 To train persons in methods of research

4 To provide teachers of library science for the universities

The university which institutes the advanced course can achieve the above objectives by a suitable programme of teaching and research. We have stated earlier that a detailed study by an expert committee should be undertaken of curriculum of the basic professional course. This remark holds with greater force for the advanced course.

*Some suggestions for the Advanced Course*—Subject to the above observations, we suggest that the advanced course may embrace the following subjects under each of which some of the topics have been indicated to give an idea of their contents

1 Advanced Bibliography Training in modern methods of book production, analytical bibliography

2 Advanced organisation and administration of one of the three types of libraries—public, university or special

3 Advanced literature or materials course in one of the main fields or a specific subject within the field of science and technology, social sciences, or humanities, or literature for children, adolescents and adult students

4(i) Advanced classification and cataloguing Classification for research libraries, bibliographies, and abstracts, mechanical aids in classification and cataloguing, new developments in dictionary and classified catalogues, standardization of cataloguing rules, application of cataloguing such as centralised and cooperative cataloguing, union catalogues, planning catalogue departments, costs and economics of catalogues

4(ii) Library work with children and young people and adult students in public libraries and schools, including problems concerned with objective, organisation and evaluation of these services

The curriculum of the advanced course should preferably be so arranged as to require the students to take a thesis as a part requirement for the Master's Degree

Alternative courses in the areas covered by 2, 3 and 4 above have been provided to enable a student to specialise in one particular type of library or library work. For example, a student who has selected public library as area of his specialisation will choose 4(ii) instead of 4(i), while a special librarian or a documentalist or a student specialising in university librarianship would need to concentrate on 4(i). In addition to offering these courses as part of the Master's Degree in library science, it should be possible for any librarian who has a diploma in librarianship to take any of the above courses separately and be awarded special certificates. For example, 4(ii) could be taken separately by a librarian who wishes to specialise either in school library work or in public library work with children and young people.

*Research in Librarianship*—The Committee is of the opinion that research in librarianship should be encouraged in the universities. Special funds should be provided for this purpose.



## APPENDIX

### TABLE SHOWING SUBJECTS AND INSTRUCTION PERIODS IN SEVEN UNIVERSITIES GIVING THE DIPLOMA COURSE IN LIBRARIANSHIP

Name of subject	Number of universities						
	1 Periods (1 hr.) per session	2 Periods (50 mts.) per week	3 Periods (45 mts.) per week	4 Periods (1 hr.) per session	5 Periods (40 mts.) per session	6 Periods (45 mts.) per session	7 Periods (1 hr.) per week
Classification theory . . .	30	3	2	} 120	40	64	1
Classification practice . . .	30	3	3		90	84	1
Cataloguing theory . . .	30	3	2	} 70	35	64	1
Cataloguing practice . . .	30	2	3		115	84	1
Bibliography . . . . .	30	..	* 2 †	} 70	3	40	} .. 1, plus 1 practical.
Reference work . . . . .	30	20	11		100	154	
Book Selection . . . . .	20	..	..		..	..	
Organisation and Administration . . . . .	30	..	..		..	..	
Organisation . . . . .	..	2	2	70	100	32	1, plus 1 practical.
Administration . . . . .	..	2	2	70	60	16	1, plus 1 practical.
Cultural History of India . . . . .	..	..	..	..	..	16	..
General Knowledge . . . . .	30	..	..	..	..	16	..
Preservation of books & records	20	..	..	..	..	..	..
Evaluation and development of writing, books and libraries . . . . .	..	..	..	..	..	40	..
Language . . . . .	30	..	..	..	..	..	..

\* Includes book selection. † Includes literature course and practical reference periods.  
 ◀ Includes 40 practical periods. ÷ Includes 90 practical periods.

## RECOMMENDATIONS

1 A national scheme of studies for training in librarianship should comprehend (i) the training of semi-professional staff needed by all types of libraries, which requires training only in methods and routines, (ii) the training of the professional staff needed by most of the public libraries, which involves a sound training in general librarianship, and finally, (iii) advanced or specialised training in library science for the leaders in the profession, as also for those who would occupy responsible positions in different types of libraries

2 The training of semi-professional staff should be conducted at two levels

(a) training for village library work,

(b) training library clerks for performing routine duties

3 Block librarians should give prospective village librarians in their jurisdiction a short course of 2 to 4 weeks' duration, which should prepare them for village library work, instruct them in the aims and scope of library service and the relation of village library centre to other social agencies working in the field

4 No university should run semi-professional courses. They should be run by Library Associations or, where no such association is willing or able to take up the responsibility, by State Government through the State Library

5 Government should lay down the standards with regard to the syllabus and duration of the elementary course, the selection of teachers and the conduct of examinations

6 The duration of elementary course should be 3-4 months, at the end of which the trainees should be required to take an examination comprising 3-4 papers of one or two hours' duration

7 Courses for training professional librarians should be organised by the Universities, State Governments or the National Central Library

8 The basic professional training should consist of a full year's course leading to a diploma. The admission to this basic course should be confined only to First and Second Class graduates

9 Government of India should set up an expert committee consisting of professional librarians for suggesting complete reorganisation of the syllabus of library diploma course. The reorganisation is needed all on the lines as detailed in the report

10 The expert committee should also go into the following subjects —

(a) Teaching methods, and

(b) Conduct of examination

11 University Grants Commission should strengthen the existing diploma courses in the first instance in order to enable the universities

running classes in library science to create separate departments of library education and give adequate financial assistance to the Universities for this purpose

12 In a University library, teachers should be appointed by the same agency which selects persons for other academic courses. The library teachers' status should also be determined according to the standards governing the status of other university teachers

13 Teachers for library classes should be selected on the strength of their research and publications

14 Universities should offer to library teachers salaries equivalent to those received by teachers of other departments

15 All universities teaching library science should appoint Boards of Studies and Boards of Examiners in Library Science

16 Some of the universities should also provide advanced courses in librarianship, leading to M A degree in librarianship

17 The Central Government and the University Grants Commission should give financial assistance to the universities for this purpose

18 The entrance qualifications for the advanced course should be at least a Second Class graduate and Diploma in Librarianship. The admission may also be open to fresh diploma holders who have First Class or distinction in their first professional examination and for special librarians on basis of their contributions to the profession

19 Universities should also encourage research in librarianship. Special funds should be provided for this purpose

## CHAPTER VIII

### LIBRARIES AND SOCIAL EDUCATION

Libraries are primarily institutions for the educational advancement of the people. As such, they are one of the agencies of social education and stand in close relationship to other similar agencies. A sound library policy should, therefore, underscore this relationship. Some of the ways in which this may be brought about are detailed below.

The educational approach has already resulted in the introduction of certain practices which have, by now, been widely accepted in the library world—such as open access, provision of guides to library shelves and building plan in bigger libraries, opening hours, grouping and display of books in the library, readers' advisory service etc. We are however, at present concerned with the relation of libraries with educational or potentially educational groups, for that is what brings it in the orbit of social education.

Libraries are interested first, in bringing people in contact with books and other sources of knowledge and information and, secondly, in seeing that the contact bears fruit in the form of reading. However, as reading in itself is not enough, the librarian will be neglecting his duty if he does nothing to promote a reflection and assimilation of what the people read.

**Contacts between books and people**—The twin foundations of the work of a library with people are book lists and cooperation with groups and institutions of educational importance.

Book lists should preferably be annotated. They may be general, but for social educational purposes the book lists should be compiled keeping in mind the characteristics of different groups of readers—their reading abilities, reading interests, age-level etc. These book lists may be compiled by the library or by any other agency, such as the University, agricultural institution etc.

A library may make similar lists of the films and any other library material it may have, or it may act as the clearing house of such information on the materials available in the region. In fact, when a book list is intended for a particular group it would be best to include in it all materials—books, films, recordings etc.

Such lists would be more useful to groups with a purpose and since reading is fruitful only if it is reading with a purpose, it is the special responsibility of a library organisation to bring out such lists of library material. It would be desirable for reading specialists in the State Central Library to prepare such lists with the information on readers' tastes and requirements flowing regularly to them from the library and social education workers in the districts and the blocks.

Such book lists can be disseminated by the library either directly or through cooperation with other social educational agencies in its area. An excellent way in which the library can itself do it is by making

out short lists of books on various subjects in the form of book marks and inserting them with a sense of discrimination in the books lent out to members. In this way, or directly by post or by hand, suitable lists should, in particular, reach the leaders of adult groups. In the towns and cities, radios and newspaper columns should be utilised for such "book notices".

The other foundation in the library's efforts to bring together books and the people is its cooperation with groups and institutions which bring together and influence men, women and children in an educational way. Schools, literary societies, workers' associations, youth clubs, women's clubs, planning forums, museums, film societies, stations of All-India Radio and a number of other associations and institutions deserve the librarian's attention in this respect. He should make a list of all such associations in his area and see in what way each association and the library can be mutually helpful in the service of a common objective. Some of the ways in which the library can draw them or some of these groups into a cooperative relationship are the following:

- (a) The library may offer the hospitality of its accommodation to the meetings of these groups
- (b) The library may find speakers for the talks or lectures that may be arranged by them
- (c) The library may join hands in drawing up their programmes, so as to link together their work with books and other materials in the library

Having laid the foundations of his work with groups, the librarian can build the work of bringing books and people together first, by bringing the library's services or particular books to the notice of the people and, secondly, by actually bringing books to face them. We have already mentioned the dissemination of booklists, the newspaper column, the radio talk and personal contact with leaders which would serve the first purpose. In addition, we may mention a book talk where the librarian or any other speaker may review or give a talk on a single book or a group of books. A librarian or a person inspired by the librarian may even speak to a particular group—city fathers, social workers—on books, general or reference, or other library material of interest to that group. We may repeat that the radio deserves to be particularly cultivated for the sake of libraries.

But by far the more important and the more exciting task for a librarian is to bring books and people face to face with one another in an interesting way. The following methods may come ready to a librarian for this purpose:

(a) With the cooperation of social education workers or even other workers in a block or district he may arrange "field trips" of groups of people to the Library, when he can not only explain to them the services which the library renders them, but also bring before them books which can help them to increase the dimensions of their lives.

(b) For a similar purpose, he can arrange exhibitions of library books in community centres, in *melas* or in any other places where men come together for business or recreation. The exhibits may be arranged by themselves, or as adjuncts to any other wider programme.

or even as part of Library Days when a more comprehensive programme on books and libraries could be taken up. At least one of the Social Education days (1st of December every year) should be devoted to libraries.

(c) Books can be arranged in a place where a meeting, a talk, or a film show is being held. If the library can spare a staff member to visit schools, community centres, workers' quarters, youth club premises, panchayat *ghars*, cooperative societies, block headquarters and town halls, and preferably visit them with a load of books on his arms, the demonstration of library's concern with the improvement of their work programmes will be exemplary, if not irresistible. A loan of books for the leaders and staff of such associations would have great strategic advantages. Even at the risk of emphasising the obvious, it may be said that libraries should particularly cultivate the leaders of the various groups with which they wish to cooperate by going to them with books or by asking them to visit the libraries. For one thing for some time to come our libraries will not be so full of books and the most economic way of reaching the "wisdom in the books" to the people will be to concentrate on the leaders.

It will be seen that all the approaches to a face to face contact between books and the people which have been mentioned above, now fall within the sphere of the social education worker at the block and the district level. The librarian at the village level should therefore, seek his cooperation as a first requisite of his work. It is desirable that there should be regular periodical meetings of librarians and social education workers to consider how they can be helpful to one another and how they can raise the intellectual level and efficiency of various groups and associations of people directly or through their leaders.

**Promoting Reading among the People.**—The bringing of books face to face with the people is only a preliminary to their being read by the people. There are social ways in which a librarian can carry the people from contact with books to reading them.

(a) One well known and well tried method is through formation of reading circles, and similar other organisations such as play-reading or poetry-reading groups. Group reading of religious books has a hoary tradition in the country. To make the programme of reading effective, it is desirable to integrate such reading circles with the programmes of youth clubs, women's associations etc. Here, again, it is obvious that the librarian will have to rely on the close cooperation of the social education worker who with his knowledge of men and matters should be able to make a proper selection of the leaders of the reading circles.

(b) In bigger towns, bigger libraries can even encourage informal groups concentrating on specific subjects. The reading may be done by an individual at home which, however, should be shared with the group. These informal groups may start through the personal initiative of the librarian or after the delivery of an interesting lecture by some eminent speaker.

