# Recommendation on libraries during different planning commission since independent in India

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**Abstract:** This paper describes the different planning commission's recommendation on the Library and information system and Services in India. It represents what are the steps has been taken by the Government of India for the holistic development of Library time to time from different committee, organization and National Policy, National Knowledge Commission, national mission on libraries etc. It is now library community can hope for the holistic development of libraries in India.

**Keywords:** Planning commission, National mission libraries, Library and Information System, India

## Introduction

Libraries play a very significant role in the welfare of a society like social, political, economic and cultural development. It also played in the preservation and advancement of culture, formal and self-education and reading for leisure. The origin of libraries as noticed in the third millennium BC, as records on clay tablets were stored in a temple in the Babylonian town of Nippur [10]. Important libraries of the ancient world were those of Aristotle, the great library at Alexandra with its thousands of Papyrus and Vellum Scroll, its rival at Pergamum that included many works on parchment, the Bibliotheca Ulpia of Rome and the Imperial library at Byzantium setup by Constantine.

India is known for its tradition of learning and as well as for its cultural heritage. In ancient and medieval periods, there existed famous libraries and places of religious worship. In India, planning and programming efforts have been many since Independence for library development. After the independence Government of India to take a stapes for the development of library time to time from different planning commission and setup various committee and organization of planning period. The development should be systematic and sustained, for which proper planning is necessary [4]. The planning process has to take into account political, legal, economic and administrative realities at any point of time. In this study explore the recommendation on libraries during different planning commission; various committee and organization for the development of libraries since independent in India

## Historical development of libraries in India

The importance of libraries in academic institutions was recognized in India even in the ancient period. In the Vedic age instructions were imparted "orally, without the medium of books." Libraries of the important centre of learning such as Nalanda, Vikramsila, Taxila, Vallabhi, Odantapuri, Somauri, Jaggadal, Mithila, Kanheri etc. [6], have existed in our country from the very ancient times. All these centers of learning had reading materials. Taxila University had an excellent library with a collection of works on Hinduism, political science, literature, medicine and philosophy. The Nalanda University library was the biggest in Asia [10]. It had a huge library known as 'Dharmaganja' consisting of three buildings called 'Ratnasagara' (sea of gems), 'Ratnadadhi' (ocean of gems), and 'Ratnaranjaka' (collection of gems).Among them 'Ratnadadhi' was a nine-storeyed buildings which housed the rare manuscripts- Prajnaparamita Sutra and Tantric works such as Samajguhya etc.In the seventh century A.D., there were two more famous seats of learning in the South India known as 'Amarawati' and 'Nagarjuna'[8]. Most of the collection of these learning seats was related to Rasayana Sastra.All these libraries were destroyed at one time or the other by fire.

The Muslim age first Mughal emperor Babar was a voracious reader, prolific writer and great lover of manuscripts. His successors were also lovers of books and libraries. Humayun had set up a Library in Agra Fort which was managed by Lal Beg. Similarly Akbar also set up a library under management and control of Sheikh Faizi [10]. Akbar even took deep interest in manuscripts and appointed caleographers (Katibs) for

copying god manuscripts. The famous Hindu epics, namely, the Mahabharata and the Ramayanana were translated in Persian. He converted the library of Agra Fort into rich library. Other Mughal emperors also took keen interest in libraries and books.

In nineteen Century, the British were the first to set up Public library like institutions in India. There were however, people among them who were interested in the up liftmen of the rich cultural heritage of India. Such Britishers, first of all set up public library-like institutions in Bombay, Calcutta, Madras and other parts of the country [8]. Libraries set up during this period by the British or with their support, and were used mostly by the members of the upper class and the elites of the society. The lower strata of the society could not access these libraries. It will however have to be admitted that these libraries opened the portals for setting up libraries for the common man. The common man, inspired and enlightened by the education imparted by the British, became interested in books and libraries.

On 30th January 1903 the Imperial Library was opened for public use which was also notified in Gazette of India [11]. A few lines of the notification read as follows: "It is intended that it should be a library of reference, a working place for students, and a repository of material for the future historians of India in which, so far as possible every work about India any time can be seen and read" [6]. This reflects that in the year 1903 the British government in India for all practical purposes had given the Imperial library the status of India's National library. In Independent India the Government of India renamed this library as "National Library" by enacting Imperial Library (Change of name) Act of 1948.

