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A POLICY REVIEW OF PUBLIC LIBRARIES IN INDIA

B Preedip Balaji, M S Vinay, J S Mohan Raju

March 2018

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B. Preedip Balaji | M. S. Vinay | J. S. Mohan Raju

Purpose

The purpose of this paper is to analyse the status of policies, legislation and finance with respect to public libraries in India.

Design/methodology/approach

This is a descriptive study based on data collected from literature review and census data on public libraries, along with a field visit of government public libraries in Bangalore. It attempts a critique of existing policies related to public libraries in particular and the culture sector in general, which governs Galleries, Libraries, Archives and Museums (GLAMs) in India.

Findings

Of India's 29 states and 7 union territories, 19 states have passed state library legislations, of which only 5 have the provision of a library cess or tax levy. It was found that states with lower literacy rates do not have library legislations. Bihar and Chhattisgarh in 2008 and Arunachal Pradesh in 2009 passed these legislations without a library cess. Few states have progressed with the automation of public libraries, while 16 state libraries continue to function without any such legislation. The legislative process and legal issues involved in policy making, combined with the lack of political consensus and goodwill, have severely constrained the growth, coverage and development of public libraries for people in India. The existing national acts and state library legislations should be reviewed to adapt to changing times and to bring about integrated information services across GLAMs for the public. An RTI query sent to the Ministry of Culture revealed that there is no official data available on the per capita expenditure on public libraries in India.

Practical implications

In an online-networked environment, all GLAM institutions work towards collecting, preserving and providing access to educational and cultural heritage resources as social capital. However, there is a lack of national policy to govern GLAMs and the government bodies responsible for developing them are not integrative in their processes. A more holistic framework is required to assess funding needs and to ensure reforms in the culture sector. The central government should make access to public libraries mandatory for every citizen of India. This would legitimise public library services, even as India celebrates 100 years of public librarianship and enters its second century of providing library and information services to the nation.

Originality/value

GLAMs should be inclusionary public spaces for intellectual engagement and community development and they need greater attention of policy makers. Though the public library movement reached its peak in the nationalist movements of the early 20th century, developing integrated and contemporary policies for the growth of public libraries in the 21st century will make India a knowledge society.

Keywords: Public Libraries, India, Library Act, Public Finance, Library Cess, GLAMs, UN 2030 Agenda

Libraries are not a luxury; they are one of the necessities of life.

Henry-Ward Beecher (1813–1887)

1. Public libraries in India

Does your neighbourhood have a public library funded by the government or a private lending library like JustBooks, Eloor, Leaping Windows or Librarywala (Seetharaman, 2013)? Is there free internet access or Wi-Fi and walk-ins allowed for public? Can you access books and electronic journals on-site or remotely? This difference is important as it determines the level of access that a large section of the society has to tax-supported public libraries [1], [2]. According to the UNESCO Public Library Manifesto,

‘the public library, the local gateway to knowledge, provides a basic condition for lifelong learning, independent decision making and cultural development of the individual and social groups.... [It] is the local centre of information, making all kinds of knowledge and information readily available to its users (UNESCO, 1994).’

(See note [3] for the internationally accepted definition of public libraries by Gardner (1971), and note [4] for the nature of public libraries in Bengaluru city, India.)

As developers of social capital, public libraries play a vital role in enhancing civic ambition, furthering the potential of individuals and communities, and creating informational cities and towns in the knowledge society (Hart, 2007; Ferguson, 2012; Mainka et al., 2013; Scottish Library and Information Council, 2015). In a complex society where information is important for communities to improve their quality of life, public libraries support intellectual freedom and provide spaces for various strata of society. This is especially true for marginalised and vulnerable communities, as they help to create greater economic opportunities (Forsyth, 2005; Young, 2012). Combined with traditional services of information delivery, today’s public librarianship calls for hosting events, community referencing, serving as a clearing house for

information—electronic and print—as well as direct engagement with neglected and affected communities that need local support (Long et al., 2012). In the rapidly growing cities and towns, reading spaces and cultural institutions are crucial repositories of cultural memory. Given the growing prominence of electronic devices and resources, library footfalls are getting thinner. It is a challenge to keep these spaces alive for user communities. The role of Galleries, Libraries, Archives and Museums (GLAMs) to help nurture and engage with dissent and intolerance, yet remain apolitical, becomes important (Chitrlekha, 2014). Having played an important role in bridging digital divide and supporting intellectual privacy, public libraries should enjoy the prime focus of policy makers to create knowledge economy for which the foundations were laid 100 years ago in India.

The public library movement in India has its origins in the late 19th century, with the contributions of Maharaja Sayajirao III and Gaekwad of Baroda who established public libraries, the William Alanson Borden's library education programmes and S. R. Ranganathan's leadership of library legislation and scholarship (Ravi, 1992; Ngurtinkhuma, 2007, p. 27; Wani, 2008). As the library system moves forward into its second century of service to the nation, it has the mandate to provide equal access to all. It should uphold the contributions of luminaries who have fought hard for the cause of public libraries and literacy development, which is to build stronger societies and sustain the principles of equal access to people of all races, ethnicities and ages. Public libraries must strive to disseminate, imbibe and enhance these values, with the awareness that much remains to be done to keep the movement going to ensure that all citizens have access to public library services (McCook, 2011).

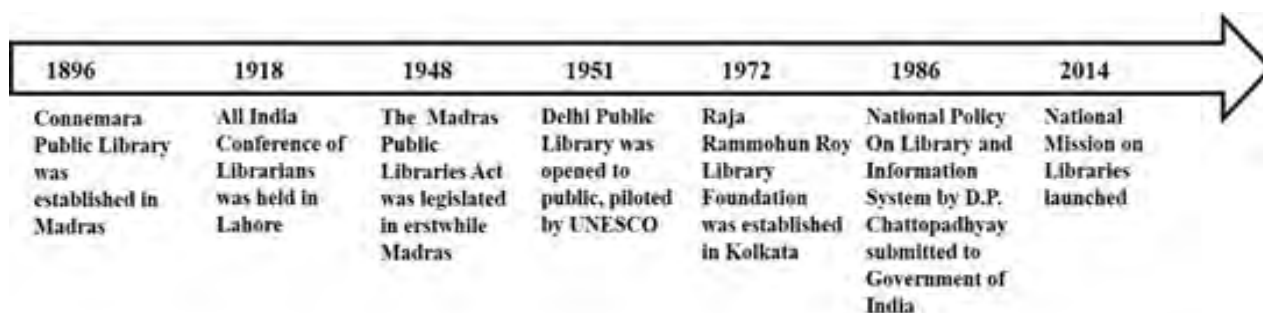


Figure 1: History of the public libraries in India

As for civic engagement, public libraries are community institutions and therefore, if proactive, can help uplift communities (Simmons and Oliver, 2012). In an urbanising world, public libraries not only offer access to scholarly literature through online databases, but also provide spaces for meetings, learning and working (Mainka et al., 2013). They help promote foundational skills such as literacy, and multilingualism for individuals and social groups by enabling access to literature, through books and the internet, and in the pursuit of continuous education, which is a significant indicator of human development (Humanities Indicators, 2016).

To escape poverty and usher in economic prosperity in the 21st century, India needs to concentrate on regional and local economic development through municipalities. This is because cities and towns are the 'engines of economic growth and generators of public finance for socio-economic development' driving India's transformation towards a holistic development (Mohanty, 2016, x). Public libraries are not just storehouses of resources and media but fulfil the information needs of local communities. To this effect, strategic library legislation, with clear benchmarks and standards is required. Not only will this promote consistent service delivery but will also help create a nation of informed and active citizens, whose collective participation could renew and invigorate such communities.

As a purer expression of common endeavour, public libraries play a vital role for learning, development and educational empowerment. Without a legislation and legitimate funding, they will not be effective in their roles as cultural commons to uphold privacy, freedom and accessibility (Waldman, 2011).

Sipilä (2015) evaluates:

'public library as a place, as a space (makerspace) and as a relation. 1) The library as a place within the city, as a landmark and as a catalyst of urban development. 2) The library as a space for social interaction, as an important hub of the public domain and as an experience. 3) The library as a relation, with other cultural institutions and creative entrepreneurs.'

Mainka et al., (2013) have identified two critical functions of a public library for creating educated societies:

'1) to support citizens, companies and administrations in their city and region with digital services, namely e-resources as well as reference services and to communicate with their customers via social media and
2) to provide physical spaces for meeting, learning and working, as well as areas for children and other groups, in a building that is a landmark of the city.'

1.1 State of public libraries in India

'By constitutional position, libraries, museums and other similar institutions, controlled and financed by the state, ancient and historical monuments and records other than those declared by or under law made by Parliament to be of national importance are state subjects and states have exclusive jurisdiction over public libraries and other libraries established by them (Barua, 1992).'

The Madras Public Libraries Act, 1948, enacted by the state of Tamil Nadu, was the first state legislation in India; since then many states have enacted library legislations, but without any library cess or tax levy. Hence, there is an urgent need for the 'establishment and maintenance of a system of public libraries and for the comprehensive development and

organisation of city, rural and other classes of library service in the state' on which hinges the 'development of intellectual and political well-being of a democracy in India' and to steer the future path of library development to yield social results (Srivastava, 1961; Chitralkha, 2014; Network for Information and Digital Access, 2012; Lor, 1997; Ladenson, 1970).

In the past 70 years, though various government programmes were formulated no concerted efforts have been made to develop the country's public library system by the Ministry of Culture, although it administers and manages the National Library of India, National Archives of India and other independently funded libraries. While India has a National Library Act (1948), there is no national policy or charter that governs public libraries. The two are very different, as argued by the Network for Information and Digital Access (2011). Without a national policy on public libraries in India, the implementation of the Library Act at the state level has been quite slow. The National Mission on Libraries, which is one of the recommendations of the National Knowledge Commission (2005–2008), has been in force since 2014. National missions are time-bound, and their outlay are only meant for a defined number of years, they cannot be depended on for libraries to 'have a permanent footing unaffected by political upheavals and party feuds on a statutory basis.' In this context, a national policy describing the charter of library services for India becomes necessary (Srivastava, 1961; Chitralkha, 2014).

1.2 Library legislation in India

S.R. Ranganathan's Model Library Act, 1930, which had the provision of a compulsory library grant and library cess by local bodies, was not accepted by provinces then. Subsequently, the Model Public Library Bill, was drafted in 1942, which dropped the compulsory clause to permissive services. This was followed by the Union Government Bill, 1948, which was meant to cover the entire nation, but was never passed (Srivastava, 1961). Gardner in reviewing the gaps in public library legislation in India had stated:

Nowhere is there a properly planned system of libraries. The word 'system' is important, because it implies rhythm, organization and unbroken service. In planning the future set-up of libraries our cardinal axes of reference are free service to the people as a matter of right and regular statutory funds meant solely for that purpose and not at the mercy of any individual or of a department ... means must be sought of conveying to authorities the urgency of comprehensive development, ideally through national legislation (1960, p. 4).

Apprehensive of defective legislations, Gardner has urged the Government of India (GOI) to propose and adapt a uniform legislation for different states, which could be ratified. He explained it further:

1. State governments are reluctant to pass the legislation, while the central government has distributed large sums for libraries under successive five-year plans, is reluctant to make permanent commitments.
2. The difficulty is that the longer the central government hesitates to insist on mandatory state legislation, the more difficult it will be to provide this basic service. A start must sometime be made on bringing the many semi-public libraries into a system and possibly channelling and consolidating the small sums they spend.
3. There is also a danger that more states will pass defective legislation, and the more that do, the longer it will take to bring them into line (1971, pp. 272–273).

Obstacles at various levels of governance (national, subnational, state and local), and at multi-sectoral levels (arts, education, culture, public libraries, youth affairs, and sports) in the Indian political systems are hindering the development of public policies. See Appendix 2 for the features of existing state library legislations in India. Legislation is a fundamental mechanism for the development of public libraries and its operations should be effectively planned in a systematic manner through government structures (Ahmed and Sheikh, 2015).

Many states in India face major challenges in running public libraries due to acute shortage in infrastructure, funds and lack of local policies (Singh, 2012). This neglect is despite the growing recognition across the world for the importance of libraries as places meant for learning, working, education and for creating knowledge societies. While many committees, working group reports and draft policies had been formulated, they were never discussed, debated and legislated on (Inamdar and Riswadker, 1981; Jambhekar, 1995; Kumar et al., 2010; Balaji, 2012).

Although UNESCO's intervention to establish the Delhi Public Library in 1951 was significant, it must be noted that fewer such model libraries should have been established. In an IT-driven and technologically enhanced ecosystem for library services, people-centric and community fostering public library policies are the need of the hour. Technologies and the internet alone cannot replace the human touch when it comes to library and information services, a phenomenon known as 'technopolistic librarianship' is observed in the developed countries (Hudson, 2016). The perceptions about public libraries can only change, if users' expectations of what public libraries should offer are understood and met.

1.3 Number of public libraries in India

Since 1947 there have been no official figures on the number of public libraries, even though research was done by many scholars (Jambhekar, 1995; Thomas, 1997; Bhattacharjee, 2002; Majumdar et al., 2003; Matoria et al., 2007). The Ministry of Culture does not have a department devoted specifically to public libraries which could be responsible for public library development, advocacy, promotion, and funding. At present, this work is being carried out by the Raja Rammohun Roy Library Foundation (RRRLF), established in 1972. However,

there is no reliable statistics on finance, number of public libraries and per capita expenditure available.

S. No.	Source	No. of Public Libraries
1	Anon. (1907)	419
2	Gardner (1971)	24,086
3	Sharma (1985)	40,107
4	Ramaiah (1993)	44,205
5	Majumdar et al. (2003)	51,758

Table 1: Public library statistics in India

As Ghosh (2005) had argued, Indian states have various departments to manage public libraries. However, lack of uniformity makes it difficult to report numbers and categories of these libraries (see Appendix 1 for examples), as veritable data is either unavailable or sparse. Indian states that have library legislations do not report these statistics, although they are meant to. For many states, it is unclear which department public libraries function under, like those of art and culture or education. Many published research reports were based on estimates and assumptions made over many decades, with no current reliable data on the number of public libraries in India, run by public funds (see Table 1 for public library statistics over the years and see note [5] for the registered public libraries in India). After the launch of the National Mission on Libraries in 2014 to study the best practices, performance indicators of the public library system in India it is undertaking a major census. This census, known as the Qualitative and Quantitative Survey of Libraries will have 5,000 libraries from each state for assessment and planning (see note [6]). Tables 2 and 3 show demography versus public libraries in 2011 (For the source of data, see note [7]).

Public Libraries in Rural Areas				
Population Class	Population Size	Public Libraries	No. of Rural Settlements	Population in Rural Settlements
Hamlet or Smaller	Fewer than 1,000	18,901	338,690	151,071,981
Small Village	1,000 to 2,000	16,995	182,493	197,425,749
Medium Village	2,000 to 5,000	24,315	96,430	288,559,474
Large Village	5,000 to 10,000	7,989	18,652	123,788,205
Very Large Village	10,000 or more	2,617	4,682	72,366,805
Total		70,817	640,947	833,212,214

Table 2: Number of public libraries in rural areas

Public Libraries in Urban Areas					
Population Class	Population Size	Government Public Libraries	Private Public Libraries	No. of Urban Settlements	Population in Urban Settlements
Class IV, V or VI town	Fewer than 20,000	1,586	401	4,915	49,658,433
Class III town	20,000 to 50,000	987	415	1,904	58,140,289
Class II town	50,000 to 0.1 Million	418	175	606	41,411,961
Other class I city	0.1 to 1 Million	354	191	460	111,453,185
Million plus city	1 Million or more	33	20	47	116,756,403
Total		3,378	1,202	7,932	377,420,271

Table 3: Number of public libraries in urban areas

Existing state public legislations mandate that public reports should be prepared on the provision of services. However, such reports are not prepared, because of which no financial expenditure data is available on public libraries in India. For example, some of the districts in Tamil Nadu bring out statistics pertaining to public libraries in their District Statistical Handbook, published annually by the district library office and available on the district website. Table IV shows figures pertaining to the public library system in Chennai district, Tamil Nadu for the year 2013–14, with data for all branch libraries, holdings and services (Chennai District Directorate, 2015). This example is shown to explain the state of public library system in the state of Tamil Nadu.