(c) The groups need not be confined to books only. In libraries where facilities exist, film viewing and/or radio or "tape" listening can be substituted for reading, though in order to derive the full benefit of

group motivation and to rescue the programme from its purely recreational bias, it is necessary to follow up the viewing and the listening by reading

(d) The reading level of our people, it is well known, is very low. Even with our programmes for the production of reading material for neo-literates, it is doubtful if the bulk of such material can be assimilated by a person of average reading ability, bearing in mind the fact that 80% of our people are illiterate, that nearly 50% of our children do not attend schools and that the primary classes register the highest percentage of wastage and stagnation. It is, therefore, desirable that our social educational institutions should try to promote and improve the reading skills of the people. The orthodox social education worker is not prepared to take up this work at this stage, and even the library set up in its present rudimentary state is not equal to the task. What is suggested is that a demonstration project should be tried at one or two promising centres where librarians who are also trained in the teaching of reading may take some regular classes for improving reading skills and methods of study of people willing to take the lessons.

**From Reading to Assimilation**—If it is difficult for the librarian to take the people from contact with books to reading of books, it is still more difficult for him to see that people reflect on and assimilate in their lives what they read. In the first place, reflection and assimilation are subjective phenomena and as such they are hardly under social control. Secondly, reflection has a close connection with formation of beliefs and here is a territory where the librarian's code of conduct will not allow him to inflict himself on his *clientele*.

Nevertheless, there are some analogues of reflection which have a "behaviouristic" expression and which the librarian can encourage without transgressing his creed. The expression is discussion and discussion has been called the method of social education *par excellence*. Librarians have adopted this method in the form of study circles of various types.

The difference between a study circle and a reading circle is that whereas in the latter, there is only reading and listening to the contents of a book, in the former, the participants bring what has been read through the dye-houses of their personal experiences and exchange the wares thus processed at the counter of the discussion table.

Study circles as such may not be popular modes especially with the low degree of literacy in the country. But, with such variations, the study circles may first be initiated as groups taking up study of great books, of great issues of great persons and of great events. Trained leaders to conduct such groups would be needed as also special books for use in such groups. The social education and the library movements will deserve well of the people if the challenge is met by provision of both the leaders and the special books.

Again, as in other cases, the discussion group can be and, in fact, has been widely used with radio and film. In radio, especially the radio forum project has had a successful demonstration in Maharashtra. The essential ingredients in the educational use of such forums are three. First, the main issues should be carefully analysed before the viewing or the listening group and the attention of the audience is

invited to vital points in the piece to be viewed or listened to Secondly after the show or the broadcast, there should be a competently led discussion on it in the light of the introduction Lastly, the film or the broadcast should be followed up by a reading and discussion of pertinent material, if full benefit is to be derived

**Conclusion**—The librarian in his efforts to bring people and books in mutual contact, has to work in intimate association with the social education workers and the social education set up Three conclusions follow from this necessity of cooperation

First, if the librarian and the social education worker have to play their respective roles in this cooperative effort then the librarian must have some knowledge of the field of activity of the social education worker and *vice versa* For example the librarian must know—

- (a) Social Education and developmental set up in his district/State,
- (b) The various groups of social educational import working in his area, such as youth clubs etc , and their programmes, .
- (c) Methods of giving talks,
- (d) Methods of discussion in groups,
- (e) Use of audio-visual aids—arrangement of exhibitions, and
- (f) Psychology of reading

The social education worker must know—

- (a) The library set up in his block/district/State,
- (b) The various libraries in his area and their service potentialities,
- (c) Reading tastes of the people and the type of reading material (and other library materials) which can be helpful to the various groups, and
- (d) How books can be made a part of the life of the people

Secondly, both the library and the social education set up should try to discover the reading tastes and reading needs of the people They should try to find out the reactions of the people to existing literature, the types of books which the people would like to read but which are not available They should pass on this knowledge to the proper book production agencies in the State

Thirdly, in order to do their best in the educational field common to both, the library and the social education staff should meet regularly and evolve methods of fruitful cooperation To begin with, the District Librarian and the District Social Education Officer should meet once a quarter to consider the working and drawing up of programmes of common interest Later on, when the libraries become more numerous and richer in book stock and staff, this cooperation could be taken down to the block level



## RECOMMENDATIONS

1 In some States demonstration projects should be tried at one or two promising centres where librarians, who are also trained in the teaching of reading, may take some regular classes for improving reading skills and methods of study of the people willing to take such lessons

2 In order to be helpful to one another, librarians and Social education workers at the block and district levels should have knowledge of one another's fields of work

3 Both the social education workers and librarians should try to discover the reading tastes and reading needs of the people and pass on this knowledge to the book production agencies in their State

4 Library and social education staff should meet regularly to evolve methods of fruitful cooperation

## CHAPTER IX

### LIBRARY FINANCE AND ADMINISTRATION

We have recommended earlier in this Report that library service should be the responsibility of Government. This means that it should be financed from public funds. Obviously, the first question to be answered is, how much money is needed and next, how is it to be raised ?

We have indicated very briefly in the Appendix to this chapter the order of funds we need if a moderate quality of library service were to be set up over the entire country. This comes to about Rs 23 crores recurring and about the same amount non-recurring.

It is obvious that the country is not yet ready for this effort. We have, therefore, to start with a modest pace and then work it up to the required level. What is the time that may be necessary for this process ?

It will depend on how fast the country's economic strength can be developed. The great things that are being built for the last few years will, it is hoped, start bearing fruit somewhere in the middle of the Third Five-Year Plan. For the few years till then work must be carried on with the modest funds that can be raised towards putting up the foundations. It is hoped that by the end of the Sixth Five-Year Plan the *per capita* income will have been doubled. Then, funds may be available not for a first rate library service but, at any rate, for a base-level service.

There will, thus, be five-Year Plan periods (third to seventh), *i.e.*, 25 years to raise the library structure from its present embryonic dimensions to a size which will do justice to the cultural and educational needs of the people on an austerity level. By then, the population will have increased considerably, with the result, that the 23 crores that are needed today for a base-level service will then have swollen to Rs 33 crores, which must be kept as the target to be reached in 25 years' time.

This question is bound up with the question of how can the funds be raised. In the existing pressure for funds for all types of development activities, any new "non-productive service," like the library service, will mean some more "tightening of belts" by the citizen. And a call for more sacrifice is never popular. Yet for the sake of the future, the sacrifice must be made, and it has only to be decided how best it can be made.

The various countries, which have good library systems, have adopted one or the other of the following two modes of financing libraries:

- (a) by appropriation from general local revenues, and
- (b) from special library rate or cess.

The former method of running public libraries is prevalent in some of the States in U S A. It may not, however, suit us. The local bodies are already bearing a heavy financial burden in discharging their basic obligations, which, of course, exclude libraries.

Nor can we recommend without reservation that public libraries should be financed solely by appropriation from State revenues. For a steady growth of public libraries, the funds available for the purpose must be assured. There is enough experience of library finance to show how this can be done.

### A Library Cess

Over a large part of the world and in two States of India, namely, Andhra Pradesh and Madras, library funds are derived basically from a special library rate or cess. The evidence tendered before the Committee has shown a sharp cleavage of opinion on the question of library cess. The official opinion as well as the views of legislators, except in the four southern States, is opposed to the cess, and, in general, the public sentiment backs them. The overwhelming opinion of library workers all over the country and people in the southern States, including officials and legislators, is in favour of a library cess. The legislators and Government officials fought shy of any proposal for fresh taxation. The economists are inimical to the splitting of a part of the taxable capacity of the people and earmarking it for one specific purpose and that too with such a low economic priority.

In spite of such a strong body of opinion against a library cess the Committee has come to the conclusion that only a cess can provide a stable base of library finance. However modest the basis may be, it can give the library administrators some solid grounds from which they can plan ahead without fear of mishap, the following year or the year after. There is no doubt that a library cess alone cannot make the bill, but a simultaneous provision from general revenues could be linked with it so as to share with it an assured annual budget.

Two considerations have swayed the Committee in favour of a library cess. In the first place again and again, in the course of our investigations, we have met with inspiring instances of people joining hands to set up libraries and of people paying subscription for availing themselves of the use of these libraries at a cost to themselves which in some cases would be much more than the cess they would have to pay. This shows a desire on the part of the people to pay for their library service. We are only seeking to institutionalise this desire.

Secondly, our fears about the popular opposition to a library cess were completely belied in Andhra and Madras. Far from regarding it as an imposition, the people in these two States appreciate the services they get in return. So much so, that, by and large, the people in the neighbouring States of Kerala and Mysore also are thinking of taxing themselves for receiving the benefits of libraries. Indeed, if the people in Andhra and Madras can, instead of regretting the cess, find a cause in it to congratulate themselves, why not the people in other States? Incidentally, this also answers the economists' objection against cess as such. The Taxation Enquiry Commission (1953-54) has also stated that there is nothing wrong in the idea of a cess and that its value depends on its psychological effect on the people. The example of Andhra and Madras encourages us to believe that the psychological advantage of cess will be on the side of libraries.

We have now to consider the rate at which the cess should be levied, taking into account the economic limitations of the people

The per capita monthly income in India which stood at Rs 22 10 in 1950-51 rose to Rs 24 in 1955-56. Thus, whereas the per capita income in India rose barely by 9% the taxes and other contributions to Government went up by 50%. Bearing in mind also the fact that the tax burden on the people is not measured by what the Government takes away from the people, but by what is left behind with them, which in view of the extremely low per capita income is just a pittance, it will be clear that we have a very limited rate to consider. At the same time, the people are better off now than they were in 1948 when the library rate was fixed at two pice in a rupee in the Madras Library Act and, what is more, are prepared to make greater sacrifices for their progress. Taking these facts into consideration, we recommend that Government should levy a cess of 6 naye paise in a rupee of property tax in all places, with, of course, permission for the local bodies to raise it if they so desire. This will bring an income of nearly Rs 2 crores for the whole country.

This estimate is based on the following considerations. The Taxation Enquiry Commission has stated that property taxes fetched Rs 24 4 crores in 1952-53 (Vol III, p 376, para 4). Since then urban areas have grown, and it is mostly from urban areas that the property taxes come. Secondly, in the old States of Madhya Bharat, Madhya Pradesh, Punjab, Pepsu and U P, property taxes were levied only in 239 out of 607 municipalities and a uniform library law would require that the cess must be levied in areas which do not levy property tax as if the tax was actually levied. This would hold good not only for municipalities and small town committees but also village panchayats where the levy of property tax has so far been compulsory only in Andhra, Bihar, Bombay, Madhya Bharat, Madras, Mysore, Orissa and Punjab. If these considerations are borne in mind, we believe that in 1960-61, property taxes in the country will yield a sum of Rs 32 crores on which the cess at the rate of 6 naye paise in the rupee will fetch Rs 2 crores.

### **Grants from State and Central Governments**

With an income of Rs 2 crores against the need of Rs 23 crores recurring and the same amount non-recurring, it is obvious that no library cess by itself can cope with the demands of even a moderate library service. The question, therefore, is how should this gap be bridged? The Madras and Andhra Library Acts provide for an equal share by the State Governments. In England and America also the Governments have realised the inadequacy of funds raised by library cess for the maintenance of libraries and are now coming forward to supplement their resources by State subsidies.

In any scheme of public library finance, therefore, the bulk of the funds must come from the cess and State Governments' revenues. However, the following tables show that State Governments are increasingly finding themselves in deeper and deeper waters in meeting their financial liabilities in the context of the Five-Year Plans and that Government.

of India is increasingly coming forward with loans and grants to State Governments to ease the financial straits in which they find themselves.

*Budgetary position of States*

(Sums in lakhs of Rs.)

Year	Revenue, including grants from the Centre	Expenditure, including that on Capital Account	Deficit
1951-52 . . . . .	509,81	540,33	30,52
1955-56 . . . . .	838,60	892,44	53,83
*1956-57 . . . . .	912,99	1015,62	103,63
†1957-58 . . . . .	952,06	1064,02	111,96

\* (Revised Estimates). † (Budget Estimates)

*Central Assistance to State Governments*

(Rs. in lakhs)

Year	Grants	Loans & Advances	Total
1950-51 . . . . .	17,29	60,77	78,06
1955-56 . . . . .	35,80	248,87	284,67
1956-57 . . . . .	29,53	232,76	262,29
1957-58 . . . . .	26,17	233,37	258,54

It is thus clear that the country's library fund must attract some assistance from Government of India, also. What this assistance can be is a matter of expediency. We would however, recommend that it should, at least, be equal to the cess collected in each State.

This leaves the State Governments with too heavy a burden on their heads. It is suggested that, to begin with, State Governments may only give grants equal to the cess collected and then gradually, in the course of the next 25 years, when in the Seventh Five-Year Plan their finances should be in a happier state, raise their grants to three times the cess collected. By then, an income of Rs. 6½ to 7 crores from the cess could be expected. With the same amount from the Government of India and about thrice the amount from State revenues, the target of Rs. 33 crores that will be needed for a base-level country-wide library service could be reached.