In the twenty century S. R. Ranganathan appeared on the scene like a radiant luminary. Though, he worked in the libraries of academic institutions, he made significant contribution towards Public library movement in India. Owing to his efforts and the inspiration received from him four states, viz. Madras (Tamil Nadu), Andhra Pradesh, Mysore (Karnataka), and Maharashtra passed and enacted library legislation in their states in1948, 1960, 1965, and 1967 respectively [8]. Ranganathan, besides preparing Model Library bills for almost all the Indian States.

## Planning Commission in India
The Planning Commission was set up by a Resolution of the Government of India in March 1950 in pursuance of declared objectives of the Government to promote a rapid rise in the standard of living of the people by efficient exploitation of the resources of the country, increasing production and offering opportunities to all for employment in the

service of the community. Jawaharlal Nehru was the first chairman of the planning commission [14].

The first Five-year Plan was launched in 1951 and two subsequent five-year plans were formulated till 1965, when there was a break because of the Indo-Pakistan Conflict. Two successive years of drought, devaluation of the currency, a general rise in prices and erosion of resources disrupted the planning process and after three Annual Plans between 1966 and 1969, the fourth Five-year plan was started in 1969.The Eighth Plan could not take off in 1990 due to the fast changing political situation at the Centre and the years 1990-91 and 1991-92 were treated as Annual Plans. The Eighth Plan was finally launched in 1992 after the initiation of structural adjustment policies [10].

## Recommendations of planning commission for development of libraries
After independence of India the Five Years Plan began to be implemented that library development got attention. The Successive Five Year Plan, which adds up to twelfth, now, has ushered in library facilities on large scale in the country. The Government of India took keen interest in providing public library services to the masses.

## First Five Year Plan (1951-56)
In this planning period the Government included the scheme of improvement of public library services along with community development programme [12].
1. It was visualized and proposed under this plan to set up a National Central library at central level and central library's at state level.
2. Delhi Public Library and INSDOC were set up during this plan in 1952 & 1955 respectively, with the joint efforts of and assistance of Government of India and UNESCO.
3. Delivery of Books Act was passed in 1954 and later amended in 1956. In this plan period the government on the recommendation of the seminar on Role of Libraries in Social Education, held in New Delhi in 1955.
4. Set up an Advisory Committee for Libraries in 1957 under the chairmanship of Shri K.P. Sinha [8].

## Advisory Committee for Libraries in 1957
Under the Chairmanship of Shri K.P. Sinha The chief recommendations of the report were [8];
1. Library service should be made free to every citizen of India
2. The hierarchy of public library service in the country should begin with National Library, and proceed to State Central Library, District Library, Block Library, and Panchayat Library;
3. An independent Director of Social Education and Libraries should be set up in every state,

with amfulltime senior class-1 officer of the rank of Deputy Director of Education to plan, organize, and administer library services;

4. An All India Library Advisory Council should be constituted as a central agency to review and assess the work done at the state level;
5. Library Associations should actively assist the development of libraries in the country;
6. University libraries should cooperate with public library systems by allowing selected public readers to use their collection;
7. State governments should accept responsibility for public library services in their states;
8. Librarians and social education workers should cooperate to promote literacy;
9. A library cess (tax or fee) of six paisa for each rupee of property tax should be levied with the permission of local bodies.
10. The Government of India should match the amount collected in the states. State governments should also give matching grants to local bodies over the succeeding 25 years, their contribution should be raised to three times the cess collected.
11. State and national governments should enact comprehensive state library laws incorporating the right of every citizen to have free access to libraries. The Government of India should provide necessary financial assistance to the state governments for this purpose.

## Second Five Year Plan, 1956-1961).

At this time, the government allocated funds to set up a national network of libraries in its 320 districts. The Sinha Committee submitted its recommendations in 1959. The Sinha Committee report was published in 1961 [12]. It recommended an Integrated Library System in states, linking state Central library's with the National Library at one end and with district, subdivision, block, Panchayat and village libraries at the other end [6].

