
UNIT 6 LIBRARY LEGISLATION IN INDIAN STATES – THEIR SALIENT FEATURES

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6.0 OBJECTIVES

In Unit 5, you have been introduced to the facets of a Model Public Libraries Act and salient features of such an Act. In this Unit, we are introducing you to Public Libraries Acts of sixteen States of India namely, Tamil Nadu, Andhra Pradesh, Karnataka, Maharashtra, Manipur, Kerala, West Bengal, Haryana, Mizoram, Goa, Gujarat, Uttaranchal, Rajasthan, Uttar Pradesh, Orissa and Bihar.

After reading this Unit, you will be able to:

- explain the management of public library system, the governance, structure, finance, infrastructural facilities, etc.;
- design the libraries and introduce the professional services;
- identify and explain the variations in the provisions of the Acts; and
- describe and discuss the main features of the Public Libraries Act in the respective States.

6.1 INTRODUCTION

In Unit 5, we have discussed a few important aspects of library legislation. The discussion also included the salient features of a Model Public Libraries Acts in some detail. In this Unit, we shall present a comparative discussion on Public Library Acts enacted in the sixteen States of India namely, Tamil Nadu, Andhra Pradesh, Karnataka, Maharashtra, Manipur, Kerala, West Bengal, Haryana, Mizoram, Goa, Gujarat, Uttaranchal, Rajasthan, Uttar Pradesh, Orissa and Bihar.

The basic provision of a Public Library System as envisaged in these Acts, such as, free access to reading and learning material, establishment of institutional structure, advisory boards to provide guidelines to policy making, decision making, finance, recruiting and feedback, etc. are discussed. All these aspects are explained in relation to the Public Library Acts of these States.

A comparative study of the sixteen Acts is also made in relation to the topics mentioned above. These provisions are studied with reference to their operation, indicating their strength and weakness. Although Library Acts were passed in sixteen states, they are under implementation only in five states. So, the study, in some areas, is based on the performance in those five states only.

6.2 LEGISLATION STUDIED

Sixteen states of India have put into state book their Public Libraries Act. The chronological sequence is as follows:

- i) Tamil Nadu
(Then called Madras Public Libraries Act, 1948)
- ii) Andhra Pradesh
(The Hyderabad Public Libraries Act, 1955, as a result of reorganisation of the states merged in Andhra Pradesh Public Libraries Act, 1960).
- iii) Karnataka
(The Karnataka Public Libraries Act, 1965)
- iv) Maharashtra
(The Kolhapur Public Libraries Act was passed in 1945. After states reorganisation, state of Kolhapur was merged with Maharashtra State. The Maharashtra Public Libraries Act, 1967 came into being in 1967).
- v) West Bengal
(West Bengal Public Libraries Act, 1979)

- vi) Manipur
(Manipur Public Libraries Act, 1988)
- vii) Kerala
(Kerala Public Libraries Act, 1989)
- viii) Haryana
(Haryana Public Libraries Act, 1989)
- ix) Mizoram
(Mizoram Public Libraries Act, 1993)
- x) Goa
(Goa Public Libraries Act, 1994)
- xi) Gujarat
(Gujarat Public Libraries Act, 2001)
- xii) Orissa
(Orissa Public Libraries Act, 2001)
- xiii) Uttaranchal
(Uttaranchal Public Libraries Act, 2005)
- xiv) Rajasthan
(Rajasthan Public Libraries Act, 2006)
- xv) Uttar Pradesh
(Uttar Pradesh Public Libraries Act, 2006)
- xvi) Bihar
(Bihar State Public Libraries and Information Centres Act, 2008)

The basic provisions of the public library system as depicted in these Acts are discussed here. As stated earlier, library legislation should take care of the following five aspects:

- a) Accessibility of information to all sections of the people.
- b) An establishment of institutional network to provide, care and preserve documents.
- c) Establishment of committees to provide guidelines in relation to policy making, decision-making and implementation of services.
- d) Provision of finances and the *modus operandi* for expenditure.
- e) Arrangement of a reporting system of the activities of various public libraries.

We shall discuss these features in detail in each of the sixteen Acts in the following sections, delineating the provisions made for public library services.

6.2.1 Madras Public Libraries Act, 1948

The Madras Public Libraries Act is the first of its kind in independent India. This Act provided basis of the Public Libraries System in the erstwhile composite Madras State (before November 1956) and Tamil Nadu State. The salient features of the Act are delineated as under:

- 1) It facilitates the establishment of Public Libraries in the State.
- 2) Provision to constitute State Library Authority for the purpose of advising the Government on such matters relating to libraries as they may refer to it.
- 3) Provision to appoint a Director of Public Libraries. (From the year 1972 a separate Department was created to that effect).
- 4) Constitution of Local Library Authorities, one for the City of Madras and one for each District. The District Library Officer is the Ex-officio Secretary of the Local Library Authority.
- 5) Each Local Library Authority shall levy library cess in the form of surcharge on the property tax or house tax at a rate of 5 paise per rupee. The Government gives each Local Library Authority, except Madras, a matching grant to the amount of library cess collected.
- 6) The Connemara Public Library, Madras was treated as the State Central Library, Tamil Nadu.
- 7) Declaration that libraries are eligible for Government aid.
- 8) The Act amended Section 9 of the Press and Registration of Books Act, 1867, Central Act, XXV of 1867 to the effect that every publisher shall deliver five copies of each book to the State Government out of which four will be deposited in the State Central Library, Madras.

