LIBRARY LEGISLATION IN INDIA

A THESIS

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CHAPTER I

INTRODUCTION

India, also known as Bharat, is a sovereign Democratic Republic with a parliamentary form of government. It covers an area of 1,259,797 square miles, a little less than one half of the United States of America, and measures about 2,000 miles from north to south and about 1,850 miles from east to west.¹ It is the seventh largest and the second most populous country in the world.

India's educational system is, as one would expect, largely modeled on the British system. The British came to India as traders as early as the 16th century. On the 31st of December, 1600, the merchants of England received the Charter of Incorporation of the East India Company for trading in India.² At first the agents of the company were merely traders but gradually they extended its control over India. Britain became the leading power in India in 1757 but the power was in the hands of the East India Company, instead of the British government. In 1858, the British government took over the control of India from the East India Company and established its rule firmly in the years from 1858 to

¹India, Ministry of Information and Broadcasting. India 1960 (Delhi: Government of India Press, 1960), p. 1.

²R. W. Frazer, British India (New York: Putnam's Sons, 1897), p. 28.

1914.¹

The birth of Indian nationalism in its organized form started with the origin of the Indian National Congress in 1885.² After World War I the rise of ideas of self determination produced its own repercussions in India and the Congress soon began to demand transfer of power leading to complete independence. There were repeated revolts and the political leaders of the country were constantly in and out of jail. In 1942 the Congress passed its famous "Quit India" resolution calling for an immediate withdrawal of British power from India. From 1942 to 1946 an undeclared war existed between the British administration in India and Indian nationalism, and in August 1947 an independent India came into existence.

The primary responsibility for education in India today is with 27 state governments which include former provinces, Indian states and groupings of Indian states and areas known as chief commissioners' provinces under the central government.³ The central government is responsible for the coordination of facilities and the determination of standards in respect of higher education, research, technical and scientific education. The central government is also responsible for the operation of four

¹Robert I. Crane, "India," The World Book Encyclopedia IX (1961), 103-104.

²B. G. Gokhale, The Making of the Indian Nation (Bombay: Asia Publishing House, 1960), p. 116.

³Edwin Howard, "Government and Administration," Encyclopedia Britannica XII (1956), 190.

universities and other institutions of national importance. Co-ordination in regard to elementary and secondary education is secured through the All India Council for Elementary Education and the All India Council for Secondary Education. During 1957-58 there were 38,062,000 students, 1,225,000 teachers in 394,292 educational institutions of all types in the country.¹

In spite of her vast literary wealth and scholarly tradition, India is far behind the western world in library legislation, and in comparison, it is like a newly born baby. The long period of foreign rule in the country may have contributed to keeping the people unaware of the library's role in developing democracy and education.

Purpose and Scope

Studies on library legislation in India are still in an initial stage. In recent years some writers have written treatises on it, but none except Dr. Shiyali R. Ranganathan has given a detailed account of it. The purposes of this study are: (1) to present the library movement before and after the independence of India; (2) to describe the attempts at library legislation and the acts passed by the central government and constituent state governments. It is hoped that this study will bring together valuable data on library legislation in India and fill the gaps in the library literature on the subject.

¹India, Ministry of Information and Broadcasting, op. cit., p. 111.

Methodology

The historical method of research was used in this study.

The sources of information used for the study were: Report of the Government of India;¹ The India Code;² Library Development Plan;³ Library Movement in India;⁴ Public Library Organization;⁵ Bharat Main Pustakaliyon Ka Udbhav Aur Vikas;⁶ "Need for Library Legislation in India";⁷ "Public Libraries Act of Madras and Hyderabad";⁸ and Library Development in India".⁹ In addition

¹India, Ministry of Education. Report of Advisory Committee for Libraries (Delhi: Government of India Press, 1955).

²India, Ministry of Law. The India Code, Vol. IV (Delhi: Government of India Press, 1955).

³S. R. Ranganathan, Library Development Plan, Thirty-Year Programme for India with Draft Library Bills for the Union and the Constituent States (Delhi: University of Delhi, 1950).

⁴P. N. Kaula (ed.), Library Movement in India (Delhi: Delhi Library Association, 1958).

