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**Fifteen-Year Library Development Programme for Plan Periods 4 to 6.**

(Library organization. 1).

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Forms the introduction to the remaining papers in this issue. Gives a summary of the library requirements of India at the end of Plan Period 6. Gives a brief history both of library development and of library awareness in the country during recent years. Establishes a standard for the viability of a unitary library system. Gives standards for determining the man-power and the finance for the public library system of India. Makes out a case for Public Library Acts in the States and for a Union Library Act.

**1 Summary of Development Plan**

The members of the DRTC and three other librarians of Bangalore worked as a team for about two months on a Library Development Plan for India during the Plan Periods 4 to 6. This is indeed a Fifteen Year Programme. This work is based on the *Census of India, 1961* (1962). The method of study followed is similar to the one used by me in 1949 for working out the Thirty-Year Library Development Programme, on the basis of the 1941 census, on the eve of the First Plan Period [10]. The succeeding sub-sections give a brief summary of the findings of the other papers in this issue.

**11 LAY-OUT OF THE PUBLIC LIBRARY SYSTEM**

When fully developed—say, by 1980 that is the end of the Sixth Plan Period—the Public Library System of India will consist of

1	National Central Library	..	1	
2	State Central Libraries	..	16	
3	City Central Libraries	..	112	
4	Rural Central Libraries	..	315	
5	Branch Libraries	..	8,090	
6	Rural Service Stations	..	241,366	(Served by 12,067 Librarians)
7	Total N of Service Points	..	<u>250,000</u>	(in round figures)

This implies one Service Point for every 2,000 people. This is the result of our people living mostly in villages and hamlets. The distribution of the Service Stations among the Constituent States is given in Table I in Sec 71. These figures have been arrived at in papers P and Q in this issue.

## 12 PUBLIC LIBRARY MAN-POWER

When fully developed, the man-power needed by the Public Library System of India will consist of

1	Professionals	..	88,050	
2	Semi-professionals	..	1,000	
3	Clerks	..	18,000	
4	Artisans	..	14,000	
5	Unskilled	..	119,000	
6	Total	..	<u>240,000</u>	(in round figures)

The distribution of these among the Constituent States is given in Table 2 in Sec 72. These figures have been arrived at in Paper R in this issue.

## 13 PUBLIC LIBRARY FINANCE

### 131 ANNUAL RECURRING EXPENDITURE

When fully developed, the annual recurring expenditure on the Public Library System of India will be

1	Staff salary	..	Rs 113 Crores
2	Cost of fixing materials, binding, and other expenses	..	„ 113 Crores
3	Total	..	„ 226 Crores

This sum will be reached by 1980 through easy annual steps of Rs 15 Crores. It is hoped that by 1980, the national income of the country will reach a level permitting an annual expenditure of Rs 226 Crores on library service. The very spread of library service will be of help in the increase of wealth-producing capacity of the people. The distribution of the expenditure among the Constituent States is given in Table 3 in Sec 73. These figures have been arrived at in Paper S in this issue.

#### 132 CAPITAL EXPENDITURE

By the time the Public Library System of India is fully developed, the capital expenditure will have been as follows in round figures:—

1	Building, furniture, and fittings	..	Rs 97 Crores
2	Librarians	..	Rs 36 Crores
3	Total	..	Rs 133 Crores

This sum will have to be found by 1980 in easy annual instalments of about Rs 10 Crores. The distribution of the capital expenditure among the Constituent States is given in Table 3 in Sec 73. These figures have been arrived at in Paper T in this issue.

#### 14 PAST ACHIEVEMENTS

A small fraction of the above target has already been attained in the first three Plan Periods and earlier. Reliable and complete published data are not available on these for the country as a whole. The Madras Library Association, however, has been giving annual statistical data in its annual reports. From those data, it is found that the State and the District Central Libraries have all been established in the Madras State. About

75% of the plan has been achieved in respect of Branch Libraries. The achievement in respect of Librarians and their service is, however, negligibly small. This shows what has to be done during the next Three Plan Periods in the Madras State. A similar achievement can also be found in Andhra Pradesh.

#### 15 ORGANISATION FOR ANNUAL LIBRARY STATISTICS

The organisation at the State level and an apical one at the Union level is necessary to maintain the Library statistics country-wide and up-to-date. Then alone the assessment of the Public Library System and of its progress can be made effectively. Such an assessment is essential. The example of the Madras Library Association must be followed by all the other States and by the Centre.

#### 16 PHASED DEVELOPMENT

The library target described in the earlier sub-sections cannot be reached in one year or two. It is a target to be reached by 1980. The library development during the next fifteen years should follow a Phased Programme. To work out the details of each phase, the Census Report alone is not sufficient. Data are necessary for each city, district, constituent state, and the country as a whole in respect of public finance, local finance, national income, literacy, social education, formal education, and the existing library service. These are not easily available. At any rate they are not accessible to us. If such data are furnished, the DRTC team will gladly work out the details of a Phased Programme of Library Development Plan for the Plan Periods four to six. If the economic and industrial development does not take place at an adequate speed during the next three Plan Periods, the reaching of the library target will have to be delayed proportionately.