List of Public Libraries in the Chennai District, 2013–14				
Name of the Library	Members	No. of Books Available	No. of Periodicals Available	No. of Readers
Branch Library	15,342	3,151,998	22	4,391,999
Devaneya Pavanar District Central Library	449	476,805	41	178,945
Connemara State Public Library	115,538	790,289	1,501	1,372 per day
Number of Libraries Housed in Government Building/Rental Building				
No. of Libraries in Government Building			No. of Libraries in Rental Building	
Own building			91	Nil

List of Public Libraries in the Chennai District, 2013-14		
Free buildings given by Chennai Corporation and others	53	13
Number of Reading Rooms	Nil	Nil
Mobile Library	Nil	Nil
Number of Reading Rooms		
Name of the District	Location of Libraries	No. of Reading Room
Chennai	158	175

Table 4: Public library statistics of Chennai district

1.4 Education and public libraries

Education and public libraries are closely entwined since the use of and access to resources for learning and development are essential elements for education and are vital for the growth of individuals (Singh, 1960; Das and Lal, 2006). As a developing country, India has shown enormous potential to provide universal education to its growing population. Figure 2 shows the growth of literacy rates in India from 1951 to 2011. From 2001 to 2011, it increased from 64.83 per cent to 74.04 per cent (Shah, 2013). According to RRRLF, out of 29 states and 7 union territories in India, only 19 states have public library legislations (see note [8]). States without such legislation and the few that have recently enacted these legislations have lower literacy rates. According to the Census of India 2011, the state with the lowest literacy rate is Bihar (61.8 per cent), union territory with lowest literacy rate is Dadra and Nagar Haveli (76.24 per cent), and the district with lowest literacy rate is Dantewada in Chhattisgarh (42.12 per cent).

During the years 2001–2014, the Gross Enrolment Ratio (GER) has steadily improved in elementary, secondary and higher education, with the elementary level having registered the highest growth of 95 per cent, as shown in Figure 3 (MHRD, 2014). If the national missions Sarva Shiksha Abhiyan, National Adult Education Programme and the National Literacy Mission, are not directly linked to public libraries, how can the government sustain the efforts and goals of making India a completely literate country? Though several literacy missions have been launched, with budgets to improve literacy, public libraries remain largely underinvested in, despite their potential to improve people's skills and knowledge base, facilitate information literacy and provide avenues for continuing education in India.

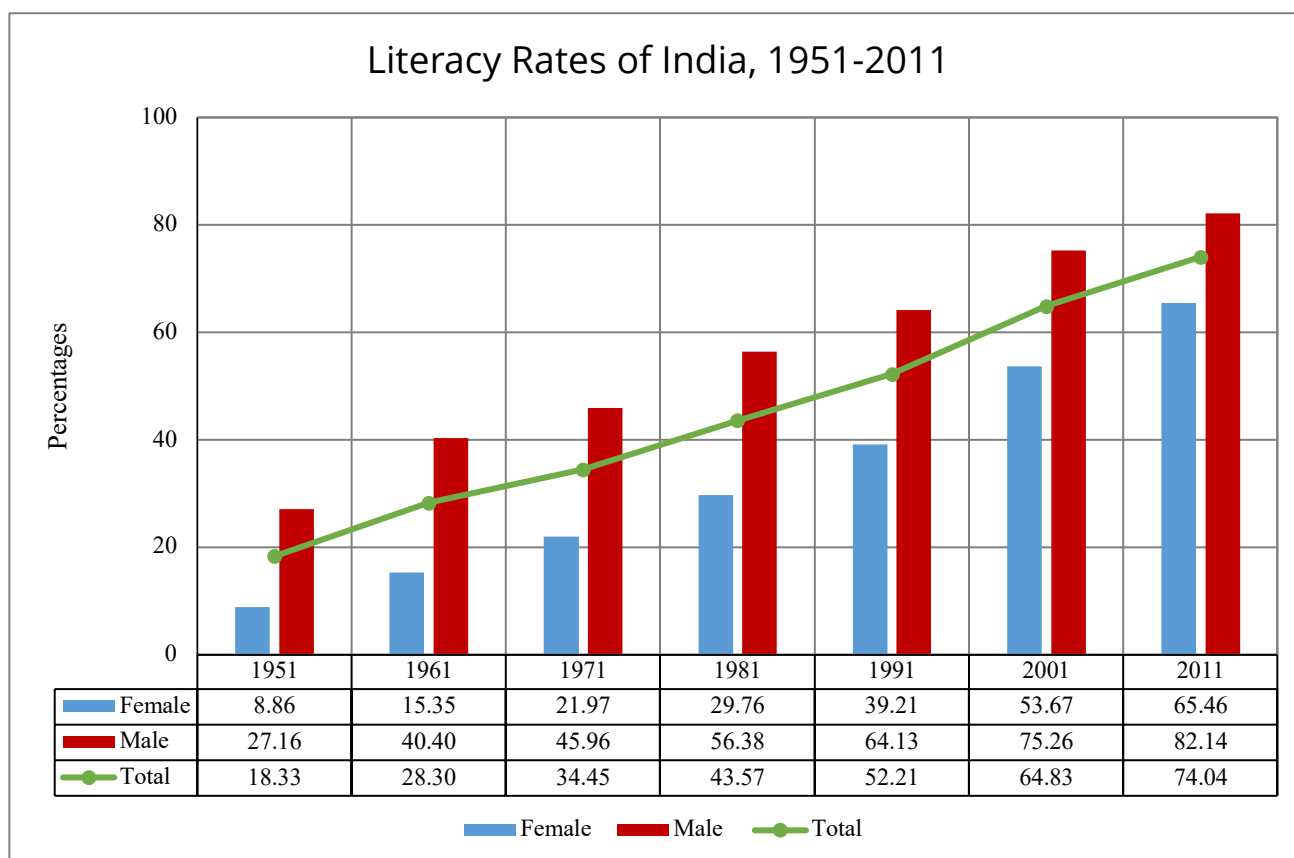


Figure 2: Literacy rates of India, 1951–2011

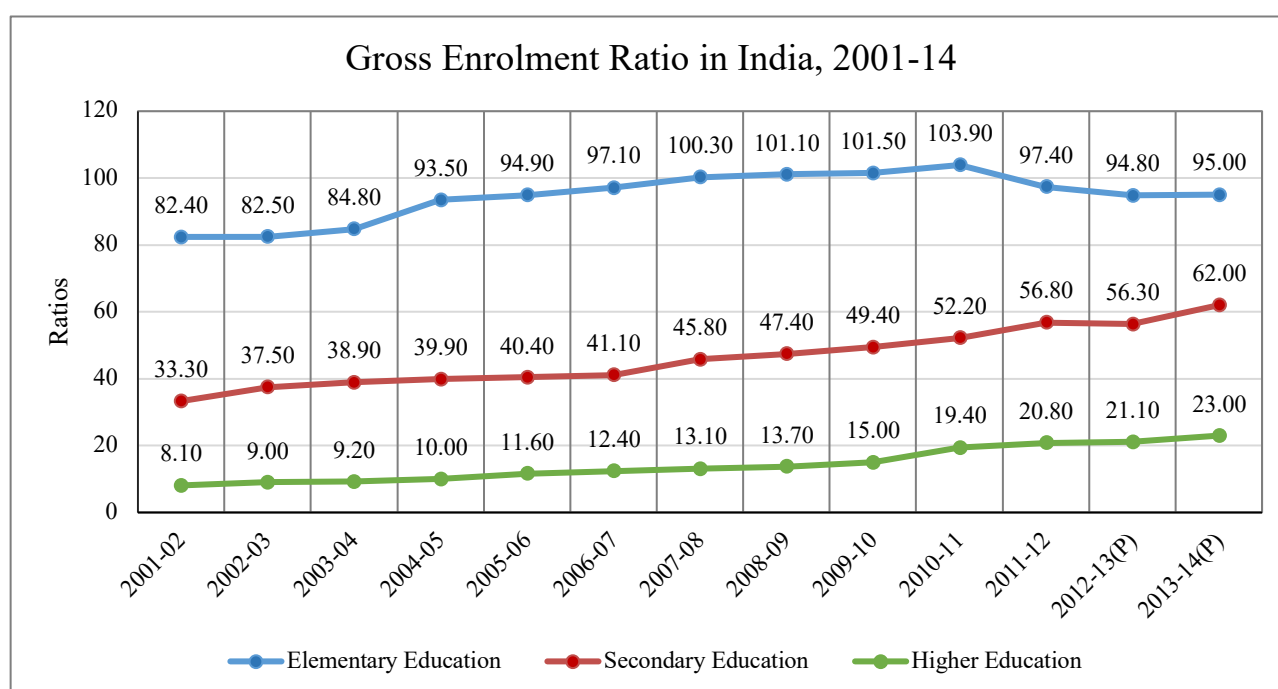


Figure 3: Education gross enrolment ratio in India, (P) is provisional

Private school enrolment, at around 18.7 per cent in 2006 had steadily risen to 30.8 per cent in 2014, for the age group 6 to 14 years, in rural India (Wadhwa, 2015). Startlingly, while GER is improving, education is becoming increasingly private, in rural and urban areas, accompanied by a continuous increase in cost of education. As shown in Figure 3, GER levels for elementary, secondary and higher education have risen considerably from 2001–02 to 2012–13. In their

field-based study report, titled '*Probe Revisited: A Report on Elementary Education in India*', undertaken from 1996 to 2006, De et al. (2011) found that many fundamental problems continue to adversely affect schooling, in terms of access, quality of education, and facilities across India. Apparently, the states covered by the study—Rajasthan, Bihar, Jharkhand and Uttar Pradesh—have no provision for a library cess, while Madhya Pradesh and Himachal Pradesh have no library legislation at all.

1.5 Public library finance in India

From 2015 to 2016, the central government raised the service tax from 12.36 per cent to 15 per cent, including the new Swachh Bharat Cess (0.5 per cent) and Krishi Kalyan Cess (0.5 per cent, *The Economic Times*, 2016). The Government of India had also legislated a common tax across the nation called Goods and Service Tax or GST (*The Indian Express*, 2016). One of the burning issues with public finance in India is the non-utilisation of cesses levied on people for public welfare (e.g., education, clean energy, road development and health). Often these cesses collected are not used for their purposes due to lack of planning and deployment of adequate measures and policy programmes (*The Hindu*, 2015).

As for public libraries, there is a need to study fee-based services and to assess the per capita demand to ascertain whether holdings and borrowing can be balanced at different fee levels for different media. Given that membership fees are the primary contributors to library revenues, raising the fees to enhance library holdings becomes a bone of contention as users have to bear this burden in addition to paying taxes (Locher, 2005; Govindaraj, 2001). Expenditure by the Ministry of Culture on public libraries has increased from Rs. 57.5 crores in 2010–11 to Rs. 130 crores in 2013–14, while the estimate for 2014–15 was Rs 199 crores (IndiaSpend, 2014). Figure 4 shows the allocation and spending on public libraries (Press Information Bureau, 2014). However, a comparison with other countries shows that India's per capita spending on culture in 2010–11 was 60 times less than England's, 36 times less than Australia's and 17 times less than China's (IndiaSpend, 2016). Hence, it should consistently increase allocation under the social sector.

Despite financial devolution of funds for urban local bodies (ULBs), the current resources gap is Rs. 638,930 million for urban areas. As per this estimate, all 28 states have a uniform per capita requirement of Rs. 1,578 per annum to provide core services (i.e. drinking water, sewerage, solid waste management) in urban areas (CLGF, 2015). However, being tax-supported in some states and due to lack of legislation in other, these funds may not cover public libraries as GLAM institutions are outside the purview of core services. It is unlikely that this estimate includes allocations to fill gaps in the funding of GLAMs even though the 'Promotion of cultural, educational and aesthetic aspects' is one of the 18 features of the Constitution (Seventy-Fourth Amendment) Act, 1992.

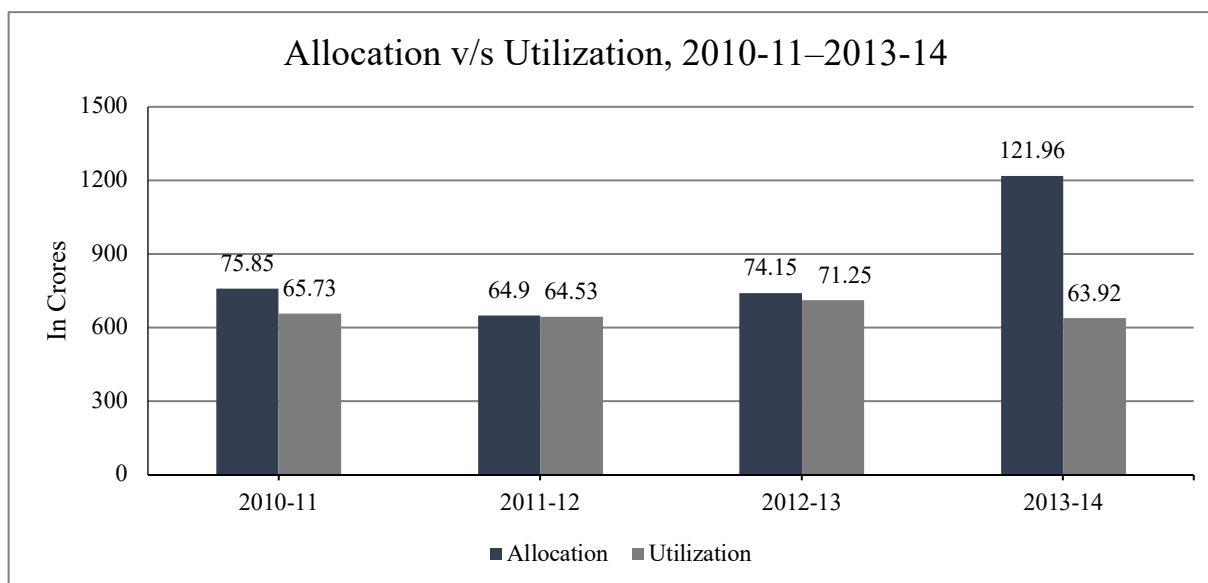


Figure 4: Ministry of Culture spending on public libraries in India

1.6 Library cess

In India, the library cess is a revenue tax collected by various state governments and union territories to finance and run public libraries through a statutory state library legislation. It empowers states to exclusively use the tax for library development. It is meant to cover the capital cost of buildings, assets and recurring expenses of purchasing books and subscriptions of magazines. However, there are cases where local municipal bodies do not make timely payments to the public library departments to meet their running expenditure (Mohammed, 2015). For instance, Bruhat Bengaluru Mahanagara Palike (BBMP), the city corporation of Bengaluru, owes more than Rs. 300 crores to the Department of Public Libraries, since 2012 (Govind, 2015). According to the Karnataka Public Libraries Act, 1965, rule 30, libraries are entitled to 6 per cent of the property tax collected by BBMP and other civic bodies across the state in the form of library cess. In order to assess the return on investments and to offer additional library services, revising the library cess becomes inevitable, although many states are reluctant to do it. As a result, the state expenditure on public libraries continues to be very poor.