⁵C. G. Vishwanathan, An Introduction to Public Library Organization with Special Reference to India (Bombay: Asia Publishing House, 1955).

⁶D. P. Sastry, Bharat Main Pustakaliyon Ka Udbhav Aur Vikas (Calcutta: Hindi Pracharak Pustakalaya, 1957).

⁷G. L. Trehan, "Need for Library Legislation in India," Indian Librarian, V (June, 1950), 7-11.

⁸R. S. Sastry and Pawan Kumar, "Public Libraries Act of Madras and Hyderabad, a Comparative Study," Granthalaya, I (December, 1955), 39-40.

⁹K. Ramakrishna Rao, "Library Development in India," The Library Quarterly, XXXI (April, 1961), 135-153.

the materials of the Library of the School of Library Service of Atlanta University, Atlanta, Georgia, were also used. All of the materials were used to trace the origin and development of library movement and to determine the specific areas covered in the library legislation by the central government and different states of India.

CHAPTER II

THE LIBRARY LEGISLATION IN INDIA BEFORE INDEPENDENCE

Early Libraries

India, which is perhaps second to none in its past achievement in intellectual and spiritual matters, had been unable to conform with the world practice of instituting well-planned library service since it was dependent upon England during the period when the practice of establishing and maintaining a library as a cultural symbol came into vogue. Democracy in knowledge was a concept unheard of in the past. In ancient India there were libraries which sprang up in the recognized seats of learning, temples, monasteries, and in the houses of rich and influential people. Certain Hindu and Muslim rulers had libraries attached to their palaces, but they were for the exclusive use of the privileged classes. These libraries were not accessible to any but the chosen few.¹

When the British came to dominate in 1758, they inspired, though they did not actually encourage the setting up of public libraries in the country. In August 1835 the first public library was started at Calcutta from private sources.² By 1850 public libraries came to be established in the three presidency cities

¹P. N. Kaula, (ed.), op. cit., p. 59.

²Ibid.

of Bombay, Calcutta, and Madras with the support and initiative of the British residents in these places.¹ These libraries were not free in the full sense of the term but they were really subscription libraries which loaned books for home reading only to members who paid their subscriptions and who also deposited money against the loss of books. The use of these libraries was, of course, limited to the upper classes of society. Toward the close of the 19th century the public subscription libraries were established in all the provincial capitals, in big cities and also in capitals of princely states.² From 1900 until India achieved its independence, the government played a dominant role in setting up libraries. Municipalities, private individuals and organizations also established subscription libraries during this period. Due to apathy and the prevailing illiteracy in the country the people were not prepared to take advantage of these institutions.

Legislation by the Government of India

The Press and Registration of Books Act.---Before India achieved independence, the government of India tried to play its part in improving library legislation but did not make much progress in this direction. The first significant date in this connection is 1867 when the government at that time passed the

¹India, Ministry of Education, op. cit., p. 1.

²Princely states were of autonomous nature, ruled by persons called "Maharajas" and "Nawabs." After independence these states were merged to form the Indian Union. Under the British rule there were 600 such states.

Press and Registration of Books Act. Under this act "the printer of a book was to deliver free to the state government concerned a copy of the book and one or more additional copies, if the state government so desired. The additional copies were to be transmitted to the central government."¹ According to this act every state government was required to list every book received with all the necessary bibliographic information in a "catalogue of books." At the end of each quarter of the year this list of books was to be published. However, for one reason or the other the government was not able to enforce fully this act.²

Imperial Library (Indentures Validation) Act.--In 1902 the government of India passed the Imperial Library (Indentures Validation) Act. This act "confirms and validates certain indentures made between the Agricultural and Horticultural Society of India and the Calcutta Public Library, respectively, and the Secretary of State for India in Council."³ Under this act a building was made available for the purpose of an Imperial Library. This conversion was made by Lord Curzon, Viceroy and Governor-General of India, as a national institution on the 30th of June, 1902, and it was known as the Imperial Library.⁴ When opening the Imperial Library, Lord Curzon said that: "It is intended that

¹India, Ministry of Education, op. cit., p. 2.

²Ibid.

³India, Ministry of Law. The India Code, Vol. IV (Delhi: Government of India Press, 1955), Act No. 1 of 1902.