#### 2 A Look Back

##### 21 EARLIER LIBRARY PLAN

In 1946, a draft Library Plan for India was prepared by me as a sequel to the Sargent Plan for education, at the request of

the Commissioner for Education of the Government of India. After our Independence, at the request of the same officer and of Sir Maurice Gwyer, the then Vice-Chancellor of the University of Delhi, this plan was developed in greater detail. The part of it concerning the National Central Library was presented by me to the Ministry of Education as a member of the committee appointed by it to make proposals for the National Central Library. On the initiative of Sir Maurice Gwyer, the entire plan was published in 1950 as the second volume of the Library Science Series of the Delhi University Publications with the title, *Library development plan: Thirty-year programme for India, with draft library bills for the Union and the Constituent States*. This full plan was published on the eve of the First Plan Period of our country. Detailed plans were also worked out for the Constituent States: composite Madras, Travancore-Cochin, and the Central Provinces and Berar, and presented to their respective Governments before 1947. The first of these bore fruit as the Madras Public Libraries Act of 1948. Similar detailed plans have been published for Assam [5], composite Bombay [7], Kerala [8], Madhya Pradesh [9], Mysore [4], Uttar Pradesh [11], and West Bengal [12].

## 22 INSUFFICIENT LIBRARY-CONSCIOUSNESS BEFORE 1950

In the *Library development plan* (1950), a substantial number of pages had to be devoted to make out a case for the need for public library service. For, at that time there was not sufficient library-consciousness either among the public or among the governments of the country.

## 23 SUFFICIENT LIBRARY-CONSCIOUSNESS TODAY

Happily it is now no longer necessary. For, our democracy is wedded to a socialistic pattern of society as the goal. Therefore, the vital place of public library service in developing social well-being is widely recognised both by the public and by the governments. Our present Union Education Minister, Shri M C Chagla, had made very liberal and far-reaching pronouncements in regard to the place he has given in his own programme

for the development of public library system in the country. The Governments of Assam and Gujarat have now asked me for a draft Library Bill. The Mysore Public Libraries Bill is now before the legislature. It has already passed the Select Committee stage. The fact that a team of seven librarians have worked together on the present plan as against my single handed work in 1949 is itself a measure of the development of library awareness in the country in general and in the library profession in particular, during the last fifteen years.

#### 24 EXPERIENCE GAINED

Shri Avinashilingam, the first Minister for Education for Madras in Independent India, willingly accepted my draft library bill for the then composite Madras State and had it put through the legislature and included it in the Statute Book of the State, in 1948. Since then, this Act has been the basis of the development of the public library system of the present Madras State as well as Andhra Pradesh. Thus we have had opportunity to see the working of the public library system in these two pioneering States. It has given us some lessons. During the Second Plan Period, further experience was gained in promoting library service in States other than Madras and Andhra Pradesh, without library legislation to back it. It is also continued in the Third Plan Period.

#### 25 CHANGE OF BASIC FACTORS

The *Library development plan* of 1950 was based on the census data of 1941. They have now gone out of date. Further, the political map of India underwent a great change in 1956. The States were reorganized. The districts in some of the States were also reorganized. The Panchayat Raj System has become a fact. There has been an increase in urbanization. The census authorities themselves have seen the wisdom of recognising population-clusters forming a city and the greater city with it as the nucleus. All these changes call for a re-examination of the library lay-out of the country.

## 26 CHANGE IN THE PATTERN OF PUBLIC FINANCE

Moreover, there has been a considerable change in the pattern of public finance. There has been a change in the distribution of the tax-raising capacity of the Union Government, the State Governments, and of the Local Bodies. The land revenue is now earmarked for local development. There has also been a considerable rise in the salary and wage level as well as in the level of the cost of books and other reading materials. These factors should also call for a re-doing of the library lay-out of the country. It also calls for a reassessment of the library finance needed for efficient service.

## 27 FOURTH AND FUTURE PLANS

We are now on the eve of the Fourth Plan Period. I find from the press that some thought is being devoted to the improvement of library service during the Fourth Plan Period. This issue of the *Library science with a slant to documentation* is an offering of the DRTC and its associated workers to the library planning of India. This offering is in the form of eight papers.

## 3 Terminology

### 31 POPULATION CLUSTER

311 CITY.—A population cluster with a minimum of 100,000 people. (The minimum population may have to be varied from time to time in the light of the prevailing economic conditions.)

312 TOWN.—A population cluster with a minimum of 5,000, but less than 100,000 people.

313 VILLAGE.—A population cluster with a minimum of 1,000 but less than 5,000 people.

314 HAMLET.—A population cluster with less than 1,000 people.

315 RURAL DISTRICT.—An area marked out as a district on the basis of administrative, economic, physiographical and other relevant factors, and made of towns, villages, and hamlets, but excluding the cities falling in its area.

## 32 LIBRARY

A collection of books and kindred materials brought into purposive relation with readers by a library staff through preparatory techniques and direct service.

321 A library is a social institution. It socialises books and kindred materials. Socialization means that no charge is made on a per-book basis for the books used by readers. The finance of the library is provided by the community as a whole, either as a direct tax or as an indirect contribution, each person of the community paying the direct tax or the indirect contribution in the measure of his financial capacity—whether he uses the library or not, and irrespective of the extent of his use.