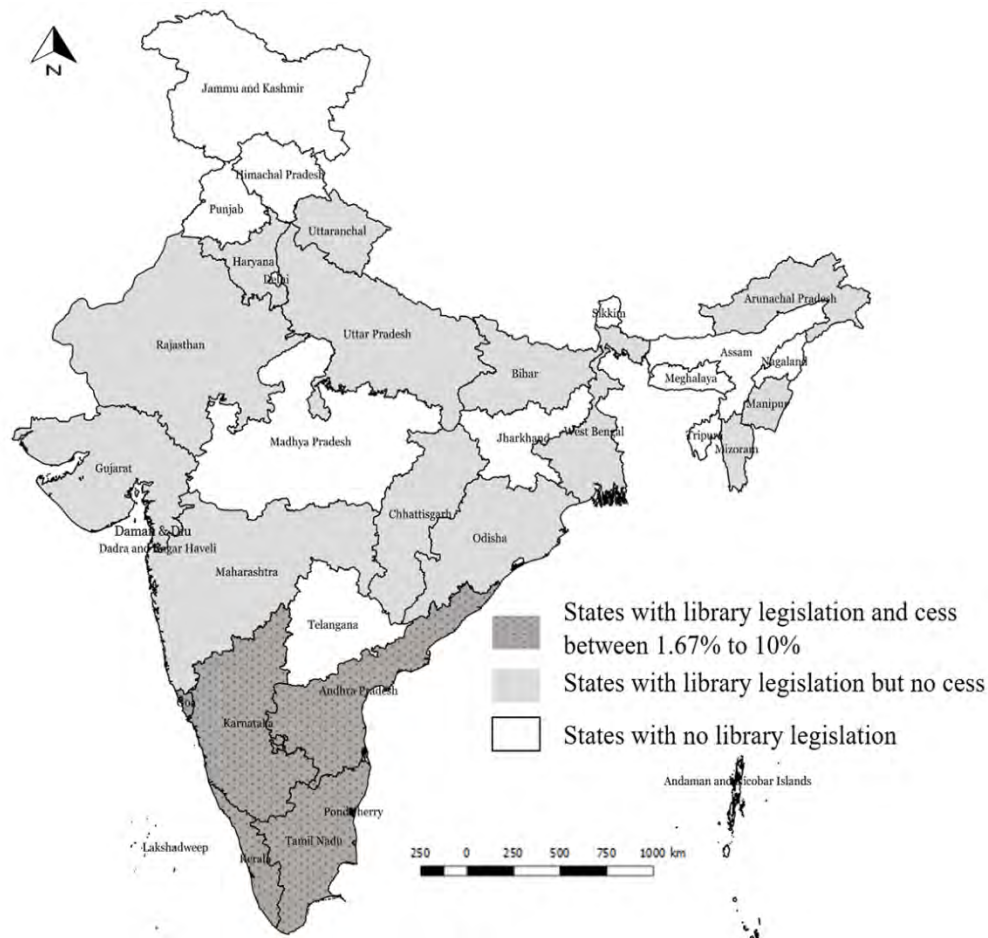


Figure 5: Map of Indian states with library legislation in force

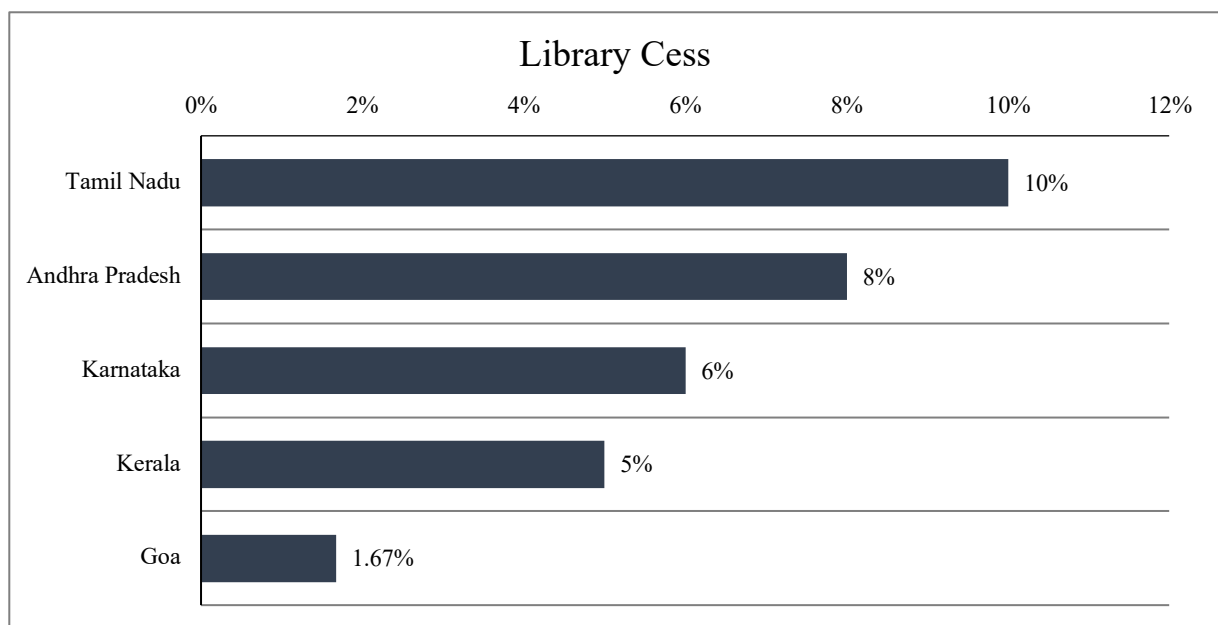


Figure 6: Percentage of library cess from states

Public libraries in USA, UK and in other European countries prove that digital services and library resources can cater to large populations. In USA, the public library system provides

services to 95.6 per cent of the total population and spends Rs. 2500 (USD 35.96) per capita, whereas in India the per capita expenditure on development of public libraries is a paltry Rs. 0.07 (Sethumadhavrao, 2016; see Figure 7). In USA, the funding of library operations occurs at the federal level (less than 1 per cent), state level (less than 10 per cent) and local level (over 80 per cent) (Wong, 2016). The European Bureau of Library, Information and Documentation Association conducted a survey on non-formal learning activities, with a sample of 425 public libraries across Europe. It was found that 82 per cent libraries provided non-formal training to about 1.45 million people in 2015, and 83 per cent of their budget and funding came from local municipalities (EBLIDA, 2016).

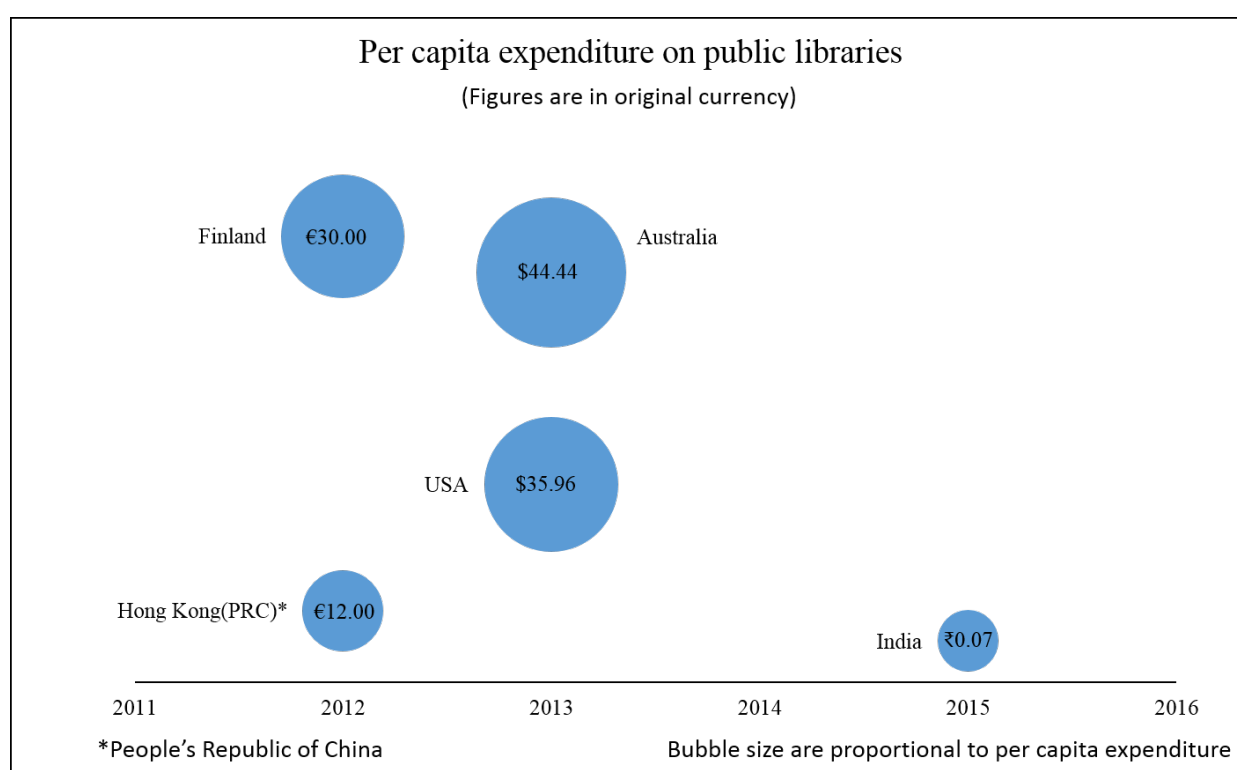


Figure 7: Comparison of per capita expenditure on public libraries (see note [9]).

1.7 Library cess in South vs. North India

According to the International Federation of Library Associations and Institutions standards, 'there should be one public library for every 3000 people and with over 1.21 billion people, our country needs more than 4,03,333 public library units, which means there may not be even one public library for 8–10 rural villages' (Jeevan, 2008; Kalyane and Venkatappaiah, 1997). An analysis of state library legislations in India reveals that Tamil Nadu, Andhra Pradesh, Karnataka, Kerala and Goa have legislation with library cess (see map in Figure 5; Figure 6 shows library cess). Tamil Nadu has the highest library cess at 10 per cent, and Goa has the least at 1.67 per cent. The states that have library legislations should revise the cess and ensure the decentralised book procurement at the district and municipal levels. They should also enhance library services with Online Public Access Catalog (OPAC) and provide access to electronic books, journals and databases (Avadaippan, 2015).



Figure 8: Reference Section, City Central Library, RPC Layout, Vijayanagar, Bengaluru. Source: B. Preedip Balaji

In order to provide access to learning resources and other services, public libraries need financial autonomy and independence. Except the five states shown in Figure 6, the other 14 state legislations have no teeth to secure financial security for libraries. This deters states from scoping, integrating and expanding their library services. There is no relationship between the capacity of a state to spend on public libraries and its willingness to invest, as various states have dismally poor expenditure on public libraries and have failed to ask for sustainable funding to build strong societies, even as the centre has been releasing funds for states (Majumdar et al., 2003). Figure 9 shows the state-wise financial assistance provided (IndiaStat, 2012a) and Figure 10 shows the assistance provided to public libraries below district level for the construction of buildings and for modernisation (see IndiaStat, 2010, and IndiaStat, 2012b).

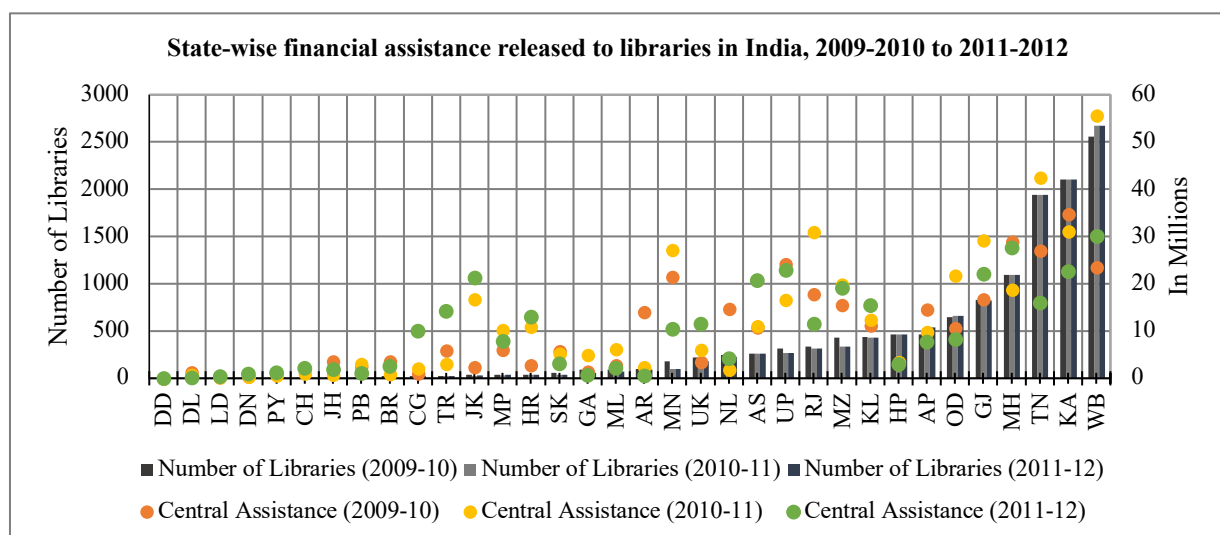


Figure 9: Central financial assistance released to public libraries in India

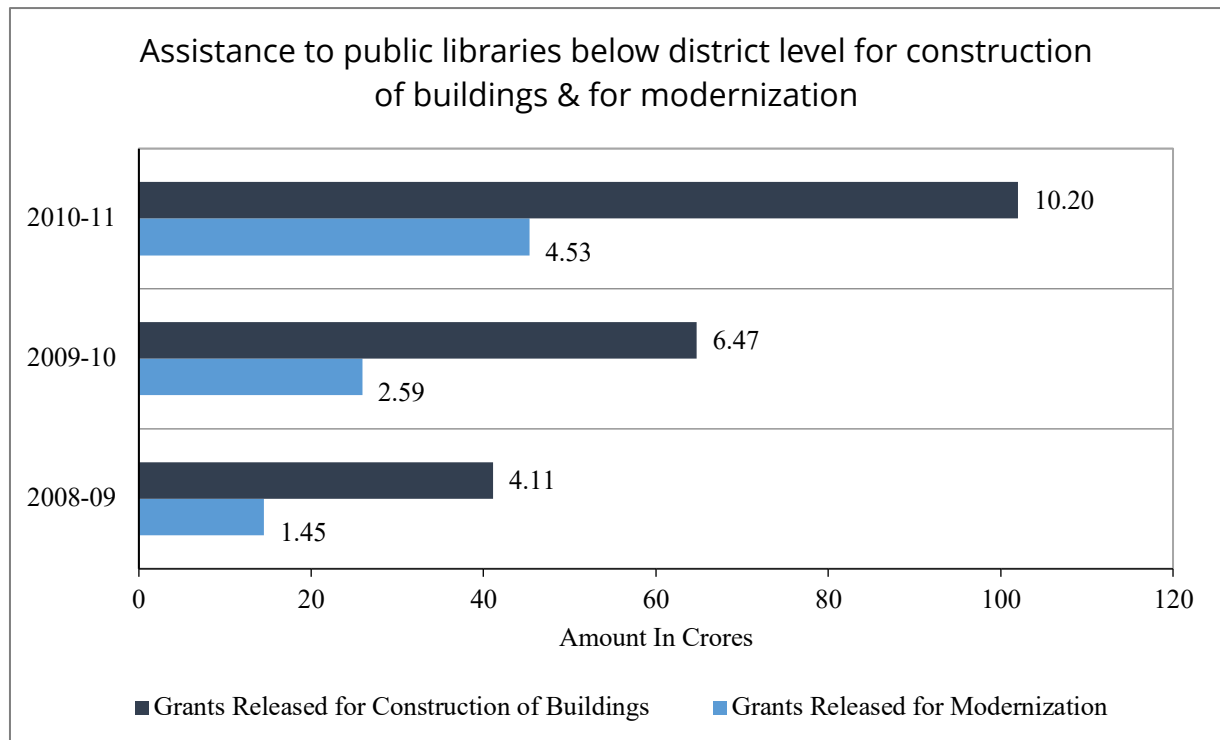


Figure 10: Assistance for construction of buildings and modernisation

2. Research questions

In reviewing the policy perspectives of public libraries in India, our fundamental research question is to find out the number of public libraries in India. We investigated all state public library legislations, library cess and managerial aspects to posit them in a national context with various sectoral viewpoints. The following are the research questions for this review:

1. How many public libraries are there in India—national and state wise?
2. What is the rate of library cess (tax levy) in state library legislations?
3. What are the sectoral challenges and opportunities for public libraries in India?