6.2.2 Andhra Pradesh Public Libraries Act, 1960

When Andhra Pradesh was formed in 1956, comprising Andhra areas of composite Madras State and Telangana area of Hyderabad State; Madras Public Libraries Act was in force in Andhra area. So, administrative problems were bound to be there, when two separate Acts are in operation in one State. To clear this problem, both the Acts were amalgamated, modified and brought upto-date as Andhra Pradesh Libraries Act in 1960, and later, it was amended in 1964, 1969, 1987 and 1989 (major amendments); and such major amendments resulted into the constitution of Andhra Pradesh Granthalaya Parishad, more or less a State Library Authority as the apex body. This Act is an improvement over Madras Act. The salient features of this Act are given below:

- 1) Constitution of Andhra Pradesh Granthalaya Parishad, with nominated body by Government, as apex body with statutory powers and functions.
- 2) Constitution of Directorate of Public Libraries to direct, supervise and control the Public Library System.
- 3) Constitution of City/Zilla Granthalaya Samsthas through nomination of Chairman and Members by the Government.

- 4) Librarians of City/District Central Libraries will act as Ex-officio Secretaries of the City/Zilla Granthalaya Samsthas.
- 5) Provision to collect library cess upto eight paise per rupee as surcharge on house tax and property tax collected by local bodies.
- 6) Payment of establishment charges of the staff working in the City/Zilla Granthalaya Samsthas by the Government.
- 7) Grant-in-Aid to private libraries by Government and City/Zilla Granthalaya Samsthas.

This Act is functional than the earlier Madras Act and Hyderabad Act.

6.2.3 Karnataka Public Libraries Act, 1965

The Karnataka Act, one of the balanced Acts, so far enacted, paved the way for a State-wide network of Public Libraries in the Karnataka State. It comprises Bombay-Karnataka area, old Mysore area, Hyderabad-Karnataka area, Madras-Karnataka area and Coorg area. The salient features of this Act are given below:

- 1) Provision for a State Library Authority in the form of a corporate body with Minister-in-charge of Education as Chairman. The members are drawn from different segments of the society.
- 2) Provision for creating an independent Department of Public Libraries, with a professional as its head.
- 3) Provision for the establishment of State Central Library at the apex of Public Library System in the State.
- 4) Constitution of Local Library Authorities for the cities and districts.
- 5) Provision for setting up Advisory Committee for Branch and Village Library Services.
- 6) Provision for centralised technical processing.
- 7) Provision for centralised units like:
 - a) Copyright collection of the State;
 - b) State Library for the Blind;
 - c) State Bibliographic Bureau; etc.
- 8) Provision for the levy of library cess in the form of a surcharge on all possible taxable units of the State revenues. The District Library Authority gets the annual grant from the State Government (3% of the land revenue).
- 9) Creation of a State Library Service bestowing upon its employees all the benefits and privileges as are available to the other State Government servants.

6.2.4 Maharashtra Public Libraries Act, 1967

Maharashtra State was constituted with the areas of Western Maharashtra, Marathwada, Vidarbha, and by amalgamating princely states like Kolhapur, in the year 1960. Even though there were efforts for library legislation from 1940 onwards, it could succeed only in the year 1967, by enacting of Maharashtra Public Libraries Act.

The main features of this Act are given hereunder:

- 1) Constitution of State Library Council by the Government, Minister for Education shall be the Ex-officio President of the Council. The Council will advise the State Government “on all matters connected with the administration of this Act.”
- 2) Constitution of a separate Department of Libraries, and the appointment of a professional as its Director.
- 3) Establishment of a State Central Library and a Divisional Library for each division.
- 4) Constitution of a District Library Committee for every district. The Chairman of the Education Committee of the Zilla Parishad functioning in the district, as the Ex-officio President of the Committee. In case of the Committee of Greater Bombay, the Chairman of the Education Committee of the Municipal Corporation shall be the Ex-officio President of the Committee.
- 5) Establishment of Maharashtra State Library Service and to treat all members of such service as Government servants.
- 6) There is no library cess. The Government shall contribute to the library fund every year, a sum not less than 25 lakh rupees. The Government may make special grants to library fund.
- 7) Grant-in-aid to public libraries organised by voluntary organisations.

6.2.5 West Bengal Public Libraries Act, 1979

With a gap of more than a decade, the West Bengal Public Libraries Act entered in the statute book in the year 1979. This is more or less a replica of the Madras Act. But the differing feature of the Act is the conspicuous absence of library cess. The State Government meets the expenditure on the maintenance of libraries from its exchequer. The important features of this Act are given below:

- 1) Constitution of a State Library Council with the Minister in Charge of Library Service, as its Chairman, for advising the Government on the matters of public library system.
- 2) Representative from the employees of the libraries as a member in the State Library Council.
- 3) Constitution of a Department of Libraries to supervise and direct the matters of public libraries.
- 4) Constitution of Local Library Authority for each district. The District Magistrate of the district shall be the Ex-officio Chairman of the Local Library Authority.
- 5) Provision for constitution of Executive Committee for Local Library Authority (LLA).
- 6) The Government is empowered to appoint District Library Officers and District Librarians in districts. The Government, after consultation with the Authority, may place the District Librarian in charge of District Libraries. S/he shall manage library affairs subject to the control of the Authority.

- 7) No provision for Library Cess. The financial management for local libraries will be made by the Local Library Authority. The following are the means for augmenting funds:
- a) Contributions, gifts and income from endowments;
 - b) Grants from the government for general maintenance of libraries or for any specific purpose; and
 - c) The amount collected by the Local Library Authority under the Act or the rules.

The Act provides funds by the State Government in the form of annual grants.

Self Check Exercise

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

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

- 1) State three distinct improvements of the Andhra Pradesh Public Libraries Act over the Madras Act.

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6.2.6 Manipur Public Libraries Act, 1988

A small State, Manipur, located in the eastern part of India got the opportunity for library legislation in 1988. The salient features of the Manipur Public Libraries Act are given hereunder:

- 1) Constitution of a State Library Committee, to advise the State Government on all matters arising under this Act and to exercise and perform such other powers and duties as may be prescribed.
- 2) Constitution of a Department of Public Libraries.
- 3) Provision for constitution of Executive Committee for District Library Authority.
- 4) Constitution of District Library Authority in each District, as a corporate body, for the purpose of organising and administering public library service in the District.
- 5) Constitution of 'Library Fund' formed mainly with the contribution of the State Government.
- 6) No Library cess.

