CHAPTER – III

Committees and Commissions on School Library in India
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COMMITTEES AND COMMISSIONS ON SCHOOL LIBRARY IN INDIA

3.1 Introduction

Commissions are generally high-level bodies constituted by Government for studying some specific problems and recommending measures to achieve solve the problems in case of a system, broad (such as of national level) or specific (such as pinpointed to a Department or organization). Committees, on the other hand, are smaller bodies, which are usually set up by the Government Departments and autonomous organizations for certain specific purposes. For example, Government of India established Kothari Commission in the year 1962 to study the problem of school education in India. The Committee on National Policy on Library and Information System was constituted by Department of Culture, Government of India for the consideration of the Department. The status of Kothari Commission is much higher than that of Commission on National Policy on Library and Information Science. Committees are set up by different bodies such as school managing committee, library committee etc for smaller specific functions. Generally, reports of Commissions are to be placed in state legislature (in case of State level commissions) or before the parliament (in case of national level commissions) and a report of Committee is submitted to the authority, which had constituted it. In this chapter the opinions of different committees and commissions on different aspects of school libraries in India are discussed.

Libraries are essential parts of any education system. Libraries connected with academic institutions are known as academic libraries. There are three stages of the academic world – school, college and university. Institutions of higher educations include both universities and research centers. College education is an intermediate stage, which links school system and higher education system. This is more or less similar throughout the world. Again the school system comprises three stages – primary, secondary and higher secondary as they are called in India. Every system of school needs libraries to support and strengthen school education. In fact, the utility and importance of school library is no less than that of college or university libraries. The school library can create
love for books and lust for knowledge at a very early stage of life. It acts as a stepping-stone, which would enable a student to properly exploit library resources throughout entire life. This has been highlighted by the reports of several commissions and committees for education in India at different levels. There were committees on Library and Information policies. Many of them deliberated on school libraries directly or indirectly. Some others were however silent on school libraries. In this chapter, we try to discuss them.

3.2 Secondary Education Commission (1952)

Secondary Education Commission was appointed by the Government of India on 23rd April 1952 to examine the prevailing system of Secondary Education in the country and suggest measures for its reorganization and improvements. The Government of India had also other considerations when appointing this Commission, such as the desirability of changing over from the prevailing system of Secondary Education, which was unilateral and predominantly academic in nature to one, which would cater for different aptitudes and interests.

3.2.1 The Commission Consisted of the Following Persons –

1. Dr. A Lakshmanaswami Mudaliar, Vice Chancellor, Madras University (Chairman)
2. Principal John Christie, Jesus College, Oxford
3. Dr. Kenneth Rast Williams, Associate Director, Southern Regional Board, Atlanta (U.S.A.)
4. Ms. Hansa Mehta, Vice Chancellor, Boroda University
5. Shri J. A. Taraporevala, Director of Technical Education, Government of Bombay
6. Dr. K. L. Shrimaly, Principal, Vidya Bhavan Teachers’ Training College, Udaipur
7. Shri M. T. Vyas, Principal, New Era School Bombay
8. Shi K. C. Saiyidain, Jt. Secretary of Government of India, Ministry of Education (Ex officio Member)
9. Principal A. N. Basu, Central Institute of Education, Delhi (Member Secretary)
3.2.2 The Job of the Commission

a) Enquire into and report on present position of Secondary Education in all its aspects and

b) Suggest measures for its reorganization and improvement with particular reference to
   i) The aims, organization and content of Secondary Education.
   ii) Its relationship to Primary, Basic and Higher Education.
   iii) The inter relation of Secondary schools of different types; and
   iv) Other allied problems.

3.2.3 Recommendations Regarding Library Services

The Secondary Education Commission recommended building up of a living library and an efficient library service. According to the Commission "library will be the hub and centre of intellectual and literary life of the recognized schools and play the same part vis-à-vis all the other subjects as the laboratory plays for science subjects or workshop for technical subjects. In fact, even in case of scientific and technical subject it will have of very important role. An intelligent teacher and an interested class will raise, or find themselves confronted with, many issues and problems in the course of their work – in history, geography, science, literature etc. No textbook could possibly provide the solution to all these problems or offer the information necessary for the purpose and no intelligent teacher will commit the folly of trying to do all thinking, or discovering all the materials, for his pupils. They will, therefore, naturally have recourse to the library as the source of the desired knowledge and the trained and understanding librarian will meet them half-way, direct them to the books and reference sources, provide comfortable facilities for them to read and take down notes and co-operatively draw up their plans of work. Thus, they will be trained in the art of purposeful reading and making their own way in the world of ideas. In addition to this purely utilitarian function, the library will provide facilities for developing their taste in reading for pleasure, which is a most valuable and meaningful hobby". If the teachers and pupils were keen about it, they could certainly do a great deal to improve the physical environment of the library resources and ensure its proper use even within limited finance, the commission observed.

Moreover, the commission remarked, "In order to cultivate the general reading habit, to have a wider and challenging presentation of knowledge instead of brief and
systemic knowledge in textbooks and to improve general knowledge really good libraries are to be established with effective Library Service".

"Individual works; the pursuit of group projects, many academic hobbies and co-curricular activities postulate the existence of a good effective Library Service. The library may well be regarded as an essential instrument for putting progressive works in to practice."

3.2.4 Suggestions

The suggestions given for establishment of libraries were as follows – i) libraries must be made the most attractive place. It must be built in a well-lit spacious room and must be decorated with paintings and carefully designed furniture to bring out artistic effect and functional efficiency. Open shelve system should be introduced so that students can handle the books. The library is to be decorated with the help of the students to give them a feeling that it is their library.