⁴G. L. Trehan, op. cit., p. 11.

it should be a library of reference, a working place for students and repository of materials for the future historians of India, in which as far as possible every work written about India at any time can be seen and read."¹ Even though it is true that "the privilege of borrowing from this library is legally conceded to any citizen of India, there are very few persons outside Bengal who use it (Imperial Library)."²

Shiyali R. Ranganathan

Biographical sketch.--Many attempts were made to put before the legislatures of the constituent states the need for library legislation, but they did not bear the desired fruits. The first idea of library legislation in India was proposed by Dr. Shiyali R. Ranganathan, one of the outstanding librarians in the world today, of whom India can be legitimately proud. Dr. Ranganathan has been a dominant figure of the library movement and the master architect of library legislation in India. As he is the outstanding personality in Indian library service, it would be appropriate here to give a brief biographical sketch of him.

Dr. Ranganathan was born at Shiyali on August 12, 1892.³ He was educated at Hindu High School, Shiyali; Madras Christian College; Teachers College, Saidapet; and University College, London, and holds the degrees of Master of Arts, Doctor of Literature, and

¹Ibid., p. 11.

²S. R. Ranganathan, op. cit., p. 206.

³P. N. Kaula, (ed.), op. cit., p. 147.

Licensetiate of Teaching. He started his career as a lecturer and then as an assistant professor of mathematics in 1917, but later changed his profession to library science. In 1924 he was appointed as the first chief librarian of Madras University Library, Madras, and continued there until the end of 1944. In 1945 he joined the Banaras Hindu University, Banaras, as librarian and was also the University professor in library science. From 1947 to 1955 he was professor of library science at the University of Delhi which is now instituting the master's degree and the doctorate program in library science.

Beside this he held and is still holding other responsible positions in and outside of India. He was President of the Indian Library Association from 1944 to 1953, and Secretary of the Library Service Section of the All Asia Educational Conference in 1930. In 1948 he was a faculty member of UNESCO's International Library School, and member of the United Nations International Committee of library experts. He was also a member of UNESCO's International Committee of Bibliographical Experts from 1951 to 1954. At present he is the Chairman of the Library Committee of the University Grants Commission of India, and a member of the National Library Committee of the Government of India. He is also Vice-President of the International Federation for Documentation, and Honorary Vice-President of the British Library Association. He has written 44 books and about 800 articles on library science.¹ Recognizing his distinguished

¹Ibid.

service, the government of India awarded the "Padma Shri" to him in 1957. The Padma Shri decoration is awarded for distinguished service in any field, including service rendered by government servants.

Model Library Act.—Dr. Ranganathan drafted a Model Library Act which was presented to the All Asia Educational Conference which was convened at Banaras, India, in 1930.¹ This act provided for the "establishment and maintenance of a system of public libraries and for the comprehensive development and organization of city, rural and other classes of library service in the state."² The act also provided that the Minister of Education should be the State Library Authority for the purpose of promoting and organizing a library system in the state and the Education Minister would appoint a state librarian to discharge his duties. There was also provision for a State Library Committee for advising the State Library Authority on all matters arising from this act. Every city with a population of 50,000, and rural area approved by the State Library Authority would have a local library authority and a local library committee. The act made the levy of a library tax merely permissible. The act provided that "with the previous sanction of the state library authority, a local library may raise a library rate in such manner and at such rate as may be determined from time

¹C. S. Krishnamurti, "Library Legislation in India," Library Movement in India, ed. P. N. Kaula (Delhi: Delhi Library Association, 1958), p. 36.

²S. R. Ranganathan, Library Legislation, Handbook of Madras Library Act (Madras: Madras Library Association, 1953), p. 56.

to time."¹ Dr. Ranganathan in his enthusiasm to see a vast network of libraries throughout the country, made all the clauses, such as a library grant, and library provision by local bodies compulsory.