322 PUBLIC LIBRARY—A library owned and maintained by the public of its area for the socialisation of its books and kindred materials for free service to the people of the area.

323 PURPOSE-COMPLEX OF A PUBLIC LIBRARY.—A public library is a multi-purpose social institution. Some of the elements in its purpose-complex are:

- 1 To serve as social memory; and for this purpose;
- 2 To assemble, organise and serve expressed thought embodied as books and periodicals or as pictures or as sound-records or as other kindred materials; and by this means;
- 3 To help in the transmission of the knowledge of the earlier generations to the later ones; and by this means;
- 4 To help in the cumulation and the further building up of knowledge from generation to generation; and also.
- 5 To help in the perpetual self-education of one and all; and
- 6 To collect together all valuable recorded information particularly in the form of reference books and to socialise and serve freely all such information to each according to his needs at the moment; and by all such means;



7 To help in the mutual understanding, co-operative, tolerant, and peaceful co-existence of individuals, communities, and nations and further;

8 To help in the elevating self-dependent use of leisure with the aid of freely served books, pictures, sound records, and other kindred materials; and

9 To help in increasing the opportunity for the spiritual awakening of one and all.

The value of this purpose-complex of a public library is now being increasingly realised in country after country. This is happening in India too, particularly in the ascending phase of her current cultural cycle and the renaissance which has become explosive since her independence. The successful working of our democracy leading to ever-increasing social well-being has to depend on the enlightened and well informed support and vigilance of the citizens as a whole. This makes a Public Library System a necessity.

### 33 LIBRARY SYSTEM

A set of libraries viewed as forming a unit on the basis of some criterion—such as ownership, or common finance, or common collection of books and kindred materials, or co-ordination in book-selection, or co-operation in respect of inter-library loan and mutual transfer of books.

331 UNITARY LIBRARY SYSTEM.—A library system managed by a single agency, having a finance of its own, centralising im-personal activities such as the purchase and preparation of books, but having different service points in its area such as branch libraries and delivery stations.

332 FEDERAL LIBRARY SYSTEM.—A library system made up of several single independent libraries or several unitary library systems, but co-operating with one another in activities or spheres mutually agreed upon—such as co-ordination and specialization in book selection, inter-library loan, and centralised technical processes such as classification and cataloguing by a common pool of staff.

333 CITY LIBRARY SYSTEM.—A unitary library system comprehending the public libraries in a city—such as a city central library, city branch libraries, and city delivery stations within the city.

334 RURAL LIBRARY SYSTEM.—A unitary library system comprehending public libraries in a district—such as a rural central library, rural branch libraries in towns and rural delivery stations in villages and hamlets.

335 REGIONAL LIBRARY SYSTEM.—A federal library system made of independent libraries and library systems within an area smaller than that of a State, but larger than that of a city or a district, and having a Regional Central Library at the apex, independent of the federating libraries and library systems. Ultimately, but not at present, each State may find it helpful to establish a few Regional Central Libraries to serve as a reservoir, library for the library systems in the respective regions.

336 STATE LIBRARY SYSTEM.—A federal library system made of independent libraries and library systems within a Constituent State, with a State Central Library as a reservoir library, independent of the federating libraries and library systems.

337 ZONAL LIBRARY SYSTEM.—A federal library system made of State Library Systems within an area less than that of the country but greater than that of a single Constituent State with a Zonal Central Library at the apex, independent of the federating libraries and library systems. Ultimately, but not at present, it may be found helpful to establish a few Zonal Central Libraries to serve as reservoir libraries for the library systems in the respective zones. Probably, the Hindi-speaking States will be the first to form a Zonal Central Library for the benefit of their respective State Library Systems.

338 NATIONAL LIBRARY SYSTEM.—A federal library system made of independent libraries and library systems within a country, with a National Central Library as the reservoir library, independent of the federating libraries and library systems.

#### 4 Viable Area for Unitary Library System

##### 41 PRE-GANDHIAN PERIOD AND SMALL LIBRARY UNITS

Historically, library service grew out of local efforts in most places in an unco-ordinated way. This has been particularly so in India. During the British period the country was in the sleeping phase of one of its cultural cycles. There was no intrinsic urge in the people to seek information, knowledge, and enlightenment. There was no desire to utilise leisure time in an elevating way through reading books or hearing books read. The traditional elevating encyclopaedic folk way of *Harikatha* (= Exposition interposed with Music) was also at a low ebb. If at all, it was largely turned on the repetition of puranic (= old) stories of devotional value. These were turned on a small local audience. This tradition too reinforced the idea of having independent small libraries in each locality, however small.

##### 42 GANDHIAN PERIOD AND LARGE LIBRARY UNITS

In the present Gandhian period, however, there is a widespread effervescence of energy and culture in all parts of India leading to the seeking of information, knowledge, and enlightenment through library service. They seek current information and modern knowledge. These have to be culled from hundreds of books and periodicals. These go out of date quite quickly. The library service sought today is, therefore, beyond the capacity of the isolated little libraries functioning independently of one another. The practice of propping them up with a small library grant from Government is of no use. For example, in one State the average annual amount found by a local library from its own resources is only about Rs 220. The Government gives a grant of Rs 100. Thus the total average income of such a library is only Rs 320. One wonders how much of this sum could be spared every year for the purchase of new books, after meeting the service and maintenance charges. Surely the annual addition of books cannot exceed a dozen or two. This might have given satisfaction in the earlier years. But the book needs have already outgrown the capacity of these formative years. A new generation of reading public has come into existence. The time has

therefore come to go in for large library units. The first principle in planning the public library system of a country is then "Find out the viable unit for a Unitary Library System".