Selection of books is to be done by a small committee of teachers who have love for books, can study book reviews, consult publishers' catalogues and visit bookshops. It would be useful if the same committee could be entrusted with the work of studying children’s reading interest. Both in this work and in choosing books some senior students interested in reading should be consulted. The books are to be chosen according to students’ interest not according to teacher’s idea of what they should read though teacher’s efficiency and ability may direct them to what they should read.

Efficient Library Service must be given by appointing highly qualified and trained librarian who would be able to guide interests of students, give due publicity to good books, both old and new, available in the library, prepare and circulate book-list suitable for different grades, display ‘blurbs’ and cuttings of book reviews on notice board, arrange book exhibition, conduct a group reading project and consultations in selection of good books.

Every secondary school should have a central library under trained librarian. The class library under supervision of the class teacher is also important and essential adjunct to the central library. Besides class library in every high school there should be a subject library in charge of subject teachers.

Head master and the teachers must know a student’s general reading habit and must give necessary guidance. Issue registers are to be maintained and each student must
be allotted a few pages of the register in which all book studied by him date-wise are noted to enable the class teacher and Head master see what they are reading. Each student should maintain a diary in which he / she may enter, date wise the names of the book which he / she has read together with brief quotations or extracts that may appeal to him / her. Perhaps at later stage he may write reviews or appreciations of these books. Such a diary maintained throughout the school year will show his / her intellectual and literacy growth which will be valuable even in later life.

In each public library there should be a section specially meant for adolescents, which may supplement the resource of local school libraries. Secondly, steps should be taken to keep the school library open during the vacation and long holidays for the benefit of the students as well as local community, if possible. In place where there is no public library, the school should also consider the possibility of throwing the school library opens to the public outside school hours. In states where a library access is levied, the procedure should also be utilized to strengthen and improve school libraries. In smaller places it may be more economical to build up a school library which will function as a Public Library for the locality, thus avoiding duplication of building, furniture and staff.

In some cities, during vacations books of interest to suit different grades of students are to be collected from various school libraries and may be placed in a central locality, the students being encouraged to visit such improvised libraries and to study whatever books they may be interested in.

Suitable books for adolescents and children should be produced and central and state governments should take well thought out measures to improve the quality of books, not only content but also binding, by giving financial assistance to qualified and well established organizations engaged in production of such books and offering prizes to the best books published and by arranging translations of good children's books in English or various regional languages. If school libraries are better financed and are able to buy more books, the love of reading would be created in students and eventually in adults with increased purchase of books and eventually better books would be published.^[1]

3.3 Kothari Commission (1964-66)

Kothari Commission was appointed by Government of India on 14th July, 1964 to advise the Government on the national pattern of education and on general principles and policies for the developments of education at all stages and in all aspects. Legal and
medical educations were excluded from the purview of commission, but it was authorized to look into 'such aspects of these problems as necessary for its comprehension enquiries.'

3.3.1 Member:

1. Prof. D. S. Kothari, Chairman
3. Mr. H. L. Elvin, Director, Institute of Education, University of London, London.
4. Sri. R. A. Gopalaswami, Director, Institute of Applied Manpower Research, New Delhi, [Retired].
5. Prof. Sadatoshi Jhara, School of Science and Engineering, Waseda University, Tokyo.
6. Dr. V. S. Jha, former Director of Commonwealth Education, Liaison Unit, London.
8. Prof. M. V. Mathur, Professor of Economics, Public Administration, University of Rajasthan, Jaipur.
9. Dr. B. P. Pal, Director, Indian Agricultural Research Institute, New Delhi.
10. Kumari S. Panandikar, Head of the Department of Education, Karnataka University, Dharwar [Retired].
11. Prof. Roger Revella, Directorate for Publication Studies, Harvard School of Public Health, Harvard University, Cambridge, U.S.A.
12. Dr. K. C. Saiyidain, Former Educational Adviser to Government of India [now Director Asian Institute of Educational Planning and Administration, New Delhi.]
13. Dr. T. Sen, Vice Chancellor, Jadavpur University, Calcutta.
14. Prof. S. A. Shumovsky, Director, Methodological Division, Ministry of Higher and Special Secondary Education, R.S.F.S.R, and Prof. of Physics, Moscow University, Moscow.
3.3.1.1 Member Secretary

Sri. J. P. Naik, Head of Education Planning, Administration and Finance, Gokhale Institute of Politics and Economics, Poona.

3.3.1.2 Associate Secretary

Mr. J. F. Mc Dougall, Assistant Director, Department of School and Higher Education, UNESCO, Paris.

3.3.2 Suggestions Regarding Libraries

Kothari Commission emphasized a great deal on the development of college and university libraries. But some of these are true for the school libraries also. The commission states that since demand for library service is growing the library staff has to cater the diverse needs of different clientele. The heads of Departments and literary developments and literary staff should co-operate fully in drawing up an integrated plan of library development, from a long-range point of view. Such a plan should take into consideration number of factors such as the anticipated increase in enrolment, the faculty wise distribution of students etc. The most important thing stated by the report of this commission is – “No new university college or department should be set up without taking into account its library needs in terms of staff, books, journals, space etc. Nothing could be more damaging to a growing department than to neglect its library or to give it a low priority. On the contrary, the library should be an important centre of attraction on the college or university campus” – Regarding library grants it states – “The utilisation of library grants should be suitably phased over a plan period. In other words, there should be a regular programme of strengthening of academic department and the library, instead of haphazardly over feeding them in one year and starving them in the next.”

According to this Commission development of library is to lay down physical rather than financial target. It also points out – “even more important is a proper use of books by students and teachers. Lecture should be supplemented by tutorial instruction and there after the students should turn to the library to find themselves, with the help of reference librarians, the relevant materials and knowledge needed. More working hours and working days, easy accessibility of books, adequate provision in terms of staff,
multiple copies of textbooks which may be loaned to needy students, better display of new reading materials, organization of book clubs, separate room for periodicals, referral books and research works are some of the measures that would help to raise the standard of library service. The reading habit, which is appallingly low, must be toned up in every possible way.