State Library Legislation

Unsuccessful attempts.--Kumar Munindra Deb Rai Mahasai of Bengal, a great library enthusiast, was impressed with the Model Library Act, and wished to introduce the library bill in the Bengal legislature on behalf of the Bengal Library Association of which he was the president. He sought the permission of the Governor-General to introduce the bill in the legislature in 1931.² In those days, any national building measure had to receive the prior consent of the Governor-General of India before it could be introduced into a provincial legislature. The bill was not passed and the grounds of refusal were the presence of compulsory clauses in it.³

Another bill based on the Model Library Act was presented to the state of Madras legislature in 1933. It emerged from the Select Committee stage but did not progress further.⁴ This is another indication of either deliberate stalling or lack of interest. Another attempt was made to revive library legislation in Madras in

¹Ibid., p. 131.

²S. R. Ranganathan, Library Development Plan, op. cit., p. 376.

³C. S. Krishnamurti, op. cit., p. 36.

⁴S. R. Ranganathan, Library Development Plan, op. cit., p. 376.

1937, but the government pleaded preoccupation with other bills and declined to take it up.¹

In 1942 the Indian Library Association requested Dr. Ranganathan to draft another bill. He drafted the bill called the Model Public Library Bill in which he changed all the compulsory clauses, which were present in the Model Library Act of 1930, and converted them into permissive ones. This bill was presented to the Fifth All India Library Conference held at Bombay in 1942.² The conference discussed this bill but took no action.

Beside the attempts at Bengal and Madras for legislative sanction for the establishment of public libraries, there was activity beginning in other states as well. In 1946 Dr. Ranganathan drafted a bill and a development plan for Madhya Pradesh.³ The bill was sent to S. V. Gokhale, the Education Minister. Before he could introduce the bill Mr. Gokhale became the Finance Minister. Gokhale's successor P. K. Deshmukh, was also not able or not inclined to do anything in this connection. He wrote to Dr. Ranganathan that "just at this moment the time is not ripe for introducing the bill for libraries in the legislative assembly."⁴

¹Ibid.

²Ibid.

³Ranganathan, Library Legislation, op. cit., p. 20.

⁴Ibid., p. 20-21.

About this same time Dr. Ranganathan also prepared a library bill for Travancore and sent it to the Chief Minister of this princely state.¹ But due to political changes in the country in 1947, no action was taken to introduce the bill. After some time Dr. Ranganathan received a reply from the government of this princely state that "we do not think that a library act is necessary, we have already many libraries."² When Dr. Ranganathan was preparing a library bill for Travancore, he also drafted a bill for Cochin. Before this bill could be introduced in the legislature, another political upheaval started in India, and the Cochin state got merged with Travancore into a single state, and as usual, the bill was never considered.³

Summary

Although the tradition of learning and literature has been a valued factor in India since ancient time, India is far behind the western countries in instituting a well-planned library service. In ancient India libraries were attached to temples, palaces and the houses of wealthy and influential people but they were for the chosen few. From 1835 until India achieved independence in 1947, public libraries were established in all capital cities of states, as well as in other large cities but actually these were subscription libraries.

¹Ibid., p. 21-22.

²Ibid., p. 22.

³Ibid., p. 22-23.

Before the independence of India, the government of India tried to play its part in improving the library legislation but with little success. The first important date in this connection is 1867 when the government of India passed the Press and Registration of Books Act, but the government was not able to utilize the act fully. In 1902 the government of India passed the Imperial Library (Indentures Validation) Act. It gave legal sanction for the establishment of the Imperial Library at Calcutta.

In the constituent states also many attempts were made for library legislation but no progress was made. The idea of library legislation in India was first proposed by Dr. Ranganathan, an outstanding personality of the library movement in India and a dynamic librarian in the world today. The Model Library Act framed by him in 1930, was first presented to the Governor-General of India in order to get permission to introduce the bill in the state of Bengal legislature. This bill failed to pass due to the presence of compulsory clauses in it. Another bill based on the Model Library Act was presented to the Madras legislature in 1933 and again in 1937 but no action was taken to introduce the bill in the legislature.

In 1942 Dr. Ranganathan drafted a second bill called the Model Public Library Bill. In this bill Dr. Ranganathan omitted the compulsory clauses present in the earlier Model Library Act, and presented it to the Fifth All India Library Conference, which discussed the bill but took no action on it. He also prepared a

draft of a library bill for the states of Madhya, Pradesh, Travancore, and Cochin but they were not introduced in the legislatures of the respective states due to one reason or another.