3. Observations and analysis

3.1 Why is there a policy paralysis for public libraries?

S.R. Ranganathan, the father of library science in India, drafted a model legislation for the governing of public libraries that could be replicated at the state level, but his efforts with the Union Library Bill, 1948 was never legislated. His efforts for the erstwhile state bills in Bombay, Uttar Pradesh, Kashmir, Cochin, Travancore, Bengal, and Madhya Pradesh met a similar fate. One of the obstacles in their implementation was the inclusion of compulsory financial clauses about library grants and library cess (Srivastava, 1961).

In the 70 years after independence, as policies of education and culture evolved, either the Ministry of Culture or Ministry of Human Resource Development should have seized opportunities for development of public library policies. If policies had been adopted, many missions and programmes would have directly impacted on literacy and the educational empowerment of people, especially children and women (Jambhekar, 1995).

There is a need to favourably posit libraries as instruments for learning and development in the National Policy on Education, 2016 (MHRD, 2016). Table V shows the various plans introduced by the Government of India. The outcomes of Twelfth Five Year Plan, 2012–2017 need to be evaluated further.

Report name	Plan period	Financial allocation	Main provisions
Report of the advisory committee for libraries in 1957, with K.P. Sinha as the Chairman	Second Five Year Plan, 1956–1961	Rs. 240 crores, out of which Rs. 0.9 crore was spent on library development	The committee drafted a Model Library Bill and drew up a 25-year plan

Report name	Plan period	Financial allocation	Main provisions
Working group on libraries in 1964, constituted by the Planning Commission of India	Third Five Year Plan, 1962–1967	Rs. 560 crores for education	In 1962 the central government sent a Model Public Libraries Bill to the states
Working Group on Development of Public Libraries, constituted in 1972	Fourth Five Year Plan, 1969–1974	Rs. 13 crores	The group recommended the constitution of a National Library Board, but RRRLF was established in 1972. The National Library of India (Amendment) Act was passed in 1976
Working Group on Modernisation of Library Services and Informatics for the Seventh Five Year Plan, appointed by the Planning Commission in 1983	Sixth Five Year Plan, 1980–1985	Rs. 83.9 crores for art and culture	In its 1984 report, the group recommended the formulation of a National Policy on Library Services and Informatics
Committee on National Policy on Library and Information System (CONPOLIS), under the chairmanship of D.P. Chattopadhyaya, appointed in 1985	1985–1986	Not applicable	The Committee prepared its final report, 'National Policy on Library and Information Systems: A presentation', and submitted it to the Minister of Human Resource Development in 1986
The Model Public Libraries Act, as discussed in the national seminar on 14 February 1990, organised by ILA and RRRLF	Eighth Five Year Plan, 1985–1990	Rs. 727.6 crores for art and culture	The plan of the National Cultural Policy, 1993 merged the National Policy of Library and Information Science, the National Book Policy and other related policies
A high level advisory body, National Knowledge Commission, to the Prime Minister of India, constituted under a working group on libraries	Eleventh Five Year Plan, 2007–12	Rs. 1000 crores and a matching grant from private sector	The working group submitted their report, titled 'Libraries, gateways to knowledge: a roadmap for revitalisation,' in 2006

Report name	Plan period	Financial allocation	Main provisions
High Level Committee on National Mission on Libraries established by Government of India	Twelfth Five Year Plan, 2012–2017	Rs. 400 crores	Recommendations: i) Creation of National Virtual Library of India (ii) Setting up of NML Model Libraries (iii) Quantitative and Qualitative Survey, (iv) Capacity Building

Table 5 List of policy advisories and public library legislation plans

3.2 NGOs and public libraries

NGOs and state governments' grant-in-aid support help running public libraries and extension activities in many states. NGOs run 20 libraries in Tripura and 20 in Uttarakhand; the government in Uttarakhand recognises the latter. Voluntary organisations run 356 libraries in Manipur. NGOs and voluntary organisations run 86 libraries in Meghalaya and 103 in Goa. NGOs collaborate with other bodies to run 4,000 non-sponsored libraries in the villages of Bihar and Jharkhand; 2,426 in West Bengal, and 114 in Assam. NGOs in Uttar Pradesh govern 400 public libraries (Banerjee 2015). Pyati and Kamal (2012) reported that the NGOs and other voluntary agencies play an active role in the development and management of public and community libraries in and around Bengaluru.

3.3 Impetus for GLAMs

India's strength as a democracy lies in its diversity, pluralism, and multilingualism. In order to preserve its past, the government needs to adopt strategies to improve the archiving and preservation of historical materials and records across the GLAM sector. Although they function in siloes, GLAMs are interconnected in a digital environment. They work toward collecting, preserving and providing access to learning and development resources such as books, journals, maps, artefacts, and films (Marcum, 2014).

India should plan and provide its citizens access to more of these spaces. Although India is one of the fastest growing economies with a high GDP, gross disparities and the socio-economic conditions such as inequality, poverty, and illiteracy are widespread. Municipal restructuring, rural and urban reforms should prioritise the development of local libraries for public use. Several legislations exist in the broad framework of the 'culture sector'; yet, the reality on ground is far from the laws in place. Access to these services continues to be a dream for most people.

Reviving cultural and heritage institutions to raise awareness, arts conservation, and networked access to scholarly resources should be integrated and developed. We have government-funded, advanced Council of Scientific and Industrial Research (CSIR) laboratories, scientific and technical institutes such as IITs, IIMS, NITs, Indian Institutes of Science Education and Research (IISERs), public-funded central and state universities. The

libraries of these institutions are running on tax payers' money with access to multitudes of licenced e-journals, online databases, and books. However, they remain completely inaccessible to the public.

According to the 12th Schedule, Constitution of India (74th Amendment) Act 1992, ULBs are empowered to redefine their role, power, function, and finances in the Nagar Panchayat (semi-urban area), Municipal Council for a smaller urban area, and Municipal Corporation for larger urban areas [10]. This Act defines 18 tasks in the functional domain of these ULBs, stating that 'provision of urban amenities and facilities such as parks, gardens, playgrounds' and 'promotion of cultural, educational and aesthetic aspects,' and should be inclusive to accommodate 'GLAMs'. Should not the local governance, municipal reforms, town and country planning evolve, execute plans, and public policies for local GLAM institutions in our expansive cities and towns?

3.4 Indian Copyright Act, 1957 and fair use for education

The National Policy on Education, 2016 in India and the National Mission on Education through Information and Communication Technology (NMEICT) underscore the use of the Indian Copyright Act (ICT), 1957 to meet the educational needs of Indian learners. Acquiring digital skills is especially important for those in the marginalised section. However, the current objects and provisions of the ICT, does not list 'education or use for educational purpose', hence necessitates a need for licensing of the e-content for knowledge modules in digital education, without infringing the rights of anybody.

Calling for incentive-oriented policies, Prasad and Aggarwal (2015) suggest that there should be a statutory amendment introducing the general provisions containing open ended terms and allowing the judiciary to freely interpret the term to the broadest possible extent. At present the ICT is not prepared to facilitate access to the educational needs of India. Recently in the copyright infringement case of *The Chancellor Masters and Scholars of the University of Oxford v. Rameshwari Photocopy Services*, the Delhi High Court dismissed the petition initiated in August 2012 by the publishers, Oxford University Press, Cambridge University Press, and Taylor & Francis for printing course packs in the premises of Delhi University. The judgement ruled that the reproduction of materials for educational purposes fell within the exceptions to copyright under Section 52(1) (i) of the ICT.

In leading the efforts for print-disabled, the consortia of Sugamya Pustakalaya, an online library for the visually challenged, was launched by the Ministry of Social Justice and Empowerment with a collection of 0.2 million books, being India 's first and largest collection of accessible books for visually challenged set in a cooperative way (Press Information Bureau, 2016). India is on the Marrakesh Treaty enabling the visually challenged access to wide variety of texts. It is the first country to ratify, which 'is to facilitate access to published works for persons who are blind, visually impaired, or otherwise print disabled addresses the

‘book famine’ by requiring its contracting parties to adopt national law provisions that permit the reproduction, distribution and making available of published works in accessible formats such as Braille through limitations and exceptions to the rights of copyright holders, through its Accessible Books Consortium (WIPO, 2014; The Hindu, 2016). Nonetheless, there is considerable work to be done on-ground to provide access to the differently abled, at the policy, technological and service levels.

3.5 Revamping organisational structure of public libraries

The organisation structure of RRRLF, which advocates, funds and supports public libraries, does not have scope for research and development, and for standardisation of library services to integrate with the broader framework of GLAMs, for collaborating with academic libraries, cooperatives and regional networks to interlibrary loaning and facilitating access to scholarly resources (RRRLF, 2016). Without strategy, work plans and assessment, the current system, from the top level to bottom, does not yield the required results, as there is no planning and coordination leading to duplication of efforts and processes, inadequate investment, and wastage of limited resources.

At the all-India level, the administrative structure of the state library legislations varies with their organisational structure and the department under which the public libraries are functioning. Tamil Nadu, Andhra Pradesh, and Karnataka, have a Department of Public Libraries, and Director of Public Libraries. Kerala has a distinct library setup where ‘the libraries are owned by people (registered as a trust or society). Elected representatives are federated at the tehsil (an administrative region), district, and state levels. The libraries are affiliated to the state/district/tehsil council. Public libraries which are directly managed by the state are few—one in Trivandrum and some in the Malabar area (Sharma, 2015). West Bengal works under the Mass Education Extension Department through the Directorate of Library Services with a Minister-in-charge, who looks after the library and information services of the state. Mizoram’s Art and Culture Department for public libraries, Goa’s Directorate of Art and Culture, Odisha’s Directorate of Culture, Rajasthan’s State Language and Library Department, Delhi’s Delhi Library Board, Jammu and Kashmir’s Directorate of Libraries and Research, Meghalaya’s Directorate of Arts and Culture, Sikkim’s Culture Affairs and Heritage Department run their state public library system. Tripura State Central Library is managed by the Minister of Higher Education and Haryana’s public libraries are managed by the Department of Higher Education.

In many states, no qualified professional library staff are appointed, rather officers of the culture or education or art departments look after the library affairs solely or with other responsibilities. At the district level there is no local district library committees; often officers from the Department of Education or the Department of Culture work as part of the district library committees and clearly the legal provisions under the state laws have not been enforced.

3.6 Over-centralisation of book purchase

In Tamil Nadu, Andhra Pradesh and Karnataka, the local library authorities do not have the power to purchase books that are suited to the needs of the local users (Govindaraj, 2001). In Andhra Pradesh, Varalaksmi (2015) noted that 'The book selection and purchase is centralised and is taken care of by Book Selection Committee at the behest of Department of Public Libraries.' To get books 'on demand', typically within 15 or 20 days of the user's request, approximately 10 per cent of budget is sanctioned to Zilla Grama Samiti (ZGS) or the Village Committee. However, the grants from RRRLF to purchase books is completely spent by the Department of Public Libraries. Therefore, there is no autonomy for ZGS/branch libraries in collection building.' Public libraries need to create a relationship and connect with their users to produce results that are strategic, have an impact, and add value to the community, while meeting the requirements of user groups at the local level (Long et al., 2012).

Avadaiappan (2015) recommends decentralisation of control and administrative powers from the state library level to the district or town or village level to avoid wasteful expenditure. The responsibilities and functions of book acquisition should be decentralised from the state or district level to the taluk and village level in order to meet the needs of local users, as a norm for the effective management of the public library system in India.

3.7 Per capita expenditure on public libraries

When this research was in progress, we sent an RTI application (Ref No. F.38-10/2016-Lib dated December 28, 2016) to the Ministry of Culture to find out the per capita expenditure for public libraries in India. In the reply we received, the Ministry of Culture directed the Chief Public Information Officer (CPIO), National Library Belvedere, Kolkata; CPIO Central Reference Library Belvedere, Kolkata; CPIO, Delhi Public Library; CPIO, Raja Rammohun Roy Library Foundation, Kolkata; CPIO, Khuda Bakhsh Oriental Public Library, Patna; CPIO, Rampur Raza Library, Rampur, UP and CPIO, Central Secretariat Library, New Delhi to provide requisite information that we had asked through the RTI.

We received responses from all of them, except Rampur Raza Library, Rampur, UP. However, none of them provided the per capita expenditure details for India, though RRRLF and Delhi Public Library provided their budget allocation from 2011–12 to 2015–16, which is reproduced in Appendix 3.

It is difficult to put a number to the amount of central and state funds that are being spent on cultural infrastructure and social institutions, as there is no financial data available for central and state expenditure on public libraries in India. Within the social sector budgeting, the state governments should report on public libraries, as there is no data available on this. In a few state legislations the expenditure for running the public libraries is clubbed with other funding agencies, departments or ministries. Hence, the budgets get subsumed under those

ministries or departments. The RRRLF or Ministry of Culture, do not report how much the state per capita expenditure on public libraries is.

3.8 State library funds

An analysis of state legislations shows that many states maintain 'Library Funds' to manage public libraries (see Appendix 2). Maharashtra has Rs. 0.25 crores allocated annually for the library fund; Odisha calls this the Odisha Public Library Fund, while Haryana has a State Library Fund. The library cess collected from the local bodies is at the district level. Since there is no provision in the library legislation to transfer funds from one district to another, it is not possible to allocate funds uniformly across all libraries. As there is a paucity of funds in certain districts, the Director of Public Libraries, Tamil Nadu, maintains a general fund, with a contribution of 20 per cent library cess from all local library authorities. This allows for equal distribution of funding for all (Avadaippan, 2015).

4. Challenges and opportunities for library development

As a country in transition enjoying the demographic dividend, India should take this opportunity to turn its challenges into opportunities holistic growth to build a nation of informed citizens. In the light of the above, this section looks at the various challenges and opportunities GLAMs are confronted with:

4.1 Social exclusion

India is a vast country with a growing population of diverse ethnicities, which is transitioning through the urban revolution. This millennial transformation captures a broad spectrum of capacity, public service areas, and different governing structures all leading to a complex, challenging and ever-evolving organisation that defines public librarianship in India.

