Conclusion and Suggestions.
CONCLUSION AND SUGGESTIONS

The present study reveals that public libraries are the agencies of lifelong education and form an essential part of a social culture. The socio-economic and cultural development of a nation depends on public libraries and, therefore, they deserve all support and help by the Central and State Government and as well as the society at large.

Considering the trends of public library development in India in general and Orissa in particular since independence it is observed that the provision of finance to run the public library services in the States and Union Territories is not adequate. Especially the States which have not yet enacted library legislation are much behind the expectation and their per capita expenditure on public library services is below average. Due to the lack of a need based public library system in the country as well as in the States, the financial resources become inadequate and various policy pronouncements by Central Government and State Governments become difficult to formulate.

Although the importance of public library service has been recognised in national development, such as support to formal and non-formal education and literacy drive, very little attention has been given to strengthen its resources. Allocation of funds for the development of public library services has not been increased substantially in the Five
Year Plans both by the Central Government and the States. Since only 8 States out of 25 have enacted public library Acts and have been able to strengthen their funds by means of levying cess, the other non-enacting states always depend upon the State / Central Grants. These grants are not permanent in nature and vary from time to time. Therefore, adequate financial support to run the public library systems and services have become essential for all these non-enacting States and Union Territories.

It may be concluded from the statement showing the expenditure on public libraries during the year 1986-87 that no uniform standard of expenditure is followed among the States and Union Territories. There is a wide disparity in the level of expenditure varying from Rs. 2.48 per capita in Pondichery to Rs. 0.03 paise in Bihar and there seems to be no relationship between the capacity of the State to spend on public library and the actual expenditure incurred. Punjab which has one of the highest per capita income in the country spends only 18 paise against the national average of 46 paise by all the States and 70 paise at National level.

It is further clear from the expenditure on public library services in 25 States and 8 Union Territories
that, 8 States having library legislation has not been able to raise necessary funds through library cess during the last 23 to 40 years, to spend even Rs. 1/- per capita on public library service which is considered to be the minimum, whereas West Bengal Government, without library cess is spending Rs. 1.70 per capita out of State revenues. This goes to confirm that the State Governments, if they are committed to the provision of public library service, can provide adequate funds out of its revenues. The primary purpose of library legislation is to levy library cess and if funds can be provided out of State revenues and the Directorate of Libraries is established, much can be achieved without library legislation. However library legislation is a sine qua non for establishing a sound public library system with its independent source of finance through library cess and an appropriate library authority for the entire State. Willingness of the Government to provide necessary funds is one of the essential pre-requisites of public library development.

Being a social institution, the public library service should link itself with other educational, social and cultural institutions, including schools, adult education programmes, leisure activity groups and those concerned with the promotion of arts. The public library should pay
special attention to backward States / Communities / regions and to the handicapped sections of the community. Those include tribal groups, ethnic groups, ethnic minorities, physically handicapped and discriminated social groups. Special attention needs to be paid to children, women, students and the elderly. Special attention is to be paid to rural communities in the context of development programmes in adult education, rural development, agriculture, environment and health programmes. In this context, the rural public library shall be developed as the community information centre. For that purpose, the resources of various governmental agencies and voluntary organisations engaged in library development and allied activities shall have to be co-ordinated under national and state level agencies. Effective use shall have to be made of the latest information technology especially for public library service to children, physically handicapped, the illiterate and neoliterate. The effectiveness of public library shall be enhanced by establishing national, regional and local networks and assuring co-ordination at the national level through a national agency like the Raja Rammohan Roy, Library Foundation, which shall plan, finance and monitor the development programmes and oversee the development plans of States and Union Territories.

By summarizing the past and present scenario of
public library situation in the country, its scope and importance, provision of finance to run the public libraries, and the proposals for planned financing of public libraries in India as well as Orissa, it may be concluded in the following broader points that:

1. Enactment of Public Library Act which is otherwise known as Library Legislation by each and every State / Union Territories is an immediate need of the hour which will give a legal frame work and adequate financial support to run the public library services smoothly and effectively.

2. If at all there is any delay on the part of the State/ Central Government in enacting library legislation, it should not holdup development and as an alternative to legislation, Directorate of Libraries be established and the State Governments provide at least Rs. 1/- per capita out of its revenues. The States having more than Rs. 1/- to Rs. 2/- per capita should raise it to Rs. 2.50 during the Eight Five Year Plan (1990-1995). However Central Government and R.R. Library Foundation should persuade the State Governments to adopt library, legislation.