CHAPTER III

THE LIBRARY LEGISLATION IN INDIA AFTER INDEPENDENCE

Government of India

Beginning attempts.—The library movement, after India achieved its independence on August 15, 1947, may be described as one of consolidation with a view of husbanding its resources so as to yield library service to the maximum number of people. As soon as the British rule ceased, the library enthusiasts spread their ideas vehemently and apparently with some success. Early in 1948 Dr. Ranganathan drafted a bill called the Union Library Bill for the government of India and it was presented by him before the Committee of the National Central Library. It received the formal approval of the committee, but no further action was taken.¹ Sir Maurice Gwyer, the Vice-Chancellor of Delhi University, had this bill published by the University in order to bring it to the attention of the public.² It is hoped that in the future this bill will be taken up by the government of India for consideration and that some of the seeds will sprout, grow, and bear fruits.

The bill provides for the coordination of all the libraries under the auspices of the government of India, and the establishment of centralized classification and cataloging. Another feature

¹C. S. Krishnamurti, op. cit., p. 37.

²S. R. Ranganathan, Library Legislation, op. cit., p. 27.

of this bill provides for the establishment of a National Bibliographic Bureau, and a national library for the blind. There are also provisions for the establishment of a bureau to promote inter-library loans within the country and outside the country; for the establishment of a national agency for handling the exchange of reading materials, and for the maintenance of a college of library science.¹

Imperial Library (Change of Name) Act.--In 1948, the government of India passed the Imperial Library (Change of Name) Act.² By this act the Imperial Library at Calcutta, which was opened by Lord Curzon, the Viceroy and Governor-General of India in 1902, became the National Library of India. The National Library is housed in Belverad, the former beautiful residence of the British Viceroy in India. Its collection is fast approaching one million volumes.³ It has excellent reading room facilities and it also provides lodging facilities for scholars who come, for research purposes, from outside Calcutta. In the real sense it is not like the Library of Congress in Washington in that it does not serve as an important source for an international library service by which books are borrowed and loaned to foreign libraries, neither does it have a union catalog of the holdings of other public libraries

¹S. R. Ranganathan, Library Development Plan, op. cit., p. 181-182.

²India, Ministry of Law, op. cit., Act No. 51 of 1948.

³K. Ramakrishna Rao, op. cit., p. 145.

in India.¹

First Five-Year Plan.--There has been one milestone since 1947. The government of India started a scheme of improving library service in the First Five-Year Plan of Educational Development, 1951-1956.² The main purpose of the scheme was the establishment of a central library in each state with a network of circulating libraries in villages served through deposit stations and mobile vans. By the end of 1956, 29 areas in the country had adopted this type of integrated library service.³ All of this improvement in library service has cost a little over 10 million rupees.

Second Five-Year Plan.--Provision for library improvement was also made in the Second Five-Year Plan of Educational Development of the government of India, 1956-1961, and 17.5 million rupees were provided for this.⁴ It is hoped that under this plan the whole country will be covered with a network of central, state, and district libraries, and the district libraries will decentralize their services to every village.⁵

Delivery of Books (Public Libraries) Act.--In 1954, the government of India passed the Delivery of Books Act. This act

¹G. L. Trehan, op. cit., p. 10.

²P. N. Kaula, op. cit., p. 68.

³India, Ministry of Education, op. cit., p. 4-5.

⁴S. R. Ranganathan, "Address," Library Movement in India, ed. P. N. Kaula (Delhi: Delhi Library Association, 1958), p. 134.

⁵P. N. Kaula, (ed.), op. cit., p. 68-69.

"extends to the whole of India except the state of Jammu and Kashmir."¹ The act was amended in 1956 to include the newspapers.² Under this act a publisher is required to deliver at his own expense, a copy of every book or newspaper which is produced, to the National Library and also one copy to each of three other public libraries which may be specified by the government of India. Two public libraries, namely the Connemara Library of Madras, and the Central Library of Bombay, have already been selected to receive the free copies.³ "This act shall also apply to books published by or under the authority of the government other than books meant for official use only."⁴

By counting the receipt of books at the National Library under this act, it has been found out that the annual output of publications in the Indian languages comes to about 25,000. Out of this, about 60 per cent are fiction and the remaining are non-fiction in which philosophy, religion and sociology dominate. Technical books are just beginning to appear.⁵

State Library Legislation

Unsuccessful attempts.—Many constituent states also considered the idea of library legislation but they have met with little success. Dr. Ranganathan worked out a bill for Bombay

¹India, Ministry of Law, op. cit., Act No. 27 of 1954.