Libraries need to be more responsive to their patrons' needs, by evolving into spaces that are creative and flexible, infusing a sense of community and belonging, while also anchoring the community's educational and cultural self-perception (Chowdhury et al., 2006; McCook, 2015). Public libraries can certainly leverage their capacity to tackle social exclusion, contribute to community engagement, human rights and work for social justice. There is a need to understand the library systems across the country to organise or reorganise and consolidate the system to public library service area (local to regional level). This can be best done by the local government which can understand the information needs of people through community development and outreach programmes locally. In a caste-ridden society for the marginalised, socially excluded, and Dalits or oppressed from the lowest caste, public libraries need to become far more proactive as an interventionist public institution, with a commitment to equality, education and social justice at its core. Only then will marginalised

and excluded communities be returned to the mainstream of the library world (Muddiman et al., 2000).

4.2 Improving public investment

With 72 per cent of its population in rural areas, it is safe to say that India lives in its villages. There is no public investment in cities and towns for public library infrastructure, combined with a lack of public libraries and an underfunded museum culture have left it in shambles (Pyati, 2009; Janardhan, 2016). The public library system is stagnant since there is no library legislation in 17 Indian states, and there is a lack of uniformity in organisation structure, funding channels, and qualified staff for the growth and strengthening of public libraries.

Operational guidelines for opening new libraries in public aggregation places such as parks, shopping centres and malls, central business districts and other public spaces should be seriously discussed and legislated throughout India. With no financial investment, little has been done to increase revenues in India in order to sustain public libraries for collection development, staffing, programmes, and computers. We need to persuade the central government to do a capital funding along with civil society participation.

Avadaippan (2015) recommends 'constituency development fund of the Members of State Assembly or Parliament at least 3 years in every assembly segment; creation of a 'Library Infrastructure Fund' of minimum Rs. 500 crores with the support of the government, public sector undertakings, MNCs, private donors through public-private partnerships with 100 per cent income tax exemption for investment in GLAMs and allocation of 2 per cent service tax to strengthen this fund to rein in the increasing expenditure.' Built on strong civic movements and participation in library planning, it has been proved in the UK, USA and other developed countries that local cess, endowments, and donations are the main sources of income.

In Scotland, reportedly, based on the taxes paid towards public libraries, GBP 166 is the annual return on investment per user, at a cost of GBP 21 per head of the population (Scottish Library and Information Council, 2015). In Europe, surveys have consistently shown that for every Euro spent on libraries about four Euros come back in economic benefits to the communities they serve (Sipilä, 2015). As the accountability of public library services increase for transparency, the tax-paying public demand value from library services as a return on investment. Communication to state governments through facts and evidences becomes essential to ask for legitimate tax support to build public libraries.

4.3 Publishing and libraries

Dasgupta (2016) reports that 'the value of print book market in India, including imports, is at USD 3.9 billion and its compounded annual growth was 20.4 per cent between 2011–2012 and 2014–2015. It is the sixth-largest book market in the world and second largest for books in English, after the USA. With an adult literacy of 74 per cent expected to reach 90 per cent in 2020, this will continue to grow in India (Mallya, 2016). Here, publishing is a flourishing market

with a growing number of publications in education, science, technology and literature and is one of the few countries in the world where digital and print publishing is still growing. For example, The Wall Street Journal, Forbes have launched their Indian editions in 2009 (Manalan et al., 2009; Sethumadhav Rao, 2016).

According to the Frankfurter Buchmesse (2015), it is claimed that there are approximately 19,000 publishing houses in India out of which 12,400 use the ISBN system and publish approximately 90,000 titles per year. Out of these, 50 per cent of the titles are in Hindi and English, and the others are in any one of the 24 officially recognised regional languages of India. The e-book market is expected to grow three to five times in the next three years and academic publications are also focusing on the e-books segment. Springer, Wiley and Elsevier claim 60 per cent of their sales volume come from digital content and e-books that are available through Amazon's Kindle, Kobo or iBooks among other device markets. Sixty-two per cent of the publishers are currently publishing e-books and print publishing is here to stay, though there is a concern about the quality of books and standardisation of book products and monographs in terms of quality binding and using sustainable resources for printing.

Concerning quality, Mallya (2016) says, 'government schemes for supplying books to school and government (public) libraries are often subject to corruption. By colluding with procurement officials, opportunist private publishers produce books of questionable quality, get them selected for library purchases and some base their business models on such transactions.' Further, she says waiting on an industry status, 'much need[s] to be done to structurally improve the Indian publishing industry with a better trained workforce, more opportunities for collaboration, sensitive leaders and policymakers and a cohesive plan for the future.' That is why the procurement guidelines and operational procedures should be standardised for open and transparent processes.

4.4 Revising Delivery of Books and Newspapers (DB) Act, 1954 with a legal deposit provision

The rules and regulations of the National Library Act, 1948, should be more flexible in matters related to management and policy, as the National Library is under the administrative control of Ministry of Culture, Government of India. A National Library Board should be constituted with powers to handle the functions with an independent board of directors for decision-making (Biswas, 2012). If publications are deposited with the National Library, it will help to continue publishing the Indian National Bibliography (started in 1958). This can be incentivised as publishers do not follow the rule of law that require copies to be deposited in any four of the national deposit libraries. Further, if the DB Act, revised as Delivery of Publications Act is incorporated under the ICT 1957 with the legal deposit provision, it may ensure that the entire nation's published output is collected and preserved for future. The national library system should consider extending the DB Act, which mandates that a publisher deposit a copy of the publication in one of the four regional public libraries free of

cost, to public universities through strategic funding and monitoring to preserve the publications and archives.

Legal deposit strongly influences digital preservation and aims to ensure that access to a nation's published cultural material in libraries and archives is preserved. Hence, the National Library should plan for digital preservation and frame guidelines for permanent access (Verheul, 2006). Since 2006, The Deposit of Books, Newspapers and Electronic Publications in Libraries Bill 2013, is under consideration for repealing the old Act (Ministry of Culture, 2014). Moreover, India is celebrating 200 years of printing, hence the government and the Federation of Publishers' and Booksellers' Association should work closely to set up standards for the book industry, which will boost the book business and will benefit library development. It should also aid in launching Cataloguing-in-Publication programme to facilitate cataloguing. With the increase in digital content publishing, the government in coordination with the industry should set up standards for publishers, libraries and software developers to establish the information industry standards, along the lines of National Information Standards Organization (USA) that will standardise and tremendously benefit GLAM communities.

4.5 Cataloguing standards for discoverability

Establishing and maintaining catalogue rules (e.g., Anglo-American Cataloguing Rules, AACR 2, Machine-Readable Cataloguing, MARC 21) for descriptive and subject cataloguing, data formats and communication interfaces for metadata (e.g., Dublin Core Metadata Initiative, DCMI and Resource Description and Access, RDA) and authority files for the choice of terminology used to describe collections using controlled vocabularies for namespaces (e.g., Virtual International Authority File), are the norms in libraries.

Initiatives on integrating metadata among GLAMs for interoperability among technologies, encouraging creative collaboration among disciplines for the future of metadata becomes essential. The government should establish an office or a department for creating, implementing and monitoring the standards of cataloguing and integrating metadata standards across GLAMs in India, supporting Indic/Asian languages, Unicode-compliance for multiple languages, and AACR-MARC-RDA standards tailored to the needs of Indian cataloguing requirements. This will help to have trained personnel to maintain cataloguing standards centric to the processing of Indic languages, and recording manifestations of works, and two and three-dimensional resources.

Through the Cataloguing-in-Publication programme, right from the National Library to the local libraries, the cataloguing agency publishes cataloguing details on a book when it is released. Cooperative cataloguing of publications is recommended to create and access authority records and subject headings. This saves the cataloguer's time and the productivity of the nation's published resources are recorded at the local level by copy-cataloguing as

public libraries can be interconnected with state library agencies, networks, systems, consortia, library cooperatives, social networking, groupware and collaborative systems (McCook, 2011).

As part of the accessibility campaign, the Abhilekh-Patel programme is being implemented by the National Archives of India to enable online access to archives and to integrate this metadata with other cultural institutions. Libraries are planning to use vendors (e.g., Innovative Interfaces, Inc., Zephheria, Sirsi BLUECloud) to publish their catalogues as linked data and provide it as a service to improve library visibility on the Semantic Web (Innovative Interfaces, Inc. 2016) and are working towards RDA compliance through regions by establishing standards for both academic and public libraries. For example, see the IDS information network of the German speaking part of Switzerland [11]. Governments, both state and central, along with GLAM communities, should prepare the ground for the future of cataloguing, enabling semantic discoverability of library content, both print and licenced.

4.6 Government information for public

The central and state government produce enormous volumes of data and publications, but no valuable standards or programmes are maintained to ensure that all records are preserved to be made available to the public. Since there is no centralised scheme for government publication control, the nation has lost valuable historical records published by the government in the past. As a national resource, government information should be available to anyone with national interest (Barua, 1992). A good example of this practice is that of the USA Federal Depository Library Programme [12] running in the public university libraries, facilitating access to government information for all in the USA free of cost.

The Right to Information Act (RTI), 2005, became a watershed development in India empowering citizens to learn about the workings of the government machinery. Public and local libraries should be empowered to provide government information to the public. Public libraries can be institutionalised at the local level, to help the common man learn about and access RTI Act, as even after 17 years, awareness of the law, its provisions and potential are relatively low among the public.

4.7 Training and development

The changing information marketplace and infrastructures require librarians to be capable of foreseeing the emerging information landscape in the 21st century. In India, public librarians work through the changing community demographics, funding challenges, lack of adequate infrastructure, exposure to new technologies, and poor compensation. Hence, their capacity building programmes and missions should be taken up at the national and regional level. India needs to capitalise on existing infrastructure and a large pool of human resources with a common vision for building a knowledgeable society. Hence, it needs to check the quality of library and information science programmes, and a council of education for librarianship to

ensure service learning into LIS education for more action-based, policy-oriented research (Jeevan, 1999). As a profession responsive to its publics, there is a need to connect library science education to the ideals of community development. This encourages service learning to engage students and universities, attracting the best of staff for public librarianship (Yontz and McCook, 2003).

4.8 National plan for public library service

The library vision or the public policy legislation begins with understanding current performance and preparing or revising a public library policy (Network for Information and Digital Access, 2012). Singh (1960) recommended a larger start area for public library service (for example 50,000 as a demographic unit for tax base) and it is possible to achieve larger units through smaller units in the region.

There is a need to strategise to serve different age groups (children, youth, adults and seniors) and a diverse user-base including migrants, illiterates, artisans, tribal groups, unemployed, disabled and semi-skilled youth. The government should work on a national plan for public library service to establish standards (Gill, 2001). A library building should be planned such that it is at an accessible location and is sized according to the number of people it is designed to serve. Further, public library buildings should have bigger spaces, equipped with audio-visual facilities for films, sound-proofed listening rooms to accommodate events, meetings, conferences, and should be adaptable to expansion at the local and regional levels, as had been the practice.

In the USA initially '50,000 people was thought to be the minimum adequate tax base for a library facility, but by 1950s, this was raised to 100,000 changing the smaller independent libraries into larger systems. The American Library Association between 1950 and 1970 established guidelines and empirical standards and it was for the size of public libraries based on population. The assumption was that 0.09 sq. m (1 sq. ft) of space and three to five books per capita and five seats for every 1,000 people served would be adequate. As collections grew they occupied almost 50 per cent of the usable space in the building. These newer libraries had book lifts and high-density storage for materials. Technical spaces were designed for efficient flow of materials (Lushington, 2016, p. 43).' Across the USA, 304.8 million people, or 95.6 percent of the total population, lived within a public library service area.

In Australia, there is one public library service point for every 15,000 people (see note [9]). As Wong (2016) says, recent trends show many new public libraries co-exist and share facilities with another institution, collaborating and presenting different types of community spaces. For example, in India, Habitat Library and Resource Centre (HLRC) is at the India Habitat Centre, New Delhi. IHC is housed in nine acres of land and is home to many organisations such as TERI, HUDCO, NHB, CII, ILO and a Visual Arts Gallery of 5,000 square feet space. It is a shared facility and provides performance venues for cultural activities as well.

4.9 Privatised education and public libraries

Many countries provide free schooling, like German speaking countries such as Austria, Germany and Switzerland. The Central Library Zürich, Switzerland is an example of how the state, city and the university came together to open the library to the public without requiring a membership or fees to access its resources. In Switzerland, many libraries provide unlimited borrowing and access to public library resources (see figure 11), through a well-organised library cooperative and the national licence of electronic resources initiated and funded by the Swiss government and the Consortium of Swiss Academic Libraries for the public [13].

Increasing private schools and huge tuition fees deter access to a large section of the society in India to a host of learning resources—books, films, online databases and multimedia—for children, adults and independent scholars, who do not have any institutional affiliation.



Figure 11: Regional library at Affoltern am Albis, Zürich.

Source: B. Preedip Balaji

4.10 National public licence of e-resources

In a modern academic library setting, electronic books, journals and databases take up 50–70 per cent of the allocated budget. In the higher education sector for academic or research work, an average pay-per-view cost of article is USD 37.72 (Lemley and Li, 2015). Unless these resources are made available by cooperatives, consortia on cost sharing and authorised licencing, it is impossible to access journal articles or any other database for reference at a time when science, technology, engineering and medicine (STEM) academic and reference resources are expensive even in developed countries.

Ideally, if the state or nation can negotiate a licenced consortium for all tax-paying public in India and provide access to these resources through public libraries would be revolutionary. Considering this, Ministry of Culture and the National Library of India can negotiate with various publishers and booksellers, to have a licenced Digital Library Consortium of India for the public. Alternately this can be dealt with extending and integrating any existing consortium for state public libraries through negotiated contracts (e.g. E-ShodhSindhu Consortium for Higher Education Electronic Resources).

Denmark's Electronic Research Library is a pioneering organisational and technological collaboration between Danish academic, research and educational institutions. As a national consortium cooperates with public libraries for resources sharing; it collaborates with more than 75 national and international publishers and provides services to more than 175 institutions. Another example of this at work is Germany's DFG National License, which negotiates pricing models and agreements with electronic-media acquisitions and tested innovative licensing models across academic, research and public libraries (see note [14]).

There is a huge need to have a national licence of electronic resources for pooling, sharing, and augmenting access with the existing knowledge infrastructure, grids and consortia (e.g., National Knowledge Network). Growth of digital-born electronic resources and device-driven content necessitates public libraries invest more in e-books and electronic devices for loaning; electronic book readers to facilitate digital access and information services. An e-book solution can be provided catering to the whole nation for all on a national digital platform. For example, Singapore allows the public to borrow e-books on the app NLB Mobile (National Library Board, 2014).

4.11 Library automation and networking

An analysis of the Library Management System (LMS) across India shows that Koha is being used in the public library systems of Kerala, Tamil Nadu, and New Delhi. E-Granthalaya, a LMS developed by the National Informatics Centre is used in Meghalaya State Central Library and in Jammu and Kashmir public library system. The T.S. Central State Library, Chandigarh and Punjab use LibSys, a proprietary software. Goa State Central Library and in West Bengal Public Library Network. Maharashtra and Andhra Pradesh Public Library system have their own in-house LMS. In Rajasthan, the government has brought all the public libraries under the e-library project.