A few more remarks that are important are, "We should completely break away from the traditional view that a library is a conventional but more or less useless accessory"

"A collection of books even a collection of good books, does not constitute a library. Given enthusiastic teachers, backed with books and librarian who can cooperate with them in converting the library into an intellectual workshop, even comparatively small collections of sensitively chosen books may work wonders in the life of students. Without such a staff, the luxurious building or extensive book collection may have no effect at all. The object of library planning is not to build a collection of books unrelated to class work, laboratory research and conference room. The object is rather to relate book selection, organization of the books, conditions of access and all library activities to the daily needs and activities of the academic community, both professors and students. The book selection should be oriented towards supporting instruction and research. The teaching and library staff should determine the title and copies of books to be purchased and periodically work together to discard obsolete books".[2]

3.4 Committee on National Policy on Library and Information System (CONPOLIS) (1986)

The Committee worked on largely within the Terms of Reference laid down in Office Order of Sri P.V. Narashima Rao then the Prime Minister of India (Reference No. F18-14/85. Lib dated October 7th 1985).

As desired by the concerned Department of Union Government, the Committee had been to different places of India, met and discussed the issue before it with individuals and organisations who are known to have expertise in related fields of library and information system.

3.4.1 Terms of Reference of the Committee

(a) To consider the document 'National Policy of Library and Information System' prepared by the Raja Rammohan Roy Library Foundation in the
context of and expanding library movement, disseminating information of neo-literates, illiterates, children and backward classes. The Committee may also consider a document on National Policy prepared by the Indian Library Association.

(b) To circulate these documents to relevant experts and institutions all over the country and determine their reaction.

(c) To arrange a public discussion on the policy statement by way of holding seminars or by conducting interviews of selected people.

(d) On the basis of its own discussions of the documents and on the basis of public reaction as determined through (b) & (c) the Committee should prepare a final document for the consideration of Government.

3.4.2 Members

The Chairman of the Committee – Prof. D. P. Chattopadhyaya

Member Secretary – Dr. B. P. Barua

Individual Members – Sri S. C. Biswas, December 1985; Sri T. S. Rajagopalan, January 1986; Prof. P. B. Mangla, February 1986; Prof. P. N. Kaula, Sri Girija Kumar, Prof. Ashin Dasgupta, Prof. K. N. Isaac and a few others.

3.4.3 Seminars

CONPOLIS held seminars in different parts of the country. Calcutta seminar was held on 4th & 5th January 1986, Madras Meetings took place on 7th & 8th January 1986, Guwahati Meeting and seminar on 3rd & 4th February 1986, Shillong Meeting On 5th February 1986 and New Delhi seminar was held on 14th and 15th February 1986.

3.4.4 Conclusion

The Chairman informed Sri Narashima Rao the internal deliberation of the Committee and its exchange with the leading librarians, library scientists and other informed persons and professional bodies have led it to the conclusion that India must have a 'National Policy on Library and Information System'. Partly its need is supplementary to that of New Education Policy. Besides library and information, services are required to provide the basic inputs for planning and modernizing different sectors of
education, culture and economy. The point had been specifically recognized in New Education Policy Document.

3.4.5 **National Policy on Library and Information System had Also Thrown Light on the Necessity of School Libraries** –

"Libraries are central to education and only way that our education systems can be free from cramming is to build teaching round the library resources of the educational institution. Children should be introduced to pleasure and importance of books at an early age. The librarian should be regarded a full member of the academic community.

"No school or college should be established without a library and a properly qualified librarian. Primary schools where such facilities cannot be provided should share the resources of the community library. In area where community library does not exist the primary school be so developed as to serve as the base of village library. But the children must know the library and the library must help them even if they are no longer in the stream of formal education."

Some of the general recommendations of the committee may be noted which are also applicable for school libraries such as the following –

"The committee recognizes the need for formulating standards for different area such as staffing pattern, building and equipment, tools, techniques, hardware and software etc and for that purpose recommends that necessary steps should be taken to formulate guidelines for different types of libraries and information centres."

"To keep with advancing electronics, computer technology, telecommunication and reprography and micrographic technology, all of which needed future library work, new systems compatible with Indian conditions must be developed."

"There should be an agency at the State level for proper development of the school libraries of the State and a National agency for coordination at national level. The National agency should maintain a database on Indian school libraries and devise norms for them.[3]

3.5 **National Education Policy (1986)**

Government of India announced in January, 1985 that a new Education Policy would be formulated for the country. A comprehensive appraisal of existing educational
scene was followed by a comprehensive database. The views and suggestions received from different quarters were carefully studied.

3.5.1 Books and Libraries

"The availability of books at low price is indispensable for people’s education. Efforts will be made to secure easy accessibility to books for all segments of the population. Measures will be taken to improve the quality of books, promote the reading habit and encourage creative writing. Authors' interests will be protected; good translations of foreign books in to Indian languages will be supported. Special attention will be paid to production of quality books for children, including textbooks and workbooks. Together with the development of books, a nationwide movement for the improvement of existing libraries and the establishment of new ones will be taken up. Provisions will be made in all educational institutions for library facilities and the status of the librarian improved."[4]

3.6 First All India Educational Survey (1957-1959)

In pursuance of a recommendation of Central Advisory Board of Education, an educational Survey of India had been carried out with the State Governments. The First Survey was commenced in 1957 and completed in 1959. It has been a colossal & difficult work and the first of its kind on such a wide scale, to be undertaken in this country.

In the past, it has not been possible usually to follow definite policies and principles in deciding location of new school to be opened. Local and political pressures were determining factors instead of educational needs. In some places, schools are situated closed by or far apart. To correct such uneven distribution of schools to the extent possible and to decide location of new ones to be opened in planed manner it was considered necessary to conduct this survey.