What are our reasons for believing that a cess of Rs. 2 crores in 1960-61 will rise to Rs. 6 or crores in 1981-82? In the first place the rapid industrial growth of the country will mean an expansion of property in urban and industrial areas, from which by far the largest share of cess will accrue. The expected doubling of per capita income will give a further fillip to this trend. Thirdly, the Taxation Enquiry Commission has stated in their Report that almost invariably properties are undervalued for assessment of property tax. (Vol. III, P. 392, para 37). It is hoped that, in twenty years, the public morality would have grown in strength to plug such loopholes.

### A Twenty-five Year Library Plan :

If the proposals made in this report are taken up in the Third Five-Year Plan (since legislation and other preliminaries are bound to take the remaining two years or so of the Second Plan) the total of State Library funds at the beginning of the Third Plan will amount to Rs. 6 crores, Rs. 2 crores each from cess, State Government contribution and subsidy from the Central Government. The following questions arise in this context :

- (a) What start can be made with this fund?
- (b) How should library development be phased during these 25 years (Third to Seventh Five-Year Plan)?
- (c) In what stages can an income of Rs. 6 crores be stepped up to Rs. 33 crores by the end of the Seventh Five-Year Plan so that library funds may keep up with the tempo of library development?

(a) We have seen that a base-line public library service at the present time would need an amount of Rs. 23 crores. In accordance with the basis laid down in the Appendix, this amount would distribute itself among the various categories of public libraries as follows :—

Type of library	Rs. in lakhs
State Central libraries	50
District Libraries	145
City Libraries	120
Branch Libraries (in cities)	75
Mobile Libraries	75
Block Libraries	460
Small Town Libraries	765
Panchayat Libraries	360
	20,50
Non-recurring	250
	2300

With Rs. 6 crores we can make a start as follows :—

Type of Library	Rs. in lakhs
State Central Libraries	25
District Libraries	100
City Libraries	100
Branch Libraries (in cities)	20
Mobile Libraries	75
Block Libraries	200
Libraries in towns of population below 50,000	20
Subscription libraries	60
Total	600

Many libraries which could come under the above categories are already there. The saving on that account could be utilised to meet the non-recurring expenditure on new libraries.

It will be seen that this will lay a reasonably sound foundation of public library service, in as much as all State Central Libraries (with less ambitious programme in the beginning), most district libraries with their mobile libraries, libraries in most towns and cities of over 20,000 population, almost half the number of block libraries, and a little less than one third of the number of needed branches in large cities could be run within this level of recurring expenditure. All these libraries in operation at the commencement of the Third Five-Year Plan will be catering reasonably well to populations where literacy is mostly concentrated, and the library administrators will have the satisfaction of seeing most library centres set up from which library service could be radiated to reach the remaining, at present none-too library-vocal elements of population. This is not to say that library service in small towns and rural areas will be utterly neglected in the beginning. They will be served, as best as possible, under an organised system of circulation, from Block Libraries and small towns.

(b) We believe that while the various areas collecting their library cess could utilise the proceeds as they like, the State Governments and the Government of India's contribution should be utilised to follow certain priorities. We recommend that the first priority target in library development plans of all State Governments should be to bring the State Central Libraries upto a point of efficiency indicated by an annual expenditure of Rs 5 crores on all of them. As far as possible, this should be accomplished in the third year of the Third Five-Year Plan. By the end of this period all districts, towns and all cities with a population of over 50,000 will have set up their main libraries, including a mobile library for each district.

Thereafter, library services should be gradually extended so that by the end of the Fourth Five-Year Plan, all large city libraries will have their Branch Libraries, all Block Libraries will have been set up and library services will have been spread to about a fourth of the towns of a population above 5,000.

By the end of the Fifth Five-Year Plan, the State Central Libraries would have strengthened their reference and bibliographical services, all towns with a population of more than 5,000 and one third of the number of centres of population below 5,000, including the panchayats will have their own libraries.

By the end of the Sixth Five Year Plan, all libraries except those serving centres of population below 5,000 would have reached their base-level, including the requisite level for reference and bibliographical services. The centres of population below 2,000 except those that are far flung and in out of the way places will also have been served fairly well. By the end of the Seventh Five-Year Plan, the entire public library service will have reached its base-level. Thus at the beginning of the Eighth Five-Year Plan in 1986, there being no deficiencies of library capital which cannot be met from the normal annual budget of

Rs. 33 crores, the distribution of this fund will show the following pattern.

Type of libraries	Rs. in lakhs.
State Central Libraries . . . . .	125
District Libraries . . . . .	200
City Libraries . . . . .	250
City Branches Libraries . . . . .	200
Mobile Libraries . . . . .	200
Block Libraries . . . . .	700
Town Libraries (population 20,000—50,000) . . . . .	75
Town Libraries (population 5,000—20,000) . . . . .	190
Town Libraries (population 2,000—5,000) . . . . .	760
Panchayat Libraries . . . . .	600
Total . . . . .	33,00

(c) We have expressed the hope earlier that by the middle of the Third Five-Year Plan, the major industrial and agricultural projects now under construction would start yielding full benefits. It is only then that State Governments could start adding to their library funds. The last two years of the Third Five-Year Plan could thus register a small increase of, say, Rs. 1 crore in the country's library fund. This could be stepped up gradually to bring about an increase of Rs. 27 crores by the end of the Seventh Five-Year Plan, thus raising the total library fund to a level of 33 crores a year. A suggested pattern of increments in the library fund could be as follows :

The Plan period	Suggested increments in the country's library fund (in Lakhs of rupees.) in the various years of the Plan				
	1st year	2nd year	3rd year	4th year	5th year
Third Five-Year Plan . . . . .	Nil.	Nil.	Nil.	50	50
Fourth Five-Year Plan . . . . .	50	50	50	75	75
Fifth Five-Year Plan . . . . .	100	100	100	100	100
Sixth Five-Year Plan . . . . .	150	150	150	150	200
Seventh Five-Year Plan . . . . .	200	200	200	200	200

Thus at the end of the Third Five-Year Plan the country's library fund will stand at Rs. crores, at the end of the Fourth Plan—Rs. 10 crores, at the end of the fifth Plan at Rs. 15 crores, at the end of the sixth Plan at Rs. 23 crores and at Rs. 33 crores at the end of the Seventh Five-Year Plan. Of the total of Rs. 33 crores, about Rs. 7 crores will come from cess, an equal amount from the Central Government and the rest from State Government's revenues.

#### Absorption of Subscription Libraries

In making the above recommendations, we have assumed a uniform public library system under Government sponsorship. It has to be remembered, however, that such a system remains yet to be built up. At present the library map of India is dotted with subscription libraries, and in the chapter on "Structure of Libraries" we have recognised the



services which subscription libraries are rendering today and have recommended that they should receive adequate assistance from the Government. At the same time, we have said that they should be brought as soon as possible, on the pattern of free public libraries. The assistance given to subscription libraries should keep this in view.

The Committee recommend that —

- (1) Suitable existing subscription libraries should continue to receive aid from State Governments subject *inter alia* to the condition that at least 25% of the membership of an aided library should be free and mainly meant for persons of low economic status. The existing subscription libraries should be encouraged to join the proposed free public library service in every State.
- (2) Subscription libraries set up after the publication of this Report should not be given grant-in-aid.
- (3) There should be a periodical review, after every five years, of the subscription libraries in receipt of Government aid and after every such review the freeships of such libraries should be raised by at least 25%. Thus at the beginning of the Sixth Five-Year Plan, as envisaged by us, the entire public library system will have become a free public library system.

### **Library Authorities and Library Fund**

A library system based on a special library cess linked with definite grants from general revenues can only be based on a library law. The library law must state how the funds are to be collected and how they are to be spent, who will collect them and who will spend them. The body which administers the library service is usually called the Library Authority. The first question, therefore to determine is, what should be the sphere of work or size of a Library Authority?

There are two aspects of this question. First, a library system must be a viable unit, i.e. to say, it must have funds enough to give a fairly good library service for the varied tastes of readers. The Unesco Seminar on Library Development in South East Asia held at Delhi in October, 1956, recommended that a viable unit would mean a library service catering for at least 50,000 literates. Bearing in mind that only 25 to 30 per cent of literates will use the library and that literacy figure in India is about 16 per cent, it means that a Library Service should cover a population of about 10 lakhs. This is approximately the size of a district in India. In large urban areas 50,000 literates could be netted from a smaller population. This fact also has to be borne in mind.

Secondly, a public library must have a representative choice of the literature produced in the language the people read. Literature is now produced in such large volumes and the stream of production is so swift that only large library systems can have a budget big enough to cope with this flow of literature. The following is necessary in order to cope with the flow of the literature.

- 1 The library must acquire a basic stock of books on all subjects of interest to people.

- 2 It must acquire all the non-technical books published in the language in which the library has its books. So far as the Indian languages are concerned, this means practically the whole of their annual production
- 3 A substantial part of the library-going public will also be wanting to read English books and hence at least some libraries in a library system must acquire a substantial portion of world's publications in English
- 4 The library must also acquire a number of copies of more popular books

In our opinion, a library system can cope with the flow of literature in the way mentioned above, only if it can operate on an annual book budget of not less than one lakh of rupees. This again points to a library system not smaller than a District Library System.

It is, perhaps these reasons that led to the pioneer legislation in the country, namely, the Madras Library Act, 1948, to create *ad hoc* District Library Authorities (called the Local Library Authorities) as basic units of library service in the State.

Taking this fact into consideration as well as the necessity of associating tax collecting agencies with the management of libraries, the Committee recommend the following arrangement for financing libraries.

- 1 The cess collected in an urban area by a Municipality or a Corporation will constitute the Library Fund of the Municipality or Corporation
- 2 The cess collected in the area within the block will constitute the Block Library Fund
- 3 To each Block or Municipal or Corporation Library Fund the State Government will add an amount equal to the cess collected either in cash or in the form of provision of staff or both
- 4 The Central Library at a District Headquarter will serve as the Central Library for the entire district for purposes of supplementing the book stocks of Block and Municipal Libraries and for strengthening the administration. To enable it to do so, the whole of State Governments' contribution to Municipal and Block Funds in the district will go into a District Library Fund. If necessary the funds may also receive a percentage of library funds of block and municipalities in the District. In addition, subject to a degree of autonomy of large cities with population of over one lakh, the District Library will exercise a certain degree of authority over other libraries especially in the deployment and use of their book stocks, and the areas which they should serve.

In this way we believe the tax-payer will have a direct interest in the library service. The advantages of a large library system will be available, because Government contribution will go to support only such a system and also because the staff, will have a State-wide outlook.

*Library Legislation*

We have already stated that the levy of library rate can be made possible only by a law, since no taxation can be levied without a law. This law may take the form of making necessary amendments in the existing municipal laws of various States or by a comprehensive State Library Law. We recommend the latter alternative, because (i) it will bring homogenous and unified library service in the State and (ii) it will ensure statutory recognition of State responsibility for the maintenance of public libraries in the State.

The library law should provide for the following —

- (a) Free public library service with the following objectives —
  - (1) to house materials giving reliable information and wholesome recreation
  - (2) to organise them so as to promote their use,
  - (3) to stimulate non-readers to be readers and readers to be purposive students
- (b) A library rate of 6 naye paise in a rupee of property tax to be levied by local bodies and Panchayats
- (c) the State Government will aid the local bodies by a matching formula. The law may be brought into operation gradually within a period of twenty years
- (d) There will be Block Library Funds and the Municipal Library Funds, but the district would be regarded as a Unit of Library service
- (e) The various units of library service will have their own library committees, as recommended in this Report
- (f) The State will organise a Department of Libraries. The functions of the Department will be generally on lines indicated in this Report
- (g) The State Governments will recognise Library Associations and provide for adequate assistance to them
- (h) Books will form the bulk of library stocks, which must also include newer media of mass communication, like audiovisual materials etc

The library structure we have described in this Report will also call for legislative action by the Government of India. This legislation should incorporate the right of every citizen to have free access to educational, scientific and cultural records of the country among his Fundamental Rights. It may collate the various deposit sections under the Copyright Act, the Delivery of Books Act, the Press and Registration of Books Act and make them subserve the needs of a National Library Service and the part to be played in it by different kinds of libraries. It will also provide for giving assistance to State Governments for the public library service as suggested in this Report.

