

Full Length Research

Public Library Legislation in Pakistan: Legal and Regulatory Infrastructure for Public Libraries in Pakistan

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This paper examines the various legislations at national and provincial levels in Pakistan and their impact on the development of library system in Pakistan. An attempt has been made to trace the origin of Pakistan public library legislation right from 1947 to 2013. These are the provisions for library services as appearing in the different constitutions of Pakistan, acts, ordinances. Although on paper certain developments have been shown, but in real terms not much has been achieved. The present study highlighted the problems that have impeded the provisions of various public library legislations. To achieve the objective of the study, methodologies used included a literature review and a questionnaire survey. Finally, at the end of this paper findings and recommendations aimed at improving the standards for public libraries in the country have been incorporated.

Keywords: Pakistan- Public Library, Library Legislation-Pakistan. Legislation, Policies-Public Library, Public Library- Law

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INTRODUCTION

Public libraries legislation is considered as a basic instrument for the development of public libraries in a planned and systematic manner, which assures their continuance and the place in the government structure. Public library legislation takes various forms. In some countries or regions the legislation is specific to public libraries whereas in others it is part of wider legislation which includes different types of libraries. Public library legislation is also varied in its provisions. It can be simple, allowing the establishment of public libraries but leaving standards of service to the level of government directly

responsible for the library, or more complex, with specific details on what services should be provided and what standards to be adopted.

A number of countries have promulgated Public Library Legislation (PLL) according to their requirements. The USA is the first country to introduce a system of free public library in 1848 through public library legislation. Public Library Legislation had been promulgated in United Kingdom in 1850. Subsequently Japan became the first country in Asia to enact library legislation in 1899 and now most of the developed and some developing

countries have well established public library legislation. The first library legislation took place in South Asia in the shape of enactment of the Imperial Library Act in 1902, followed by the establishment of the Imperial Library in 1903 by Lord Curzon.

The neighboring country India has public library legislation at national and state levels. Wani, Zahid Ashraf (2008) explains the current status of the public library system in India. Out of the twenty-eight states and seven union territories, twelve of the states have enacted library legislation and rests are providing public library service without legislation. In Pakistan public library legislation started from the provincial level instead of national level. This is called Sindh Cultural Advancement Act, 1955 under which Shams Ulema Daud Pota Public Library Hyderabad Sindh the only public library which owes its existence by law. Some other public libraries are established through ordinance and acts in the local government setup. It is also important to understand that there are three major setups of libraries in which public libraries runs at various administrative levels and organized by different departments. National library Pakistan and 9 community libraries are functioning under Federal Department of Libraries Islamabad. Public libraries are established at district level by respective provincial governments. It is pertinent to note that public libraries in the above mentioned setups are established without any formal library legislation. Local government also operates a setup of public libraries at district and tehsil levels through its councils or municipalities.

It is important to understand that the local authorities in Pakistan derive their right to operate or run public libraries from local government act, but the action is not mandatory but rather optional. This is because there is no specific body that is specialized to look at the operations or development or sustainability of these libraries. This has resulted into a situation where the public libraries at local level have been turned into reading rooms of newspapers, depending on what the local government prefers to be the best.

OBJECTIVES OF THE STUDY

The purpose of this research is to study the status of public library legislation, strategies and policies, plans of the government of Pakistan and development of public libraries since partition.

The main objectives of this study are as under:

- 1- To explore the legal and regulatory infrastructure available for public libraries in Pakistan
- 2- This article underlines the importance of public library legislation for the developments of network of public library system.

3- To appraise and highlight the existing situation of public libraries in Pakistan in the light of prevailing public library legislation

3- To recommend strategies and practices for effective public library services in Pakistan.

PROBLEM STATEMENT AND METHODOLOGY

This research article is a case study of public libraries in Pakistan in the light of library legislation through the lens of political and economic changes brought about after independence. This study identifies the historical, social and political factors that caused the enactment of different library legislations.

The study shows that in the absence of modern library legislation, a sound public library system could not be established in Pakistan. As a result the public libraries came under tremendous stress due to lack of financial, human resources, deteriorating physical facilities, aging and outdated learning resources. Questions that need answers include:

1. Does Public Library Legislation (PLL) provide uniform facilities, establishment, development and maintenance of public libraries on sound lines?
2. Can Public library legislation ensure smooth process of setting up of a network of public libraries?

A quantitative research approach was adopted to achieve the objective of the study. Public libraries from all over the country including the four provinces and the federal area have been covered. The data have been obtained through questionnaires, legislative proceedings, government documents, web analysis and directories of libraries. This study is limited to the public libraries of 4 provinces and federal area Islamabad. Autonomous regions of Azad Kashmir and Gilgat Baltistan and FATA, under the direct administrative control of Federal Government of Pakistan, have not been covered as these areas have not separate library legislation.