6.2.7 Kerala Public Libraries Act, 1989

Kerala Act is quite a different one, than the other Acts. But it is a unique one because of its democratic and more decentralised pattern. The characteristics of the Act are given below:

- 1) There is a three tier administrative system for the organisation and administration of the public libraries system in the State. It comprises:
 - 1) Kerala State Library Council
 - 2) District Library Council
 - 3) Taluk Library Union
- 2) The Presidents, Vice-Presidents, Secretaries, and Joint Secretaries, for the State Library Council, District Library Councils and the Taluk Library Unions shall be elected and shall be responsible for the administration and organisation of public libraries.
- 3) The State Library Council advises the Government on all matters connected with the development of public libraries and also acts as authority.
- 4) The State Library Council coordinates the working of District Library Councils and the Taluk Library Unions, and controls the Public Library System in the State,
- 5) The Trivandrum Public Library shall be deemed to be the State Library of the State.
- 6) The District Library Council will supervise, coordinate and control the library service in the district.
- 7) Constitution of Taluk Library Union, with powers to supervise, coordinate and control the library service in the Taluk and to give directions and advise to affiliated libraries in regard to their day to day function and management
- 8) Transfer of Kerala Granthasala Sangham with its staff, assets and liabilities to the State Library Council.
- 9) Library cess will be levied in the form of surcharge on building tax or property tax in the area within the jurisdiction of panchayats, municipalities and corporations.
- 10) The State Library Council shall maintain a fund called State Library Fund from which all the expenses of the State Library Council, District Library Councils and Taluk Library Unions shall be met. The library cess collected in the State and the grants of the State and Central Governments etc., will be credited to the State Library Fund only.
- 11) Reservation to at least one women and one person belonging to scheduled castes and scheduled tribes in all committees.

This Act appears to be more functional. Some how, it has not been implemented so far, and reasons for it are not known.

6.2.8 Haryana Public Libraries Act, 1989

The Haryana State was formed in the year 1966, carved out from the earlier Punjab State. Haryana Act has got the following features:

- 1) Constitution of the State Library Authority to advise the Government on all matters in promotion of library service in the State.

- 2) Formation of State Library Directorate to implement the programmes approved by the State Library Authority.
- 3) Establishment of the State Central Library.
- 4) Constitution of a District Library Committee for each District.
- 5) Constitution of a City and Town Library Committee for each city with a population of over a lakh and a Town Library Committee for a Municipal Town with a population of not more than one lakh, were provided in accordance with such rules as may be framed by the District Library Committee concerned.
- 6) Constitution of Block Library Committee and Panchayat Library Committees by the District Library Committee concerned.
- 7) Constitution of the State Library Fund, District Library Fund, City or Town or Block or Village Library Fund meant for the development, improvement and maintenance of the library service.
- 8) Levy of library cess in the form of surcharge on property tax and house tax at such a rate decided by the Government from time to time.
- 9) Provision to recognise State Library Associations, and co-operative institutions by the State Library Authority.

This Act was passed to provide for a comprehensive rural and urban library service with the establishment of network of libraries. However, this Act has not come into force so far.

6.2.9 Mizoram Public Libraries Act, 1993

Mizoram became a full fledged State in 1987. Within six years it enacted the library Act. It possesses the following special features.

- 1) Constitution of the State Library Council to advise the Government on all matters relating to libraries and also in regard to promotion and development of libraries in the State.
- 2) Constitution of Department of Public Libraries to control and supervise the Public Library System in the State.
- 3) Establishment of State Library, District Library, Sub-divisional Libraries, and Village Libraries.
- 4) Provision of grant-in-aid for private libraries.
- 5) There is no library cess. The total expenditure for the establishment and maintenance of the public library system will be met from the State funds.

6.2.10 Goa Public Libraries Act, 1994

Goa is the tenth State to have library legislation. The salient features of the Act are:

- 1) Constitution of State Library Authority with Minister-in-Charge of Libraries as its Chairman. This Authority shall advise the Government on all matters arising under the Act.

- 2) Constitution of State Library Directorate for controlling and directing the Public Library System in the State.
- 3) Organisation of State Library, District Library, Taluk and Village Libraries.
- 4) All the employees are treated as Government employees.
- 5) Grant-in-Aid for private libraries.
- 6) Recognising the State Library Associations.
- 7) There is no library cess. Expenditure on the maintenance of the libraries will be met from the consolidated fund of the State.

6.2.11 Gujarat Public Libraries Act, 2001

This Act has the following salient features.

- 1) Constitution of the State Library Development Council, with Minister in Charge of Library as its Ex-officio, President.
- 2) Constitution of Directorate of Public Libraries for monitoring the system.
- 3) Establishment of District and Taluka Libraries and constitution of District and Taluka Library Advisory Committees.
- 4) Institution of State Library Development Fund, mainly from the State consolidated fund.
- 5) Recognising the Public Libraries and Public Library Associations.

6.2.12 Orissa Public Libraries Act, 2001

The salient features of the Act are:

- 1) Constitution of the State Library Council, with Minister for Tourism and Culture as its Chairperson.
- 2) Constitution of Orissa Public Library Authority, with Minister for Tourism and Culture, as its Chairperson.
- 3) Formation of Directorate of Public Libraries.
- 4) Establishment of State Library and District/City Libraries.
- 5) Constitution of District Library Committee.
- 6) Total expenditure will be met by State Government.
- 7) Provision for audit and accountability.

6.2.13 Uttarakhand Public Libraries Act, 2005

The salient features of the Public Libraries Act of the newly formed Uttarakhand State are as follows:

- 1) Provision for State Library Committee, with Minister-in-charge as Ex-officio Chairman.
- 2) Constitution of the Cell of Public Libraries in the Education Department, with Joint/Deputy Director as in-charge.