## APPENDIX

### COST OF LIBRARY SERVICE TO COVER THE WHOLE COUNTRY ON THE BASIS OF 1951 CENSUS

The cost worked out here can only be called even approximate by courtesy The bases of the cost are

- I The number of various types of library units
- II The staff needed for each unit
- III The cost of staff

The details are as follows

I The various types of library units are —

- A State Libraries 16 (14 States plus Himachal Pradesh plus Delhi)
- B District Libraries 310 (There are 325 districts in India, but it is assumed that 15 of the State Libraries will also serve as District Libraries for the districts in whose headquarters they are located)
- C City Libraries 163, that is to say, libraries for 68 cities with population 50,000-75,000 (C8), 23 cities with population 75,000-1,00,000 (C7), 41 cities with population 1-2 lakhs (C6), 14 cities with population 2-3 lakhs (C5), 7 cities with population 3-5 lakhs (C4), 5 cities with population 5-10 lakhs (C3), 3 cities with population 10-20 lakhs (C2), and 2 cities with population of over 20 lakhs (C1)
- D Branch libraries in the cities 300 (roughly one for every 50,000 of population)
- E Mobile library units 400, 325 for the districts and 75 for the larger cities
- F Block Libraries 4,500 (There will be eventually about 5,000 blocks in the country, but about 1,500 of them could be directly served from district headquarters)
- G Within the blocks there will be libraries for various centres of population, such as for
  - G-1—401 towns of population, 20 000—50 000,
  - G-2—4,542 towns of population, 5,000-20,000,
  - G-3—23,609 centres of population, 2,000-5 000, and
  - G-4—nearly 1 lakh panchayat libraries (*i e.*, 1 library for every 5 to 6 villages)

II The average staff needed for the various units has been assumed as follows

- A A State Central Library will have the following services  
Reference library for the State and the capital city, lending library for the capital city and the district, inter-library loan, copyright, bibliographical, special services for children, youth and adults and inspectorate. Allowing for leave reserves this will need 1 State Librarian, 1 Deputy Librarian,

- 1 Assistant Librarian, 22 professional assistants, of whom 4 may head the departments, 2 stenographers, 16 clerks, typists, accountants and 37 class IV staff).
- B. District Libraries: There will be circulating services. The lending and reference services for the towns in which they are located will be provided for by C, D and E and (in some cases even) G below. A district circulating service will need staff as follows :—
- 1 Librarian, 1 assistant librarian, 3 professional assistants, 4 clerks and daftries, 1 book repairer, and 4 class IV servants.
- C. The various categories of cities mentioned under (C) in 1 above will need staff as follows :—

	Type of city							
	C1	C2	C3	C4	C5	C6	C7	C8
Librarian . . . . .	1	1	1	1	1	1	1	1
Deputy Librarian . . . . .	1	1	1	1	..	..	..	..
Assistant Librarian . . . . .	1	1	1	1	1	1	..	..
Professional Assistants . . . . .	18	14	12	10	7	4	3	2
Book repairers etc. . . . .	4	3	2	1	..	..	..	..
Clerical . . . . .	7	6	5	4	3	2	2	2
Class IV, including library attendants, peons and always a gardener, a chowkidar and a sweeper . . . . .	35	31	27	23	18	15	11	8

The above staff is worked out on the basis of 2 shifts.

- D. Each city branch will need, for 2 shifts, 1 librarian, 2 professional assistants and 5 class IV servants, the latter including a sweeper and a chowkidar.
- E. Each mobile van will have 2 professional assistants (1 in the van and 1 at the base), 1 clerk (at the base) and 1 driver and 1 cleaner.
- F. A Block Library itself will, again, be a circulating library only. The lending and references services for the town in which it is located will be looked after by libraries under G. As such it will need 1 block librarian, 1 clerk-cum-daftri and 1 peon-cum-faraash.
- G. The various Town Libraries will have the following staff for a single shift only :—G 1, a librarian and a part-time paid helper, besides voluntary helpers : G2 and G3—librarian and voluntary help.

The Panchayat Libraries (G4) will have voluntary workers or persons working on small allowances.

III. The most difficult part of the present estimate is, without doubt, the cost on staff. The pay scales vary so much from State to

State that any average figure would raise a chorus of dissent from a number of States. Yet, for our present purpose an average must be struck.

In calculating the cost on staff we have assumed the structure of library personnel as given in the Appendix to the chapter on Library Personnel. Together with dearness and other allowances and salaries in various grades we have assumed the remuneration of various broad types of personnel working in libraries as follows :

<i>(a) Professional staff—</i>	Rupees (per month)
1. Panchayat Librarians and semi-voluntary help . . . . .	An hono- rarium of Rs. 15
2. Librarian of a town with population 2,000-5,000 . . . . .	100
3. Librarian of a town with population 5,000-20,000 . . . . .	120
4. Librarian of a town with population 20,000-50,000 Professional Assistants . . . . .	240
5. Block or city branch Librarian . . . . .	270
6. Assistant Librarian in a district/city library . . . . .	312
7. Librarian of a city with population 50,000 to 1 lakh/Deputy Librarian in a larger city/Assistant Librarian in the State Central Library . . . . .	420
8. District Librarian/Librarian of a city of over 1 lakh population/Deputy State Central Librarian . . . . .	470
9. State Central Librarian . . . . .	680
<i>(b) Non-professional staff—</i>	
1. Clerks, Accountants, Typists, Driver etc. . . . .	100
2. Class IV staff . . . . .	50

The total expenditure on the staff on the basis of I, II and III for the whole country comes to approximately Rs. 10 crores. The world over the average recurring expenditure on a library in items other than staff (books, lighting, maintenance etc.) is equal to that on the staff. So that the total recurring expenditure for a year for a universal library service would be Rs. 20 crores.

This expenditure has been calculated on the basis of 1951 census figures. To do justice to the present population and especially the more-than-proportionate increase in urban population, the figures of Rs. 20 crores would have to be raised to Rs. 23 crores (15% in a decennium).

Buildings, furniture and other capital expenditure would need an equal amount, that is to say, an amount of the order of Rs. 22/23 crores.

This does not cover the nation's entire expenditure on public libraries and their administration. For, besides the above, the State Governments will incur some expenditure on the Directorates of Public Libraries and Government of India will similarly incur some expenditure on the suggested Libraries Division in the Ministry of Education, the National Library and the three National Books Deposit Centres.

## RECOMMENDATIONS

1 Government of India and State Governments should have a 25 year Library Plan to raise the library structure from its present embryonic dimensions to a size which will do justice to the cultural and educational needs of the people

2 Government should levy a cess of 6 naye paise in a rupee of property tax in all places with permission for the local bodies to raise the cess

3 Government of India should contribute to the library funds of a State an amount equal to the cess collected in the State

4 To begin with, State Governments should give grants equal to the cess collected and gradually in the course of the next 25 years raise their contribution to three times the cess collected

5 Suitable existing subscription libraries should continue to receive aid from State Governments subject *inter alia* to the condition that at least 25% of the membership of an aided library should be free and mainly meant for persons of low economic status. The existing subscription libraries should be encouraged to join the proposed free public library service in every State

Subscription libraries set up after the publication of this Report should not be given grants-in-aid

There should be a periodical review, after every five years, of the subscription libraries in receipt of Government aid and after every such review the freeships of such libraries should be raised by at least 25%. Thus at the beginning of the Sixth Five-Year Plan the entire public library system will have become free

- 6 In each State, the library system should function as follows —
- (a) The cess collected in an urban area by a Municipality or a Corporation will constitute the Library Fund of the Municipality or Corporation
  - (b) The cess collected in the area within a block will constitute the Block Library Fund
  - (c) To each Block or Municipal or Corporation Library Fund the State Government will add an amount equal to the cess collected either in cash or in the form of provision of staff or both
  - (d) The Central Library at a District Headquarters will serve as the Central Library for the entire district for purposes of supplementing the book stocks of Block and Municipal Libraries and for strengthening the administration. To enable it to do so, the whole of the State Governments' contribution to Municipal and Block Funds in the district will go into a District Library Fund. If necessary, the funds may be reinforced by a percentage of library funds of the blocks and the municipalities in the District

7 State Governments should enact a comprehensive State Library Law which will provide for the following —

- (a) free public library service with the following objectives
  - (i) to house materials giving reliable information and wholesome recreation
  - (ii) to organise them so as to promote their use
  - (iii) to stimulate non-readers to be readers and readers to be purposive students,
- (b) A library rate of 6 naye paise in a rupee of property tax to be levied by local bodies and Panchayats
- (c) The State Government will aid the local bodies by a matching formula. The law may be brought into operation gradually within a period of twenty years
- (d) There will be Block Library Funds and the Municipal Library Funds, but the district would be regarded as a Unit of Library service
- (e) The various units of library service will have their own library committees, as recommended in this Report
- (f) The State will organise a Department of Libraries. The functions of the Department will be generally on lines indicated in the Report
- (g) The State Governments will recognise Library Associations and provide for adequate assistance to them
- (h) Books will form the bulk of library stocks, which must also include newer media of mass communication like audio-visual materials, etc

8 Similarly, the Government of India should enact a Library Law incorporating—

- (a) right of every citizen to have free access to libraries as his fundamental right,
- (b) collating the various deposit sections under the Copyright Act, the Delivery of books Act, and the Press and Registration of Books Act and making them subserve the needs of a National Library Service, and
- (c) providing for financial assistance to State Governments as suggested in the chapter

(sd) K P Sinha, (*Chairman*)

(") N Bhadriah

(") B S Kesavan

(") J C Mathur

(") S S Saith

(") T D Waknis

(") Sohan Singh, (*Secretary*)



## APPENDICES

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## Appendix I—TERMS OF REFERENCE

In September-October 1955, a Seminar on the 'Role of Libraries in Social Education' was organised by the Indian Adult Education Association at Chirag Delhi. One of the recommendations of the Seminar was to set up a Library Commission to investigate the state of Libraries in India. The Ministry of Education accepted the recommendation and set up an Advisory Committee for Libraries instead of a Commission with the following members. The Committee was requested to submit its report as soon as feasible.

- 1 Shri K P Sinha, Director of Public Instruction Bihar Patna  
(Chairman)
- 2 Shri N Bhadrach, President, Mysore State Adult Education Council, Mysore
- 3 Shri J C Mathur, ICS, Director General of All India Radio, New Delhi.
- 4 Shri B S Kesavan, Librarian, National Library, Calcutta
- 5 Shri S S Saith, Librarian, Historical Division, Ministry of External Affairs, New Delhi.
- 6 Shri T D Waknis, Curator, Central Library, Bombay
- 7 Shri D R Kalia, Director, Delhi Public Library, Delhi
- 8 Mrs Achamma John Mathai, Bombay
- 9 Shri Sohan Singh, Assistant Educational Adviser, Ministry of Education, Government of India, New Delhi  
(Secretary)

(The members at Nos 7 and 8 could not participate in the Committees' work at all)

The Committee was appointed with the following terms of reference

- 1 To enquire into the present reading needs of the people how they are met and what part the existing library set-up plays in meeting the needs
- 2 To enquire into the reading tastes of various sections of the people, what agencies are there to provide suitable literature and how the reading tastes and hence the literature can be improved
- 3 To recommend the future library structure in India
- 4 To recommend the forms of cooperation between the library and social education set-up
- 5 To go into the question of the training of librarians and the conditions of their service
- 6 To make recommendations on the administrative and financial measures necessary to support the future library set up in India

As the first two items would have led the Committee into a large research project, it confined itself to terms 3, 4, 5, 6, that is, to investigating the present condition of library service in the country and on that basis make recommendations to the Government.

The Committee sat in three sessions. In the first session, it finalised the questionnaire and its general programme including the tour programme. In its second session it resolved some of the more controversial issues and thus prepared the grounds for its report. In its third session the Committee finalised the substance of the report and authorised the Chairman to give it finishing touches.

## APPENDIX II—THE QUESTIONNAIRE

### PART I—LIBRARY STRUCTURE

#### A Existing Libraries

(To be answered by State Governments)

1 What are the different types of libraries in your State? Give the number of each type

*NB*—For the purpose of this question, the libraries may be divided into the following 22 types —

##### Libraries run by the State Government

- A1 State Central Libraries
- A2 District Central Libraries
- A3 Block Libraries
- A4 Village Libraries
- A5 Libraries attached to Social Education Centres
- A6 Circulating Libraries other than District Central Libraries
- A7 Departmental Libraries
- A8 Children's Libraries
- A9 Other Libraries

##### Libraries run by Local Bodies

- B1 District Board Libraries
- B2 Municipal Libraries
- B3 Circulating Libraries included/not included in B1 and B2

##### Libraries run by Institutions and Associations

- C1 Subscription libraries aided by Government
- C2 Unaided subscription libraries
- C3 Circulating libraries aided by Government
- C4 Unaided circulating libraries
- C5 Special libraries (such as commercial, technical, etc)

##### Proprietary libraries open to the public

- D1 Aided by Government
- D2 Unaided libraries

##### Libraries belonging to Educational Institutions

- E1 University libraries
- E2 College libraries
- E3 High School libraries

2 Have you any data on the book stock and annual expenditure on these libraries ? If so, please give

3 Select one typical library out of each of the 22 types mentioned in question 1 and give detailed information on it as per proforma given in Annexure I.

4 How are the libraries run by the State ?

(Type A in Question 1 How are they administered ?)

(i.e. how is their budget determined ? What is the financial supervision exercised ? Are there advisory bodies attached to them, etc ?)