## Third Five Year Plan, 1961-1966

During the Third Five Year Plan (1961-67) the central government felt, "an adequate system of library is an essential part of any well organised system of education. Steps were taken to set-up or develop all the four national libraries at Delhi, Bombay, Calcutta, and Madras. There were also provisions to strengthen libraries at the state headquarters and for increasing the number of libraries at district and Talluka level [12]".

## Working Group on Libraries

A Working Group on libraries was appointed by the Planning Commission in 1964 to take a stock of library development. The working group submitted its report on 7th September 1965 with following recommendations [8]:

1. The central and state governments should share responsibility for providing adequate public library service. New government agencies in the central government under the Minister of Education, a directorate of libraries and a state library advisory council in each state should be set up to execute the programmes effectively.
2. State central libraries should be established in four states: Madhya Pradesh, Mysore, Nagaland, and Orissa.
3. States which do not possess adequate functional buildings for their state central libraries should be provided with library buildings.
4. The state central library must have a children's section.
5. There should be 335 District Libraries for the 327 districts in the country, i.e., in large and populous districts, two district libraries may be provided.
6. New buildings should be constructed for the existing 100 district libraries.
7. Block libraries are the chief feeding centre for the rural reading public, and therefore, 2,500 new block libraries, covering 75% of blocks in the country should be constructed.
8. A sum of 10 million rupees shall be provided for distribution of grant in aid to such libraries of urban and rural areas which depend on subscription and donations.
9. Three public libraries on model of Delhi Public Library should be set up
10. The Institute of Library Science established by the Ministry of Education at Delhi University in1958-59, and then closed in 1962, should be reopened. Such institutes should be established at the state levels also to train graduate and undergraduate librarians to meet future requirements.
11. A sum of Rs.10, 000 shall be allocated as financial assistance to all national level and state level library associations to create library consciousness in the country by organizing seminars, conducting surveys, and producing library literature.
12. A programme of book production should be undertaken.
13. A draft of the Library Act should be produced.

## Fourth Five Year Plan, 1969-1974

This plan proposed a substantial sum for the social education programme. This planning period set up Raja Rammohun Roy Library Foundation. This period take following recommendations [8]:

➢ The Working Group on Libraries group formulated over-all policies, priorities, and programmes of Public library development and

estimated the cost on it to the tune of Rs. 30.99 cores [4].

➤ Establishment of three model public libraries in the country on the pattern of Delhi Public Library.
➤ The Group also prepared a Model Public Library Bill which was circulated by the government to the states for adoption.
➤ During the Fourth Plan period Raja Rammohun Roy Library Foundation was also set up in 1972 as autonomous organisation under the Department of Culture.

**Raja Ram Mohan Roy Library Foundation**

Another positive step taken by the Central Government was the establishment of the Raja Ram Mohan Roy Library Foundation (RRRLF) at Calcutta on May 22, 1972 [1]. Its objectives are library development in general and rural library development in particular. It provides financial assistance to public libraries in the form of matching grants. It assists State Central Libraries and District Central Libraries, which has helped many states and Union Territories develop rural public library services. The main objectives of RRRLF are [8];

1. Promotion of the library movement in India;
2. The adoption of a national library policy by the central and state governments;
3. Development of a National Library System by integrating the services of National Libraries, State Central Libraries, District Libraries, and other types of libraries through an interlibrary lending system;
4. Propagation and adoption of library legislation in the country;
5. Provision of financial and technical assistance to libraries;
6. Provision of financial assistance to voluntary organizations and library associations for the promotion of library development;
7. Periodic publication of reports on library development;
8. To act as a clearing house for ideas and information on library development in India and abroad;
9. To advise the Government of India library development;
10. Promotion of research in problems of library development

**Fifth Five Year Plan, 1980-1979**

Fifth Five Year Plan emphasis adult education program.The Program was to be supported by a network of libraries at the village and block levels, and various community centers.

1. Steps were taken to strengthen not only the village and block libraries, but also the central and state libraries, and the district libraries.
2. The states were assisted by the Raja

Rammohun Roy Library Foundation.