Matoria et al., (2007) described the challenges the country has been facing in trying to automate and integrate library resources and services, mainly the 'greater orchestration of funding provision, acquisitions of systems, data entry of catalogues, hosting and the need for legal support for libraries.' Looking at the adaptation of e-Granthalaya launched in 2003, out of 4136 installations across India, 131 in 2014, 238 in 2015, 366 in 2016, and 542 in 2017 were undertaken by public, school and government libraries as on 31 March 2018 (see note [15]).

Public libraries should work towards investing in the regional networks and cooperatives for inter-library loaning of books and document delivery (Sahoo, 2016).

4.12 Local economic development

One of the biggest challenges that India faces is regional imbalances—wherein certain regions are neglected by the government's financial support for development of backward regions. As a result, the state's reorganisation issues and issues of dividing bigger regions or states into smaller ones for economic development became unthinkable—as in the residual state of Andhra Pradesh was divided into Telangana and Andhra Pradesh and so on. In order for economic development, the country is transforming from a large agrarian economy to a knowledge economy where regional development can help generate employment, reduce rural-urban migration, and improve local livelihoods.

Correspondingly, people's aspirations, business interests and information need to come to the fore and public libraries play a vital role in facilitating information resources access, and physical spaces. For the new economy, which is dependent on ideas and information industries, public libraries build strong and resilient economies. They contribute to local economic development, improving early literacy; preparing strong skilled workforce for diverse careers and opportunities; small business support for entrepreneurs and self-employed persons by providing access to electronic resources and physically developing areas. Public libraries not only strengthen community capacity but also drive local economic development, and aid in making vibrant and liveable spaces (Urban Libraries Council 2007).

4.13 Smart, digital and skilled India

In bridging the gaps of the digital divide, public libraries should offer programmes to teach digital skills (how to use computers, smartphones and apps). This allows people to use makerspace with printers to make different kind of objects (as a community space with other members for a do-it-yourself process) and provide comfortable reading, technology and working spaces to curate and conduct exhibitions, meeting rooms and cultural events.

According to Americans, public libraries contribute a lot to communities 'as a safe place, a source of educational opportunity, and trusted information, as well as a place to ignite creativity in young people; 74 per cent of women consider public libraries as safe places as against 65 per cent of men (Horrigan, 2016).' Public libraries, with their national reach, are in a position where they can leverage gaps in the digital divide in the USA (Chaudhuri and Flamm, 2006).

With the mushrooming educational institutions and enrolments in India, what the young population need are bridge courses, skills and competencies for career directions and for finding jobs. If the public libraries are equipped enough for facilitating formal and non-formal training, and capacity building, they can certainly fill the gaps in the current education system.

Smart Cities, Digital India, Skill India Missions strive to enhance the quality of life, provide digital literacy and skilled labour for the economy to bear fruitful results and other flagship programmes of government such as Startup India, Make in India and Digital India that aim to develop entrepreneurial skills to promote innovation among the youth. Public libraries can play a greater role to facilitate formal and informal training with adequate infrastructure and scholarly information resources.

4.14 Public libraries and internet use

With the Indian telecommunications market reaching widely, internet use in the country is increasing. As an experiment, public libraries can be used to see how the government can facilitate internet access, specifically for the 'public internet access programme' and the 'information for all' features of the Digital India Mission. There is an opportunity to connect information highways, and public libraries can offer free access to computers, broadband and Wi-Fi. For building a digital infrastructure for empowering citizens, many applications and devices, both on laptops and handheld (e.g., social media sites, streaming videos) can be tested. This will help to reach many to teach basic computing and technology skills, to use the internet and basic programmes such as word processors and social media, as part of citizens' education to provide digital skills.

4.15 National Mission on Libraries (NML)

The Government of India initiated a high-level committee on National Mission on Libraries (NML) in 2012. Following its recommendations, RRRLF had launched the NML in 2014 executing the following projects:

- 1) creating a National Virtual Library of India
- 2) establishing NML model libraries
- 3) carrying out Quantitative and qualitative survey of libraries and
- 4) initiating capacity building programmes for staff.

Since the above projects are in implementation stage, this needs more evaluation to understand its outcomes, reach and achievements, which is beyond the scope of this article.

5. Conclusion: ending information poverty in India

India is a large country of 1.34 billion people, with a predominantly rural population, living in 6,40,000 villages, which needs funding to develop the GLAM sector. GLAM institutions are great information equalizers and community anchors of lifelong learning, given the larger goal of building and strengthening a knowledge society. The government needs to align its priorities to serve users and learners and work towards universal education and accessibility of information. Public libraries are indispensable as a community hub to enrich and nurture

knowledge and mould intellectuals. Unfortunately, in India, there is a huge paucity of cultural spaces, especially for learning and development. The central government should make it mandatory for states to provide library services through a library legislation and create a Model Public Libraries Bill for the 17 states that do not have legislation. There is a need for greater integration and coordination among various public libraries in order to gain the maximum benefits and use available resources in the best possible ways.

Given the intense and sector-specific nature of information required by various communities of practice (e.g., agriculture, science and technology), the government should consider expanding the current network of public libraries and collaborating with academic, special and government libraries for resource sharing and consortial benefits. Under a decentralised government structure, there is a need to empower ULBs, including the GLAM sector, in public spending as part of larger governance reforms geared towards engaging and integrating communities to promote equality and inclusiveness at the local level. Going forward, more practice-oriented, policy-driven research for web archiving, digital preservation, conservation and archiving initiatives should be taken up on priority in the culture sector. Government and policy makers should understand that in order to bring about social transformation and change, the GLAM sector can play a pivotal role in tackling significant inequalities in society and creating a healthy, skilled and entrepreneurial workforce. It can help secure the future of the youth, of children and families at risk; it can also help to realise the economic potential of citizens and thereby enable a strong, fair and inclusive society.

For multiple purposes, libraries are increasingly reinventing themselves to facilitate makerspaces, social gaming and events—as spaces that strongly embody human rights, social justice, community development, information literacy through continuing education, and access to cultural heritage. Public libraries can help equalise opportunities for citizens, and play a national role by catering to children, adult and youth (McCook, 2011). Development of libraries should have an emphasis on understanding the community's needs, on having friendly and open public spaces along with programmes and services for all age groups. It should also offer various kinds of media and technology for socially disadvantaged groups. To this end, library services have to be efficient, of high quality and responsive to local people's needs (Scottish Library and Information Council, 2015). If we want public libraries to become landmarks in our vibrant cities and towns, then the government needs to up its game, drag the public library system into the 21st century and prepare for the challenges India faces in a digital world. These challenges include addressing issues of privacy, building democratic values, which crucially include free speech, freedom of thought, and equal access to information (Buschman, 2016).

Davis and Taher's (1993) critique continues to resonate today that

'some in the library establishment are convinced that the government is interested in libraries and literacy on only a marginal level. Though individual states differ greatly in their provision of library service, a prevalent idea seems to be that passing library legislation by itself will result in great advances, whereas funding and implementation have frequently failed to support legislation.'

Banerjee (1996) highlighted the huge gaps between lawmakers and public libraries:

'at one end of the spectrum the country can boast of a highly specialised information retrieval system, but at the other end stands the common man who has no access even to basic reading materials or advice because of the lack of a public library network spread throughout the length and breadth of this vast country.'

While there is an 'information flood' in some places, there is an 'information drought' in many others.' Britz (2004) terms this as 'information poverty',

'where individuals and communities do not have the requisite skills, abilities or material means to obtain efficient access to information on the moral, ethical grounds and hence social justice should prevail to guide the social, economic and political initiatives to end information poverty to create a fair information society.'

As early as 1971, Gardner predicted the mess we find ourselves in today: 'It is surely time for the Government of India to make a definite move, if only because otherwise it is faced with a series of defective and conflicting acts by the states' (1971, pp. 272–273). Library associations and GLAM stakeholders need to lobby for a robust national policy and collectively reclaim their position in the public sphere as public institutions with a crucial role in nation building.

The National Mission on Libraries (2014-2016), made a good start to explore the policy questions for public libraries. However, its outcomes, reach and effects should be evaluated further, as its implementation is underway. As nations adopt the post-2015 Development Agenda to fulfil the Sustainable Development Goals (SDGs), there is an opportunity for India to address this lacuna in public policy related to public libraries. It is an opportunity to engage with and act upon a national policy to achieve wider access to information, universal literacy, public access to information and communication technology and cultural heritage, according to UN 2030 Agenda (Bradley, 2016).

India should proactively pursue these goals and counter the challenges of sustainable GLAM policies and development in the 21st century by enabling the GLAM sector to play a vital role in achieving the SDGs by 2030.

Appendices

Appendix 1: Zone wise public library categories in India

East Zone, West Bengal	South Zone, Karnataka	West Zone, Maharashtra	North Zone, Punjab
State Central Library	State Central Library	State Central Library	State Central Library
Government Library	Children Library and Central Library	District Library	District Library
Sponsored District Library	City Central Library	Division Government Library	City/Town Library
Town Library	Gram Panchayat Library	Research Library	Village Library
Rural Library	Branch Library	Grant-in-aid Library	
Aided Library	Nomadic and Tribal Library		
Non-sponsored Library	Children Community Centre		
Community Library & Information Centre	Mobile Library		
	Reading Room		

Appendix 2: Salient features of state library legislations in India

S. No	State legislation/year	Library cess – Yes/No	Sources of finance and revision of tax	Percentage (%)	State library fund
1	Tamil Nadu (Madras) Public Libraries Act, 1948	Yes	Surcharge on property tax or house tax levied in the district municipalities area at the rate of 3 paise for every rupee since 1950; revised at 5 paise in 1972 and 10 paise in 1992	10%	Local Library Authority (LLA) maintains a library fund, which includes: 1. Library cess 2. Contributions, gifts and income from endowments 3. Special grants from government for any specific purpose, and 4. Fees, fines and other amounts collected by LLA
2	Andhra Pradesh (Hyderabad) Public Libraries Act, 1960	Yes	Surcharge on property tax or house tax levied in the district municipalities area at the rate of 4 paise for every rupee	8%	District Library Council/ZGS maintains a library fund, which includes: 1. Contributions, gifts and income from endowments 2. Special grants from government 3. Funds collected by DLC bye-laws under this act
3	Karnataka (Mysore) Public Libraries Act, 1965	Yes	Surcharge on tax on lands and buildings, entry of goods, vehicles, professions, trades, calling and employments at the rate of 3 paise per rupee; state government's annual	6%	Every city/district library authority shall maintain a fund called city/district library fund, which includes: 1. Contributions, gifts and income from endowments made to the State Library Authority 2. Grants from central and state governments 3. Funds collected by LLA bye-laws made under this act

S. No	State legislation/year	Library cess – Yes/No	Sources of finance and revision of tax	Percentage (%)	State library fund
			grant to every district library authority of an amount equal to [6 per cent] of the land revenue collection of the district		
4	Maharashtra Public Libraries Act, 1967	No	No cess is levied	-	State library fund includes: 1. Rs. 2.5 million every year from the state grant 2. Contributions and special grants from the state or central government 3. Any contributions or gifts by the public
5	West Bengal Public Libraries Act, 1979	No	No cess is levied	-	LLA maintains a library fund, which includes: 1. Contributions, gifts, and income from endowments made to LLA 2. Grants from government and other amount collected by LLA
6	Manipur Public Libraries Act, 1988	No	No cess is levied	-	Library fund maintained by every District Library Authority (DLA) for which state government will contribute annually besides: 1. Income, contributions and gifts from endowments 2. Special grants by state government for any specific purpose 3. Fund and other amounts collected by DLA under any rules and bye-laws.
7	Kerala Public Libraries Act, 1989	Yes	Surcharge on the building tax or the	5%	State Library Council maintains a state library fund, which includes: 1. Grants from state

S. No	State legislation/year	Library cess – Yes/No	Sources of finance and revision of tax	Percentage (%)	State library fund
			property tax at the rate of 5 paise per rupee; one per cent of state education budget every year		government/central government to State Library Council 2. Contributions, gifts by any person, body or authority. 3 Provident fund, superannuation fund, welfare fund and other funds of Granthasala Sanghom 4. Cess collected
8	Haryana Public Libraries Act, 1989	Yes	Surcharge on property tax and house tax at the rate fixed by state government from time to time in every local body in a district	-	There are 3 types of funds, state library fund, district library fund and city/town/ block/ village library fund, which includes: 1. Contributions received from central government 2. Special grants from central and state government 3. Gifts, contributions and endowments received
9	Mizoram Public Libraries Act, 1993	No	No cess is levied	-	Government sanctions grant-in-aid to recognised village libraries
10	Goa Public Libraries Act, 1993	Yes	Surcharge on excise duty payable at the rate of 50 paise per proof litre of Indian Made Foreign Liquor and 50 paise per bulk litre of beer since 1997. This is revised at Rupee 1 per bulk litre of IMFL since 2011.	1.67%	Government shall frame the annual budget of public libraries in the state. Government constitutes a library fund which includes 1. Contributions, grants and any special grants from government 2. Gifts from public
11	Gujarat Public Libraries Act, 2001	No	No cess is levied; Director of Public	-	State library development fund consists of 1. State and central government grants 2.

S. No	State legislation/year	Library cess – Yes/No	Sources of finance and revision of tax	Percentage (%)	State library fund
			Libraries prepare annual budget for the Directorate of Public Libraries		Contributions and gifts from public or any other agency
12	Odisha Public Libraries Act, 2001	No	No cess is levied	-	Library authority maintains Odisha public library fund, which includes: 1. Grants made by government, RRRLF and other sources 2. Contributions, donations and gifts made by any person. 3. Endowments, donations and bequests made by NRIs and corporate house. 4. Interest on fixed deposits and receipts form any other source
13	Uttarakhand (Uttaranchal) Public Libraries Act, 2005	No	No cess is levied	-	Fees for libraries is imposed and others are 1. Grants from RRRLF, central government. 2. District Library Authority maintains library fund, which includes: a. Contributions, gifts and income from endowments made to DLA. b. Special grants from government for specific purposes. c. Funds collected by DLA bye-laws under this act.
14	Rajasthan Public Libraries Act, 2006	No	No cess is levied	-	State library development fund consists of: 1. Grants from state government grants and central grants for modernising and developing library. 2. Contributions, gifts and income from endowments

S. No	State legislation/year	Library cess – Yes/No	Sources of finance and revision of tax	Percentage (%)	State library fund
15	Uttar Pradesh Public Libraries Act, 2006	No	No cess is levied	-	Finance comprises: 1. Library development plan of centralised and decentralised annual and five-year plan and non-plan budget of the state 2. If necessary state government raise additional resources to develop the public library system
16	Lakshadweep Public Libraries Act, 2007	No	No cess is levied	-	Department of art and culture maintains the public libraries
17	Chhattisgarh Public Libraries Act, 2008	No	No cess is levied	-	Finance comprises: 1. Library development plan of centralised and decentralised annual and five-year plan and non-plan budget of the state 2. If necessary state government raise additional resources to develop the public library system
18	The Bihar State Public Library and Information Centre Act, 2008	No	No cess is levied	-	State government constitutes an independent fund called state library fund which includes: 1. State government grants; RRRLF grants, district development fund grant, MP/MLA fund 2. Interest and profits from investments; grants and donation received from private companies, organisations, institutions and persons

S. No	State legislation/year	Library cess – Yes/No	Sources of finance and revision of tax	Percentage (%)	State library fund
19	Arunachal Pradesh Public Libraries Act, 2009	No	No cess in levied	-	Government provides funds in the annual budget and the public library development fund consists of 1. Funds from central government 2. Gifts by public or any other agency