LITERATURE REVIEW

Public libraries are People's University. The primary duty of a democratic government is to educate and cultivate the ideas of the people and make them true citizens of a civilized world.

Gardener (1972) defines public legislation as under:

"Laws passed by a federal or state legislative body pertaining to or affecting the interests of libraries and related institutions."

IFLA/UNESCO Guideline for Public Libraries (2010) defines public library legislation as under:

“Legislation comprises of laws for the establishment and maintenance of Public Libraries is called Public Library Legislation.”

According to Das (2008) Public library legislation in the developing countries defines many advantages such as integrated library system, planned organization and growth, permanency and efficiency to libraries, state library authority, separate directorate and the most important one is financial support for libraries. Goubin (2012) argues that the progress of copy right laws exceptions have further increased the importance of library legislation to library community globally. Venkatapiah and M. Madhusudhan (2006) sees that with the promulgation of library legislation, the concept of public library system was developed which consist of network of public libraries at different levels, freely available to all, catering to the general and more specialized needs of the members of the community. Balakrishman and P.K. Paliwal (2001) suggest that, it is only the library legislation which may produce nuts and bolts, theme and thrust, flesh and blood for proper and system growth and development of public libraries.

Reddy (1998) also sees that the library legislation for the establishment and orderly functioning of a network of public library is an essential condition for the growth of public library movement. Through library legislation the state recognizes its responsibility to establish and maintain the public libraries as its statutory obligation. Khan, Sadiq Ali (1994) explains that if public library legislation is adopted by federal government or the provincial governments, a provision of opportunities for the spread of the public libraries automatically enhanced. Rout. (1986) is of the opinion that the enactment of public library law undoubtedly ensures enormous advantages for the system. It is in the interest of growth and better functioning of these libraries. Broadly speaking, the law lays down the structure of the library systems, ensures its development on an approved pattern and prevents its haphazard growth following the whims and fancies of politicians and administrators. Mahmood (2005) explains that in the absence of public library legislation, public library system has not been established in Pakistan. He further states that in the past three or four decades political, economical and social changes have changed the funding pattern of public libraries.

According to Ranganathan (1972) Public Library Legislation means an integrated nationwide network of public libraries giving free library information services to one and all to the citizens, literate or illiterate, rich or poor, rural or urban. In 1955 UNESCO organizes its first seminar on public libraries in developing country at Abadan, Nigeria. The Abadan seminar defined the public

library legislation as first principle as under:

“Only legislation can empower the appropriate authorities to provide the service and ensure adequate financial and efficient administration according to national standard.”

Historical Development of Public Library Legislation Since 1947

In order to highlight how the lack of library legislation and how it has deprived the development of public libraries in Pakistan. It is important to journey back to the time when Pakistan became independent. A number of attempts have been made at formulating public library Acts, Ordinances and Draft Legislations. It is important to acknowledge here all these attempts.

Acts, Ordinances and Draft Legislations:

N.W.F.P (North West Frontier Province, Now Khyber Pakhtunkhwa) Municipal Act, 1950

This Act is the first ever legislation in local government setup after the independence. This act makes provisions for construction of, establishment and maintenance of schools, dispensaries and other institutions for the promotion of education under Chapter-IV Municipal Fund and Property under Section-2(c). Though this ordinance has not specifically named the library, however, under the meaning of other institutions to promote education, public library at municipality level is justified.

Sindh Establishment of Provincial Library and Museum Ordinance, 1951 (Ordinance IV of 1951):

This legislation was passed on 8th September; 1951. The ordinance became an act later on in 1953, and made provisions for the establishment and acquisition of provincial library and museum in the province of Sindh. It also made provision for the appointment of staff and library board etc.

Sindh Establishment of Provincial Library and Museum Act, 1953

The Sindh Establishment of Provincial Library and Museum Ordinance 1951 got the status of Act in 1953. However, this act has adopted the same provisions and only new Section-17 has been inserted for the purpose to repeal the previous legislation the Sindh Establishment of Provincial Library and Museum Ordinance 1951.

The Sindh Cultural Advancement Act, 1955

The Sindh Cultural Advancement Act 1955 provided for the establishment of Sindh Cultural Advancement Board within which there was a provision to create a Library Department.

This Act was a comprehensive one for creating network of public libraries and from the preamble it was clear that it should be extended for implementation to the whole of the province of Sindh. However under this Act, only one library could actually be established namely "The Shams-ul-Ulema Daudpota Public Library Hyderabad." in 1955.