3. In 1979, the Ministry of Education in the Department of Culture established a library section under the charge of an Under Secretary with the goal, to promote development of Public libraries in India. Since then, libraries have not been part of the Social education budget. Instead, they have been included in the Art and Culture component of the budget. In 1979, Bengal was enacted a Public Library law, during this plan.

**Sixth Five Year Plan, 1980-1985**

This plan emphasized minimum essential education of all adults, to be achieved by inter-sectoral cooperation and inter & 150, agency coordination. These efforts were to be supported by post-literacy, continuing education through a network of rural libraries as well as instructional programs conducted through mass communication media. It discussed the necessity of integrating school and college libraries with the system of public libraries. During this period, 26 states or union territories out of 31 (in 1982) had established state central libraries and 291 district libraries [11].

**Seventh Five Year Plan, 1985-1990**

During the Seventh five year plan period, the Planning Commission's objective was to address the needs of 90 million people, ages 15–35, in the Adult Education Program. The network of libraries was to play a role in the development of literature for neo literates [4]. An important development was the 1986 adoption of National Literacy Mission, which emphasised the education of women and the establishment of rural libraries [8].

1. A Committee on National Policy on Library and Information System (NPLIS) was appointed in 1985 by the Government of India, Department of Culture.
2. The resulting final report (based on two drafts previously submitted by the Raja Rammohun Roy Library Foundation and the Indian Library Association) was submitted in 1986.

National policy stressed the need to establish strong links between a village's community library and primary school. If the school lacked a library, the community library was to provide the children with adequate resources. Furthermore, a children's section was to be organized in every public library.

**National Policy on Library and Information System**

During the seventh five-year plan the Government of India set up a Committee under Chairmanship of Professor D. P. Chattopadhyay for formulation of National Policy on Library and Information System. The Committee completed its assignment and submitted a draft document to the

Government on May 31, 1986 [8]. The main aims of the library and information policy were recommended to be:

1. To foster, promote and sustain, by all appropriate means, the organisation and use of information in all sectors of national activity;
2. To take steps to mobilise and upgrade the exiting library and information systems and services and initiate new programmes relevant to our national needs, taking advantage of the latest advances in Information Technology;
3. To encourage and initiate, with all possible speed, programmes for the training of library and information personnel on a scale and of a calibre adequate to provide library and information services and to recognise their work as an important component of the quality and level of such services;
4. To set up adequate monitoring mechanisms for ensuring the rapid development of library and information facilities and services to meet the information needs of all sectors and levels of the national economy;
5. To encourage individual initiatives for the acquisition and dissemination of knowledge and for the discovery of new knowledge in an atmosphere of intellectual freedom;
6. In general, to secure for the people of the country all the benefits that can accrue from the acquisition and application of knowledge; and
7. To preserve and make known the nation's cultural heritage in its multiple forms.

**Empowered committee 1988**

The Government of India took prompt follow-up action by appointing an empowered committee to examine the implications of the various recommendations of the policy document and arrived at appropriate decision for approval by the Government. The Committee completed its tasks in March 1988 and submitted its report.

The recommendations of the empowered committee are [6]

1. Constitution of a National Commission on Libraries to play a major role in implementing the library policy and in the progress of Library development.
2. Active involvement of the Central Government in Public Library development.
3. Public Library development has also be supported by agencies involved in social, education, rural development, etc.
4. University and College libraries are to be considered academic units and seniors library staff members should be regarded as members of the academic community;

5. The National Library of India, Calcutta, should be strengthened;
6. Development of system of national libraries.

**Eight Five Year Plan, 1992-1997**

In the eight five year plan, the money allocated for general education was Rs. 168.133 billion (US$6.487 billion); for art and culture, Rs. 7.276 billion [4] (US$280.8 million) had been allocated. Universalization of elementary education, eradication of illiteracy in the 15–35–year age group, and strengthening of Vocational Education in relation to emerging needs in urban and rural settings are the major thrusts of the plan. These goals were to be achieved by using formal, non–formal, and open channels of learning.