- 3) Constitution and incorporation of District Library Authority.
- 4) Imposition of fee for the purpose of library service.
- 5) Provision of State Government grant.

6.2.14 Rajasthan Public Libraries Act, 2006

It is called **Rajasthan Sarwajanik Pustakalaya Adhiniyam** (name in Hindi language). Its salient features are mentioned below:

- 1) Constitution of State Library Council with Minister Incharge of Libraries as Chairperson.
- 2) Provision for Directorate of Public Libraries, to control and supervise the system.
- 3) Constitution of Library Advisory Committee.
- 4) Provision to establish State Library, Divisional Libraries, District Libraries, Panchayat Samiti Libraries and Village Libraries.
- 5) Constitution of State Libraries Development Fund mainly from State exchequer.
- 6) Recognising the Public Libraries and Public Library Associations.

6.2.15 Uttar Pradesh Public Libraries Act, 2006

There are the salient features of this ordinance.

- 1) Constitution of State Library Council with the Minister, Secondary Education Department as Chairperson.
- 2) Provision for Director of Public Libraries, but to keep the Director of School Education, Uttar Pradesh, as the Director of Public Libraries for administration and operation of the provisions of the ordinance.
- 3) Establishment of two State level libraries one at the State Central Library at Allahabad and the other, State Reference Library at Lucknow.
- 4) Establishment of District Library in each District.
- 5) Recognition of the libraries run by voluntary organisations.
- 6) Meeting the entire expenditure from the State consolidated and non-plan budget of the State.

6.2.16 Bihar State Public Libraries and Information Centers Act, 2008

The salient features of this Act are given below:

- 1) Provision for a State Library and Information Centre Authority to be constituted by the State Government comprising a maximum of 12 members including a chairman and a vice chairman. The Authority will advise the Government on all matters pertaining to libraries and library services. The members are drawn from different segments of the society.
- 2) Provision for creating an independent Directorate of Library and Information Centre headed by a Director and Assistant Director. There is a post of

Superintendent of Library in the cadre of Bihar Education Service that will be converted to the post of Director, Directorate of Libraries. The post of Assistant Director shall be created by conversion of any floating post of Department/ Bihar Education Service Cadre.

- 3) The State will have different categories of libraries starting from State Library to Divisional, District, Sub divisional, Special, Block, Panchayat, Village and Private Library.
- 4) There will be a State Library Fund constituted by the State Government. It will include fund given by the State Government, grants received from the Central Government and other agencies like RRLF, amount received from the District Development Fund, M.P./M.L.A./ M.L.C.fund, any other funds received by the State Library and Information Centre Authority, interest and profits received from investment of State Library Authority and other grants received from private institutions or bodies.
- 5) Director, Public Libraries or his representative may inspect any library to check whether the provisions of the Act are being followed and adhered to.
- 6) Press and Registration of Books Act, 1867 will be applicable in the State wherein every publisher will deposit a copy of her/his publications in Smt. Radhika Sinha Institute and Sachidanand Library, Patna. A register mentioning such books received will be maintained. Authors/ publishers who do not deposit a copy of the book will be penalized under Section 15 of this Act.

Self Check Exercise

- Note:** i) Write your answer in the space given below.
ii) Check your answer with the answers given at the end of the Unit.
- 2) State the difference in governance of public libraries between Andhra Pradesh and Maharashtra.

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6.3 COMPARISON OF THE SIXTEEN ACTS

So, far, we have discussed the salient features of the sixteen State Acts implemented in the different states of India. There are many points of similarity and also major differences. We shall fix a comparative matrix for these Acts.

For this purpose, we have to get at a set of criteria. You may recall that when we began these units, we set up five criteria for the purposes of a State Library Act, namely:

- Public Access to libraries

- Development of infrastructure
- Establishment of a governance system
- Provision for financial management
- Organisation of self-reporting and regulating system

We shall see how these sixteen State Acts are compared with each other. This is based on the five criteria mentioned above.

6.3.1 Public Access to Libraries

India is the largest democratic country amongst the commonwealth countries, with a population of 1.24 billion. Out of which 70.7% live in rural areas and 29.3% in urban areas. There are 28 constituent States and 7 Union Territories. These comprise an aggregation of about 640 districts. There are about 1650 languages. About 21,000 books, monographs and periodicals are published in almost all the 15 major languages of India and in English. Half of these are fiction. Other half covers normally humanities, with a few titles in science and technology. India imports in bulk more than 100,000 titles published in English from the international market; most of these are for educational institutions. But public libraries do have a good share of the same.

Public Library System

According to Ranganathan, “We mean by this an integrated nation-wide network of public libraries, giving free book service to one and all of the citizens, literate or illiterate.” To achieve the objective, a public library system is necessary for providing:

- 1) Use of the libraries without any consideration.
- 2) Reading materials with a common pool from state to village users.
- 3) Information needed by the user.
- 4) Free facilities to have the benefits from cultural heritage, arts and scientific achievements and innovations.
- 5) Facilities for personal development.
- 6) Periodic evaluation and feedback of service to users and their impact on administration.
- 7) Regulation of a financial income and expenditure to meet the needs of the society.