5 What is the amount and what are the rules of grants-in-aid to non governmental libraries in the State ? Is the grant given in cash or both in cash and kind ? What is the amount of non-recurring and recurring grants sanctioned in the latest year for which statistics are available ?

6 What departments in the State Government are aiding/maintaining or in any other way connected with libraries (other than their own departmental libraries) Please give the aid or grant given to such libraries by each department in 1956-57

7 How many libraries are there in

Metropolitan towns,

Other towns,

Villages ?

#### **B Library Department, interlending circulating**

1 Should there be any independent Library Department at the Centre and in the States ?

2 If not, should it be a sub-department within

(a) Education Department,

(b) Social Welfare Department,

(c) A new Department of Culture ?

3 What should be the functions of such a Library Department/sub department ?

4 Should inter-lending be confined to public libraries or should it cover special libraries and University Libraries also ?

5 What should be the mechanism of book circulation in a circulating library system ? (for example bicycles, mobile vans, branches, etc)

#### **C Library structure for the future**

1 The Paper published by the International Federation of Library Associations, on the subject, is attached herewith (Annexure II) You are requested to give your comments on the various recommendations made therein

2 Do you agree that the Public Library system should have the following structure ?

(a) The structure

(i) National Central Library, New Delhi, with the following functions —

- 1 Copyright library for the nation
  - 2 Lending Library for Central State Libraries and Special Libraries cooperating with the Public Library system and a national centre for Inter-Library loan
  - 3 Centre for National Book Exchange and International Library loan
  - 4 Advise State Libraries on technical matters
  - 5 National Bibliographical and Documentation Centre
  - 6 National Library for the handicapped
  - 7 National Cooperative Book Acquisition Agency
  - 8 National Centre for micro-filming service
- (ii) State Libraries with the following functions —
- 1 Copyright Library for the State
  - 2 Lending Library for District Libraries and Special Libraries in the State cooperating with the Public Library System
  - 3 Clearing House for Inter-Library loan within the State
  - 4 Centre for Book Exchange within the State
  - 5 State Bibliographical and Documentation Centre
  - 6 State Cooperative Book Acquisition Centre
  - 7 Agency for Central classification and cataloguing for all District Libraries in the State
  - 8 Public Library Service for the city in which it is situated
  - 9 State Centre for micro filming Service
- (iii) District Libraries with the following functions —
- 1 Public Library for the town or city in which it is situated
  - 2 Maintenance of a Circulating Book Service within the District
  - 3 Service to Social Educational Institutions and Groups
  - 4 Service to Student Groups
  - 5 Service to Schools, Hospitals, etc
- (iv) Block Libraries with functions similar to the District Libraries
- (v) Village Libraries or Libraries serving a group of villages
- (b) If you think there should be any additional stages in the structure of the National Public Library System please mention the stage with its functions and give reasons why you consider it to be necessary
- 3 Should the libraries attached to the Information Centres in the Blocks be integrated with the Block Libraries ? If so how ?

4 Should the libraries mentioned in (a) (iii—v) above be controlled by State Government or by local bodies ?

5 Should the various libraries mentioned above in (a) (i—v) have boards or committees ? If so, should such boards or committees have executive or only advisory powers ?

6 If your answer to question 4 above is in the affirmative, give your comments on the following.

(a) The representation on these bodies will consist of —

- (i) Government officials concerned,
- (ii) Members of Legislature or Local Bodies concerned,
- (iii) Development authorities,
- (iv) Universities and other educational institutions,
- (v) Libraries or representatives of Library Associations,
- (vi) Representatives of public,
- (vii) Representatives of Social Education bodies

(b) The Librarian of the state concerned will be the Secretary

(c) The functions of each such Board or Committee will be —

- (i) To chalk out programmes, including their financial implications,
- (ii) To recommend grants,
- (iii) To arrange or sponsor training programmes,
- (iv) To keep registers of librarians in accordance with the different professional grades determined by the Central Library Department,
- (v) To publish reports and other publications of interest to Librarians,
- (vi) To lay down conditions of service of librarians, and
- (vii) To fix library standards

7 Should there be Library Associations consisting of librarians and men from the public interested in libraries, at each level as follows ?

- (a) All-India
- (b) State
- (c) Regional (in case of bilingual States)
- (d) District
- (e) Block
- (f) Village

8 Should the Library Association receive grants from Government ? If so, for what purpose and to what extent ?

**PART II—FORM OF COOPERATION BETWEEN LIBRARIES  
AND SOCIAL EDUCATION SET-UP**

**A. 1** What are the different types of social education workers and social educational institutions at,

- (i) Village level
- (ii) Block level,
- (iii) District level,
- (iv) State level,

and what are their library responsibilities, if any ?

**2** What are the adult educational activities of the different types of libraries mentioned in Q 1 of Part I, A ?

**1** What the various types of adult educational activities of your library ?

**2** How are the activities organised ? (by staff or voluntary workers)

**3** What is the response of the public to the different adult educational programmes of your library ?

**PART III—TRAINING OF LIBRARIANS AND CONDITIONS  
OF THEIR SERVICE**

**A Training of Librarians**

**1** What are the training facilities in your State for the training of various types of librarians

- (a) Training in general librarianship,
- (b) Training of State, District and Block Librarians,
- (c) Training of Village librarians ?

**2 (a)** What is the duration of each course and its contents ?

**(b)** What are the entrance qualifications for each course ?

[Please supply

- (a) Syllabus,
- (b) Set of question papers in a recent examination, and
- (c) Information about the system of examinations]

**3** Are there any deficiencies in the courses ? If so, what can be done to improve them ?

**4** What is the output of various training courses ?

**5** Is the output of each category of librarians adequate or inadequate ? If it is inadequate, what should be done to improve it ?

**6** Is the staff of the Training Centres adequate in number and qualifications ?

**7** How are the training standards of the various library training institutions in your State assured ? Does the State Government take any interest in this work ?

**8** Is the teaching material (books audio-visual aids etc) in the library training institutions adequate ? If not, what are the main deficiencies ?

9 What type of agencies (Universities, State Governments Library Associations, *ad hoc* bodies) conduct the following types of courses,

- (i) Postgraduate courses in general librarianship,
- (ii) Courses in general librarianship on the undergraduate level,
- (iii) Special courses for
  - (a) State Central Libraries
  - (b) District Libraries
  - (c) Block Libraries
  - (d) Village Libraries,
  - (e) School Libraries, and
  - (f) General Children's Libraries

10 Is any agency in the State maintaining a register of trained librarians? If so, a specimen copy may be shown to the Committee

### B *Conditions of Service of Librarians*

1 What are the different grades in which the librarians posts are now divided in the State? What are the qualifications (academic, professional—degree, diploma or certificate) prescribed for appointment and promotion to each grade and salary scales for each grade and responsibilities?

2. What is the principle of selection of librarians for each grade? For example

- (a) Fresh recruitment,
- (b) Promotion from lower grade If both principles are respected what is the proportion of librarians in each grade selected on each principle?

3 What are the principles of promotion of librarians? *e.g.* (a) by seniority, (b) by merit?

4 If by merit, how much weight is given to

- (a) published works or articles,
- (b) administrative ability?

What is the precise test for measuring administrative ability so as to eliminate personal equations?

5 Are there any bodies to whom librarians can appeal against the decision of authorities? If so what is the scope of work of these bodies and their position?

6 What are the principles for determining retiring benefits for each grade?

7 What are other benefits if any included in the conditions of service of Librarians? *e.g.* facilities for receiving professional training, concessions regarding education of their children weekly and annual holidays, travel facilities, etc?

### PART IV—ADMINISTRATIVE AND FINANCIAL MEASURES NECESSARY TO SUPPORT THE FUTURE LIBRARY SET-UP IN INDIA

1 Are public libraries in the State based on

- (a) Legislation, or
- (b) Executive orders of the Government?



2. If the structure is based on Legislation what are the principle topics covered by it? For example does the legislation cover the followings —

- (i) Libraries should be free for all citizens The legislation should ensure that any citizen of India can become a member of any public library in India with, of course necessary safeguards
- (ii) The Library should be tax-supported There should be no deposit or security for the use of Libraries The minimum rate of taxation should be fixed but the maximum should not be fixed.
- (iii) The legislation should define the Library structure including the Library Committees and the Training Institutions The various Library Committees should have a majority of non officials on them Except at State level the Librarian concerned should be the *ex-officio* Secretary
- (vi) Legislation should not be permissible but compulsory
- (v) Legislation should define the financial resources for the libraries at different levels Libraries at each level should have adequate funds secured from general revenues or a separate library cess Which do you prefer and why ?
- (vi) Government grant should not be determined by the income of a library authority but by its needs that is to say library legislation should provide for equalisation of services in the various parts of the country
- (vii) Only qualified and trained librarians should up to the Block level The training of Librarians should be assured by legislation
- (viii) The lower rung libraries should send regular reports to the higher rung libraries
- (ix) Cooperation among Public libraries should be ensured as well as cooperation between Public libraries and specialised libraries.
- (x) There should also be cooperation between Libraries and various agencies working in the board field of social education, e.g Libraries should particularly cooperate in the eradication of illiteracy

3 Are there any difficulties being faced in implementing the Library legislation? If so what are the difficulties? How are they being met?

4 Is the Library legislation existing in your State deficient in any way? If so in what ways and what remedies do you suggest?

5 If there is no Library legislation in the State what are the difficulties in the way of having one?

6 How are the public libraries in the State being financed, *e g.*,

- (a) by grants from general budget ?
- (b) by a special library cess ? If so, at what level is the cess levied ? What is the rate of the cess ?
- (c) by a combination of the two ?

7 How much of the district population each district library in the State has been able to reach with all its services ?

8 What are the reasons why the remaining population, if any, has not been reached ?

9 What are the different types of services rendered by each district library ? (Home lending, reading in the library, for women, for children, for youth, for adults and men)

10 What do you consider to be the right size of a District Library Unit ? Should large districts have multiple district libraries ?

11 If the Centre gives grants to District Libraries, should it give directly to the District Libraries or through the State Governments ?

#### ANNEXURE I

Name of the State

Area

Population

(Last Census figures of the area constituting present boundaries)

Name of the Library

Area served by the Library and its population/  
clientele of the library and its strength

Library Committee or Board governing the Library

Constitution of the Committee including name of the authority appointing it and to whom it is responsible, functions of the Committee the name of the Officer to whom the Librarian is primarily responsible

Income

- (a) From State Government/local body, etc
- (b) From library receipts
- (c) From other sources

Number of borrowers, type of borrowers and conditions on which they are allowed to borrow books

Average daily number of readers using reading and reference departments

Stock

Total number of volumes in stock (including pamphlets and periodicals), nature of collection and its special features, if any, including special type of materials, *e g.*, maps, mss, gramophone records, films, etc (give figures)

**Issues**

Annual issues from Lending Department.  
 Total seating capacity of the reading and reference rooms  
 Number of newspaper and periodicals received currently

**Staff**

Number of staff and their pay scales down from the Librarian to the attendants and their qualifications

**Expenditure**

(a) Books (b) Newspapers and periodicals, (c) Binding, (d) Salaries, (e) Other expenditure, (f) Total

**Organization of the Library**

- (i) Number of "departments in the Library, *e.g.*, newspapers, lending and reference rooms
- (ii) Are readers allowed free access to the stocks or are the books kept in closed stacks everywhere in the library?
- (iii) System of classification (either name one of the recognised systems of classification, or say, "improvised")
- (iv) Kind of catalogue (Dictionary classified alphabetical subject catalogue, author catalogue) or what?
- (v) Physical form of catalogue (Cards, printed sheaf)
- (vi) Number of days on which the library is open in the year including Sundays/holidays
- (vii) Reproduction of documents Does the library possess any equipment?
- (viii) Are the foreign publications bought from an Indian book-vendor or a foreign agent? Give reasons for your preference
- (ix) What arrangement has the library for binding? Has your library laid down any standard for library style of binding? In what respects do you find the bindings deficient?
- (x) Nature of extended activities of the library, *e.g.*, service to social education groups and workers, service to schools with or without an otherwise independent library service, service to hospitals and prisons, etc
- (xi) Form of cooperation between the library with other libraries, if any, (a) in the way of coordinating its acquisitions, (b) in the way of inter-library lending If so, describe the mechanism.