²India, Ministry of Education, op. cit., p. 5.

³Ibid.

⁴India, Ministry of Law, op. cit., Act No. 27 of 1954.

⁵India, Ministry of Education, op. cit., p. 32.

in 1946.¹ It was sent to B. G. Kher, Chief Minister of Bombay, who appointed a committee to consider this bill. The committee did nothing. Dr. Ranganathan often tried to persuade Kher to take some action on this bill but "perhaps he sent all the reminders to the committee. Perhaps the committee, bundled all the reminders with the bill and buried them amidst the files."² Dr. Ranganathan also prepared a library bill on the request of the Jubilee Committee of the Indore Public Library, Madhya Bharat; but here too, no action was taken to introduce the bill in the legislature.³

Beside the early attempts at Bombay and Madhya Bharat, Dr. Ranganathan drafted a library bill for Uttar Pradesh but up to this time no action was taken on the bill by the government.⁴ The bill received the support of Dr. Sampurnanand, the former Education Minister of the state in the form of a foreword to the book entitled Library Development Plan for U. P. with a Draft Library Bill and the Thirty-Year Program.⁵ The book was published in 1949. Another proposal not carried out was the bill of Kashmir state. The bill was drafted by P. N. Kaula, now librarian of Banaras Hindu University, Banaras, and was presented to Sheikh Abdulla, the former Chief Minister of the state, but

¹P. N. Kaula, (ed.), op. cit., p. 62.

²S. R. Ranganathan, Library Legislation, op. cit., p. 23.

³Ibid., p. 20.

⁴C. S. Krishnamurti, op. cit., p. 37.

⁵S. R. Ranganathan, Library Legislation, op. cit., p. 23.

no action has been taken yet.¹ The provisions of these bills are not known neither is there knowledge of what happened to them. The draft library bill for Delhi state which was prepared by the Delhi Library Association was presented to the government in 1955. This bill had the same fate as other bills.²

Madras Library Act.---There have been only two actual developments in connection with library legislation in the constituent states. The first is the Madras Library Act, 1948, which received the support of the Governor-General on the 29th of January, 1949.³ This was the first library legislation of its kind in India. When the Andhra state separated from Madras state in 1954, the Madras Act was also adopted by it.⁴

This act "provides for the establishment of public libraries in Madras province, and the organization of a comprehensive rural and urban library service therein."⁵ It also provides for the establishment of the office of the Director of Public Libraries who is responsible for managing the central library and supervising all other public libraries. But contrary to the provisions, the government made the Director of Public Instruction an ex-officio director of public libraries. There is also provision for a state library committee to advise the government on all matters.

¹Ibid., p. 24.

²J. S. Sharma, "Why Delhi Needs Library Legislation," Library Movement in India, ed. P. N. Kaula (Delhi: Delhi Library Association, 1958), p. 110.

³C. G. Vishwanathan, op. cit., p. 113.

⁴J. S. Sharma, op. cit., p. 113.

⁵C. G. Vishwanathan, op. cit., p. 113.

The act specifies that every local library shall levy a tax in the form of a surcharge on property tax or house charge at the three Naye Paisa for every rupee.¹ The government will contribute an amount equal to what is collected by the local library tax.

Though the Madras Library Act was cordially received by library authorities, it met several criticisms. The act omits the word "maintenance" in its preamble.² It is clear that maintenance is as essential as establishment because many institutions are established but left uncared for and without proper legal provision for maintenance. The library funds acquired from the library tax are too small for efficient library service. The act has not met with much success because only central libraries have been formed in most districts.³ Sastry and Kumar pointed out that "it is seven years since the Act in Madras has been put on the statute books. It is unfortunate that the library movement there, has not gained the necessary momentum to create the requisite potential of enthusiasm and demand among the people for library service."⁴

Hyderabad Library Act.---While many states played with the idea of library legislation only Hyderabad could pass the library act and this is the second development in connection with library

¹One hundred Naye Paisa represent one rupee, and 4.76 rupees represent one U. S.dollar.