We will examine a few details of the access points where the library legislation is under implementation.

i) Tamil Nadu

As per the Madras Act (1948), the Government has provided for about 4,500 Public Libraries, 32 District Libraries, 7 Mobile Libraries, 1538 Branch Libraries, 2,500 village libraries. They provide access to 24 lakhs volumes of documents. There were around 2 crores registered borrowers, and 5 crores visitors to libraries per annum. However, the volumes used can be categorised into those consulted, 2 crore; and borrowed 3 crore volumes. Borrowing of books is around 1 volume per literate person.

ii) **Andhra Pradesh**

Andhra Pradesh has a total of about 4,000 public library nodes viz., one State Central Library, 6 Regional Libraries, 1426 Branch Libraries, 344 Village Libraries and 3 Mobile libraries under Zilla Granthalaya Samsthas and about 2,400 Aided Libraries. They provide access to about one crore volumes. They have registered borrowers of about 2 lakh persons, and about 2 crore visitors to consult books in libraries. The borrowing is about 1.5 volume per literate person.

iii) **Karnataka**

Karnataka State has a structure of one State Central Library, 20 District Central Libraries (out of 20, 10 District Central Libraries are having library and the remaining 10 are having office only). There are 15 City Central Libraries, 392 Branch Libraries, 1151 Mandal Libraries and 11 Mobile Libraries, with 6.54 lakh registered borrowers and a total book stock of 37 lakhs. About 8 lakh people visit the libraries in the year.

iv) **Maharashtra**

Maharashtra, is the fifth State to have a library Act; it has around 5900 Public Library nodes. Of these, one is a State Central Library, 6 Divisional Libraries, 20 District Libraries, 31 District Public Libraries, 259 Taluk Libraries and 5589 other types of libraries. They provide access to about 50 lakh of books, the number of registered borrowers is more than 60 thousands and consulting readers is around 60 lakhs per annum.

v) **West Bengal**

West Bengal has one State Central Library, 12 Government Libraries about 3500 Public Library nodes. These include a State Library, 21 District Libraries, 156 Town Libraries, 2,462 Government sponsored Libraries and 2213 Rural/Primary Unit area Libraries. There are additional District Libraries at Siliguri and City Central Library at Durgapur.

vi) **Manipur**

This State has one State Central Library at Imphal and 5 District Libraries, and about 100 Public Libraries are functioning which are managed by voluntary organisations.

vii) **Kerala**

Public access is more in Kerala State, which has now achieved cent per cent literacy through Total Literacy Campaign. The earlier Trivendrum Public Library was upgraded as State Central Library, after the formation of Kerala State. There are about 3030 libraries located at District, Taluk, Village level and accessible to the public.

viii) **Haryana**

The District Library of Ambala, was upgraded as State Central Library of Haryana in 1967. 20 District Libraries were established in the State. In addition to it 11 libraries at Municipal areas, 11 sub-divisional libraries are accessible to the people.

ix) **Mizoram**

After the formation of the State, State Library was established at Aizawl and 2 more District Libraries started functioning. There are 3 sub-divisional libraries

accessible to the people. About 80 village libraries are recognised by the State Planning Committee.

x) **Goa**

A small state, with the influence of Portuguese rule has a Central Library for a long time. 5 taluk libraries and 56 rural libraries are functioning at village level.

xi) **Gujarat**

Gujarat State is carved out from Maharashtra State. It has a State Central Library and 17 district central libraries and libraries in all towns and some villages. However, the Central Library, Baroda and Gujarat Vidyapeeth are treated on par with State Central Library.

xii) **Orissa**

The State Central Library of Orissa is known as Hare Krushna Mahtab State Library located at Bhubaneswar. There is a city library also at Bhubaneswar. The Sub-divisional library is located in Mayurbhanj. Besides there are 17 district libraries, 6 ex-district board libraries, 12 municipality libraries and 314 block level libraries.

xiii) **Uttaranchal**

This is a newly formed State with head quarters in Dehradun. It has 23 District Level Libraries and few Village Libraries.

xiv) **Rajasthan**

Rajasthan has a State Central Library at Jaipur and 5 Divisional Libraries and 24 District Libraries.

xv) **Uttar Pradesh**

Uttar Pradesh is the biggest State in the country with two State Libraries one at Lucknow and the other at Allahabad. It has 59 Government District Libraries and a large number of aided libraries.

xvi) **Bihar**

Bihar has a State Central Library in Patna, and few Divisional Libraries maintained by State Government. Besides these, there are 20 District Central Libraries.

Comments

Thus, we find the State Library Acts have provided an infra-structure for the public library access to general public in each state.

Self Check Exercise

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

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

1) State the configuration of public libraries with their numbers and levels of location, operating in each of the five States which have operational public library acts.

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6.3.2 Financial Provision

Libraries can grow with increasing use and number of readers. They should be of course, well financed. Let us look at the financial provisions in these public libraries acts.

i) **Tamil Nadu**

Tamil Nadu Public Libraries comprise the State Central Library, Connemara Public Library and the KaurmaniNilayan Library, Government Oriental Manuscripts Library maintained by Government Funds. The District Central Libraries, and Branch Libraries established under the Act are maintained from Library Fund (i.e. Library Cess plus Government's matching contribution). Besides this, the Government gives grant-in-aid to the libraries such as, Thanjavur Saraswati Mahal Library maintained by local bodies and voluntary organisations.

ii) **Andhra Pradesh**

The total expenditure on Government Libraries is to be borne by the Government. The establishment charges of Zilla Granthalaya Samstha are to be met by the Government. The expenditure on other items such as books, periodicals, buildings, etc. are required to be met from library fund of the City/Zilla Granthalaya Samsthas. They are to provide some grant-in-aid to private libraries.

iii) **Karnataka**

The State Central Library is funded fully by the State Government. The libraries at District and City level, including Branch Libraries are financed from 'Library Fund'. Under the provision of this Act, library cess is levied as surcharge on properties tax, motor vehicle tax and entertainment tax. The cess is collected by the local bodies such as, Municipal Corporations, Municipalities, District Boards and Village Panchayats. The State Government provides for the salaries of the staff of the public libraries at all levels.

iv) **Maharashtra**

Maharashtra Act does not levy any library cess. However, the State Government has to provide for at least 25 lakh of rupees as grant-in-aid for library development. This does not include administrative and establishment expenditure. Five Divisional Libraries and eight District Libraries in Vidarbha are fully financed by the Government of Maharashtra.

v) **West Bengal**

In West Bengal, since there is no provision for levying library cess, the entire expenditure on public libraries, started through the provisions of the Act, are to be met from the consolidated fund of the State. Every Local Library Authority

shall maintain library fund out of the grant received from Government, contribution of gifts, income from endowments etc. However, a few private libraries get grant in aid from the Government, for their maintenance.

vi) **Manipur**

In Manipur Act, there is no provision for library cess. So, the State Government has to meet the total expenditure from the State Funds. This State has also to support the private libraries with grant-in-aid and same position prevails in all other States.