## ANNEXURE II

(For Private Circulation)

### THE IFLA. PUBLIC LIBRARIES WORKING PAPER

(The Development of Public Library Services—a working paper prepared by the Public Libraries Section of the International Federation of Library Associations in 1953 was circulated along with the Questionnaire so as to obtain the response of the correspondents in the light of modern authoritative views on public libraries)

A.1 The first essential to any consideration of the public library service is a clear understanding of the purpose of such a service

A.2 It is the purpose of public libraries to make it possible for all men according to their needs and circumstances, to enjoy whatever benefits full access to books and related forms of record may bring them. It is the duty of public libraries not only to meet existing demands but also to encourage and facilitate wider demands from more people

A.3 It is the purpose of libraries to promote and sustain freedom of thought, and action, individual development and the good of the individual and the community. It is essential that nothing should be done to deny the principles of free choice and liberty of thought, and it is essential that due regard should be paid to the differing needs and abilities of potential readers

B.1 Applying these principles to consideration of the basic pattern of public library service, the first essential factor emerges, *i.e.*, that the public library must be a comprehensive, general service for the use of all sections of the community

B.2 The alternative—and we regard it as an undesirable alternative—is the provision of public library services on a sectional basis, *i.e.*, the existence not of one public library for the use of all but of a library or libraries intended only for part of the community, *e.g.*, for particular social classes, or religious, political, racial, or linguistic groups

B.3 The disadvantages of such sectional provision are many including the following —

- (a) They have naturally a bias, an ulterior objective, a primary responsibility towards the interest of the section concerned. We do not deny the right of any section to promote its own objectives (using its own funds and not those of the community at large for this purpose), but it is manifest that the total effect of even many such libraries could not be the promotion of that full free opportunity which we regard as the essential function of the public library
- (b) They cannot, even in total provide for the whole community which must embrace many people who are not associated with any of the sectional interests for which libraries are provided. Neither can they comprehend the fullest range of materials
- (c) It is inevitable that library service shall thus be given by a multiplicity of small units whereas it is abundantly evident that the greatest benefits can be given most economically and efficiently when a community is served by the largest possible unit of library service consistent with social and geographical circumstances

B.4 The advantages of a service provided for the whole community include the following —

- (a) It can afford a full and free opportunity for all the people and it can embrace all matters of interest to any individual
- (b) Every member of the community may use it as a right, regardless of this social position, class, religious or political beliefs or vocation

- (c) Catering for the whole community, it can be more economical as more people will use it and the fullest use can thus be made of everything that is provided. It will be a larger and better provided library. It is likely to enjoy greater permanence and continuity and is capable of more efficient management.

B 5 It is, nevertheless, necessary to establish library service for groups of citizens who, for various reasons, are cut off from the use of the general library service—such as hospital patients, members of the armed forces, seamen, prisoners, etc. Such services should either form part of the general public library provision or be closely associated with it.

C 1 Since the public library should be provided for all members of the community, it is proper that it should be provided by the community as a whole, at the common expense of the community (with or without additional assistance from the common funds of the State—see G 1-8).

C 2 Consequently, it should be a free service in that no user should be required to pay any fee, subscription or other charge—for any reason whatever—in order to avail himself of its services.

C 3 The alternative is a library which levies a charge upon users either for all or any service, or for part of the service (*e.g.* the loan of fiction).

C 4 The disadvantages of levying a charge are, among others

- (a) That any who are unable to pay the required charge, no matter how small, are unable to use the library at all, or to the full and these may well be persons to whom access to books is especially desirable.
- (b) Those who are unwilling to pay the required charge, usually, because they do not appreciate the value to them of books and libraries will not be subject to its educational influence and may well be these who in their own interests and those of the community should be encouraged to make better use of books.
- (c) There is also the danger that those unable or unwilling to pay might be induced to borrow 'by proxy' (*i.e.* using the books obtained by other, paying borrowers) in which case the library would be unable to exert its full educational influence on the 'proxy' readers.
- (d) A library which charges is likely to be one which depends unduly upon the income from such charges. It is therefore likely to prefer to provide those books which will produce the most income and so to meet popular demands in preference to demands for material of greater value but less wide appeal.

D 1 Since the public library should be provided by the whole community for the free use of all, it follows that public library provision should be a responsibility of government, as are education, public health services, street, lighting and the like, and that it should be financed from public funds (*i.e.* local or state taxation).

D 2 This being so it is proper that it should be governed by the appropriate public authority and administered by a committee appointed by and directly responsible to that authority. As will be noted later this should be a local government authority. Nevertheless it should not be possible for the authority to deny its citizens the services of an adequate public library service the provision of which, by all appropriate authorities, should be obligatory.

D 3 Alternatives to government and administration by a local authority appointed committee are

- (a) Government by societies, associations, and other non-governmental bodies (*e.g.* with a committee appointed or elected by members of a library supporting society) although all or part of the funds may be provided from public funds.
- (b) Government by a board, the members of which are in whole or part appointed by the board (*i.e.* a self-perpetuating board).

**D 4 The disadvantages of the alternatives noted in D 3 are**

- (a) That the public cannot exercise sufficient control or to determine the control over the expenditure of public funds or to determine the nature and standards of the public service given by the committee or board
- (b) The citizens and potential users of the library are unable to exercise adequate influence or to enjoy proper access to the governing body
- (c) It may be, or usually is difficult for the proper claims of the library to be brought to the attention of the public authority responsible for providing the necessary funds, *e g* the chairman of a local authority committee (who should be a member of the local council) can present his case directly to that authority's finance committee and council but the chairman of a non-authority board may not even be a member of the local council. Moreover, the council is unlikely to feel the same measure of responsibility to or to take the same interest into a service which is not under its own control
- (d) There are certain aspects of the public library service which will suffer if they are not properly related to the local government system—*e g* the provision and maintenance of buildings in relation to the authority's public works department and programme, the payment of staff and their recruitment and training in accordance with the prevailing scheme for local government officers in other departments questions of financial control and administration, legal aspects, and the like

D 5 Notwithstanding these disadvantages it should be admitted that a self owned institution will often be more likely to have on its board members who are especially interested in library development. Nevertheless the services of such persons (though they are not members of the council) may be secured by co-opting them to the library committee of a local authority.

E 1 As already stated we believe that the public library should be provided by the local authority (*ie* the council of a municipality or country)

E 2 The public library should be a local service because

- (a) Though it will embrace in great part materials of general and universal interest common to all well provided libraries it must also pay particular attention to the special interest of the locality (industrial and historical for example) and be closely associated with local educational, cultural, and other activities and related to local social conditions
- (b) The public must feel that the public library is an integral part of their own society. They are most likely to make the best use of its services and give it the fullest support when they have a sense of responsibility for its development and a voice in its control
- (c) The more remote the control of an institution is from those who use it, the more likely it is to be neglected
- (d) Library services provided by the State and not by local authorities are likely to become standardized. Local services are likely to show wide and desirable variation in standards and in activity and to engage in fruitful experiment and extension of facilities
- (e) Library services provided entirely by the State are more liable to be subjected to undesirable political pressures and are more likely to suffer adversely in times of economic difficulty. In the case of local authorities the State library department can usually institute safeguards against local political pressures

E 3 In territories where local government is not yet properly established, local administration of library services may be impracticable under present conditions. In such cases it may be necessary to establish national or regional library authorities on the boards of which however, there should be representative of the towns and country districts to be served

F 1 We believe, however, that the responsible local authority should be the largest consistent with geographical and other conditions which will nevertheless attain the advantages of local control, and that there should be the maximum cooperation with other libraries

F 2 The small library, which has to rely solely upon its own resources, is inevitably seriously limited. Its book stock must be small, it can offer little to the reader whose needs are not met by materials of very general interest. It cannot afford to employ the qualified staff who alone can give efficient individual service to the purposive readers

F 3 Better service by the library serving the parish or other small or thinly populated rural district and by the small town library will result when these are associated with 'county' or 'central' libraries providing deposit collections supply the books required by individual readers and assisting the local librarians in various ways. But elements are integrated administratively into a larger unit combining the largest possible town with the libraries in a suitable natural region. Such a larger, regional unit (comprising perhaps a geographical country or more than one county) can offer many advantages, including

- (a) A large, comprehensive book stock
- (b) Frequent and considerable exchange of stock at all the smaller libraries
- (c) Adequate supervision and, so far as possible, actual staffing by qualified personnel
- (d) Better facilities for meeting the requirements of individual readers
- (e) The services of book mobiles to serve not only local libraries but also communities which can be served better by book mobiles than by static book collections

F 4 Nevertheless, the advantages of the larger unit must be weighed against the disadvantages of weakening local interest by selecting purely for administrative or financial reasons, regions which lack geographical or social unity or which are too large to remain 'local'

G 1 We believe, too, that the local public library service should receive appropriate aid and encouragement from the State

G 2 State aid should fulfil the following objectives among others

- (a) It should encourage local authorities to provide the maximum possible local support. Consequently, State grants should in general be related to income from local sources
- (b) Nevertheless, State aid should, where necessary, be weighed in favour of local areas which for geographical, economic or other reasons are less able to make adequate provision from their own resources
- (c) It should encourage the formation of appropriate larger units of service by the amalgamation of small areas, the development of joint schemes, the provision of regional services, etc. To this end, weighted grants may be made (perhaps for initial periods only) to encourage a wider basis of service
- (d) State aid should ensure minimum standards of provision everywhere (the question of compulsory service is noted later) and to achieve this, grants should be conditional upon the attainment of specified conditions, including minimum per capita expenditure, minimum fund for book purchase, appropriate standards of books selection, the employment and adequate payment of the necessary qualified staff, adequate facilities for the public (hours of opening, convenient service points, suitable buildings, etc.), and participation in inter-library loan services, etc.
- (e) State aid must not, however, encourage local authorities to be satisfied with meeting the required minimum standards and no more. This will be avoided largely if State aid is related to local support but it must also be prevented by the periodical realistic revision of minimum requirements, and in suitable cases, additional grant aid should be given to encourage new developments and pilot projects

**G 3** State aid should be on a continuing and well-understood basis. The minimum amount (or proportion) due to any local authority must not be subject to prejudicial variation, as this would make it impossible for any authority to undertake the planned development of its services.

**G 4** State aid is best administered by a State Library Department charged with general and specific responsibilities for the promotion of public library services throughout the country.

**G 5** This State Department should be directed and staffed by officials with such wide experience of public library work and such professional qualifications in librarianship as will ensure the respect of librarians and library authorities.

**G 6** To ensure the fullest contact and cooperation, the State Library Department should be advised by an Advisory Committee representing library authorities, librarians, and library associations.

**G 7** The State Library Department should have the following duties:

- (a) The formulation and periodical revision of standards and conditions of State grant aid.
- (b) The apportionment and administration of funds available for grant purposes.
- (c) Such inspection and inquiry as is necessary to ensure that State grants are expected for the proper purposes and that specified conditions are fulfilled.
- (d) The collection and dissemination of appropriate information and statistical data regarding public library development.
- (e) Giving advice and appropriate assistance to local authorities and librarians.
- (f) The general promotion of the objectives of public libraries.

**G 8** In addition to these matters the State Library Department should (unless these matters are being satisfactorily undertaken by other agencies):

- (a) Make provision for the professional training, examination, and registration of qualified librarians (e.g., maintain a library school or schools), and for the training of part-time library personnel and clerical staff.
- (b) Maintain an information bureau to provide information on bibliographical matters, on aspects of librarianship, etc.
- (c) Undertake the publication of bibliographies, book lists, book selection guides, etc.
- (d) Maintain or encourage the maintenance by other agencies of such union catalogues as are necessary for purposes of inter-library lending.
- (e) Facilitate the selection, purchase, central cataloguing and preparation of books and the supply of forms, stationery, and equipment required by libraries and the binding of library materials.

**H 1** We have referred to the need for State aid in promoting the provision of public library services by appropriate local authorities. It is also necessary however to give these authorities proper legal powers and impose on them legal responsibilities.

**H 2** Therefore each State should adopt library laws which will include the following provisions, among others:

- (a) Appropriate local authorities must be empowered to expend public funds for public library purposes.
- (b) The amount of local expenditure should not be limited, and local authorities should be able to expend as much as they are willing and able.
- (c) The public library purposes for which funds may be expended shall be so defined as not to restrict development. Thus it should be legal to spend public money not only on books, staff, and maintenance but also on periodicals, maps, plans, pictures, gramophone records, films, and all other suitable forms of printed and other record, on the purchase or renting of land and the erection of renting, equipping, and adaptation of premises, the provision of travelling libraries and book mobiles, extension activities, etc.