3.6.1 Main objectives:

1. To identify and enumerate every district habitation and prepare relevant information about them.

2. To enumerate the existing primary, middle and high school habitation served by them.
3. To plan areas for each primary, middle and High school in rational manner so as to derive the maximum additional outlay from the existing schools and those to be opened or enlarged in future.

3.6.2 Libraries

No remarks have been made regarding school libraries.¹⁵¹

3.7 Second All India Educational Survey (1967)

Ministry of education in collaboration with State Governments and administrators of Union Territories conducted first All India Educational Survey in 1957. Social and economic changes, growth of population, rapid urbanization and tremendous expansion of educational facilities made the Ministry of Education and Planning Commission to decide to organize second Survey in 1967. The work of planning and conducting the survey was taken up by NCERT, which prepared a draft plan based on discussion with Ministry of Education and Planning Commission. Suggestions were taken from State Governments.

3.7.1 Advisory Committee

Prof V. K. R. V. Rao was the Chairman Member [Education] Planning Commission, Director of Public Instruction, A. P. Direction public instruction Punjab, Shri J. P. Naik was the Secretary, Dr. R. K. Mukherjee of Indian Statistical Institute, Dr. S. K. Mitra was the Head of Department Psychological foundation and Dr. M. B. Bunch, Secretary.

Head Education Survey Unit whole country commened social & economical, growth of population, report

Separate Educational Survey unit was established in 1965 Dr. M. B. Bunch was the head. Two senior Research officers were appointed and research Assistants were also appointed.

3.7.2 Libraries

The second survey was silent about school libraries.¹⁶¹

3.8 Third All India Educational Survey (1973)

The post independence era saw a massive quantitative expansion at all stages of educations. Attempts were made for qualitative improvements while making provisions in
five year plan for strengthening of libraries, laboratories, for provision of textbooks to students (particularly in lower classes), etc. In the third survey an attempt had been made to find out the availability of these facilities in schools with special reference to library, number of books available in the library, science kit at the primary stage, laboratory facilities at the later stages and adequacy of equipments, number of pupil having text books in languages and arithmetic. It was hoped that information would help in effective planning of the programmes of qualitative improvement of school education. K. C. Madan published 'Library, Laboratory and Science Equipments in Schools' from the results of the third survey, which contains information about school library and suggestions about improvement that are discussed below.

3.8.1 School Libraries

Library constitutes an integral part of school systems to promote the academic growth of pupils. In the early stages it provides enough opportunity to pupils to develop their reading habits; at higher stages it provides adequate opportunity to the youth to accumulate knowledge of formulating hypothesis and arriving at logical conclusions.

Although much expansion has taken place quantitatively, not much attention has been paid to the physical facilities and other qualitative improvements in education. Even among the institutions that are managed by agencies, which recognize the importance of libraries in school education, there are several, which do not have such facilities, or even if they have, these are not always adequate. Even in institutions with library facilities, there are instances where untrained and unqualified persons operate libraries.

3.8.1.1 Findings

This survey had found out that among 589031 recognized schools at various stages of school education, only 241996 (41.80%) had library facilities. Of these schools 200149 (82.6%) were based in rural areas and 41877 (17.4%) in urban areas. But in terms of population of schools having these facilities, it was observed that as against around 58% urban schools with library facilities, there are only 38.72% rural schools with these facilities.

According to the types of management of schools, it was found that 107250 (37% of total of 290,000) institutions under government, 82,651 (37.2%) under local bodies and 44,971 (71%) private aided schools at all stages of school education had library facilities.
According to school stages the figures were 147699 (32.4%) primary schools, 54052 (59.61%) middle, 31144 (94.05%) secondary and 9101 (95.75%) higher secondary / intermediate / junior / free university colleges to have library facilities. The trend, however, indicates that as the level of education raises the facilities also increase.

Some schools also reported the provision of class libraries 42414 (7.13%) and text book banks 31355 (5.4%). But the proportion of schools having these facilities were very low at primary stage (4.31% and 3.37%) and somewhat high at higher secondary / intermediate / pre universities or junior college stage (28.50% and 13.40%)

3.8.1.2 Primary Schools

147699 (32.41 %) of primary schools provided library facilities. 40.20 % schools in urban areas had library facilities whereas 31.63 % schools in rural areas had library facility.

Privately aided institutions, 42.69% had a larger proportion of these facilities compared to government-managed institutions (30.15%). In majority of these schools 93279 (62.84%) the total number of books available in library were less than 100 and in 128519 (87.1%) the total number of books were less than 250. There were only 2788 (1.85%) schools with 1000 or more books.

Of the 147699 primary schools with library facilities, 1125679 schools (85.08%) had teachers or others to look after the library work. Of the rest, 638 schools had full time and 21382 had part time librarians. In all, 838 librarians are trained. Around 4.81% (21,899) schools had reported class libraries and around 3.87% (17,642) schools had text book banks.

3.8.1.3 Facilities in Middle Schools

54052 (59.61%) of 90681 middle schools had library facilities. Of these 43678 were in rural areas and 10374 in urban areas i.e. 57.68% rural schools and 69.38% urban schools had library facilities. Though there is overall improvement in proportions of schools having library facilities, it was observed that in privately managed schools, aided (74.86%) and unaided (62.54%), the position is far better than schools managed either by local bodies (52.01%) and government (58.03%).

As regards the number of books, in 26033 (46.2%) schools the total number of books available in libraries was less than 250 and in 4833 (8.9%) schools only, there were
more than or equal to 1000 books. It was found that 6754 (12.49%) schools had separate personnel for the library, part time (6195) or full time (559), and the rest had either teachers, 45706 (84.56%) or others looking after the library part time 1592 (2.95%).

The proportion of schools having class libraries as those having text book banks was also better than in case of primary schools as in the former category banks was 9704 (10.70%) and in the later category 8,544 (9.42%).