Comments

There is provision for library cess in the acts of the states of Madras, Andhra Pradesh, Karnataka, Kerala, Haryana.

The provision for library cess has a greater impact as a democratic right to contribute for the development of libraries as well as to get access to library facilities. Government will have to actively consider establishment and maintenance of libraries, as library cess makes it imperative. However, one of the problems faced is the uneven distribution of library cess in cities and districts as the property value varies from place to place. Haryana State did not implement the Act so far.

In all the States, Government is supporting the libraries managed by Local Bodies and Voluntary organisations by Grant-in-aid, of course on a small scale.

Self Check Exercise

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

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

4) State the sources of finance in the sixteen States which have public library Act.

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6.3.3 Human Resources

The library staff in different States is provided for variously.

i) **Tamil Nadu**

The State has a Directorate of Public Libraries which supervises, directs and runs public library service. There is a Director to manage the State Central Library (Connemara Public Library). The District Central Library is manned by a trained librarian with Degree in Library Science; and the Branch Library is usually manned by a person holding a Certificate in Library Science. The delivery stations are generally looked after by local elementary school teachers employed on part-time basis on monthly remuneration.

Each District Central Library is inspected by the Directorate of Public Libraries whereas a Branch Library is inspected by the District Library Officer.

ii) **Andhra Pradesh**

The Director of Public Libraries is the controlling officer for the library system in the State. Most of the libraries in the system are managed by professionals only. The Librarian, City/District Central Library is the Ex-officio Secretary of the City/Zilla Granthalaya Samstha.

iii) **Karnataka**

This State has a Director of Public Libraries to supervise and direct all matters relating to public libraries. The State, City, District and Branch Libraries are managed by professionals. The professional possess a minimum qualification of Bachelor's degree in Library Science but several has Master's degree in Library Science. There are many certificate holders. The entire technical staff of the public libraries comes under the cadre of 'Karnataka Library Service.'

iv) **Maharashtra**

The Maharashtra Act provides for a Director of Libraries as the Head of the Department of Public Library Service. S/he is responsible for planning, maintenance and organisation of public library service in the State. There is one Assistant Director in each of the 5 divisions to assist the Director. The libraries up to District and Town levels are maintained by professionals.

v) **West Bengal**

The West Bengal Act provides the post of a Director of Libraries, as Chief Executive of the public library system. The State Central Library, Kolkata Metropolitan Library, District Libraries and Town Libraries are managed by professional librarians.

vi) **Manipur**

There is provision in the Act to appoint a Director of Public Libraries. It appears that the Act was not implemented so far. Now the Chief Librarian of the State Central Library, Imphal looks after the libraries.

vii) **Kerala**

The special feature of the Kerala Act is that there is no post of Director of Public Libraries. The Act has not been implemented so far. Only after the implementation of the Act, we will be able to know the position of the staff.

viii) **Haryana**

Since the Haryana Act has not come into force, the personnel who are managing public libraries are under the control of Director of Higher Education, Haryana. At present the staff working in the State and District Libraries are treated as Government servants.

ix) **Mizoram**

The Deputy Director of Education, Government of Mizoram, is the controlling officer of the State Library, District Library and Sub-Divisional Libraries. They are managed by qualified librarians.

x) **Goa**

The librarian of the Central Libraries, Government of Goa, Panaji is the controlling officer of the human resources. Professionals man the State Central Library (Bibliotheca National De Nova Goa), and its five Taluk Libraries. However, teacher-librarians are incharge of most of the Government Village Libraries.

Comments

It may be observed that the staff structure and cadre for librarians are well-organised in Karnataka Public Libraries Act. In all other States, the public librarians' status and salary are not commensurate with their duties and responsibilities.

Self Check Exercise

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

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

5) Name the State which has a well organised staff structure, giving the details.

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6.3.4 Governance

i) **Tamil Nadu**

The State of Tamil Nadu comprises Madras City and 30 Revenue Districts. There is a Local Library Authority – one for each Revenue District. From 1972, the Department of Public Libraries became the full fledged Department. The Director of Public Libraries is responsible for superintending and controlling the work of all Local Library Authorities constituted under the Act. Till 1977, the District Educational Officers had acted as Ex-officio Secretaries of the Local Library Authorities. As per the recommendation of the Subbarayan Committee, the District Educational Officers of each Local Library Authority is rendering free library service to public by opening District Central Library at District Head-Quarters, a Branch Library in each town, and library vans for some small villages and hamlets.

ii) **Andhra Pradesh**

The Andhra Pradesh Public Libraries Act was implemented in the State from 1960 onwards. To organise and promote library service in the State, the Government of Andhra Pradesh amended the Act in 1989, and constituted Andhra Pradesh Granthalaya Parishad, an apex body. The Parishad is the principal policy making body and exercises the powers and performs the functions as per the directions of the Government. The State has been divided into 23 Revenue Districts including the City of Hyderabad for the purpose of administering the library system. There is a Zilla Granthalaya Samstha for each District and one

City Granthalaya Samstha for the Hyderabad City. In the pyramidal system of organisation, the State Central Library is at the apex, the Village Library at the bottom and the Branch Libraries, District Central Libraries, and Regional Libraries in between.

iii) **Karnataka**

This State is divided into 27 Revenue Districts. A separate Department of Public Libraries started functioning with effect from 1 November 1966 as per the provisions of the Karnataka Public Libraries Act (1965). The Department is responsible for the establishment and maintenance of public libraries and the organisation of a comprehensive rural and urban libraries' service in the State. The Act provides for the establishment of the following libraries including Branch Libraries and Book Delivery Stations.