1. The plan states that in those states with an advanced library system, rural libraries should become the focal points for post–literacy and continuing education programs.

2. The National Cultural Policy 1993 was the new policy designed by the Government of India. It was created by merging the National Policy of Library and Information Science, the National Book Policy, and other related policies dealt with by the Department of Culture, Ministry of Human Resource.

**Ninth Five Year Plan, 1997-2002**

In the ninth five year plan emphasis was laid on enhancing access to tribal languages through various activities. Schemes were designed for development of Sanskrit education and for its promotion with an emphasis on promoting use of Sanskrit in conversation. Sanskrit is also well suited for Computer-based natural language processing activities. For the documentation of available Sanskrit treasures, a library with a documentation and computer centre was proposed to be attached with Rashtriya Sanskrit Sansathan [2].

During the ninth five year plan, the National Library, Kolkatta, undertook several major initiatives to upgrade and modernize its collection building programme, reader services, and conservation of library material.

Funds were provided to the Delhi Public Library and Central Secretariat Library, Delhi, for acquisition of new material in different languages and media as well as for modernizing their infrastructure [12].

**Tenth Five Year Plan, 2007-2012**

During the tenth five year Plan focus was on the library sector, the Department proposed to give a further push to the modernisation of central and public libraries during the tenth plan [12].

1. A National Bibliographic Database in

electronic format would be developed to encourage resource sharing, networking and to improve reader services. Retro-conversion of existing records in electronic formats would be taken up in the National Library, the Central Secretariat Library and the Delhi Public Library.

2. Similar efforts were to be extended to the public libraries through the Raja Ram Mohan Roy Library Foundation.

3. It was proposed to upgrade the conservation laboratory in the National Library as well as the Oriental libraries such as Rampur Raza Library, Kolkata and Khuda Baksh Oriental Public Library, Patna.

Preservation/digitalisation of rare manuscripts, historical document/ paintings needs to be done in a time-bound manner to save them from the ravages of time. The Tenth Plan paid greater attention to modernisation, upgrading of the existing libraries, including private collections. One scheme, Promotion of Literary Books and Magazines, was transferred to the Sahitya Academy and the Developing Library Network scheme was merged with another ongoing scheme, the National Policy on Library and Information System.

**Eleventh Five Year Plan, 2007-2012**

In this period grater action to Preservation and conservation of rare books and other documents is one of the chief activities of the National Library and Central Reference Library (Kolkata), Central Secretariat Library and Delhi Public Library (New Delhi), State Central Library (Mumbai), Thanjavur Maharaja Serofji Saraswati Mahal Library (TMSSML) (Thanjavur) and Raja Ram Mohun Roy Library Foundation (Kolkata), which are engaged in digitization of old books and manuscripts and retro-conservation of catalogues [12].

Developing a National Bibliographic Database in electronic format to encourage resource sharing, networking and to improve reader services is the hallmark of modernization activities in the library sector.

**National Mission on Libraries**

National Knowledge Commission has recommended setting up a National Mission on Libraries to ensure sustained attention to development of libraries. Accordingly, Ministry of Culture set up a High Level Committee, i.e., National Mission on Libraries, vides notification no. 18-4/2009-Lib (Pt.) dated 4th May 2012.

In order to achieve the objectives, High Level Committee held a number of meetings and formulated the scheme – "National Mission on Libraries – up gradation of Libraries providing service to the public" including the following four components:

a) Creation of National Virtual Library of India,
b) Setting up of NML Model Libraries,
c) Quantitative and Qualitative Survey,
d) Capacity Building.