3.8.1.4 Secondary (High) Schools

31144 (94.05%) of 33116 secondary schools had libraries. Of these 21584 (94.25%) were in rural areas whereas 9560 (95.58%) were in urban areas. Library facilities were available in 94.69% government schools, 89.25% private aided schools, 93.24% local body schools, and 94.45% private unaided schools.

In 9.17% schools there were less than 250 books, in 16253 (52.2%) schools there were 1000 or more books.

7529 (24.18%) of the 31144 schools had separate librarians of whom 2827 were working fulltime and 4702 were part time. 1141 librarians were trained. In 22394 of remaining 23615 schools, teachers looked after library work. In 8102 (24.47%) schools there was provision for class libraries and 4395 (13.27%) schools had text book banks.

3.8.1.5 Facilities in Higher Secondary Schools / Intermediate / Junior / Pre-University Colleges

The largest number of Institutions with library facilities at the school stage is at the higher secondary stage, the percentage being 95.75 and these facilities are available in more than 95% schools whether in rural (95.35%) or urban (96.07%) areas. But at this stage government institutions (96.32%) are much better than institutions under other types of management, and institutions managed by local bodies show that lowest figure (93.23%), although more than 90% of all institutions had these facilities.

As regards the number of books possessed by the institutions, only 696 (7.03%) institution had less than 250 books, while 6136 (64.06%) had 1000 or more books.

3231 (35.50%) of 9101 institutions with library facilities had separate personnel to look after the library work. Of these, 2335 were working full time and 896 part time. Among the separate personnel who were looking after the library work, 1331 (41.02%)
were trained, and 5870 others were teachers. In 2709 (28.50%) institutions, there were class libraries and in 1274 (13.40%) book banks.[7]

3.9 Fourth Educational Survey (1978)

The fourth survey was conducted during 1978 with a view to providing data on the existing educational facilities at school level. The survey was taken to meet the data requirement of 6th Five Year plan of India. The reference date was 30.09.1978. In the context of high priority given to the programme of universalisation of elementary education in the sixth plan, the need was felt for updating the base line data for the formulation of Plan. Unlike the 3rd All India Educational Survey, the 4th did not cover different types and levels of education; it was confined to school education.

The report provided the findings of the survey at the national level. In the survey, two schedules are used – (a) Village Information Form – to collect data on rural habitants and educational facilities available for these habitants. (b) School Information Form – to get information about the existing facilities, enrolment of teachers etc of a school. The required information was collected from every village and every recognized school in the country. In each state the data were first compiled at block level, then at district and state levels. Finally, National tables were prepared from state tables. The survey was conducted in collaboration with the Department of Education in different states and Union Territories.

3.9.1 School Library

In the fourth survey report, it is stated that ‘school library is an integral part of school education. It supplements classroom teaching and is essential for the functioning of every school. A well-equipped library helps in encouraging literary and cultural interests in student’. But the survey showed that position of school libraries in our country was not very satisfactory. A large number of schools, particularly primary schools did not have library at all. As many as 365609 schools out of 634144 were functioning without a library. Of these, majority was, of course, of primary schools. Not only this, many school libraries did not have sufficient number of books.

3.9.1.1 Primary Schools

Out of 474636 primary schools only 139986 (29.49%) got library in them. The percentage of primary schools with library facilities in rural and urban areas is 28.02 and
44.25 respectively. Management-wise considered, 46.38% private aided schools, 27.88% schools under local bodies, 29.71% government schools and 32.89% private unaided schools had library facility.

Among the primary schools having library facilities 90473 (64.63%) had less than 100 books, among these 57990 (41.43%) schools had up to 50 books. Only 15.69% of schools had more than 200 books. 23.20% schools had 51 to 100 books and 19.68% schools had 101 to 200 books.

3.9.1.2 Middle Schools

83,743 (74.50%) out of 112404 schools had reported having library in them. Of the middle schools having libraries 68897 were located in rural areas and remaining 14846 in urban areas. The percentage of schools having library in rural areas is 73.15 as against 81.46 in urban areas.

Management-wise, 2971 or 21.38% of government, 2788 or (19.38%) schools under local bodies 4638 private aided schools (18.82%) and 3289 (10.39%) private and unaided schools had library facilities in them.

Of the 83743 middle schools having library, 15420 (18.41%) had books up to 100. The proportion of middle schools having more than 500 books in their libraries was 27.29%. The percentage of schools having more than 1000 books was 33.22% and 300 to 500 books 21.07%.

3.9.1.3 Secondary Schools

Every secondary school is expected to have a library but the survey revealed that 1911 (51.21%) schools were without libraries. It is seen that 96.10% of rural schools and 91.37% of urban schools had libraries in them.

According to the management 19.06% of government schools, 94.78% of schools under local body, 93.95% of private aided schools and 90.71% of private unaided schools had libraries.

Regarding number of books 8.61% schools had up to 500 books, 10.78% had 501-1000 books, 19.80% had 1001 - 2000 books and 60.80% had more than 2000 books.
3.9.1.4 Higher Secondary Schools

96.29% of Higher Secondary Schools had libraries. 97.45% of urban schools and 96.38% of rural schools had libraries.

According to the status of management, 97.04% of government schools, 94.86% of schools under local body, 95.80% of private aided schools and 97.14% of private unaided schools had libraries.

Among Higher Secondary Schools 60.80% had more than 2000 books, 8.61% had up to 500 books, 10.78% had 501-1000 books and 19.80% had 1001-2000 books.