- a) A State Central Library in Bangalore which will act as the reservoir of books for the entire State.
- b) A City Central Library for each of the 15 principal cities.
- c) A District Central Library for each of the 20 Revenue Districts in the State.

In the State three library authorities have been established. The Karnataka State Library Authority advises the State Government on matters related to library development in the State, and acts as managing authority for the State Central Library. The Local Library Authorities of the major cities and Revenue Districts will look after the matters of public libraries in their respective jurisdiction.

There is a fair amount of democratic representation as well as technical expertise built into the composition of the State Library Authority.

iv) **Maharashtra**

In Maharashtra, the State Library Council has been set up to advise the Government on all matters concerning libraries. It consists of 28 members with the Minister of Education as the Ex-officio Chairman, and the Director of Libraries as the Ex-officio Member Secretary. At District Level, District Library Committees have been set up for advising the Government on all matters concerning public libraries in their respective areas. The Directorate of Public Libraries with a Director as its head looks after the planning, management, organisation, development and maintenance of public libraries and the library system in the State. The State has 35 Revenue Districts.

v) **West Bengal**

West Bengal has 19 Revenue Districts. West Bengal Public Libraries Act was adopted in 1979. The Act provides for the creation of a State Library Council and Local Library Authorities. Under the control of Director of Libraries, the public library system, with State Central Library at the apex, Calcutta Metropolitan Library, District Libraries, Town Libraries and Rural Libraries function with a paramedical structure and governance.

vi) **Manipur**

The state of Manipur has 9 Revenue Districts. The State Central Library, Imphal is managed by Education Department and the District Libraries are attached to District Educational Officers.

vii) **Kerala**

The State is divided into 14 Districts. Trivandrum Public Library is the only Public Library directly managed by State Government. The Municipal Libraries and the Panchayat Libraries are managed by the concerned local bodies.

viii) **Haryana**

The State of Haryana was formed in the year 1956 with 20 Revenue Districts. Haryana Library Administration is still under the control of Department of Higher Education.

ix) **Mizoram**

Mizoram is a small State with 8 Revenue Districts. In Mizoram, Deputy Director of Education is responsible for controlling the Public Libraries.

x) **Goa**

Goa is the smallest State with two Revenue Districts. In Goa, the Curator, Central Library, Government of Goa is looking after the Public Libraries.

xi) **Gujarat**

The District Public Library System in Gujarat is governed by Department of Public Libraries of the State.

xii) **Orissa**

Department of Culture, Government of Orissa takes care of the Public Libraries.

xiii) **Uttaranchal**

The Public Libraries in the State are under the Director of Education.

xiv) **Rajasthan**

In Rajasthan, Language and Library Division of the Government of Rajasthan manages the Public Libraries.

xv) **Uttar Pradesh**

In this State, a Special Officer (Librarian) in the Education Department looks after the Public Libraries.

xvi) **Bihar**

In Bihar, the Superintendent of Libraries, Bihar State, manages the Public Libraries in the State.

Comments

The details on governance indicate that the provisions in Andhra Pradesh Act are comprehensive.

Self Check Exercise

- Note:** i) Write your answer in the space given below.
ii) Check your answer with the answers given at the end of the Unit.
- 6) Name the State having comprehensive structure for Governance, describing its features in brief.

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6.4 GENERAL OBSERVATIONS

Though the Public Libraries Acts have been passed in sixteen States, so far only five States have implemented them, i.e. Tamil Nadu, Andhra Pradesh, Karnataka, Maharashtra and West Bengal States. The general observations on these Acts are given below:

- 1) A library system was formed with necessary administrative infrastructure from State to District level.
- 2) Libraries with a pyramidal structure, i.e. State, Regional, District, Sub-divisional, Taluk/Block Village Libraries are established, as per the funds available at the disposal for the system.
- 3) Arrangements are made through statutory provision for the perennial source of income through library cess and state grant.
- 4) Essential services like use of news papers and magazines, lending services and reference services are introduced. Tamil Nadu, Andhra Pradesh and Karnataka States provides Mobile Library Services to the Villages located at nook and corner of the State.
- 5) Free Public Library Service have been provided at all levels regardless of age, sex, religion, language or social status to the citizens. It appears that the States of Manipur, Kerala, Haryana, Mizoram and Goa have not implemented the Acts so far, due to administrative reasons. However, they are rendering some service with the existing facilities.

6.5 MISSING FEATURES IN PUBLIC LIBRARY LEGISLATION

- 1) A provision of State Library Authority, with Minister of Libraries as its head with executive powers conceived by Dr. Ranganathan or in the Western countries is missing in most of the Acts. This provision was made to certain extent in Karnataka, Haryana and Orissa Acts (2001). But they are not implemented.

- 2) There is no clear provision to maintain or protect or save the heritage libraries, which are in existence for more than one hundred years, more or less in all the States. In Maharashtra there are about 150 such great libraries.
- 3) Service to the people of slum areas, down trodden people, people living in remote areas was never thought off. But an attempt was made in Karnataka in 2007. All these years the public library service in India remains as a middle class affair.
- 4) In our country there about 50% illiterate people. There is no clear provision in the existing Acts to help them. It is to be noted library cess or taxes are being collected from them, but spending the same for the benefit of literates. This is something unsocial.
- 5) In the States, where the library cess is being collected in all the cities, and towns and villages, but spending the same in the cities, towns, but a small amount is being spent in villages.
- 6) In the States, where library cess is being collected, the development of libraries were linked with the income, what we are getting out of library cess. But library cess is not at all sufficient to develop the library service in a full scale. That is why there is stunted growth of public libraries in Tamil Nadu, Andhra Pradesh, etc. Of course they are better than the other States. It is to be noted there is an education cess for the last several decades. But the growth of educational facilities was never linked with the educational cess. That is only educational institutions are flourished in India. These double standard policies of the State Government must put an end to. Otherwise public libraries will never develop in this country.
- 7) Most of the Public Libraries still suffer for the lack of minimum facilities such as —
 - 1) a functional building, good ventilation, lighting, furniture, fittings, cleanliness, drinking water, toilets etc.
 - 2) a minimum core collection of books and periodicals. The concept *core collection* was introduced in India so far;
 - 3) a minimum salary structure for the staff.