#### 43 VIABLE UNIT FOR FREE LIBRARY SERVICE

The factors determining the smallest viable area for a Unitary Library System are the

- 1 Cost of library man-power;
- 2 Cost of books and other kindred materials;
- 3 Annual production of books and kindred materials;
- 4 Average life period of the book viewed from the angle of physique as well as its thought contents;
- 5 Possible rate of the local library cess; and
- 6 Financial aid possible in the form of State grant and the union grant.

These factors may give more or less the same result as the number of people in a population cluster of an area. On the basis of these factors it is assumed that no area less than city is a viable unit for free library service. It is necessary for all the towns, villages and hamlets to be brought together on a district basis as single viable unit for free library service. From the district area all the cities falling within it should be excluded for library purpose. All this is for local viability.

#### 44 CO-ORDINATION AND CO-OPERATION

Actually even such a large library unit will be viable only in respect of the requirements of the average citizen—the generalist reader as he is called. But it will cease to be viable in respect of costly books not in frequent demand. For the viability of the service of such books, we should look for a larger region—the State and ultimately the country as a whole. There is, therefore, need for an apical reservoir State Central Library for each State. It should acquire and lend out to local libraries costly books not in frequent demand. There should be free inter-library loan. Occasionally when the vocational pattern of a locality changes, there should also be free inter-library exchange. In extreme cases, particularly in respect of costly books, in the languages of the

other States, and expensive technological books not bearing on the industries of the State, even the State as a whole will cease to be a viable unit. It is only India alone as a whole that would prove viable. There should, therefore, be library co-operation among the States. There should also be an apical reservoir National Central Library. On the above basis, Papers P and Q have worked out an economical and efficient library lay-out for India. This lay-out is summarised in Sec 11.

#### 45 CITY LIBRARY SYSTEM

Each City Library System should have a City Central Library. But the people of a city will be far too scattered to have easy access to the one City Central Library. To serve the people properly, there should normally be a Service Library within a few minutes' walk of every citizen. To put this in terms of area, there should be a Branch Library of the City Library System in each square mile. To put it in terms of the population served, there should be a Branch Library of the City Library System for every population-cluster of 25,000. Depending on the distribution of population density, a particular city will have to distribute the City Branch Libraries in a helpful way. It may even happen that some of the parts of a city are too sparsely populated to provide amenities of every day of the library service through a City Branch Library. It may be necessary to serve them once in a fortnight or so through a librachine—that is, travelling library or library on wheels. The number of Branch Libraries, other matters of organisation, and of finance will again depend on the size of the city. For this purpose, the following five classes of cities may be recognised.

Symbol	City with Population	
	Not less than	But less than
A	100,000	250,000
B	250,000	500,000
C	500,000	1,000,000
D	1,000,000	2,000,000
E	2,000,000	4,000,000

This information will be of the use in determining the library man-power and the status of the head of the library in a City Library System. Table 1 in Sec 71 shows the distribution of the City Library Systems in the different Constituent States.

#### 46 RURAL LIBRARY SYSTEM

461 TOWN.—The rural population—that is, the population outside the cities—falls into two categories. The first category is made of those living in towns. It is practicable and necessary to provide such urban people with the amenity of a Stationary Library giving service all days in the year. Each such library may be called a Rural Branch Library. Each town with a population between 5,000 and 38,000 can be served through a single Rural Branch Library. But each town with a population of 38,000 and 63,000 will require two Rural Branch Libraries in order to provide easy access to every citizen, say, within a few minutes' walk. For the same reason, there should be three Rural Branch Libraries in each town with a population between 68,000 and 100,000.

462 VILLAGE AND HAMLET.—It will be uneconomical to provide a Rural Branch Library in each village or a hamlet. Unfortunately local parochialism make people insist upon a Rural Branch Library even for such small population-clusters. This very soon reduces to a mere ritual any such a small village library or panchayat library as it may be called. The service to such villages and hamlets can only be periodical. The ideal will be to make a librachine—travelling library or library on wheels—carrying about 2,000 books and giving open access to each village or hamlet group once in a fortnight. Here they will have all the benefits of the town people. For, books can be selected from an assortment of 2,000 books with all the facilities of open access. There will also be a reference librarian to help people in the choice of books. Normally, even a person in the urban area visits the library only once in a fortnight. Therefore, this travelling library system is not in reality a handicap to the rural people. The only difference is that a person in the urban area or in the town can choose his own hour in the fortnight to visit the library. But a

person in the village or the hamlet will be obliged to set apart a particular forenoon or afternoon each fortnight for this purpose.