3.9.1.5 Textbook Bank

40.01% of primary schools, 52.66% of middle schools, 66.94% of secondary schools and 82.78% of Higher Secondary Schools had textbook bank.[8]

3.10 Fifth Educational Survey (1986)

As an agency engaged in qualitative improvement in school education NCERT has been undertaking projects related to the collection of educational statistics and dissemination of information. Among various projects of NCERT, the ones, which are not only most voluminous but are also of perennial utility for educational planning are a series of All India Educational Survey. This single endeavour imparts comprehensive data collected as part of these surveys. The Planning Commission in Centre and the planning agencies in States have been reversing to this data bank for reference while taking a vital decision on education and related matters for schools.

3.10.1 Members

At NCERT the operational unit of this fifth Survey was planned and executed through the 'Department of Measurement, Evaluation, Survey and Data Processing' (DMES+DP) by a dedicated team of faculty members.

Dr. H. S. Srivasta former Prof. and Head of Dept, Prof. A. B. L. Srivasatava who functioned as Head of Department between July and December 1988, guided the projects during this period. At planning stage, as also partly at the implementation stage of the project Prof. K. N. Hiriyanahia played a crucial role as faculty member and subsequently as Consultant to the project. Dr. D. N. Arbol, Dr. C. L. Karl, Dr. S. M. Bhargava, Dr. Satvir Singh, Dr. K. N. Rao, Shri S. C. Mital, Dr. I. K. Bansal, Dr. J. K. Gupta, Shri
Pushpendra Kumar, Shri M. K. Gupta, Shri O. P. Aro and Smt. Manju Tehra were members. Dr. D. K. Gopalan was the Director.

3.10.2 School Library

According to the fifth survey, "A library is an integral component of a school having the potential of promoting the academic growth of pupils. It provides ample opportunities to pupils for developing reading habits. A well equipped library helps to nurture literary and cultural interests among pupils."[9]

3.10.2.1 Findings

The survey attempted to identify the number of schools having libraries at different school stages, the number of books in libraries, dictionaries available and information regarding the staff managing libraries.

Out of 735771 schools at various stages of school education, only 293427 (39.88%) had libraries. Of 293427 schools 234998 (80.09%) were in rural areas and only 58429 (19.91%) in urban areas. But in terms of proportion of schools having libraries, it is observed that as against 58% urban schools having libraries, there were only 37.01% rural schools having them.

3.10.2.2 Primary Schools

Out of 528730 primary schools 138413 (26.18%) had libraries. 24.99% of rural primary schools and 36.87% of urban primary schools had libraries.

According to the management status 33.08% of Government primary schools, 18.86% of primary schools under local bodies, 37.33% of private aided primary schools and 43.57% unaided primary schools had libraries.

Regarding number of books 47.29% schools had up to 50 books, 22.13% had 51-100 books, 16.44% had 101 - 200 books, 9.95% had 201 - 500 books and 4.09% had more than 500 books. 22.63% school libraries had dictionaries. It was seen that 7.11% primary school libraries subscribed magazines and 2.25% subscribed newspaper.

3.10.2.3 Upper Primary Schools

Out of 139016 upper primary schools 93094 (66.97%) had libraries. The percentage of schools having libraries in the rural area was 65.51 as against 73.31 in urban areas.
By management, 51.68% Government schools, 46.61% schools under local bodies, 36.30% private aided schools and 21.68% private unaided schools had libraries in them.

As far as number of books concerned, 21.89% schools had up to 100 books, 23% schools had 101 - 200 books, 27.80% schools had 201 - 500 books, 16.28% schools had 501 - 1000 books and 11.03% had more than 1000 books. 54.78% school libraries had dictionaries. It was also noted that 28.55% of upper primary schools subscribed newspapers and 20.58% subscribed magazines.

3.10.2.4 Secondary Schools

Out of 52560 secondary schools 47370 (90.12%) had library facilities in them. This included 90.64% rural schools and 88.65% urban schools.

According to management, 93.29% of Government schools, 86.18% schools under local bodies, 90.26% private aided schools and 82.43% private unaided schools had libraries in them. Regarding number of books, 33.58% had books up to 500, 23.61% had 501 - 1000 books, 19.91% had 1001 - 2000 books, 8.09% had 2001 - 5000 books. 83.80% school libraries had dictionaries. Out of 52560 secondary schools, 4350 (8.28%) had full time librarians and of them 2885 (66.32%) were trained. 67.06% subscribed newspapers and 57.34% subscribed magazines.

3.10.2.5 Higher Secondary Schools

Out of 15465 higher secondary schools, 14,550 had libraries that are 94.08%. This included 6783 (95.05%) out of 7136 in rural areas and 7767 (93.25%) out of 8329 in urban areas.

According to the management, 46.26% Government schools, 24.59% schools under local bodies, 69.81% private aided schools and 62.63% private unaided schools had library facilities.

According to number of books 33.58% schools had up to 500 books, 23.65% schools had 501 - 1000 books, 19.91% schools had 1001 - 2000 books, 14.77% schools had 2001 - 5000 books and 8.09% had more than 5000 books. 83.80% school libraries had dictionaries. In 38.48% institutions having library facilities, there were full time librarians. Of these 71.38% were trained. 83.03% higher secondary schools having libraries subscribed newspapers and 76.55% subscribed magazines.
3.10.2.6 Text Book Bank

The scheme of text book bank appeared to be popular in higher secondary schools where 59% of the schools had textbook bank. The corresponding percentages in the case of secondary, upper primary and primary schools were 50.66%, 37.70% and 18.86%. It was interesting to note that in upper primary and higher secondary schools text book banks were available in larger proportion in rural areas than in urban areas.[9]

3.11 Sixth Educational Survey (1993)

The sixth survey was a joint project of NCERT and National Informatics Centre (NIC). All India Educational surveys have been useful source of data in educational planning and formulation of educational policies. In addition to this the data of this survey have been widely used by the researchers, social scientists and educationists. The survey provides data as on September, 1993.