3. A State library system should be designed in each and every State which is a substitute to library legislation to put to an end to the isolated functioning of
public libraries and integrate them into a well-knit system or network in a hierarchical structure. The essential components of such a system are: (a) A State Library Policy (b) Library Advisory Council (c) Directorate of Libraries (d) State Library (which will be at the apex of the State Library System) (e) A City Library System for each city, (f) A District Library system for each District (g) A State Library Service or Common Cadre (h) Adequate Funding.

4. A nominal membership fee should be charged from each reader (Rs. 1/- to Rs. 10/-) to make use of the public library facilities. Fee will be fixed by the libraries keeping in view the economic condition of the users and services rendered.

5. States having poor economic condition and unable either to levy library cess or to provide adequate fund may resort to imposing library tax in the form of surcharge on excise duty on liquor, Entertainment tax, Vehicle Registration tax and tax on Registration of immovable property other than agricultural land, at a rate of 5% of the tax income.

6. All efforts should be made to build up the physical resources of all kinds of public libraries, starting from the State library at the apex to the village / rural library whose capital expenditure will be very heavy at the
initial stage. National and International bodies like R.R.R.L.F, Central Government, Unesco, Ford Foundation etc. should be approached to contribute a major share for the purpose.

In case of Orissa State, the Government should be urged upon to enact public library Act by levying library tax in the form of surcharge on excise duty on liquor and other narcotic drugs, Entertainment tax, vehicle registration tax, Registration of immovable property other than agricultural land which come under the purview of the State Government resources. These sources of income shall not affect the economic conditions of the poor people.

The Government of Orissa should recognise the functioning of public libraries which has a direct relationship between the rate of literacy in the country and the incidence of use of public library service and enable them to work as a system called "State Library System". In due course, each city in the State with a population of over 1 lakh will have a city library system of its own. Similarly each district will have its own system with a network of libraries in each town and village. Both the city and district library systems shall function as branches of State library which will be at the apex of the State library system. Once the system is fully developed Orissa could boast of an integrated State library system which no other State happens to have.
At present there is a multiplicity of authorities in the provision of public library in the State while District, Sub-divisional, ex-District Board and Integrated Libraries are maintained by Directorate of Culture, Information Centre-cum-Reading rooms are run by the Information and Public Relations Directorate which are virtually public libraries. In addition, Municipalities and Notified Area Councils at the District Headquarters and other towns also maintain public libraries of their own. This results in unnecessary overlapping of money, manpower and material. Therefore a particular Department may be assigned to run the public library services in the State.

Since it is clear from the above descriptions that there is no co-ordination and co-operation in the working of municipal libraries, Government Public libraries and the Information Centre-cum-Reading Rooms, a Directorate of libraries under the Department of Culture is hereby proposed to be established to plan and administer the State library system. The Municipal and Information Centre Library authorities shall be persuaded to handover their libraries to the Directorate of libraries, so that public library service could be provided in the State in a planned manner. Such an arrangement will be more efficient and cost-effective. Soon after a Directorate of libraries is formed, the isolated functioning of libraries would be put to an end and every
library shall form an integral part of the Directorate and develop in a planned and cohesively manner which will avoid unnecessary overlapping of reading material, manpower and enormous waste of public funds.

The benefits of such a study shall no doubt be helpful to the public at large, and the library scenario in Orissa can be described as "free for all". Professionals, Government authorities and the library-minded people shall take it as a basis for designing a State library system or public library system thereby enacting public library Act in the non-enacted States of India. The study will also help the designers to find the suitable means of adequate financial support to maintain the public libraries and each aspect of public library system can be further studied on the basis of its present financial strength in order to widen the future avenues for research.
SUGGESTIONS

1. To provide for a comprehensive rural and urban public library service in the State of Orissa by enacting Orissa Library Services Act at an early date (A model of Orissa Library Services Bill is proposed at the end of this Chapter).

2. The aim of the Act should be to establish a network of Public libraries in the State of Orissa on a statutory basis.

3. In order to ensure a stable financial support on a permanent basis either Government should bear the entire expenses at the rate of Rs. 1/- per capita or;

4. Government should provide funds to run the public library services in the State on the basis of Rs. 2/- per Literate person or;

5. By enacting public library Act in the State, the Government should make provision to impose Library Cess in the form of surcharge on (1) Excise duty on liquor, (ii) Entertainment Tax, (iii) Vehicle Registration Tax (iv) Registration of immovable property other than agricultural land, at the rate of five paise
per every rupee which shall be deposited in the "State Library Fund".