463 LIBRACHINE.—The one possible organisation of librachine service is as follows. The Rural Central Library of a district may be situated at a convenient central focal point in the area of the district with roads radiating from it to all the villages and hamlets. All the book service may be done from this Rural Central Library. It will have to maintain a fleet of librachines—in most cases, a motor vehicle fitted with a body to serve as open access library of 2,000 volumes. The Indian Standards Institution [2] has prescribed a standard for the librachine. A librachine should have a Reference Librarian, a Driver, and a Cleaner as field workers. Corresponding to it, there should also be reference librarians in the Rural Central Library to organise the exchange of books for the librachine. A librachine may go out for service for five days in the week. It should spend either the forenoon or the afternoon in each service station. There should be a service station in each village and also one for every three contiguous hamlets. During the five days in the week, a librachine can serve ten service stations. On the sixth day it should be at the headquarters for replenishing its book collection and for the servicing of the motor-vehicle. The seventh day may be an off-day for the librachine staff. In this way, for a fortnightly service there should be one librachine for every twenty service stations.

#### 47 EXCLUDED AREAS

The above-mentioned pattern of Public Library System has not taken into consideration any of the Union Territories other than Delhi. In the first place, the Union Territories are too scattered to be brought together into an overall plan such as this. Some of the Union Territories such as those of Himachal Pradesh are difficult terrain with a sparse population. Some of them are temporary pockets likely to be merged into their neighbouring larger States probably within the next few years. Therefore, library provision for all these areas will have to be considered *ad-hoc*. Their omission, moreover, will not affect the general overall picture of the library plan for India as a whole.

#### 48 OTHER LIBRARY SYSTEMS

The Public Library System does not exhaust the library units in the country. These are calculated to give library service only for the generalist readers. But from the point of view of the economy of the country, the specialist reader is even of greater importance than the generalist reader. Therefore, there should be a specialist library system for the country. Probably this system will consist of several sub-systems—one for each subject such as Agriculture, Medicine, Heavy Industry, Light Industry, and so on. In regard to the specialist library system, we do not now have sufficient data. Probably the planning will be more in the hands of the industries themselves. However, at the governmental level, there will be need to provide national apical central libraries for each subject area such as agriculture and medicine. Coming intermediate between the specialist library and the generalist library system (public library system), is the academic library system. This will consist of university libraries, college libraries, and school libraries. The development of the University Library System is in the hands of the University Grants Commission. It has already made some good progress during the Second and the Third Plan Periods. The College Library System is also beginning to be developed during the Third Plan Period. Perhaps the University Grants Commission will carry this forward in the coming plan periods. The School Library System is entirely undeveloped. Here, we should not imitate the West which began in the wrong way a century ago. We should not duplicate the library service to children by providing a set of school libraries as well as a set of children's libraries. The West has now begun to realise the false step taken in this direction though they find it difficult to retrieve from it. Let us not, therefore, imitate them and get into similar difficulty in the middle of the twentieth century.

#### 5 Library Man-power

In my *Library development plan* (1950), it was necessary to make out a case for providing an adequate staff in order to make the books of library used fully and properly [13]. But today the need for adequate staff is generally recognised.



**51 CATEGORIES OF STAFF**

The library system of the country requires the following categories of staff:

- 1 Professionals;
- 2 Semi-professionals;
- 3 Clerks;
- 4 Artisans (Drivers, Printers, Binders); and
- 5 Unskilled staff (Peons, Watchmen, Sweepers and Gardeners).

The training necessary for the professionals and semi-professionals is dealt with in Paper U. We are here concerned only with the standard for the strength of the staff for the libraries of different kinds.

**52 KINDS OF STAFF**

In determining the staff required, distinction should be made between the two following kinds of staff in a library.

- 1 Service staff working in the circulation section and reference section; and
- 2 Non-service staff consisting of all the others such as administrative and technical staff.

**53 SERVICE STAFF**

By 1980—the end of the Sixth Plan Period—each library should be kept open for service at least twelve hours each day and on all the days of the year. Therefore there should be service staff for two shifts on each day of the year. At the same time, each member of the staff should be given the usual 52 weekly holidays, 12 monthly holidays, 12 days of casual leave, and 15 days of compensatory leave in lieu of public holidays. This leads to the following conclusions:—

- 1 There should be 730 shifts in a year; and
- 2 One batch of staff can work only for 274 shifts in a year. This implies that the service staff should consist of 2.6 batches.

A similar consideration will show that the non-service staff in a branch library and a librachine—often having only one member for each category of staff, may have to provide 1.1 batch in order to provide for casual leave and public holidays. But they will have the 52 weekly holidays and the 12 monthly holidays, without prejudice to their work.

#### 54 LIBRACHINE STAFF

##### A Librachine will require

1 Professional assistant;	} travelling with the Librachine; and
1 Driver; and	
1 Cleaner	
2 Professional assistants;	} working for it at the Rural Central Library
1 Clerk; and	
2 Peons	

Thus the total staff for a Librachine should be Professional Staff 3. Clerical staff 1, Driver 1, and Unskilled staff 3. 1.1 is the multiplying factor.

#### 55 BRANCH LIBRARY

Each shift in a branch library should have two professionals and two peons. For these, 2.6 is the multiplying factor. There should also be three other unskilled persons,—*viz.*, watchman, sweeper, and gardener. For these, 1.1 will be the multiplying factor.