Basic Democracies Order, 1959

Under Basic Democracies Order, 1959 July, Schedule Third (Rule 34), Article 27, Part-I in the functions of Union Council Provision of libraries and reading rooms was made. Under Article 33.(1) read with Fourth Schedule Part-I Compulsory Functions subsection -2 Provision and maintenance of libraries and reading rooms was also made.

In this order Under Part-III Rule-60 read with Fifth Schedule, methodology for levy of local taxes at District Council and Union Council levels has also been incorporated.

The Municipal Administration Ordinance, 1960

Under the Municipal Administration Ordinance, 1960, Part IV: Functions in detail - Chapter XI – Culture-104 – Libraries, a municipal committee shall establish and maintain public libraries, reading rooms and circulating libraries as may be necessary for the use of public. It had been extended simultaneously to the whole of Pakistan. In this legislation under Fourth Schedule, Rule: 43 various details for the disbursing, maintenance and provisions of public library have been incorporated.

Karachi Public Library Ordinance 1961 (Draft Public Library Legislation)

A Society for Promotion and Improvement of Libraries (SPIL) presented draft legislation in a seminar held from 7th to 10th April, 1961. This draft ordinance made provision for the establishment of public libraries matter related herewith in Karachi division only. However, this draft legislation could not attract the attention of then provincial government for its promulgation.

Public Library Act/Ordinance for East Pakistan, 1966 (Draft Public Library Legislation)

This proposed legislation was primarily drafted for East Pakistan, and later on to be adopted in West Pakistan too. This legislation had made provisions for the

establishment of free public libraries in the East Pakistan. For effective control of these libraries, proper management had been stressed. Also to organize these libraries effectively a coordinated and cooperative system be established. This was detailed draft legislation, could not become a regular legislation due to non serious attitude of the legislatures.

Baluchistan People's Local Government Ordinance, 1972

This ordinance has been provided for the people's local government institutions in Baluchistan and to consolidate and amend certain laws relating to local government .Chapter-IV Functions of People's Local Councils section 32(2) have authorized to establish and maintain a library and reading room incorporated in the second schedule entry-31 of the ordinance. Similarly under the provision of section 33 functions of People's Municipal Committee in third schedule part-II entry-33 a municipality has been authorized to establish and maintain a public library, reading rooms and circulate libraries for the use of the public. This ordinance simultaneously made provision for libraries at local council and municipality in one legislation.

North West Frontier Province, People's Local Government Ordinance, 1972

Section:25 Functions of People's Municipal Committee in the third schedule part-XI- Culture entry-63, a municipality has been authorized to establish and maintain a public library, reading rooms and circulate libraries for the use of the public. By section 26(1), Under Fourth schedule Part-II (a-1) Provisions have been made for the establishment and maintenance of schools, libraries and reading rooms. Similarly in the seventh schedule at entry-43 rules have also been framed for these libraries.

Sindh People's Local Government Ordinance, 1972

In this ordinance public library provision has been made at Metropolitan Corporation, Municipalities, Town committees and District councils' levels. Under Chapter-II- Functions of the corporation, people's municipalities and people's town committees subsections 14 and 15, a provision has been made in schedule -II Part-I subsection 4(c) as under:

"Planning, Development and Maintenance of Metropolitan Libraries, Museums and Art Galleries."

In the same ordinance provision is made in schedule-II under Part-II subsection-1(a) and subsection-2:

A people's municipality shall establish and maintain information centers for civic education and dissemination of information for community development. Again people's municipalities may, if so required by the controlling authority, shall establish and maintain such public libraries, reading rooms and circulating libraries as necessary for the use of the public.

In the same ordinance under schedule-III and schedule-V provisions and maintenance of libraries and reading rooms have also been made for town committees and district councils.

Punjab People's Local Government Ordinance, 1972

Under this ordinance the city of Lahore has been divided into four municipalities. Chapter VIII- Functions of the People's Municipals Committees and People's Town Committees and Section (g) subsection 106 made provisions for the public library, reading rooms and circulating libraries at municipal committee level. In the same ordinance under Seventh Schedule Part-III People's Municipal Committees and People's Town Committees Section-43 rules have also been enumerated for the libraries established under this ordinance.

Public Library Act for Sindh, 1973 (Draft Public Library Legislation)

Mr. Dr. Anis Khurshid drafted an act for public libraries of Sindh and presented in the Proceedings of 9th Annual Conference of the Pakistan Library Association. In the preamble, he proposed comprehensive library services for rural and urban areas through people oriented public libraries. This draft act consists of the followings main parts.