6. Libraries maintained by Department of Information and Public Relations, Department of Housing and Urban Development should be merged into the Department of Culture without any delay till the Act is enacted in order to provide an integrated Library Service in the State of Orissa.

7. A Library Authority should immediately be setup which would be responsible for the staffing, administration and management of public libraries in Orissa.

8. A nominal membership fee should be charged from each Reader (Rs. 1/- to Rs. 5/-) to make use of Public Library facilities which should be fixed by the library authorities of Orissa. Keeping in view the Economic conditions of the users and services rendered.

9. If there is any delay on the part of the Government to enact public library Act, alternatively, a Directorate of Library services may immediately be constituted by integrating the libraries of Culture Department, I & P R Department.
Housing and U. D. Department which shall be move efficient and cost-effective to render the public library services in the State of Orissa in a planned manner. This will also avoid an unnecessary duplication of reading material, manpower and enormous waste of public funds.

10. Such a Uniform, efficient, permanent, expanding and co-ordinated public library service in the State of Orissa shall be viewed in its totality and provided to every nook and corner of the State of Orissa.
THE PROPOSED ORISSA LIBRARY SERVICES ACT
(To be presented by the Department of Culture, Government of Orissa)

ACT NO. OF

The Orissa Library Services Act

An Act to provide for the development of Library Services in the State of Orissa.

WHEREAS it is expedient to provide for the organisation and development of library systems and services in the State of Orissa and for matters connected therewith, it is hereby enacted in the ... year of the Republic of India as follows:

PRELIMINARIES

1. SHORT TITLE, EXTENT AND COMMENCEMENT

1) This Act may be called the Orissa Library Services Act.
2) It extends to the whole of the State of Orissa.
3) It shall come into force on such date as the State Government may, by notification, in the official Gazette appoint in that behalf.

2. DEFINITIONS

1) 'State' means the State of Orissa.
2) 'Government' means the Government of Orissa.
3) 'Year' means the financial year.
4) 'Prescribed' means prescribed by rules made under the Act.
5) 'Notification' means a notification published in the official Gazette.
6) District ' means a revenue district.
7) Minister ´ means the Minister for Library Services in the State of Orissa.
8) State Library Authority ' means the Minister for Library Services.
9) State Library Council ' means the agency for the planning, coordination and development of State Library systems and services.
10) Department ' means the Department of Library Services.
11) Secretary ' means Secretary to the Government of Orissa, Department of Library Services.
12) Directorate ' means the Directorate of Library Services.
13) Director ' means Director of Library Services.
14) State Library System ' means an organic interlinking of all libraries in the State into a network, wholly or partly financed out of State revenues.
15) Library Services ' means reference, lending, bibliographic and documentation services.
16) State Reference Library ' means Harekrushna Mahatab State Library, Bhubaneswar.
17) City Library System ' means a system for each city with a population of over 1,00,000 and having a Central Lending Library and branches thereof.
18) District Library System ' means a system for each district having a District Reference Library, a Book Processing Centre, town, block and village
lending libraries.

19) 'State Library Officer' means head of the Harekrushna Mahatab State Library.

20) 'City Library Officer' means the Officer in charge of the City Library System.

21) 'District Library Officer' means the officer in charge of the District Library System.

22) 'Public Library' means a library established or maintained by the Director of Library services or a Local Municipal Authority and includes branches and service stations of such a library, provided it permits borrowing of books without charging any fee or subscription and is open to the general public, unless specifically declared as a 'Reference Library'.

23) 'Aided Library' means a library declared by the Director of Library Services to be eligible for aid from the Government and is allowed to charge subscription from its members.

24) 'Book' includes every volume, or division of a volume and pamphlet in any language, and every sheet of music, map, chart or plan separately printed or lithographed, newspapers, periodicals, paintings, films, slides, discs or tapes used for audio-visual information and such other materials.

25) 'Library Cess' means the cess levied under Section 10.
26) 'State Library Service' means as defined under Section 9.

27) 'State Library Fund' means as defined under Section 11.

3. STATE LIBRARY AUTHORITY

The Minister for Library Services as the State Library Authority, shall direct the development of library services in the State, financed wholly or partly from State Revenues, except the State Legislative Assembly Library, Public Service Commission Library and the libraries under the State judiciary.

4. STATE LIBRARY COUNCIL

1) As soon as may be, after the commencement of this Act, the Government shall by notification constitute for the purpose of this Act a council to be called the 'State Library Council'.