#### 56 CITY CENTRAL LIBRARY

In a City Central Library there will be both service staff and non-service staff. The multiplying factor for the former is 2.6. There is no need for a multiplying factor for the non-service staff.

#### 57 STAFF FORMULA

On the basis of the experience gained in determining the staff necessary for several libraries I constructed in 1948 a staff formula by which the staff required for a library can be determined in the light of certain parameters, objectively and without any emotion.

Its latest version will be found in my *Library administration* (1962) [14]. A statement of the staff-requirements for a public library is given below in simple terms. The strength of the staff for the different sections of a library may be determined on that basis.

1 *Book-section.* 1 person for every 6,000, volumes added in a year.

2 *Periodical publications section.* 1 person for every 1,000 periodicals currently taken.

3 *Classification and cataloguing section.* 1 person for every 2,000 volumes added in a year.

4 *Maintenance section.* 1 person for every 2,000 volumes added in a year and 1 person for every 50,000 volumes in the library.

5 *Publicity section.* Minimum 1 artist.

6 *Administrative section.* Minimum 1 library accountant, 1 stenographer, and 1 correspondence clerk.

7 *Reference section.* 1 person for every 50 readers using the library in a day of the year (other than those reading the current issues of newspapers and periodicals or the text-books).

8 *Circulation section.* 1 person for every 1,500 hours for which one wicket-gate of the library has to be kept open in a year.

9 *Supervisory section.* 1 librarian and 1 deputy librarian.

The above formula has been widely used both in our country and abroad.

## 6 Public Library Finance

### 61 TWO KINDS

The public library finance of a country consists of two kinds. One is the finance required for the salary of the staff, the purchase of reading and kindred materials, and the cost of

binding, the cost of the maintenance of the physical plants, and all other contingent expenditure; this may be called the recurring annual finance. The second is the finance required for the construction of the library buildings, the cost of the library fittings and furniture, and the cost of the initial stock of reading materials in the case of libraries newly started; this may be called capital finance.

#### 62 RECURRING ANNUAL FINANCE

The recurring annual finance can be estimated by three methods:—

- 1 Method of Proportion;
- 2 Per Capita Method; and
- 3 Method of Details.

#### 63 METHOD OF PROPORTION

In the Method of Proportion, it is assumed that the library budget of a country should be 6 per cent of the educational budget. This is in conformity with the world trend in the matter. It is similar to the provision of maintenance charges for the public buildings. Viewed from this angle, the educational expenditure of a country is taken to be the capital spent for the erection of the edifice of literacy and the self-educating capacity of the nation, and the library expenditure is looked upon as the sum required to keep them in good repair. The library system also adds to the edifice, puts up further flats, so to speak, and helps in the increase of the wealth of the country.

#### 64 PER CAPITA METHOD

In the Per Capita Method, it is assumed that government should spend half a rupee per year per head of population. This is only less than half the per capita library cost prevailing today in the more developed countries. As literacy and book production advance, the per capita rate of library finance may have to be progressively stepped up.

**65 METHOD OF DETAILS**

In the Method of Details, the recurring library finance is estimated on the basis of the expenditure required for the maintenance of the Public Library System of the country. Broadly speaking, the expenditure falls under two heads:

- 1 The cost of service—that is, staff salary; and
- 2 The cost of reading and other kindred materials and their housing and maintenance, and the administrative expenditure. In the earlier stages of the library development plan of a country, the cost of the staff is equal to all the other expenditure put together. After our independence, the Pay Commission and the University Grants Commission have established certain standard scales of salary. This enables us to work out the total recurring annual finance needed for the running of the Public Library System of the country. Paper S deals with this problem.

**66 CAPITAL FINANCE**

The Indian Standards Institution has worked out standards for the following:

- 1 Library building [1];
- 2 Library fittings and furniture [3]; and
- 3 Librachine [2].

With the help of these standards, quantities can be worked out and with help of the prevailing rate of construction cost the capital finance needed for library buildings, fittings, and furniture can be worked out. This has been done in Paper T.

71 TABLE 1. PUBLIC LIBRARY LAY-OUT

SN	State	N of Central Libraries		N of Branch Libraries		Rural Service Stations	N of Librarians	Total N of Service Points
		City	Rural	City	Rural			
1	2	3	4	5	6	7	8	9
	Andhra Pradesh	11	20	105	716	15,511	776	16,363
2	Assam ..	2	11	8	58	10,138	507	10,217
3	Bihar ..	9	17	68	614	29,709	1,485	30,417
4	Gujarat ..	6	17	93	330	9,234	462	9,680
	Jammu & Kashmir ..	2	9	16	15	2,613	131	2,655
6	Kerala ..	4	9	39	1,184	462	23	1,698
7	Madhya Pradesh	8	43	73	229	26,527	1,326	26,880
8	Madras ..	11	13	148	846	10,066	503	11,084
9	Maharashtra ..	13	26	294	574	17,288	864	18,195
10	Mysore ..	5	19	81	365	12,172	609	12,642
11	Nagaland ..	..	3	..	3	342	17	348
12	Orissa ..	1	13	6	81	17,461	871	17,562
13	Punjab ..	5	19	49	299	10,312	516	10,684
14	Rajasthan ..	6	26	49	234	13,343	667	13,658
15	Uttar Pradesh ..	17	54	194	580	48,495	2,425	49,340
16	West Bengal ..	11	16	193	452	17,693	885	18,365
17	Delhi ..	1	..	94	..	..	..	95
	Total ..	112	315	1,510	6,580	241,366	12,067	249,883
	Add National Central Library							1
	Add State Central Libraries ..							16
	Total Service Points for India (in round figures)							250,000

Note.—The data are taken from Sec 71 of Paper P and Sec 71 and 74 of Paper Q.