Appendix 3: RTI response to per capita expenditure on public libraries
(Budget of the Delhi Public Library and RRRLF are reproduced here)

Plan allocation: Raja Rammohun Roy Library Foundation (Rupees in Lakhs)

No.	SUB-HEAD/ SCHEME	Allocation 2011-12	Allocation 2012-13	Allocation 2013-14	Allocation 2014-15	Allocation 2015-16
I	<u>Promotion of Library Services</u>					
A	<u>Matching Schemes</u>					
1	Assistance towards building up adequate Stock of Books	1277.00	1276.00	1372.00	1640.00	1850.00
2	Assistance towards organisation of Mobile Libraries and Rural Book Deposit Centres	3.05	3.00	5.00	2.00	5.00
3	Assistance towards Storage of Books	549.00	400.00	350.00	300.00	300.00
4	Assistance towards Increasing Accommodation	488.00	300.00	450.00	470.00	450.00
5	Assistance towards Seminars, Workshop, Book Exhibitions	48.80	45.00	60.00	120.00	120.00
6	Assistance to Public Libraries to acquire TV-cum-VCP set/Computer for educational Library purpose	176.65	150.00	300.00	125.00	165.00
	TOTAL(A)	2542.50	2174.00	2537.00	2657.00	2890.00
B	<u>Non-Matching Schemes</u>					
1	Assistance to State Central and District Libraries through Central Selection	800.00	1000.00	1110.00	1000.00	1000.00
2	Assistance to Centrally Sponsored Libraries	10.00	10.00	12.00	5.00	10.00
3	Assistance to All India Library Association towards Conference, Seminar etc.	15.00	15.00	20.00	20.00	20.00
4	Assistance to Voluntary Organisations	50.00	100.00	100.00	65.00	65.00

No.	SUB-HEAD/ SCHEME	Allocation 2011-12	Allocation 2012-13	Allocation 2013-14	Allocation 2014-15	Allocation 2015-16
5	Assistance towards development of Children's Libraries & Children Section	50.00	80.00	80.00	50.00	60.00
6	Assistance to Public Libraries towards Centenary Celebration	50.00	50.00	50.00	15.00	5.00
7	Assistance towards Collection & Compilation of Statistics	0.00	1.00	1.00	1.00	1.00
8	Assistance towards development of Children's Corner	50.00	75.00	75.00	17.00	34.00
9	Financial Assistance towards providing facilities for Specially-abled users in Public Lib	50.00	75.00	75.00	20.00	65.00
	TOTAL(B)	1075.00	1406.00	1523.00	1193.00	1260.00
	GRAND TOTAL (A+B)	3617.50	3580.00	4060.00	3850.00	4150.00

Budget allocation for Delhi Public Library for the last five years

Year	Plan	Non Plan
2011-12	3.19 crores	11.70 crores
2012-13	3.11 crores	13.10 crores
2013-14	5.00 crores	13.50 crores
2014-15	5.25 crores	26.27 crores
2015-16	6.00 crores	21.78 crores

Network of Delhi Public Library as follows

Central library	1
Zonal library	1
Branch library	3
Sub-branch library	24
Community library	1
Resettlement Colony library	8
Mobile points	62

Appendix 4: State-wise data on public libraries in India*

*Source: Census of India, 2011; IHS Analysis, 2017. #State code according to Census of India, 2011

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
1	Jammu & Kashmir	Rural	Hamlet	17.8%	34.0%	0	-	-	-	-
			Small village	25.6%	30.2%	0	-	-	-	-
			Medium village	37.8%	28.3%	0	-	-	-	-
			Large village	15.3%	7.5%	0	-	-	-	-
			Very large village	3.5%	0.0%	0	-	-	-	-
		Urban	Million plus city	35.1%	-	-	2.2%	0	33.3%	0
			Other class I city	21.2%	-	-	4.3%	0	0.0%	0
			Class II town	8.3%	-	-	6.5%	1	33.3%	0
			Class III town	11.0%	-	-	21.7%	3	0.0%	0
			Class IV,V or VI town	24.3%	-	-	65.2%	4	33.3%	0
2	Himachal Pradesh	Rural	Hamlet	70.8%	16.7%	0	-	-	-	-
			Small village	18.3%	50.0%	0	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Medium village	9.6%	33.3%	0	-	-	-	-
			Large village	1.1%	0.0%	0	-	-	-	-
			Very large village	0.2%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	24.6%	-	-	3.1%	1	0.0%	0
			Class II town	0.0%	-	-	0.0%	0	0.0%	0
			Class III town	29.7%	-	-	15.6%	2	0.0%	0
			Class IV,V or VI town	45.6%	-	-	81.3%	8	100.0%	1
3	Punjab	Rural	Hamlet	18.3%	21.9%	0	-	-	-	-
			Small village	28.2%	25.4%	0	-	-	-	-
			Medium village	38.1%	38.2%	0	-	-	-	-
			Large village	12.4%	11.8%	0	-	-	-	-
			Very large village	2.9%	2.6%	0	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
		Urban	Million plus city	26.8%	-	-	2.9%	0	0.0%	0
			Other class I city	31.5%	-	-	20.6%	0	20.8%	0
			Class II town	16.1%	-	-	30.9%	1	25.0%	0
			Class III town	13.1%	-	-	25.0%	1	25.0%	0
			Class IV,V or VI town	12.5%	-	-	20.6%	1	29.2%	1
4	Chandigarh	Rural	Hamlet	0.0%	0.0%	0	-	-	-	-
			Small village	0.0%	0.0%	0	-	-	-	-
			Medium village	28.8%	100.0%	1	-	-	-	-
			Large village	71.2%	0.0%	0	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	94.6%	-	-	100.0%	0	100.0%	0
			Class II town	0.0%	-	-	0.0%	0	0.0%	0

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Class III town	0.0%	-	-	0.0%	0	0.0%	0
			Class IV,V or VI town	5.4%	-	-	0.0%	0	0.0%	0
5	Uttarakhand	Rural	Hamlet	49.2%	57.4%	0	-	-	-	-
			Small village	16.0%	16.2%	0	-	-	-	-
			Medium village	20.2%	16.2%	0	-	-	-	-
			Large village	9.2%	2.9%	0	-	-	-	-
			Very large Village	5.4%	7.4%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	46.0%	-	-	16.2%	0	28.6%	0
			Class II town	11.1%	-	-	8.1%	1	21.4%	1
			Class III town	17.7%	-	-	24.3%	2	28.6%	1
			Class IV,V or VI town	25.2%	-	-	51.4%	2	21.4%	0
6	Haryana	Rural	Hamlet	5.8%	14.9%	1	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Small village	17.6%	29.3%	1	-	-	-	-
			Medium village	42.7%	41.4%	0	-	-	-	-
			Large village	24.1%	10.4%	0	-	-	-	-
			Very large village	9.7%	4.0%	0	-	-	-	-
		Urban	Million plus city	16.0%	-	-	2.3%	0	0.0%	0
			Other class I city	52.0%	-	-	40.9%	0	29.2%	0
			Class II town	8.0%	-	-	15.9%	1	29.2%	1
			Class III town	14.9%	-	-	25.0%	1	25.0%	0
			Class IV,V or VI town	9.1%	-	-	15.9%	1	16.7%	0
7	NCT of Delhi	Rural	Hamlet	1.3%	18.2%	4	-	-	-	-
			Small village	7.9%	27.3%	1	-	-	-	-
			Medium village	43.6%	36.4%	0	-	-	-	-
			Large village	13.5%	9.1%	0	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
		Urban	Very large village	33.8%	9.1%	0	-	-	-	-
			Million plus city	67.4%	-	-	16.7%	0	50.0%	0
			Other class I city	15.1%	-	-	33.3%	0	50.0%	0
			Class II town	8.9%	-	-	50.0%	0	0.0%	0
			Class III town	4.7%	-	-	0.0%	0	0.0%	0
			Class IV,V or VI town	3.9%	-	-	0.0%	0	0.0%	0
8	Rajasthan	Rural	Hamlet	24.6%	0.0%	0	-	-	-	-
			Small village	28.7%	0.0%	0	-	-	-	-
			Medium village	33.1%	41.5%	0	-	-	-	-
			Large village	10.6%	51.1%	2	-	-	-	-
			Very large village	3.1%	7.4%	1	-	-	-	-
		Urban	Million plus city	29.9%	-	-	1.2%	0	1.9%	0
			Other class I city	31.5%	-	-	10.2%	0	11.3%	0

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
9	Uttar Pradesh		Class II town	10.5%	-	-	10.2%	1	18.9%	1
			Class III town	19.0%	-	-	41.3%	3	41.5%	1
			Class IV,V or VI town	9.1%	-	-	37.0%	6	26.4%	1
		Rural	Hamlet	14.7%	42.7%	5	-	-	-	-
			Small village	25.8%	29.8%	2	-	-	-	-
			Medium village	40.3%	22.9%	1	-	-	-	-
			Large village	14.4%	3.8%	0	-	-	-	-
			Very large village	4.7%	0.7%	0	-	-	-	-
		Urban	Million plus city	28.1%	-	-	5.8%	0	6.3%	0
			Other class I city	33.0%	-	-	33.3%	0	28.8%	0
			Class II town	9.7%	-	-	20.8%	1	20.0%	0
			Class III town	15.7%	-	-	20.8%	0	16.3%	0
			Class IV,V or VI town	13.6%	-	-	19.2%	0	28.8%	0

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
10	Bihar	Rural	Hamlet	8.1%	17.5%	1	-	-	-	-
			Small village	15.9%	16.7%	0	-	-	-	-
			Medium village	34.0%	34.9%	0	-	-	-	-
			Large village	23.6%	19.9%	0	-	-	-	-
			Very large village	18.4%	11.0%	0	-	-	-	-
		Urban	Million plus city	14.3%	-	-	1.6%	0	1.9%	0
			Other class I city	43.1%	-	-	32.8%	0	18.9%	0
			Class II town	15.6%	-	-	24.6%	1	24.5%	1
			Class III town	21.6%	-	-	29.5%	1	43.4%	1
			Class IV,V or VI town	5.4%	-	-	11.5%	1	11.3%	1
11	Sikkim	Rural	Hamlet	30.6%	0.0%	0	-	-	-	-
			Small village	38.5%	0.0%	0	-	-	-	-
			Medium village	25.2%	85.7%	1	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Large village	5.7%	14.3%	0	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	65.3%	-	-	25.0%	0	0.0%	0
			Class II town	0.0%	-	-	0.0%	0	0.0%	0
			Class III town	0.0%	-	-	0.0%	0	0.0%	0
			Class IV,V or VI town	34.7%	-	-	75.0%	6	0.0%	0
12	Arunachal Pradesh	Rural	Hamlet	79.8%	93.9%	8	-	-	-	-
			Small village	14.5%	4.0%	2	-	-	-	-
			Medium village	5.1%	2.0%	3	-	-	-	-
			Large village	0.6%	0.0%	0	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
			Million plus city	0.0%	-	-	0.0%	0	0.0%	0

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
		Urban	Other class I city	0.0%	-	-	0.0%	0	0.0%	0
			Class II town	18.7%	-	-	4.3%	2	0.0%	0
			Class III town	25.7%	-	-	13.0%	4	0.0%	0
			Class IV,V or VI town	55.6%	-	-	82.6%	11	0.0%	0
13	Nagaland	Rural	Hamlet	29.0%	31.5%	1	-	-	-	-
			Small village	23.3%	23.9%	1	-	-	-	-
			Medium village	33.1%	34.8%	1	-	-	-	-
			Large village	13.8%	9.8%	0	-	-	-	-
			Very large village	0.8%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	21.5%	-	-	20.0%	1	0.0%	0
			Class II town	17.3%	-	-	20.0%	1	0.0%	0
			Class III town	32.0%	-	-	60.0%	2	0.0%	0

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Class IV,V or VI town	29.2%	-	-	0.0%	0	0.0%	0
14	Manipur	Rural	Hamlet	31.6%	12.5%	0	-	-	-	-
			Small village	17.8%	12.5%	0	-	-	-	-
			Medium village	33.7%	58.3%	0	-	-	-	-
			Large village	12.7%	12.5%	0	-	-	-	-
			Very large village	4.2%	4.2%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	23.2%	-	-	50.0%	1	33.3%	1
			Class II town	10.0%	-	-	50.0%	1	33.3%	1
			Class III town	18.3%	-	-	0.0%	0	0.0%	0
			Class IV,V or VI town	48.5%	-	-	0.0%	0	33.3%	0
15	Mizoram	Rural	Hamlet	49.4%	66.5%	5	-	-	-	-
			Small village	26.8%	23.4%	3	-	-	-	-

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			Medium village	21.5%	9.1%	2	-	-	-	-
			Large village	2.3%	1.0%	2	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	51.3%	-	-	9.1%	0	7.1%	0
			Class II town	10.0%	-	-	9.1%	2	7.1%	2
			Class III town	21.7%	-	-	27.3%	2	21.4%	2
			Class IV,V or VI town	17.0%	-	-	54.5%	6	64.3%	9
		Rural	Hamlet	3.0%	13.6%	1	-	-	-	-
			Small village	11.0%	21.2%	0	-	-	-	-
			Medium village	44.7%	37.9%	0	-	-	-	-
			Large village	32.5%	22.7%	0	-	-	-	-
			Very large village	8.8%	4.5%	0	-	-	-	-
16	Tripura	Rural	Hamlet	3.0%	13.6%	1	-	-	-	-
			Small village	11.0%	21.2%	0	-	-	-	-
			Medium village	44.7%	37.9%	0	-	-	-	-
			Large village	32.5%	22.7%	0	-	-	-	-
			Very large village	8.8%	4.5%	0	-	-	-	-

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		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	41.6%	-	-	5.0%	0	0.0%	0
			Class II town	0.0%	-	-	0.0%	0	0.0%	0
			Class III town	14.3%	-	-	25.0%	4	0.0%	0
			Class IV,V or VI town	44.1%	-	-	70.0%	3	0.0%	0
17	Meghalaya	Rural	Hamlet	74.2%	0.0%	0	-	-	-	-
			Small village	14.3%	0.0%	0	-	-	-	-
			Medium village	9.6%	0.0%	0	-	-	-	-
			Large village	1.9%	0.0%	0	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	24.1%	-	-	12.5%	1	0.0%	0
			Class II town	21.8%	-	-	12.5%	1	0.0%	0

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			Class III town	29.6%	-	-	37.5%	2	100.0%	1
			Class IV,V or VI town	24.5%	-	-	37.5%	2	0.0%	0
18	Assam	Rural	Hamlet	25.4%	0.0%	0	-	-	-	-
			Small village	30.0%	0.0%	0	-	-	-	-
			Medium village	36.1%	86.8%	0	-	-	-	-
			Large village	7.2%	12.2%	0	-	-	-	-
			Very large village	1.3%	1.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	37.5%	-	-	8.0%	0	12.9%	0
			Class II town	11.1%	-	-	10.7%	2	6.5%	0
			Class III town	17.4%	-	-	24.0%	2	16.1%	1
			Class IV,V or VI town	33.9%	-	-	57.3%	3	64.5%	1
19	West Bengal	Rural	Hamlet	14.5%	15.1%	0	-	-	-	-