2) The council shall consist of the following members.
   i) The Minister for Library Services who shall be ex-officio Chairman of the Council.
   ii) The Secretary to the Government in the Department of Library Services.
   iii) The Secretary to the Government in the Department of Finance or his nominee.
   iv) Director of Higher Education or Officer incharge of Academic Libraries.
   v) Director of Elementary Education.
   vi) One of the Vice-Chancellors of the State Universities by rotation.
vii) Six persons to be nominated by the Government who in the opinion of the Government are interested in library development or experts in Library Science including one of the office bearers of the Library Associations functioning in the State.

viii) The Director Library Services shall be the ex-officio Secretary of the Council.

ix) The non official members of the Council shall be entitled to such compensatory allowances and at such rate as may be prescribed.

3) The Council shall meet at least twice a year on dates to be fixed by the Chairman.

4) The term of office of the members of the Council other than ex-officio members shall be 3 years and any casual vacancy in the office of any such members shall be filled by nomination by the Government and a member nominated to fill a casual vacancy shall hold office only so long as the member in whose place he is nominated would have been entitled to hold office if the vacancy had not occurred.

5) No Act of the Council shall be deemed to be invalid by reason only the existence of any vacancy in or any defect in the Constitution of that Council.

6) Any outgoing member shall be eligible for a renomination only for another term.

7) If any member other than ex-officio member of the Council during period for which he has been nominated absents himself without excuse sufficient in the opinion of the Chairman from three consecutive meetings
of the Council, ceases to be a member of the Council and his office in the Council shall become vacant.

8) Two-fifths of the total number of members of the Council shall be the forum for a meeting of the Council.

9) In the absence of the Chairman, the members present in the meeting shall choose one from among themselves to preside.

10) The Council shall transact business in such manner and in accordance with such procedure as prescribed.

5. FUNCTIONS OF THE COUNCIL

1) The Council shall advise the Government in all technical matters relating to Library Organisation and administration.

2) The Council shall formulate the five year development plans as part of the National Planning process in consultation with the planning agencies at the State and District levels.

3) To make recommendations to the Authority on matters relating to promotion and development of library service in the State.

4) The Council shall exercise and perform such other powers and duties as prescribed.

6. DEPARTMENT OF LIBRARY SERVICES

1) For the purpose of this Act, a Department of Library Services shall be constituted by the Government.
2) The Secretary in-charge of the Department of Culture shall be the ex-officio Secretary of the Department and shall be responsible for the administration of this Act under the direction of the State Library Authority.

7. **DIRECTORATE OF LIBRARY SERVICES**

1) The Directorate shall be headed by a Director who shall be a qualified librarian belonging to Orissa Library Service.

2) Except the Department of Library Sciences no other Department of the Government shall establish or maintain a library open to the general public.

8. **POWERS OF THE DIRECTOR**

The Director shall:

1) Superintend and direct all matters relating to all the libraries covered by the Act and sanction grants to the aided libraries subject to the control of the Department of Library Services.

2) Control the appointments, postings and transfers of officers and subordinates in the Orissa Library Service.

3) Deal with all matters relating to the Press and Registration of Books Act, 1867 (Central Act XXV of 1867).

4) Exercise such other powers and perform such other duties as prescribed.
9. ORISSA LIBRARY SERVICE

1) Notwithstanding anything contained in any other law, all posts in the Directorate of Library Services shall be filled by appointment of persons belong with to the Orissa Library Service which shall consist of the Director Library Services, State Library Officer, City Library Officers, District Library Officers and other Officers under them and such other classes and categories of posts as the Government may from time to time determine and be regulated by such rules as may be prescribed.

2) In addition to Orissa Library Service, there shall be Orissa Subordinate Library service which shall consist of all non-gazetted posts of professional librarians and library assistants as prescribed.

3) Recruitment to Orissa Library Service and Orissa Subordinate Library Service shall be subject to a written examination and interview to be conducted by the Orissa Public Service Commission. Similarly, all promotions as prescribed shall be effected by the Departmental promotion Committee to be presided over by a member of the Commission.

10. LIBRARY CESS

1) With effect from the date of commencement of this Act, Library Cess in the form of surcharge on

i) Excise duty on liquor,
ii) Entertainment Tax,

iii) Vehicle Registration Tax,

iv) Registration of immovable property other than agricultural land shall be levied in the State at the rate of five paise per every rupee of the taxes so levied.

2) The Cess so levied shall be collected by the Government Department concerned and paid to the Department of Library Services and deposited in the 'State Library Fund' which shall be operated as prescribed.

11. **STATE LIBRARY FUND**

1) The Department of Library Services shall maintain a fund called the 'State Library Fund' from which all expenditure under this Act shall be met as prescribed.