72 TABLE 2. MAN-POWER FOR THE PUBLIC LIBRARY SYSTEM

SN	State	Profes- sional	Semi- profes- sional	Cleri- cal	Arti- sans	Unskil- led	Total
1	2	3	4	5	6	7	8
1	Andhra Pradesh ..	7,207	72	1,155	904	10,216	19,554
2	Assam ..	2,196	44	739	608	2,586	6,173
3	Bihar ..	8,656	63	1,898	1,684	11,276	23,577
4	Gujarat ..	4,027	62	766	558	5,665	11,078
5	Jammu & Kashmir	763	40	306	194	1,009	2,312
6	Kerala ..	6,637	42	194	75	10,817	17,765
7	Madhya Pradesh	6,474	114	1,981	1,509	8,029	18,107
8	Madras ..	7,166	58	787	603	10,650	19,264
9	Maharashtra ..	7,844	86	1,324	1,000	11,074	21,328
10	Mysore ..	4,634	64	944	720	6,370	12,732
11	Nagaland ..	164	26	114	69	244	617
12	Orissa ..	3,510	47	1,156	1,008	3,991	9,712
13	Punjab ..	3,806	63	840	618	5,221	10,548
14	Rajasthan ..	4,029	78	1,078	784	5,319	11,288
15	Uttar Pradesh ..	12,789	145	3,333	2,717	16,043	35,027
16	West Bengal ..	6,629	64	1,239	1,023	9,011	17,966
17	Delhi ..	519	2	8	..	828	1,357
Total ..		87,050	1,070	17,862	14,074	118,349	238,405
National Central Library ..		402	120	225	100	384	1,231
Total (in round figures) ..		88,000	1,000	18,000	14,000	119,000	240,000

73 TABLE 3. COST OF THE PUBLIC LIBRARY SYSTEM

SN	State	Annual Recurring Expenditure in Thousand Rs		Capital Expenditure in Thousand Rs		Total
		Salary	Books, etc.	Buildings	Librachines	
1	2	3	4	5	6	7
1	Andhra Pradesh	140,976	140,976	69,720	23,280	93,000
2	Assam ..	29,510	29,510	28,790	15,210	44,000
3	Bihar ..	11,212	11,212	58,450	44,550	103,000
4	Gujarat ..	51,705	51,705	53,140	13,860	67,000
5	Jammu & Kashmir ..	10,837	10,837	24,070	3,930	28,000
6	Kerala ..	80,257	80,257	50,310	690	51,000
7	Madhya Pradesh	86,166	86,166	102,220	39,780	142,000
8	Madras ..	88,990	88,990	61,910	15,090	77,000
9	Maharashtra ..	149,390	149,390	89,080	25,920	115,000
10	Mysore ..	59,564	59,564	56,730	18,270	75,000
11	Nagaland ..	2,789	2,789	10,490	510	11,000
12	Orissa ..	46,918	46,918	32,870	26,130	59,000
13	Punjab ..	49,636	49,636	53,520	15,480	69,000
14	Rajasthan ..	53,182	53,182	65,990	20,010	86,000
15	Uttar Pradesh	166,637	166,637	143,250	72,750	216,000
16	West Bengal ..	84,264	84,264	62,450	26,550	89,000
17	Delhi ..	6,205	6,205	6,000	..	6,000
	Total ..	1,118,238	1,118,238	968,990	362,010	1,331,000
	National Central Library ..	9,100	9,100	5,000	..	5,000
	Total for India (in round figures) ..	1,127,338	1,127,338	973,990	362,010	1,336,000



## **8 Legislative Support**

### **81 NATIONAL LIBRARY GRID**

In a democracy, everybody has a right to the latest information, to the latest knowledge, and to the immortal classics. In a community of the socialistic pattern the State itself finds it necessary to provide all the above facilities to every citizen in its own interest. In this context, small single libraries independent of one another cease to be effective. They should be integrated. They have to be replaced by a National Library grid. The national library grid will itself consist of State Library grids with freedom for books to flow across State boundaries. A State Library grid will in its turn consist of City Library grids and District Library grids with free channels for flow of books across city and district boundaries. Each such local library grid will be a unitary public library system in which not only books flow freely from library to library but also all impersonal work is centralised and only book service is decentralised. Then only the books in the country will be socialised in the true sense of the word. Such a grid will be difficult to establish, develop, and manage unless it is backed by library legislation.

### **82 NATIONAL LIBRARY FINANCE**

There is also the problem of finding finance for the library system. Finance cannot come except from the people. And the people cannot be expected to finance an intellectual service such as library service, of their own free will. They may do so for a year or two. Thereafter, voluntary contribution of finance will dwindle away. This has been the experience of the composite Bombay State. The only recognised way now for financing any nation-wide social project such as the national library system is to secure sanction for the finance with the aid of library legislation.