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			Small village	20.0%	21.8%	0	-	-	-	-
			Medium village	37.2%	38.7%	0	-	-	-	-
			Large village	18.3%	17.7%	0	-	-	-	-
			Very large village	9.9%	6.7%	0	-	-	-	-
		Urban	Million plus city	19.4%	-	-	0.3%	0	0.0%	0
			Other class I city	42.2%	-	-	16.2%	0	37.8%	0
			Class II town	8.9%	-	-	9.9%	1	11.2%	0
			Class III town	8.2%	-	-	16.2%	2	13.3%	1
			Class IV,V or VI town	21.4%	-	-	57.3%	3	37.8%	1
		20	Jharkhand	Rural	Hamlet	36.2%	63.2%	1	-	-
Small village	28.9%				21.8%	0	-	-	-	-
Medium village	27.2%				13.3%	0	-	-	-	-
Large village	5.8%				1.6%	0	-	-	-	-

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		Urban	Very large village	1.9%	0.2%	0	-	-	-	-
			Million plus city	28.2%	-	-	3.7%	0	4.0%	0
			Other class I city	26.4%	-	-	14.8%	0	16.0%	0
			Class II town	11.1%	-	-	16.7%	1	16.0%	0
			Class III town	16.2%	-	-	33.3%	1	28.0%	1
			Class IV,V or VI town	18.2%	-	-	31.5%	1	36.0%	1
21	Odisha	Rural	Hamlet	40.6%	1.8%	0	-	-	-	-
			Small village	31.1%	23.6%	0	-	-	-	-
			Medium village	24.5%	64.0%	1	-	-	-	-
			Large village	3.4%	10.2%	2	-	-	-	-
			Very large village	0.4%	0.4%	1	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	45.2%	-	-	9.1%	0	9.4%	0

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			Class II town	16.0%	-	-	13.6%	1	14.2%	1
			Class III town	18.9%	-	-	32.7%	3	33.0%	3
			Class IV,V or VI town	19.9%	-	-	44.5%	4	43.4%	3
22	Chhattisgarh	Rural	Hamlet	31.7%	44.8%	2	-	-	-	-
			Small village	38.2%	39.0%	1	-	-	-	-
			Medium village	27.3%	15.4%	1	-	-	-	-
			Large village	2.7%	0.8%	0	-	-	-	-
			Very large village	0.1%	0.0%	0	-	-	-	-
		Urban	Million plus city	17.3%	-	-	2.8%	0	0.0%	0
			Other class I city	38.5%	-	-	25.0%	0	50.0%	0
			Class II town	6.6%	-	-	8.3%	1	0.0%	0
			Class III town	15.8%	-	-	36.1%	1	37.5%	0
			Class IV,V or VI town	21.8%	-	-	27.8%	1	12.5%	0

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23	Madhya Pradesh	Rural	Hamlet	31.7%	43.6%	1	-	-	-	-
			Small village	33.2%	23.9%	0	-	-	-	-
			Medium village	27.3%	12.0%	0	-	-	-	-
			Large village	7.1%	19.5%	2	-	-	-	-
			Very large village	0.7%	1.0%	1	-	-	-	-
		Urban	Million plus city	29.5%	-	-	3.6%	0	6.1%	0
			Other class I city	26.1%	-	-	23.4%	0	27.3%	0
			Class II town	10.7%	-	-	15.3%	1	18.2%	0
			Class III town	16.6%	-	-	32.4%	1	27.3%	0
			Class IV,V or VI town	17.1%	-	-	25.2%	1	21.2%	0
24	Gujarat	Rural	Hamlet	10.5%	18.5%	1	-	-	-	-
			Small village	23.3%	29.2%	1	-	-	-	-
			Medium village	41.4%	39.6%	1	-	-	-	-

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			Large village	18.5%	10.1%	0	-	-	-	-
			Very large village	6.2%	2.6%	0	-	-	-	-
		Urban	Million plus city	51.1%	-	-	2.3%	0	5.0%	0
			Other class I city	21.3%	-	-	14.6%	0	18.8%	0
			Class II town	9.1%	-	-	15.8%	1	11.3%	0
			Class III town	10.6%	-	-	29.8%	2	38.8%	1
			Class IV,V or VI town	8.0%	-	-	37.4%	3	26.3%	1
25	Daman & Diu	Rural	Hamlet	5.4%	0.0%	0	-	-	-	-
			Small village	10.8%	0.0%	0	-	-	-	-
			Medium village	24.7%	0.0%	0	-	-	-	-
			Large village	59.2%	100.0%	1	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0

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			Other class I city	0.0%	-	-	0.0%	0	0.0%	0
			Class II town	28.8%	-	-	0.0%	0	0.0%	0
			Class III town	37.3%	-	-	50.0%	3	100.0%	1
			Class IV,V or VI town	33.9%	-	-	50.0%	3	0.0%	0
26	Dadra & Nagar Haveli	Rural	Hamlet	3.6%	0.0%	0	-	-	-	-
			Small village	14.0%	14.3%	0	-	-	-	-
			Medium village	53.3%	57.1%	0	-	-	-	-
			Large village	20.5%	28.6%	1	-	-	-	-
			Very large village	8.5%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	0.0%	-	-	0.0%	0	0.0%	0
			Class II town	61.2%	-	-	33.3%	1	0.0%	0
			Class III town	0.0%	-	-	0.0%	0	0.0%	0

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			Class IV,V or VI town	38.8%	-	-	66.7%	3	0.0%	0
27	Maharashtra	Rural	Hamlet	17.5%	0.0%	0	-	-	-	-
			Small village	27.9%	3.7%	0	-	-	-	-
			Medium village	33.9%	71.9%	2	-	-	-	-
			Large village	12.8%	19.3%	1	-	-	-	-
			Very large village	7.8%	5.1%	1	-	-	-	-
		Urban	Million plus city	54.7%	-	-	4.6%	0	4.6%	0
			Other class I city	22.0%	-	-	10.5%	0	13.2%	0
			Class II town	7.4%	-	-	16.4%	1	12.7%	1
			Class III town	10.4%	-	-	41.1%	2	43.7%	2
			Class IV,V or VI town	5.5%	-	-	27.4%	2	25.9%	2
28		Rural	Hamlet	8.1%	2.4%	0	-	-	-	-
			Small village	16.5%	8.0%	0	-	-	-	-

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	Andhra Pradesh		Medium village	39.4%	33.6%	0	-	-	-	-
			Large village	22.8%	35.5%	0	-	-	-	-
			Very large village	13.2%	20.4%	0	-	-	-	-
		Urban	Million plus city	5.0%	-	-	0.4%	0	2.0%	0
			Other class I city	51.1%	-	-	17.4%	0	36.0%	0
			Class II town	20.9%	-	-	23.6%	1	28.0%	0
			Class III town	15.2%	-	-	29.8%	0	18.0%	0
			Class IV,V or VI town	7.8%	-	-	28.7%	0	16.0%	0
29	Karnataka	Rural	Hamlet	19.5%	10.4%	1	-	-	-	-
			Small village	24.4%	25.5%	2	-	-	-	-
			Medium village	35.3%	48.1%	2	-	-	-	-
			Large village	14.8%	13.4%	1	-	-	-	-
			Very large village	6.0%	2.7%	1	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
		Urban	Million plus city	36.0%	-	-	0.3%	0	0.9%	0
			Other class I city	31.8%	-	-	8.0%	0	16.8%	0
			Class II town	10.5%	-	-	12.5%	2	10.3%	0
			Class III town	13.8%	-	-	31.1%	3	27.1%	1
			Class IV,V or VI town	7.9%	-	-	48.1%	8	44.9%	3
30	Goa	Rural	Hamlet	11.4%	19.4%	3	-	-	-	-
			Small village	20.6%	21.4%	2	-	-	-	-
			Medium village	49.6%	46.9%	2	-	-	-	-
			Large village	15.9%	11.2%	1	-	-	-	-
			Very large village	2.5%	1.0%	1	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	0.0%	-	-	0.0%	0	0.0%	0
			Class II town	27.9%	-	-	6.5%	1	15.8%	1

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Class III town	11.8%	-	-	12.9%	4	5.3%	1
			Class IV,V or VI town	60.3%	-	-	80.6%	5	78.9%	3
31	Lakshadweep	Rural	Hamlet	2.3%	25.0%	31	-	-	-	-
			Small village	0.0%	0.0%	0	-	-	-	-
			Medium village	44.5%	50.0%	3	-	-	-	-
			Large village	53.2%	25.0%	1	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	0.0%	-	-	0.0%	0	0.0%	0
			Class II town	0.0%	-	-	0.0%	0	0.0%	0
			Class III town	100.0%	-	-	100.0%	12	100.0%	6
			Class IV,V or VI town	0.0%	-	-	0.0%	0	0.0%	0
32	Kerala	Rural	Hamlet	0.0%	0.1%	4	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
			Small village	0.1%	0.4%	2	-	-	-	-
			Medium village	1.2%	2.9%	1	-	-	-	-
			Large village	6.5%	12.3%	1	-	-	-	-
			Very large village	92.2%	84.3%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	20.0%	-	-	3.3%	0	3.9%	0
			Class II town	11.9%	-	-	8.4%	1	8.8%	1
			Class III town	50.2%	-	-	51.6%	2	54.4%	2
			Class IV,V or VI town	17.9%	-	-	36.7%	4	32.9%	26
		33	Tamil Nadu	Rural	Hamlet	6.0%	11.8%	4	-	-
Small village	16.7%				29.6%	4	-	-	-	-
Medium village	43.0%				42.9%	2	-	-	-	-
Large village	26.7%				13.8%	1	-	-	-	-

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
		Urban	Very large village	7.5%	2.0%	1	-	-	-	-
			Million plus city	19.2%	-	-	0.3%	0	2.8%	0
			Other class I city	20.4%	-	-	2.8%	0	8.3%	0
			Class II town	15.8%	-	-	7.7%	1	12.5%	0
			Class III town	21.0%	-	-	23.0%	3	19.4%	0
			Class IV,V or VI town	23.5%	-	-	66.1%	8	56.9%	0
34	Puducherry	Rural	Hamlet	0.4%	0.0%	0	-	-	-	-
			Small village	4.8%	6.3%	2	-	-	-	-
			Medium village	38.9%	43.8%	1	-	-	-	-
			Large village	47.7%	43.8%	1	-	-	-	-
			Very large village	8.2%	6.3%	1	-	-	-	-
			Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	63.8%	-	-	25.0%	0	0.0%	0

State Code [#]	State Name	Rural/Urban	Population Class	Percentage of Total Population	Percentage of Public Library	Count of Public Library: 10,000	Percentage of Govt. Library	Count of Govt. Library: 1,00,000	Percentage of Private Library	Count of Private Library: 1,00,000
		Urban	Class II town	16.7%	-	-	25.0%	1	0.0%	0
			Class III town	16.3%	-	-	37.5%	2	0.0%	0
			Class IV,V or VI town	3.2%	-	-	12.5%	4	0.0%	0
35	Andaman & Nicobar Island	Rural	Hamlet	35.0%	9.1%	0	-	-	-	-
			Small village	29.1%	18.2%	0	-	-	-	-
			Medium village	30.5%	63.6%	1	-	-	-	-
			Large village	5.4%	9.1%	1	-	-	-	-
			Very large village	0.0%	0.0%	0	-	-	-	-
		Urban	Million plus city	0.0%	-	-	0.0%	0	0.0%	0
			Other class I city	75.3%	-	-	50.0%	1	0.0%	0
			Class II town	0.0%	-	-	0.0%	0	0.0%	0
			Class III town	0.0%	-	-	0.0%	0	0.0%	0
			Class IV,V or VI town	24.7%	-	-	50.0%	3	0.0%	0

Notes

1. This article is an extended version of the op-ed first published on Scroll.in: <http://scroll.in/article/813841/how-can-india-spread-the-joy-of-reading-to-all>.
2. Throughout the article, public libraries and GLAMs are used interchangeably, as the policies and plans that govern them intersect and converge in a digital environment.
3. According to the internationally accepted definition, a public library is one that:
 - a. is financed out of public funds;
 - b. charges no fees from readers and yet is open for full use by the public without distinction of caste, creed or sex;
 - c. is intended as an auxiliary educational institution providing a means of self-education which is endless;
 - d. houses learning materials giving reliable information freely and without partiality or prejudice on as wide a variety of subjects as well satisfy the interests of readers.
4. Bengaluru is the capital of the south Indian state of Karnataka, where the urban population is 10.1 million as of 2014. There are 19 public libraries located in the Bengaluru urban district (see: http://www.karnatakapubliclibrary.gov.in/rajya_kedra_grantalaya.html) and a few libraries run by private organisations. For e.g.: 1). Atta Galatta, a for-profit organisation in Koramangala, organises workshops, book readings and performance events for all age groups as a cultural space, has an attached café in their library (<http://www.attagalatta.com>); 2). Hippocampus Experience Centre (HEC) is a three for-profit libraries and children's centres (two in Bangalore and one in Chennai) provides accessible reading to children through their centres, see here <http://hippocampus.in/html/home.html>. Hippocampus Reading Foundation, an affiliate of HEC, is a non-profit organisation that works with nine NGOs to promote reading among children and literacy (see: Pyati and Kamal, 2012). There is a widespread perception in Bengaluru that the City Municipal Corporation and Department of Public Libraries are not doing enough to establish and run public libraries. Even among companies and multinational organisations in the IT and healthcare sector, where business is flourishing, there is no public investment towards the development of GLAMs. Meanwhile, many cities and towns in India have public libraries which are privately financed and managed by companies, trusts and NGOs.
5. The National Mission on Libraries has been updating the number of public libraries in India and the database is accessible here: <http://www.nmlindia.nic.in/libraryregistrations/librarylist>

6. See here for more details: <http://www.nmlindia.nic.in/pages/display/40-quantitative-and-qualitative-survey-of-libraries>
7. The national and state wise data of public libraries is taken from Census of India 2011, District Census Hand Book and collated from town and village amenities for states and national level, available at: <http://www.censusindia.gov.in/2011census/dchb/DCHB.html> (accessed on 12 August 2016). Population class is based on population size, being used in Census of India, 2011 and the public libraries data is derived from the town and village amenities.
8. For the list of state library legislations in India, see: http://rrrlf.nic.in/acts_rules.asp
9. Per capita expenditure is collected for different sources. For Finland see: <http://hdl.handle.net/1773/22718>; For Australia see: <https://fair.alia.org.au/well-funded-public-libraries>; For USA see: <https://www.ims.gov/sites/default/files/publications/documents/plsfy2013.pdf>; For more information on Hong Kong, the autonomous territory of People's Republic of China see: <http://www.legco.gov.hk/research-publications/english/1516rb02-challenges-of-public-libraries-in-hong-kong-20160229-e.pdf> and India see: <http://swarajyamag.com/smart-cities/why-indias-smart-cities-need-smart-public-libraries>.
10. The levels of local government in India are as follows: Union, State, District, Municipalities and Panchayats. The Zilla Parishad or District Councils form the layer between state and the local bodies, comprising of Blocks (Taluka/Tehsil), Municipal Corporations, Municipalities and City Councils.
11. For more information about the IDS Information Network German Switzerland, see: <https://www.informationsverbund.ch/5.0.html>; and for the RDA tailored to the needs of German-speaking countries in Europe, see <https://www.informationsverbund.ch/704.0.html#c4332>
12. For more information about the US Federal Depository Library Program, visit <https://www.gpo.gov/libraries/>
13. For more information about the Swiss National Licence of e-Resources for public and academic libraries, see: <http://www.consortium.ch/national-lizenzen/?lang=en>
14. DFG National Licence is the German National Licence of consortium. For more details, see: <https://www.nationallizenzen.de/>
15. For the latest official implementation statistics and users list of eGranthalaya, visit: <http://egranthalaya.nic.in/Dashboard.html> and <http://egranthalaya.nic.in/Users.html>

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