3.11.1 Members

A.K. Sharma was the director of NCERT. Teamwork was done by R. R. Saxena (NCERT), V. V. Rao (NIC). The Zonal representatives were:

West Zone : Dr. Satvir Singh
            Dr. Manju Trehan

South Zone : Sri S. C. Mittal
            Sri Pushpendra Kumar

North East Zone : Dr V. K. Jain
                  Prof. R. R. Saxena

East Zone : Dr. J. K. Gupta
           Sri M. K. Gupta

3.11.2 School Libraries

The sixth All India Educational Survey of NCERT states "The school library is an integral part of the education. It supplements classroom teaching and is essential for the efficient functioning of every school. A well-equipped library helps in encouraging literary and cultural interest in students."
3.11.2.1 Findings

The survey attempted to identify the schools having libraries, the number of books and dictionaries available in them and information regarding the staff managing the library.

It was seen that out of the total number of 822486 schools in the country at the time of this survey, only, 403128 (49.01%) had libraries. Area-wise 47.52 % of rural schools and 57.23% of urban schools had libraries.

3.11.2.2 Primary Schools

Out of 570455 primary schools only 231162 (40.52%) got libraries. Of these, 207462 (40.87%) were in rural areas and 23700 (37.69%) were in urban areas.

Considering the management-wise position, 44.74% government schools, 36.88% schools under local body, 49.29% private aided schools and 28.75% private unaided schools had libraries.

According to the number of books in libraries, 16.82% school libraries had up to 50 books, 9.35 % school libraries had 101 – 200 books, 42.95% school libraries had 201 to 500 books and 5.19% schools had more than 500 books. 60.34% primary school libraries had dictionaries in collection.

3.11.2.3 Upper Primary Schools

Out of 162805 upper primary schools, 97740 (60.40%) schools had libraries. The percentage of schools having libraries in rural areas was is 58.20 as against 67.01 in urban areas.

Management-wise analysis showed that the percentage of government schools with libraries was 63.29%, of schools under local bodies with libraries 47.99%, that of private aided schools 72.64% and private unaided schools 72.20%.

As regards to number of books, 71.11% upper primary schools had the total number of books below 50, 15.75% schools had the number between 501 – 1000, 17.99% schools had books up to 100, 92% schools had books 101 – 200, 35.20% schools had books 201 – 500, 15.75% schools had the number of books 501 – 1000 and 13.14% schools had more than 1000 books. 63.83% schools had dictionaries.
It was found that 29.76% schools subscribed newspapers and 37.642% subscribed magazines.

3.11.2.4 Secondary Schools

Though every secondary school is expected to have a library the survey revealed that 52880 (80.65%) of the schools of which 37833 (79.03%) in rural areas and 15047 (85.04%) in urban areas had libraries.

Analyzing the figures management wise, it was found that 77.83% Government schools, 71.63% schools under local bodies, 85.43% private aided schools and 83.11% private unaided schools had libraries.

As far as the number of book concerned, 39.75% schools had up to 500 books, 19.71% schools had 501 – 1000 books, 19.59% schools had 1001 – 2000 books, 15.85% schools had 2001 – 5000 books and 5.10% schools had more than 5000 books. It was also seen that 85.80% had dictionaries.

As regards to personnel in charge of the library, it was found that 13.05% schools had full time librarian and 8.40% had part time librarian. Of the full time librarian, 66.54% were trained and 33.46% were untrained.

It was seen that 75.40% schools subscribed newspapers and 52.36% subscribed magazines.

3.11.2.5 Higher Secondary Schools

Out of, 23662 higher secondary schools 21346 (90.21%) had libraries. This included 89.36% of rural schools and 91.03% of urban schools.

According to the management 77.83% Government schools, 71.63% schools under local bodies, 85.43% private aided schools and 83.11% private unaided schools had libraries.

There were full time librarians in 9884 (46.30%) of 21346 schools having library facility whereas 2181 (10.22%) schools had part time librarians. Of the 9884 schools having full time librarians, 7778 (78.69%) had trained librarians, 68.44% or 785 schools had untrained librarians.

Regarding number of books 17.36% schools had up to 500 books 10.56% schools had 501 - 1000 books, 16.95% schools had 1001 - 2000 books, 30.72% schools had 2001-
5000 books and 24.41% schools had more than 5000 books. 93.26% higher secondary schools subscribed newspapers and 75.05% schools subscribed magazines.

3.11.2.6 Text Book Bank

The scheme of text book bank is very popular in higher secondary schools where 65.61% had text book banks. The corresponding percentages for secondary, upper primary and primary schools were 51.44, 36.24 and 26.25 respectively.10

3.12 Seventh All India School Education Survey (2002)

3.12.1 Advisory Committee

Chairman – Director, NCERT
Prof. Krishna Kumar
Prof. J. S. Rajput
(upto 13.07.2004)

Vice-Chairman:
Prof. M. S. Khaparde, Joint Director,
NCERT, New Delhi

Members

2. Shri C. Balakrishnan, Joint Secretary (Planning), Dept. of Secondary & Higher Education, MHRD, New Delhi.
3. Joint Secretary (Elementary Education), MHRD, New Delhi.
4. Shri S. S. Shokeen, Joint Director (Planning), Dept. of Secondary and Higher Education, MHRD, New Delhi.
5. Shri B. K. Mukherjee, Deputy Director, School Education, Kolkata, West Bengal.
6. Dr. Manmohan Singh, Commissioner and Director School Education, Hyderabad, Andhra Pradesh.
7. Shri A. D. Dixit, Dy. Director of Education Pune, Maharashtra.
8. Shri Sohan Lal, Director, SCERT, Chandigarh.
9. Dr. H. C. Das, Director of Secondary Education, Guwahati, Assam.
10. Shri S. K. Nath, Dy. Director General, CSO, New Delhi.
13. Shri G. C. Manna, Director, NSSO, New Delhi
14. Dr. A. B. L. Srivastava, Retd. Professor, NCERT, Noida, U.P.
15. Dr. T. N. Dhar, Former Joint Director, NCERT, Delhi
16. Dr. Padam Singh, Addl. Director General, ICME, New Delhi
17. Dr. A. K. Srivastava, Joint Director, IASRI, New Delhi
18. Shri S. P. Rastogi, Sr. Technical Director, NIC, New Delhi
19. Shri A. K. Jain, Technical Director, NIC, New Delhi
20. Secretary, NCERT, New Delhi.