²R.S. Sastry and Pawan Kumar, op. cit., p. 39.

³K. Ramakrishna Rao, op. cit., p. 145.

⁴R. S. Sastry and Pawan Kumar, op. cit., p. 40.

legislation in states. The Hyderabad Public Library Act of 1955, emerged in an atmosphere charged with enthusiasm for the library movement, and it was the result of pressure exerted by a group of enthusiasts which included the State's Minister of Education.

This act is similar to that of the Madras Act in many ways. The significant difference between the two acts is that the Hyderabad Act provides not only for the establishment of libraries but also for maintenance in its preamble.¹ The Madras Act omits the word maintenance in its preamble. The Hyderabad Act also provides for a state library authority which is constitutionally more powerful than that of Madras, as well as for local library authorities to levy a tax of three Naye Paisa per rupee. Now the Hyderabad Library Act has become defunct due to the merger of Hyderabad in 1956 with the states of Andhra, Mysore, and Bombay.²

Summary

Since August 15, 1947, when India achieved independence, interested leaders resolved to set up libraries in the most effective way and for that they needed library legislation. In 1948, Dr. Ranganathan drafted a Union Library Bill for the government of India which was approved by the Committee on the National Central Library but no action was taken on it. In the same year the government of India passed the Imperial Library (Change of Name)

¹K. Ramakrishna Rao, op.cit., p. 145.

²C.S. Krishnamurti, op. cit., p. 38.

Act. By this act the Imperial Library at Calcutta became the National Library of India.

In 1951 the government of India started a program of improving library service in the First Five-Year Plan of Educational Development. The kernal of the scheme was a network of libraries in each state. Provision for improvement of library service was also made in the Second Five-Year Plan of Educational Development of the Government of India, 1956-1961.

Early in 1954 the government of India enacted the Delivery of Books (Public Libraries) Act, which was amended in 1956 to include newspapers also. The act required the publishers of books or newspapers to deliver free, a copy each to the National Library at Calcutta and to three other public libraries.

There have been only two milestones in connection with the library legislation in the constituent states of India. The first is the Madras Library Act passed in 1949. The second is the Hyderabad Library Act of 1955. Since Hyderabad has been merged with other states, the Hyderabad Library Act has become defunct. When the Andhra state separated from Madras state in 1954, the Madras Act was adopted by it. Legislative proposals not carried out were the bills of the state of Bombay, Madhya Bharat, Uttar Pradesh, Kashmir, and Delhi.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

Conclusions

The purpose of this study was to present the library legislative movement in India, to describe and evaluate attempts at legislation and acts passed by the government of India and the constituent states before and after India's independence from England. India has suffered much during the last two centuries by her political and economic dependence and inaction. But after a long struggle it achieved its independence on August 15, 1947. India today is politically an independent democratic republic. It is the seventh largest country in the world. Of India's total population of 402.8 million, 80 per cent are illiterate and the remaining 20 per cent, who are literate, consist of 60 million people.

Before 1947 when India was under the British rule, the government of India tried to establish library legislation but had very little success. In 1867 the government of India passed the Press and Registration of Books Act. This act, which was not fully enforced, required that the printer of a book should deliver a copy of the book to the state government concerned. In 1902 it passed the Imperial Library (Indentures Validation) Act

which materialized. This act gave legal sanction for the establishment of Imperial Library at Calcutta. In constituent states attempts at library legislation were made but were not successful. Dr. S. R. Ranganathan was the first man to propose library legislation in the country. Between 1930 and until India achieved its independence, he framed and presented at least five library bills to legislatures but not a single one of them was ever made into law.

After India achieved its independence in 1947, efforts were again made to establish some library laws. In 1948 Dr. Ranganathan drafted a bill for the government of India but the government took no action to introduce the bill. In the same year the government of India passed the Imperial Library (Change of Name) Act which changed the name of the Imperial Library into National Library. In 1951, the government of India started a scheme for improving library service in the first and the second Five-Year Plan of Educational Development. Early in 1954 the government of India passed the Delivery of Books (Public Libraries) Act which was amended in 1956 to include newspapers. This act laid the foundation of the four national book depositories in the country. In constituent states seven efforts were made for library legislation but only two states and one newly formed state actually enacted them. These were the Madras Library Act of 1949 and the Hyderabad Library Act of 1955. The state of Hyderabad merged later with three other states and its library laws were no longer recognized. However when Andhra state separated

from Madras state in 1954, it adopted the Madras Library Act.