Self Check Exercise

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

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

7) List two advantages of having library cess.

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- 8) List the five criteria for comparing the public library acts.

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6.6 SUMMARY

In this Unit, we have examined the following aspects of public libraries of the sixteen States in India (Andhra Pradesh, Karnataka, Maharashtra, Tamil Nadu

- i) Free access to documents, institutional framework, governance and management, infrastructure for physical facilities, finance, library services, reporting, evaluation and feedback.
- ii) Public library activities and their features.
- iii) Provisions of the Acts and comparison of these provisions with a set of criteria.

6.7 ANSWERS TO SELF CHECK EXERCISES

- 1) The Improvements in the Andhra Pradesh Act over the Madras Act are:
 - a) The Andhra Pradesh Act has a provision to constitute Andhra Pradesh Granthalaya Parishad, as an apex body with an authority.
 - b) The full Act nominates the District Authorities.
 - b) The Andhra Pradesh Public Libraries Act had a provision of library cess to the range from 4 to 8 paise per rupee.
- 2) The difference in governance of Public Libraries in Andhra Pradesh and Maharashtra, as provided by their respective Acts, is given below:

State	Apex Committee	Structure	Executive Head
Andhra Pradesh	Granthalaya Parishad Chairman, nominated by the Government	Separate Dept. of Public Libraries	Director of Public Libraries
Maharashtra	State Library Council, headed by the Minister of of Education. The Director is the Member Secretary	Separate Dept. Libraries	Director of Libraries

- 3) The configuration of the public libraries, their number and location, in the five operational States having Public Library Acts, are as follows:

States	Total Number	Levels of Libraries
Andhra Pradesh	4000	One State Central Library, Six Regional Libraries, 1426 Branch Libraries, 4 Mobile Libraries, 344 Village Libraries, 2400 aided Libraries.
Karnataka	2700	One State Central Library, 15 City Central Library, 20 District Central Libraries, 392 Branch Libraries, 10 Grant-in-aid Libraries, 2140 Other kinds of Libraries.
Maharashtra	5900	One State Central Library, 5 Divisional Libraries, 8 District Libraries, 31 District Public Libraries, 259 Taluk Libraries, 5589 Other Types of Librasries.
Tamil Nadu	4000	One State Central Library, 20 District Libraries, 1538 Branch Libraries, 7 Mobile Libraries, 2500 Village Libraries
West Bengal	4000	One State Central Library, 11 Govt. Libraries, 156 Town Libraries, 2462 Govt. sponsored Libraries

4) Source's of finance of the Sixteen States is given below.

States	Cess	State Grant
Tamil Nadu	Library Cess on Property Tax or house tax	A matching grant not less than the cess collected.
Andhra Pradesh	Library Cess on House Tax and	Payment of staff salaries properties
Karnataka	Library Cess on Lands and Buildings Octroi, Duty, Vehicle Tax, Taxes on Professions, Trades Callings and Employments	Grant-in-Aid from Government payment of staff salaries
Maharashtra	No Library Cess	State Grant
West Bengal	No Library Cess	State Grant
Manipur	No Library Cess	State Grant
Kerala	Library Cess on Buildings or Property	Grant-in-aid from Government Tax
Haryana	Library Cess on Property	Grant-in-Aid from Government Tax and House Tax
Mizoram	No Library Cess	State Grant
Goa	No Library Cess	State Grant

Gujarat	No Library Cess	State Grant
Uttaranchal	No Library Cess	State Grant
Rajasthan	No Library Cess	State Grant
Uttar Pradesh	No Library Cess	State Grant
Orissa	No Library Cess	State Grant
Bihar	No Library Cess	State Grant

When there is no library cess, the major part of maintenance of library is met from Government grant.

- 5) Karnataka has a well-organised staff strength to manage its public libraries in the State. The Director of Public Libraries is a library professional. This gives the opportunity to improve the strength of qualified staff. The entire technical staff of the public libraries comes under the cadre of Karnataka Library Service. A qualified staff having minimum qualification of B.Lib.Sc., some with M.Lib. Sc., and holders of Certificate in Library Science operate the public library system. All these staff provide a professional competence and ensure a minimum standard of service.
- 6) Andhra Pradesh State has a comprehensive structure of Public Libraries in a Pyramidal structure.
 - a) Andhra Pradesh Granthalaya Parishad
 - b) Directorate of Public Libraries
 - c) Regional Libraries
 - d) City/District Central Libraries
 - e) Mobile Libraries
 - f) Branch Libraries
 - g) Village Libraries
 - h) Aided Libraries
- 7) The two helpful factors of library cess are:
 - a) Library cess makes it imperative on the Government to actively consider the establishment and maintenance of libraries.
 - c) The provision for library cess has a greater impact as a democratic right of citizens to contribute to the development as well as to get access to library facilities.
- 8) The five criteria for a comparison of the Public Libraries Acts are:
 - a) Public access to literature
 - b) Development of infrastructure
 - c) Establishment of a governance system
 - d) Provision for financial management
 - e) Organisation of self-reporting and regulating system

6.8 KEYWORDS

Cess	:	Surcharge collected on some statutory taxes
Governance	:	A method or system of government or management
Infrastructure	:	The basic underlying framework

6.9 REFERENCES AND FURTHER READING

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