**a). National Virtual Library of India**

The National Virtual Library of India would provide a wide public access at local, national and global levels to all the available knowledge resources through open source platform in multilingual environment. At present, an immense amount of digitized information is available under several projects carried out by various Government departments like ministry of Culture, Ministry of Human Resource Development, departments of Information Technology, CDAC, Prasar Bharti, AIR, State Government and other Non-Government organizations. The target users of NVLI will be students, researchers, doctors, professionals, and novice users, Mincluding educationally, socially, economically, physically disadvantaged groups. Following services would be provided by NVLI:

1. News Aggregator of Indian Newspapers in English and Indian Languages
2. Initiation of software development for crawling and collecting content about India from foreign papers
3. Aggregator of E-Journals in various disciplines
4. Digital Repository Harvester
5. Federated Search Engine for E-Journals, Online Databases
6. MoUs with Organizations to set up Institutional and Data Repositories
7. Open Cat – a Union Catalogue of Indian Libraries (Shared cataloguing)
8. Development efforts to build search engine of Indian Languages
9. Directory of Public Libraries
10. Virtual Library for Children. NVLI would continuously update its content, technology, standards and services.

**b). Setting up of NML Model Libraries:**

The purpose of setting up of NML model libraries is to develop the 35 State Central Libraries, 35 District Libraries and 6 Libraries under the Ministry of Culture to meet recreational and cultural needs of the community; to provide free access to all publications, including government and institutional documents and online full text resources, to facilitate reference service to help public in finding appropriate resources for study and research.

In addition to the up gradation of infrastructure and Technology of these model libraries, all the 35 State Central Libraries, 629 District Libraries and 6 libraries under the Ministry of Culture would be provided 1 GBPS network connectivity through National Knowledge Network/National Information

Centre Network [3]. Site preparation and Provision of Computer for facilitating Network connectivity would also be attended to.

The infrastructure of these model libraries would be upgraded through the renovation of existing buildings and providing modular furniture and fixtures. Appropriate facilities would be provided to meet the needs of senior citizen/specially-abled persons and children.

The functioning in the model libraries would be improved by providing modern technological tools. Initially, these libraries would be provided with Server-Client technology and, at a later stage, it would be upgraded to Cloud Service Technology. All the modern libraries would be equipped with Hardware and Software of uniform specifications.

### c). Quantitative and Qualitative Survey:

The purpose of Quantitative and Qualitative Survey of libraries is to acquire descriptive statistic about the public and other libraries; to examine the size and quality of the libraries; to study the pattern of library usage in terms of average number of readers, number of books issued; to analyze the frequency of visits to the library; to study the level of satisfaction of library users; to study the perception about the library if these are meeting the demands of knowledge era/society; study the availability of data for specially able groups in public libraries and to study the impact of library on the quality of life and economic gains of local people [3].

### d). Capacity Building:

The purpose of Capacity Building is to contribute towards overall development of library personnel through training/workshop; to develop on-line training modules/tutorials and e-learning module for libraries; to develop expertise in handling technology tools and inculcate in library personnel the requisite managerial, analytical, decision-making, planning and organizational skills to get the staff trained in accessing online resources and other ICT applications in libraries.

The scope of the Capacity Building will cover the following [3]:

1. Training on ICT-based basic and advanced level library applications, on improvement of managerial and communication skill of library personnel.
2. Training of all categories of personnel, viz. elementary, middle and top levels.
3. Training of different categories of participants. It will include students from Library Science Schools who have just received degree in B. Lib. Sc. and other equivalent.
4. Training of participants from all the categories of Libraries.

5. Training will be organized in English and Hindi. Wherever required, the training will also be organized in other vernacular languages.

### Conclusion

The Indian Government had taken initiation time to time for the development of libraries while stapes different five year planning period and tack up various committee/ policy/ commission after independent. On the basis of the present study concluded that the Planning Commission has taken the initiative valuable recommendations, there has been little evidence of definite acceptance of the recommendations by the Planning Commission, particularly in terms of allocating the required financial resources: A multitude of agencies at the centre and in the states and in different sectors are responsible for library development. On the first five year plan 1 corer plus, second Rs. 30.90 corers, eight Rs. 1942 corers and nine Rs. 2444corers fund allocated. The recommendations of all the above said planning commission/ committees are still not implemented in India. But, now Librarians hope for the holistic development of the libraries in India, as High Level Committee on Libraries (National Mission on Libraries) has been recently constituted by the Government of India. It will play a major role in rapid action with keeping in view of the all recommendations provided by the earlier committees and commissions. The Indian culture and heritage information must be saved and disseminated to the universe through the library system and for this the National Mission on Library must act like a crystal without further delay.

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