Recommendations

In order to give the best library service, libraries must be set upon a permanent footing unaffected by political upheavals and party feuds. An integrated library service can be achieved in India only by the establishment of a network of libraries throughout the country on a statutory basis.

When the position of libraries in western countries especially Great Britain and the United States of America is compared with that of India, it is seen that India is a century behind in matters of library legislation. In spite of a quarter of a century of library movement in India, only two states namely Andhra and Madras have library laws. Up to this time nothing substantially has been done for the promotion and the coordination of a comprehensive library service in India. It seems that the government of India and the state governments should realize the importance of libraries as an instrument of education and democracy. Public libraries should be maintained under the clear authority of law both by the government of India and the government of the states, and they should be open for free use on equal terms to all members of the community.

But library service to all people of the nation is too much to hope for in India where 80 per cent or more of the population is illiterate. Although there is mass illiteracy in India there are more than 60 million literate people who can immediately

benefit by libraries.¹ Library facilities should be provided for both these types of people. The literate must be able to get to the books and the books must find their ways to these people. For those who cannot read and write, libraries might consider instituting adult education programs. In turn, adult education centers in each state should establish their own libraries. The establishment of a network of libraries thus becomes a logical and inevitable part of the public library's educational activities. The libraries thus established might link their activities with the work of other educational, social and cultural agencies and cooperate with other libraries within the country and of foreign countries.

A satisfactory library service to the community which presupposes adequate legal provision for establishment and maintenance of libraries on a permanent basis is largely a question of finance. Unless revenues are dependable, the library cannot discharge its obligations and guarantee continuity of service. Public library income should have a sound basis in law, and sources of revenue should be vested in the legislative body of the state in which it is located. In a country like India the financial structure of the public libraries must rest on a sound foundation of a reasonable local library tax rate, state government grants- in- aid and aid by the government of India in agreed proportions.

Beside legislative sanction and finance, it has to realize that libraries cannot thrive without well-trained library personnel.

¹India, Ministry of Education, op. cit., p. 32.

The present state of library training in India is unfortunately not very satisfactory. At present there are 12 institutions which offer certificate courses in library science and "the total number of successful candidates to whom the certificates are awarded by eight out of twelve units comes to 263 students per year."¹ The diploma course in library science is given by the universities of Aligarh, Andhra, Banaras, Baroda, Bombay, Calcutta, Delhi, Madras, and Nagpur. Delhi University is the only university which has instituted advanced programs leading toward the master's and doctorate degrees in library science. Baroda University has also made provision for the master's course in library science.² These universities enroll a total of about 260 students per year.

These facts and figures are encouraging but relatively insignificant because India needs an "army" of trained librarians. To improve the scheme of studies in librarianship at least one university in each state might start a library school to provide advanced courses leading to the master's degree. The government of India, the state governments and the University Grants Commission might consider giving financial assistance to the universities for this purpose. More efforts might also be made to assemble in India world literature on the teaching of library science.

¹Ibid., p. 79.

²P. N. Kaula, (ed.), op. cit., p. 44.

Library associations are also essential to the development of library movements. Although there are several library associations in India, their activities are far from being effective. At the All-India level, the Indian Library Association was started in 1933, but "unfortunately, it was virtually inactive for many years, and it failed to exercise leadership."¹ It could not create effective library consciousness in the minds of the people nor the government. In order to function more effectively, a study of the way in which the American Library Association has achieved its objectives should be a fruitful source of study in preparing an Indian counterpart. A strong national library association should be instrumental in guiding and persuading state and national officials to become more actively interested in library legislation. It could recommend laws regarding standards for library schools and for local systems.

Above all what is needed by all concerned, the government, the public and the library personnel, is a true sense of realism, an unmistakable faith in and an understanding of library objectives. Without strong legislative support library development in India will be hopeless.

¹K. Ramakrishna Rao, op. cit., p. 159.

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