- (d) Local authorities should be empowered to enter into arrangements which other authorities for joint schemes for providing the whole or any part of the service and to contribute to the cost of schemes for cooperation and mutual assistance
- (e) Each local authority should appoint a library committee directly responsible to the local council. The librarian should have the right to attend all meetings of the library committee (except on occasions when his own position and conditions of service are under discussion)
- (f) Each local authority should have power to appoint staff who shall be employed in accordance with the conditions and regulations applicable with suitable variations to other local government officers
- (g) The use of all the services provided must be available to all inhabitants free of any charge whatsoever
- (h) Though each local authority provides services primarily for the use of its own inhabitants and those who work or study in its area other persons, living outside that area should be able to use those services if they wish—*e.g.* if they live in areas without public library service or if for any reason they find it advantageous to do so. They may be allowed to do so free of charge or in accordance with the arrangements made between the authorities concerned or they may be asked to pay a subscription but this should not be more than the average cost of the service to those living in the area of the library used. When adequate library services are provided generally in a country or region however they should be available to all regardless of place of residence without payment and with a minimum of formality. In all cases such facilities should be extended to seamen and others who by reason of their employment may be unable to use their home libraries

**H 3** As soon as practicable, all appropriate local authorities should be legally obliged to maintain adequate public library services

**J 1** All public libraries should give users free 'open access to adequate stocks of books for reference and for borrowing. Without open access it is impossible for readers to select those books which will be of most value to them. A closed lending library can exercise little educational influence and experience shows that open access libraries can cope much more economically with a much greater amount of library use

**K 1** Library staffs must be recruited from persons with a good general education and a sufficient proportion of all those who are engaged in library duties must be professionally qualified as librarians having undergone suitable courses of training passed appropriate professional examinations and had the necessary experience of public library work

**K 2** Schools of librarianship offering full-time and part time courses must be maintained and be sufficient in number to ensure the necessary output of qualified staff

**K 3** Library staffs must be adequately remunerated preferably in accordance with nationally applied scales which will ensure that non-professional staff enjoy salaries and conditions of service not less favourable than those enjoyed by other non professional staff employed by local authorities and that professional staff enjoy rewards conditions and opportunities not less favourable than persons with comparable general and professional qualifications and personal qualities would be able to obtain in other professional careers

**K 4** Moreover scales of salaries should provide for the varying degrees of responsibility specialization and experience involved in the several positions found on the establishments of library systems of different sizes and types, and adequate opportunities for promotion and personal advancement must exist

**K 5** The number of staff employed by each authority must be sufficient to permit all necessary duties to be carried out completely and satisfactorily

**K 6** Where the above requirements are not met, the service for the public as a whole suffers gravely. It is not possible to attract and retain personnel capable of giving proper service to readers or of developing and administering library services to the maximum public advantage. Moreover, the prestige of the public library service is likely to be assessed by the public in relation to the status of those engaged. Therefore, if the status of the staff is low the status of the service will also be low.

**L 1** The existence of a well-supported Library Association is essential. Uniting those who are concerned in library development it can coordinate the experience, ideals and policies of its members and express them with an authority and influence otherwise impossible of attainment. It can undertake activities of common significance, safeguard both the interest of professional librarians and the interest of the library-using public, it can present to the people at large the ideals and objectives of the services, maintain fruitful relationships of friendly cooperation and understanding with other national agencies concerned with the public well being to facilitate contact with the library associations of other countries through IFLA.

**M 1** Finally, perhaps the most important factor in determining the state of library development is the way in which the functions of public libraries are understood by librarians and authorities and by the public itself.

**M 2** If the accepted conception of the service is that it is a natural, essential element in the life of any civilized progressive community—as one of the fundamental human rights—it will be supported by all men of goodwill. If it is not so regarded all progress will be retarded by the prior necessity to prove and demonstrate and to persuade those whose support is necessary.

**M 3** There is no doubt that public library development has depended largely upon the social outlook and educational progress of the country concerned. Equally, it is evident that these can be promoted by the better use of library services. Therefore, all those who seek to improve educational, social and cultural standards will best further their own objectives by ensuring the full growth of public libraries.

**M 4** It is especially important that school children should be brought into full contact with books and libraries and taught how to use them, that adequate libraries be maintained in schools and other educational institutions including technical colleges, that full attention be paid to the particular needs of adolescents and that the needs of adult students of all kinds are fully met. It is further emphasized that if the vital task of overcoming illiteracy is to be accomplished, full free access to appropriate materials, through the public library service, is essential from the outset and that if efforts to teach people to read are to bear fruit all who can read must be given every opportunity and encouragement to do so throughout life.

**M 5** The development and the nature of public libraries is also shaped by economic and geographical conditions. Nevertheless, where these are adverse they must be regarded not as excuses for failure to provide adequate public libraries but as reasons why public libraries are necessary.

## APPENDIX III—TOUR PROGRAMME OF THE COMMITTEE

### 1st tour—

Wednesday, 9th October, 1957	. . . . .	dep.	Delhi
Thursday, 10th October, 1957	. . . . .	arr.	Chandigarh
Thursday, 10th October, 1957	. . . . .	dep.	Chandigarh
Thursday, 10th October, 1957	. . . . .	arr.	Patiala
Thursday, 10th October, 1957	. . . . .	dep.	Patiala
Thursday, 10th October, 1957	. . . . .	arr.	Chandigarh
Friday, 11th October, 1957	. . . . .	dep.	Chandigarh
Friday, 11th October, 1957	. . . . .	arr.	Ambala
Friday, 11th October, 1957	. . . . .	dep.	Ambala
Friday, 11th October, 1957	. . . . .	arr.	Jullundhur
Friday, 11th October, 1957	. . . . .	dep.	Jullundhur
Saturday, 12th October, 1957	. . . . .	arr.	Delhi
Saturday, 12th October, 1957	. . . . .	dep.	Delhi
Saturday, 12th October, 1957	. . . . .	arr.	Jaipur
Sunday, 13th October, 1957	. . . . .	dep.	Jaipur
Monday, 14th October, 1957	. . . . .	arr.	Bombay
Tuesday, 15th October, 1957	. . . . .	dep.	Bombay
Tuesday, 15th October, 1957	. . . . .	arr.	Poona
Friday, 18th October, 1957	. . . . .	dep.	Poona
Friday, 18th October, 1957	. . . . .	arr.	Bombay
Friday, 18th October, 1957	. . . . .	dep.	Bombay
Saturday, 19th October, 1957	. . . . .	arr.	Ahmedabad
Sunday, 20th October, 1957	. . . . .	dep.	Ahmedabad
Sunday, 20th October, 1957	. . . . .	arr.	Baroda
Monday, 21st October, 1957	. . . . .	dep.	Baroda

### 2nd Tour—

Wednesday, 20th November, 1957	. . . . .	dep.	Delhi
Thursday, 21st November, 1957	. . . . .	arr.	Gauhati
Friday, 22nd November, 1957	. . . . .	dep.	Gauhati
Friday, 22nd November, 1957	. . . . .	arr.	Nowgong
Friday, 22nd November, 1957	. . . . .	dep.	Nowgong
Friday, 22nd November, 1957	. . . . .	arr.	Shillong
Saturday, 23rd November, 1957	. . . . .	dep.	Shillong

Saturday, 23rd November, 1957	. . . . .	arr.	Gauhati
Saturday, 23rd November, 1957	. . . . .	dep.	Gauhati
Saturday, 23rd November, 1957	. . . . .	arr.	Calcutta
Friday, 29th November, 1957	. . . . .	dep.	Calcutta
Friday, 29th November, 1957	. . . . .	arr.	Santiniketan
Saturday, 30th November, 1957	. . . . .	dep.	Santiniketan
Sunday, 1st December, 1957	. . . . .	arr.	Patna
Thursday, 5th December, 1957	. . . . .	dep.	Patna
Thursday, 5th December, 1957	. . . . .	arr.	Banaras
Friday, 6th December, 1957	. . . . .	dep.	Banaras
Friday, 6th December, 1957	. . . . .	arr.	Allahabad
Sunday, 8th December, 1957	. . . . .	dep.	Allahabad
Monday, 9th December, 1957	. . . . .	arr.	Lucknow
Tuesday, 10th December, 1957	. . . . .	dep.	Lucknow

*3rd Tour—*

Friday, 10th January, 1958	. . . . .	dep.	Delhi
Saturday, 11th January, 1958	. . . . .	arr.	Bhopal
Sunday, 12th January, 1958	. . . . .	dep.	Bhopal
Monday, 13th January, 1958	. . . . .	arr.	Hyderabad
Wednesday, 15th January, 1958	. . . . .	dep.	Hyderabad
Thursday, 16th January, 1958	. . . . .	arr.	Bangalore
Friday, 17th January, 1958	. . . . .	dep.	Bangalore
Friday, 17th January, 1958	. . . . .	arr.	Mysore
Saturday, 18th January, 1958	. . . . .	dep.	Mysore
Saturday, 18th January, 1958	. . . . .	arr.	Bangalore
Saturday, 18th January, 1958	. . . . .	dep.	Bangalore
Sunday, 19th January, 1958	. . . . .	arr.	Madras]
Tuesday, 21st January, 1958;	. . . . .	dep.	Madras
Wednesday, 22nd January, 1958	. . . . .	arr.	Coimbatore
Thursday, 23rd January, 1958	. . . . .	dep.	Coimbatore
Thursday, 23rd January, 1958	. . . . .	arr.	Cochin-Harbour
Friday, 24th January, 1958	. . . . .	dep.	Cochin-Harbour
Friday, 24th January, 1958	. . . . .	arr.	Trivandrum
Saturday, 25th January, 1958	. . . . .	dep.	Trivandrum

## APPENDIX IV—LIST OF PERSONS INTERVIEWED

### ANDHRA

- Prof M S Doraiswami, Vice-Chancellor, Osmania University, Hyderabad  
Mayor of Hyderabad Hyderabad  
Commissioner of Municipal Corporation, Hyderabad  
Sri Ram Lal, Director of Public Instruction, Andhra, Hyderabad  
Commissioner of Municipal Corporation, Secundrabad  
Sri V Gopalakrishnayya M L A, & Chairman of Local Library Authority  
Guntur District, Andhra Pradesh  
Sri Harisarvotham Rao, President, Andhra Desha Library Association,  
Hyderabad  
Sri S V Naik, Vice-President, Andhra Desha Library Association, Hydera-  
bad  
Sri P Nagabushanam, Secretary Andhra Desha Library Association,  
Hyderabad  
Sri Venketshwar Gupta, Member, State Library Council, Telengana, Modak  
District  
Sri Raghava Reddy, Special Officer for Libraries, Andhra Pradesh,  
Hyderabad  
Dr Mohd Rahatullah Khan, Curator State Central Library, Hyderabad  
Sri K Bapayya, Librarian, State Regional Library, Visakhapatnam  
Sri N M Reddi, Librarian, District Library, Visakhapatnam  
Sri K Ramamurthy, Librarian, District Central Library, Anantapur  
Sri K G Prakasam, Librarian, District Central Library, Anantapur  
Sri Ramaswamy Choudary Member, State Library Committee Hyderabad  
Sri J Lakshmayya Naidu M L A, Chairman Local Library Authority  
West Godawari District  
Sri Y Swami Reddi, Chairman Local Library Authority Kurnool District

### ASSAM

- Sri D R Kohli I A S Secretary, Planning & Development Assam  
Government Shillong  
Dr H C Bhuyan, Director of Public Instruction, Assam, Shillong  
Sri Nilomani Barathakur, M L A, Dibrugarh  
Assistant Director of Public Instruction, Assam, Shillong  
Sri P C Goswami, President Assam Library Association, Golaghat  
Sri Dharam Dutta Sharma, Social Education Officer, Assam, Shillong  
Sri Ram Goswamee Librarian, State Central Library, Shillong  
Dr A K Barkakoty Inspector of School & President, District Library  
Advisory Board, Nowgong  
Sri D Gogoi, Inspector of Schools Gauhati.  
Librarian, Gauhati University, Gauhati

### BIHAR

- Dr Zakir Husain Governor of Bihar, Patna  
Dr Sri Krishna Sinha, Chief Minister, Bihar, Patna  
Kumar Ganganand Sinha, Education Minister, Bihar, Patna  
Sri V Ramaswami, Chief Justice Patna High Court & President, Board of  
Trustees, Sinha Library (State Central Library), Patna

**BIHAR—contd**

- Dr D Ram, Vice-Chancellor, Bihar University, Patna  
 Dr B Prasad, Vice-Chancellor, Patna University, Patna  
 Sri Rajandhari Sinha, Mayor, Patna Municipal Corporation, Patna  
 Acharya Badrinath Varma, Ex-Education Minister, Bihar, Patna  
 Sri B D Pande, ICS, Development Commissioner, Bihar, Patna  
 Sri S V Sohoni, ICS, Commissioner, Patna Division and President, Khudabux Library, Patna  
 Sri J P Mishra, President, Bihar State Library Association, Patna  
 Sri I N Sinha Secretary, Bihar State Library Association, Patna  
 Sri Raja Radhika Raman Prasad Sinha, Member Bihar State Library Association Patna  
 Shri K C Thakur, Librarian, District Library, Ranchi  
 Sri T K Jha, Librarian, District Central Library Darbhanga