2) There shall be credited to the State Library Fund the following sums namely:

   i) Funds collected under the Library Cess.

   ii) The grants made by the Government for Library Services.

   iii) Grants which the Central Government and the Raja Rammohun Roy Library Foundation may make.

   iv) Contributions and gifts made by the Public for Library Services.

   v) Funds and other amounts collected by the Directorate of the Library Services under the Rules made under this Act.
vi) An account shall be kept of the receipts and expenses on Library Services met out of the Fund and shall be subject to Government Audit.

12. HAREKRUSHNA MAHATAB STATE LIBRARY

The Library shall inter-alia have the following Sections and Collections as prescribed:

1) Depository Section which shall hold books received under the Press and Registration of Books Act, 1867.
2) Reference Section
3) Subject collection
4) Area Studies Section which shall include the Orissa, National and International Collections.
5) Language and Literature Sections.
6) Fine Arts Section.
7) Maps Section
8) Braile Section
9) Official Documents Section.
10) Conference Documents Section.
11) Serials Section
12) Science and Technology Section
13) Law Section
14) Bibliography and Documentation Section
15) Technical Services Section
16) Resource Sharing Section
17) Binding Section.
18) Reprographic Services Section.
19) Computer Services Section.
The library shall function only as a reference library and shall not lend out material except on inter-library loans as prescribed.

13. **A CITY LIBRARY SYSTEM**

Each City Library System shall have a Central Library, branches, adult reading rooms and children's library in different parts of the City. All libraries belonging to the system shall lend out books for home reading as prescribed.

14. **A DISTRICT LIBRARY SYSTEM**

Each District shall have a system of its own, consisting of a District Reference library, town libraries, book and village libraries, adult reading rooms and children's libraries as prescribed.

15. **ANNUAL REPORT**

1) The Department of Library shall in respect of each financial year compile an annual report on the status of library development in the State with such information and particulars as prescribed.

16. **POWER TO MAKE RULES.**

1) The State Government may after previous publication by notification, make rules to carry out the purposes of this Act.

2) In particular and without prejudice to the generality of the foregoing powers, such rules may provide for:

   1) Power of State Library Authority under Section 3.
ii) Composition and functions of the State Library council under Sections 4 & 5.

iii) Functions and powers of the Department of Library Services under Section 6.

iv) Functions of the Directorate of Library Services under Section 7.

v) Powers of the Direction under Section 8.

vi) Constitution of the Orissa Library Service under Section 9.

vii) Levy of Library Cess under Section 10.

viii) Operation of the State Library Fund under Section 11.

ix) Functions of Harekrushna Mahatab Library under Section 12.

x) Functions of the City Library Systems under Section 13.

xi) Functions of the District Library Systems under Section 14.

xii) Rules governing the use of library facilities offered by the Harekrushna Mahatab State Library City Library Systems, District Library Systems, State Secretariat Library and its branches, School Libraries, Academic Libraries and any other Library wholly or partly financed by the State.

xiii) Grant-in-aid code for all categories of libraries.

17. **OFFENCES AND PENALTIES.**

Whoever
1) in a public library or other Government maintained library under this Act borrows books but fails to return them on time and pay the overdues for late return of books after due notice, shall be liable to recovery of books and overdues as arrears of land revenue under the appropriate Acts of the State or as prescribed.

2) in a public library or other institution maintained under this Act in any manner likely to cause annoyance or disturbance to any person using such library or institution, or behaves in a disorderly manner or uses violent or abusive language in any such library or institution or

3) after due warning particulars in remaining therein beyond the house fixed for closing shall be liable to be removed from such library or institution and shall also be punishable with fine which may extend to purposes term and for a second or subsequent offence with fine which may extend to rupees fifty.


1) The press and Registration of Books Act, 1867 (Central XXV of 1867) shall in its application to the State of Orissa be amended as follows:-

i) in the first paragraph of section 9, for clause a) the following clause shall be substituted, namely:

(a) in any case, within one calendar month after the day on which any such book shall first be delivered out of the press, three such copies, and ";
ii) in the last paragraph of section 8, for clause (i) the following clause shall be substituted namely:

"(i) any second or subsequent edition of a book in which edition no additions or alternations either in the letter press or in the maps block prints or other engravings belonging to the book have been made, and three copies of the first or some preceding edition of which book have been delivered under this Act or "

iii) in section 2, for the first sentence, the following sentence shall be substituted, namely:

"Three copies delivered pursuant to clause (a) of the first paragraph of section 9 of this Act shall be sent to Harekrushna Mahatab State Library, Bhubaneswar referred to in the Orissa Library Services Act ..........."