### **83 STATE LIBRARY LEGISLATION**

In the Constitution of India, public library system falls essentially within the sphere of the State Governments. Therefore, the primary library legislation should be a State legislation.

It now happens that practically each State has become essentially unilingual. This gives certain advantages in the organization of the State Library System. All the impersonal work of preparing published books for use can now be centralised and left in the hands of the State Central Library. It has been shown [6] that by such a centralisation, there will be a saving of 79 per cent on the cost of classification, cataloguing, and production and distribution of catalogue cards. The experience of the British National Bibliography during the last ten years has shown that this method of centralised processing of books supremely satisfies the Fourth Law of Library Science—Save the time of the reader. This has been demonstrated in Great Britain during the last ten years. Here is a picture of it. While sending out an order for books to the book-sellers, each library sends a copy of the order to the British National Bibliography. The British National Bibliography produces the catalogue cards with the call number put on them and sends them to each library according to its order within forty-eight hours. Usually, these catalogue cards reach the library a few days even before the books themselves arrive. Thus, as soon as the books arrive, it is only the mechanical work of pasting the date labels and book tags and copying the class number in the books that has to be done. This is also finished within a few hours. Thus no new book is kept idle in any library for more than a few hours after its arrival. We in India need not muddle through in this matter. We can straightaway begin with this practice. In the Idea Plane, this practice originated from India itself. For, while addressing the librarians of the Library of Congress in the Whittall Pavillion in August 1948, I threw the suggestion of pre-natal classification and cataloguing. This has been taken up now by the Library Resources Inc of the USA. But Great Britain has achieved it in a quiet but effective way during the last few years. Let us have the full benefit of this idea for our country also without any fumbling about and wastage of any kind.

#### 84 UNION LIBRARY LEGISLATION

Even this kind of centralization will be better promoted in each State, if it is backed by library legislation. For the country

as a whole also, a similar work can be done for languages of all-India coverage such as Sanskrit and English. The National Central Library can do the pre-natal work on the Sanskrit and the English books published anywhere in the country. This too will be facilitated if it is backed by the Union library legislation.

#### 85 LEGISLATION FOR LIBRARY MAN-POWER

The raising of a large professional staff needed for running the State Library Systems cannot be done efficiently if left to casual development. We are experiencing in our country today, particularly at the rapid rate we are obliged to develop, that the absence of staff—adequate in quality and sufficient in number—forms a very constraining bottleneck. We should not allow this bottleneck to develop in respect of the public library system. Library legislation can also provide for a better and co-ordinated organisation for the raising of library man-power in the measure actually needed.

#### 86 LIBRARY LEGISLATION

In view of these considerations, I had presented library bills to several State Governments as well as to the Union Government at various times. As stated at the very beginning of this paper, the States of Madras and Andhra Pradesh have demonstrated the value of library legislation, during the last sixteen years. But since conditions in our country have changed enormously during these sixteen years—in the pattern of its public finance, in the re-drawing of boundary lines between the States, and between districts within a State, and in the pace of urbanisation—the Public Libraries Acts of the States will have to be different from what was conceived of sixteen years ago. To facilitate this, Paper V gives a draft Public Libraries Bill for the State. The draft library bill given in the *Five laws of library science* [15] will be quite suited to the Union Government.

#### BIBLIOGRAPHICAL REFERENCES

*Note.*—1 The following is the list of the documents used.

- 2 Column 1 gives the SN of the respective documents.
- 3 Column 2 gives the number of the Sec in the text, containing the reference.

- 1 Sec 66 Indian Standards Institution. Code for practice relating to primary elements in the design of library buildings. (IS: 1553-1960).
- 2 Sec 46, 66 —. Librachine (Mobile Library). (IS: 2661-1964).
- 3 Sec 66 —. Library furniture and fittings. Part 1: Timber. (IS: 1829 (Part 1)-1961).
- 4 Sec 21 Mysore, Public Libraries Bill (Committee). Report. 1961.
- 5 Sec 21 RANGANATHAN (SR). Draft public libraries bill for Assam. (All Assam Library Association, Eighth Open Conference (1964). Souvenir on Library Science. 1964. P 11-30).
- 6 Sec 83 —. Heading and canons: A comparative study of five catalogue codes. 1955. Sec 95.
- 7 Sec 21 —. Library development plan with a draft library bill for Bombay. 1947.
- 8 Sec 21 —. Library development plan with a draft library bill for Kerala State. 1960.
- 9 Sec 22 —. Library bill for Madhya Pradesh. 1960.
- 10 Sec 1 —. Library development plan: Thirty-year programme for India with draft library bills for the Union and Constituent States. 1950.
- 11 Sec 21 —. Library development plan with a draft library bill for United Provinces. 1949.
- 12 Sec 21 —. Library development plan with a draft library bill for West Bengal. 1959.
- 13 Sec 5 —. Library man-power. (*In* author's Library development plan: Thirty-year programme for India. 1950. P 318-52).
- 14 Sec 57 —. Staff formula. (*In* author's Library administration. Ed 2. 1960. Sec 1145).
- 15 Sec 86 —. Union library act. (*In* author's Five laws of library science. Ed 2. 1957. Sec 43).