**BOMBAY**

- Sri H Desai, Education Minister, Bombay  
 Sri G V Bedekar, Education Secretary, Bombay  
 Sri Dhonde Mayor of Bombay Corporation  
 Sri P M Joshi, Director of Archives and Historical Monuments, Bombay  
 Sri Setu Madhav Rao, Deputy Education Secretary, Bombay  
 Sri S S Bhandarkar Director of Education, Bombay, Poona  
 Sri S V Bhawe, Commissioner of Poona Corporation, Poona  
 Sri D V Kale, Curator, Kesari Marathi Granthasala Poona  
 Dr G S Khair, MLC Poona  
 Sri M S Patel, President, Gujrat Congress Committee & President, Pustakalaya Sahayak Sahakari Mandal, Baroda  
 Sri Chikarmani, Deputy Director of Public Instruction (Social Education), Poona  
 Dr C P Shukla, Librarian, Baroda University, Baroda  
 Shri D N Marshall, Librarian, Bombay University Library, Bombay  
 Miss Anny Rustamaji, Children's Library, Bombay  
 Mrs Dongerkery, Sital Mahal, Bombay  
 Sri S R Tikekar, Former Public Relations Officer & Hony Secretary of the Asiatic Society, Bombay  
 Sri S S Rege, Librarian, Siddharth College and Member, Bombay, Library Association, Bombay  
 Sri P R Sathe, Librarian, Chamber of Commerce Library Association Bombay  
 Sri B M Kapadia Social Education Officer, Bombay State, Bombay  
 Sri Hawkins, Oxford University Press, Bombay  
 Sri B M Vajifadar Librarian Tata Institute of Fundamental Research, Bombay  
 Sri Y G Naik, Secretary, Asiatic Society of Bombay, Bombay  
 Sri K R Desai, Gujrat Library, Ahmedabad  
 Sri M M Patel, Librarian, M J Pustakalaya, Ahmedabad  
 Shri M V Dhonde, Mayor of Bombay and MLC.  
 Members of the *Pustakalaya Sahakari Mandal* Baroda

**KERALA**

Sri Joseph Mundassery, Education Minister, Kerala, Trivandrum  
 Sri P K Nambiar, I A S, Education Secretary, Kerala Trivandrum  
 Mayor of Trivandrum Corporation  
 Sri C Narayana Pillai, M P Trivandrum  
 Shri Balagopalan, M L A, and Member, Local Library Authority, Kozi-  
 kode (Malabar)  
 Sri Shivaraman Nair, President, Taluka Union  
 Sri C K Mani, National Bookstall, Kottayam  
 Mis Aini Joseph, Secretary, Malayalam Sahitya Parishad, Ernakulam  
 Sri Pannikar, Secretary, Granthasala Sanghom, Trivandrum  
 Sri V P Achutan, Vice-President Granthasala Sanghom, Trivandrum  
 Sri Appodarai, Librarian, University Library, Trivandrum

**MADHYA PRADESH**

Dr K N Katju, Chief Minister, Madhya Pradesh  
 Sri Mata Prasad, Vice Chancellor, Vikram University, Ujjain  
 Sri L O Joshi, Education Secretary, Madhya Pradesh, Bhopal  
 Sri E W Franklin, D P I Madhya Pradesh Bhopal  
 Sri Phalke  
 Sri P C Malhotra, Principal, Hamidia College, Bhopal  
 Smt Uma Johri, Principal, Girls College, Gwalior  
 Smt V Johri, Principal, Inter College, Bhopal  
 Sri V S Moghe Secretary, Central Library, Gwalior  
 Sri S C Dwivedi, Librarian Central Library, Rewa  
 Sri K P Dwivedi, Librarian, Central Library, Bhopal  
 Sri G S Shukla, Chief Librarian Central Library, Jabalpur

**MADRAS**

Sri A Gopalaswami, I C S, Education Secretary, Madras Government  
 Sri Avinashalingam Chettiar, Member, Lok Sabha, Coimbatore  
 Sri T Purshottam, Chairman, Chingleput Local Library Authority  
 Sri B R Krishnamoorthy, Chairman, Local Library Authority, Coimbatore  
 Sri P N Najappa, M L A  
 Sri R Govindarajan, M L A  
 Sri Chinnudurai M L A  
 Sri Ram Chandra Chettiar, former President, Local Library Authority,  
 Coimbatore  
 President, Headmasters' Association Coimbatore  
 Assistant Development Commissioner, Madras Government Madras  
 Sri J A Ryan, District Education Officer, Chingleput  
 Sri Damodaran, Principal, Arts College, Coimbatore  
 Member, Local Library Authority, Coimbatore  
 Shri K M Shivaraman, Secretary, Madras Library Association  
 Sri K Srinivasan, Coimbatore  
 Shri Janardhan Naidu, Librarian University Library, Madras

**MYSORE**

Sri V Venkatappa, Education Minister, Mysore State, Bangalore  
 Deputy Minister for Education, Mysore State, Bangalore

**MYSORE—Contd**

Mayor of Bangalore Corporation, Bangalore  
 Sri Singaravelu Mudaliar Retired High Court Judge, Bangalore  
 Sri R Srinivasa, I A S, Education Secretary, Mysore Government,  
 Bangalore  
 The Director of Printing Stationery & Publications, Bangalore  
 Sri N Keshava Iyengar, M P, Bangalore  
 Sri K S Suryanarayan Rao, M L A, Mysore  
 Sri Mahmood Sheriff, M L A, Bangalore  
 Sri M P L Sastry, M L C, Bangalore  
 Sri Guru Dutta, Retired Director of Public Instruction, Bangalore  
 Dr S S Raichur, Deputy Director of Public Instruction, Mysore  
 Deputy Director of Public Instruction, Mysore  
 President, Kannada Sahitya Parishad, Bangalore  
 Sri Ramaiah, Principal Information Officer, Bangalore  
 Sri Shankar Rao, Representative Oxford University Press (Bangalore  
 Branch) Bangalore  
 The Principal, Central College, Bangalore  
 Sri L Thimmiah, Chief Executive Officer, Adult Education Council,  
 Mysore  
 Sri S C Veerappa, Vice-President, Adult Education Council, Mysore  
 Sri Masti Venkates Iengar, Bangalore  
 Sarvashri Gudappa, Srinivasa Rao and Murti Rao, Bangalore

**ORISSA**

Sri D Panigrahi, Adult (Social) Education Officer, Orissa, Cuttack  
 Sri B Acharya Librarian, Kanika Library, Ravenshaw College, Cuttack

**PUNJAB**

Sri Amar Nath Vidyalkar, Education Minister, Punjab, Chandigarh  
 Dr A C Joshi, Vice-Chancellor, Punjab University, Chandigarh  
 Justice Tek Chand, Chandigarh  
 Sri Durga Dass, President, Jullundhur Municipal Committee, Jullundhur  
 Public Relations Officer Punjab  
 Librarian Patiala Central Library, Patiala  
 Members of the Patiala Central Library Board, Patiala  
 Principals of various colleges in Jullundur  
 Principal, Mahendra College, Patiala  
 Sri Ish Kumar Assistant Director (Social Education), Punjab Government,  
 Chandigarh

**RAJASTHAN**

Sri G C Chatterjee Vice Chancellor, University of Rajasthan, Jaipur  
 Sri Satya Prasanna Singh Bhandari, I A S, Education Secretary, Rajasthan,  
 Jaipur  
 Sri Jagan Nath Singh Mehta, I A S, Director of Education, Rajasthan,  
 Jaipur  
 Sri U S Gour, Deputy Director of Public Instruction (Social Education),  
 Rajasthan, Jaipur

**UTTAR PRADESH**

Dr Sampurnanand, Chief Minister, Uttar Pradesh, Lucknow  
 Sri Kamalapati Tripathi, Education Minister, U P  
 Prof K A S Iyer, M A (London), Vice Chancellor, Lucknow University,  
 Lucknow  
 U S Bijawat, Pro-Vice Chancellor, Banaras Hindu University, Banaras



**UTTAR PRADESH—contd**

- Sri C N Chak, Director of Education, Lucknow  
 Sri B D Bhatt Deputy Secretary, Education Department, U P, Lucknow  
 Sri Mahabir Singh M L C, Lucknow  
 Sri Sultan Alam Khan, M L A, Lucknow  
 Sri Bhagwati Saran Sinha, Director of Information, U P Lucknow  
 Shri S S Sial, Joint Director of Education, Allahabad  
 Sri Kumar, A D M (Development), Allahabad  
 Dr Jagdish Sharma Librarian, Banaras University, Banaras  
 Sri C C Vishwanathan, President U P Library Association, Allahabad  
 Prof S C Deb, Hony Secretary, Public Library, Allahabad  
 Sri D P Maheshwari, Education Expansion Officer, Allahabad  
 Sri D P Sastri, Secretary District Library Association, Allahabad  
 Sri Maghna Nand, Librarian, Central State Library, Allahabad  
 Librarian, Kashi Nagari Pracharini Sabha, Varanasi  
 Sri Krishna Kumar, Librarian, Amruddaula Public Library, Lucknow  
 S Tara Singh, Assistant Librarian, Lucknow University, Lucknow  
 B N Singh, Librarian, Vidhan Sabha Library, Lucknow  
 Sri A B Khatri Member, Municipal Committee, Kanpur

**WEST BENGAL**

- Dr B C Roy, Chief Minister, West Bengal, Calcutta  
 Sri Rai Harendra Nath Chaudhuri, Education Minister, West Bengal, Calcutta  
 Prof Satyendranath Bose, D Sc, M P, Vice-Chancellor, Visva-Bharati, Santiniketan  
 Dr T C Sen, Mayor of Calcutta Corporation, Calcutta  
 Dr D M Sen, Education Secretary, West Bengal Government, Calcutta  
 Shri H Banerji, ICS, Development Commissioner West Bengal Calcutta  
 Sri P C Bose, President, Bengal Library Association & Librarian Central Library, Calcutta University  
 Sri T C Dutt, Vice-President Bengal Library Association, Calcutta  
 Sri Prabhat Kumar Mukherji, Santiniketan  
 Sri Ajit Mukherjee, Secretary, Association of Special Libraries, Calcutta  
 Swami Punnayananda, Secretary, District Library, Rahara (West Bengal)  
 Swamy Vinuktananda, Secretary, Janasiksha Mandir Belurmath Calcutta  
 Sri Nikhil Roy, Chief Inspector (Social Education) West Bengal Calcutta

**DELHI**

- Sri Gopinath Aman Chairman, Delhi Public Library, Delhi  
 Dr A N Banerji, Director of Education, Delhi State, Delhi  
 Dr N Koshy, Deputy Director of Education, Delhi State, Delhi  
 Sri N R Gupta, Assistant Director (Social Education & Libraries), Delhi State Delhi  
 Prof D Das Gupta, Librarian, Delhi University, Delhi  
 Sri B S Sehgal, Inspector of Schools (Rural), Delhi State, Delhi

**HIMACHAL PRADESH**

- Sri J A Dutta Deputy Director of Education H P, Simla  
 Sri B N Pande Planning Officer, Himachal Pradesh, Simla

**TRIPURA**

- Sri I K Roy, Deputy Director of Education, Tripura, Agartala  
 Sri M C. Bhattacharya, Inspector of Schools, Tripura

## APPENDIX V

### LIST OF ORGANISATIONS AND INDIVIDUALS WHO SUBMITTED MEMORANDA TO THE COMMITTEE

- Kerala Granthasala Sanghom, Trivandrum  
Mysore State Adult Education Council, Mysore  
Muslim Library, Civil Station, Bangalore  
Mysore University Library, Mysore  
Local Library Authority, South Kanara  
Dr M Siddali Caiya, Principal, Institute of Education, Mysore  
Madras Library Association, Madras  
Local Library Authority, Chingleput, Madras  
Local Library Authority, Coimbatore  
Shri A C Bhatia Assistant Editor, The Tribune, Ambala Cantt  
Chairman, Punjab State Library Association, Chandigarh  
Ramakrishna Mission, Belurmath, District Howrah  
Ramakrishna Mission Boy s Home, District Library, 24 Parganas (North)  
Delhi Library Association, Delhi  
Sri J Lakshmanayya, M L A, Chairman, Local Library Authority, West  
Godavary District, Andhra Pradesh  
Shri V Gopalakrishnayya, M L A, Member, Andhra University Senate,  
Satenapali, Andhra  
Local Library Authority, Guntur  
Librarian, State Central Library, Assam, Shillong  
Bihar Rajya Pustakalaya Sangh, Patna  
Libraries under Bihar University  
Maharashtra Granthalaya Sangh, Bombay  
Sri P R Sathe, Librarian Indian Marchants Chamber Library, Churchgate,  
Bombay  
Sri D V Kale, 253/2 Sadashiva Peth, Poona 2  
Sri A P Srivastava, Head of the School of Library Science, Vikram Univer-  
sity, Ujjain (M P)  
Secretary, Ganganath Jha Research Institute, Allahabad  
Sri R S Saxena, Librarian, U S Information Library, Lucknow