**Member Convener**

Head, DES & DP.
Prof. Satcir Singh.
Prof. R. R. Saxena.
(upto 30.06.2003).

### 3.12.2 National Level Project Team

**NCERT**

Dr. Satvir Singh, Professor & Head (Coordinator).
Dr. R. R. Saxena, Professor & Head (Coordinator) (upto 30.06.203).
Dr. S. C. Mittal, Professor.
Dr. (Mrs.) M. Trehan, Reader.
Dr. S. Srivastava, Reader.
Dr. V. P. Singh, Reader.
Shri P. Kumar, Lecturer (S.G.).
Shri O. P. Arora, Lecturer (S.G).
Dr. B. M. K. Raju, Lecturer (w.e.f. 09.01.2004).
Dr. Rajesh Tailor, Lecturer (w.e.f. 14.06.2004).

**NIC**

Dr. Y. K. Sharma, Deputy Director General.
Shri S. P. Rastogi, Senior Technical Director (Coordinator).
3.12.3 Objectives of the Survey

i) To assess the availability of schooling facility for primary, upper primary, secondary and higher secondary stages within the habitations (including SC/ST) in different population slabs. In case the facility is not within the habitation, the distance at which [that is] available.

ii) To assess the availability of basic facilities in the recognized schools such as building, classrooms, drinking water, electricity, urinal, lavatory, furniture for students and teachers, incentive schemes and beneficiaries, medical check-up and vaccination / inoculation of students.

iii) To know the class-wise enrolment [total, SC, ST and educationally backward minority community (Muslims) by sex] at primary, upper primary, secondary and higher secondary stages of recognized schools.

iv) To know the number of children with disabilities enrolled at primary, upper primary, secondary and higher secondary stages of recognized schools.

v) To find out the subjects-wise enrolment by sex in academic streams and availability of qualified teachers at the higher secondary stage of school.

vi) To know about the availability of science laboratory, library, physical education teacher, librarian, guidance counsellor, non-teaching staff in the recognized secondary and higher secondary schools.

vii) To assess the position of teachers (by sex and SC / ST / OBC / Others) with academic and professional qualifications at the different school stages in recognized schools.

viii) To find out the distribution of recognized schools with regard to the languages taught and languages used as medium of instruction.

ix) To find out the enrolment and teachers in primary and upper primary classes of unrecognized schools. To assesses the position of enrolment and teachers in primary and upper primary classes of unrecognized schools.
x) To assess the position of enrolment and instructors in schools / centres under 'Education Guarantee Scheme' and 'Alternative and Innovative Education' (EGS & AIE).

xi) To find out the number of children and teachers by sex in pre-primary schools.

xii) To know the disability-wise enrolment, teachers, structural facilities, equipments and instructional material in special schools.

xiii) To know the disability-wise enrolment and teachers in oriental schools, viz. Maktabs, Madrasas and Sanskrit Pathshalas.

xiv) To estimate the class-wise enrolment by single age, new entrants, promotees, repeaters, dropouts and gap between enrolment and attendance in the context of 'Universalisation of Elementary Education' (UEE).

3.12.4 School Library

The 7th survey was silent about the utility and importance of school libraries. It has not made any survey regarding the condition of school libraries.\[11\]

3.13 Comments

The Secondary Education Commission of 1952 recommended several measures for improvement of school library service. Most of the suggestions are laudable, and if implemented by authorities the quality of school library service would have definitely improved. However, some of the recommendations are idealistic and not practical in nature. For example, the proposal to set up class room library under a class teacher or subject libraries under subject teachers are not realistic in the present situation of school education in India. Many of the schools suffer from resource constraints. It is difficult for them to organize good central libraries for schools. The idea of developing classroom libraries was therefore a highly impractical proposition. Secondly, the report had not referred about modernization of school libraries with new equipments of information technology. The reason was of course absence of technical development at that time. So the recommendations need to be updated in the light of new developments in school education where computers have been introduced from primary stage in many schools. Thirdly the suggestion for cooperation of school libraries and public libraries, though desirable at ideal level, is not actually happening at the field level mainly due to division.
of public library service and school library service under separate departments and absence of cooperation among local authorities of public libraries and schools. This is due to resource constraints at both ends.

The recommendations of the CONPOLIS, 1986 are comprehensive for all types of libraries including school libraries. It made most important declaration that no school or college should be established without a library and properly qualified librarian and there should be an agency at the state level for proper development of school libraries of the state. The question of modernization of library has also been highlighted in general. The detailed guidelines for implementation of the above recommendations have been left to the state level committee for development of school library services.

The National Education Policy of 1986 has simply made a general recommendation for provision of library facilities in all education institutions including schools without going into the trouble of making detail policy statements.

Among the seven educational surveys, the third, fourth, fifth and sixth tried to find out the condition of school libraries in India but the seventh ignored this aspect altogether.

It is to be noted that not all the committees and commissions tried to set any standard for school libraries and they have not fixed minimum number of books to be kept. They have not thought about revising the syllabus in such a way that it becomes library oriented rather than remaining teacher oriented or text book oriented. As a result, the school libraries being the storehouse of many useless books are mere ornaments for most of the schools rather than being the heart and soul of the schools in spite of the fact that some of the commissions and committees attempted to point out some similar matters (e.g. Kothari Commission, National Education Policy, 1986 etc).
Bibliography