- 1- Provincial library authorities
- 2- Local library authorities
- 3- Finance and Accounts
- 4- Rules
- 5- Miscellaneous

People Oriented Public Library Act, 1975 (Draft Public Library Legislation)

In 1975, Mr. A.H. Akhtar, the-then Director of libraries, Department of libraries, Ministry of Education Govt. of Pakistan, drafted this act to introduce public library culture by establishing 50,000 people oriented public

libraries in the country. Apart from preamble and preliminary, this draft act comprises of the following main provisions:

1. The Provincial Authorities
2. Local Authority
3. Finance and Accounts
4. Rules
5. Miscellaneous

Punjab Local Government Act, 1975

This act is designed for the constitution and continuation of Local Government Institutions in the province of Punjab. This legislation will consolidate and amend certain enactments relating to Local Government and to provide the matters concerning them. Public library provision in this act has been enumerated at Halqa Councils, Zila Councils and Municipals Committee.

Under Chapter-IX- Functions of the Halqa Councils Section51-A-(a-5) provision of public library have been made.

Baluchistan Local Government Act, 1975

This legislation is primarily for enactment relating to Local Government in the Province of Baluchistan. However, this Act has adopted the same pattern of provisions in the Punjab Local Government Act. 1975.

Chapter- IX- Functions of the Halqa Councils Section51-A-(5) provision of public library have been made.

North West Frontier Province Local Government Ordinance, 1979

Under this ordinance provisions for public library have been made at three levels in the local setup. Firstly, under chapter-VIII Functions of Union Councils Sections 52-B-(32) provision of a library and reading rooms at union council level have been made. Secondly, under chapter-IX Functions of District Councils Section 53 subsection L-(61) provision and maintenance for libraries and reading have been enumerated. Thirdly, Under Chapter-XI Optional Functions of Municipal Committees under Part-H Culture Section 117, provision for public library, reading rooms and circulating libraries at Municipalities level in the province North West Frontier Province have been made.

Sindh Local Government Ordinance, 1979

Under chapter-VI, Secion-40 Functions of the Councils

read with schedule-II under compulsory functions at Part-I subsection-3, a provision for the planning, development and maintenance of libraries, museums and art galleries have been made. While under optional function under the heading Culture at section-61 a provision for the establishment of public libraries, reading rooms and circulating libraries at Municipal Corporation have been reflected. In the same legislation under schedule-III Functions of District Councils Part-I Compulsory Functions section-14, provision for library and reading room at district councils level have been made. Under schedule –IV Function Union Councils Section-44 a provision for libraries and reading rooms have been made for all Union Councils in the province of Sindh.

Punjab Local Government Ordinance, 1979

In this Ordinance under Chapter-VIII Functions of Rural Local Councils Section-51 a Zila Council will maintain libraries and reading rooms. Under Chapter-IX Optional Functions of Urban Local Councils Part-H Culture Subsection-116 a provision for public libraries and reading rooms have been made.

Baluchistan Local Government Act, 1979

Under Functions of Union Councils Chapter-VIII Section-35 provision for public library and reading rooms has been incorporated. Under Chapter- IX at Section- 54(5) provision of public library and reading room along with cattle ponds, tonga stands and public latrines enumerated. In the same ordinance under Chapter- X Functions of District Councils Section 60(39) provisions for libraries and reading rooms have been made. Again under Chapter-XII Section-99(125) provision of public library, reading room and circulating libraries have been made at Municipal Committees level.

Model Public Library Act for Provinces, 1984 (Draft Public Library Legislation)

TWG in 1984 recommended draft public library legislation in its report. This draft legislation has made comprehensive provision for integrated public library system at provincial, district and tehsil levels. The purpose of this Model Act is to promote spread of knowledge, education, culture and to provide books, reading material free of charge to all citizens of society without any distinction. This Model Draft Act has the following part beside preamble and preliminary sections.

- 1- Provincial Library Authority
- 2- Local Library Authority

- 3- Finance and Accounting
- 4- Rules
- 5- Miscellaneous

Public Library Act-1989 (Draft Public Library Legislation)

In 1989, Mr. Abdul Hafeez Akhtar, Department of Libraries, Ministry of Education Govt. of Pakistan, drafted this Act for the establishment of network public libraries in Pakistan. Apart from the preamble and the preliminary, this draft act comprises of the following main Provisions:

1. The Provincial Authorities
2. Local Library Authority;8
3. Finance and Accounting
4. Rules
5. Miscellaneous

The Punjab Public Library Act, 1994 (Draft Public Library Legislation)

This draft legislation was forwarded by then Director General Public Libraries, Punjab on 14th June, 1994 to the Education Secretary. This legislation has preamble and preliminary sections and also further divided into the following parts:

1. Provincial Library Authority
2. Local Library Authority
3. Finance and Accounting
4. Rules
5. Miscellaneous.

The Local Government Ordinance 2001

This Ordinance has been promulgated at the simultaneously in the four provinces of Pakistan for the introduction of the Local Government at District and Tehsil levels. Under Schedule 6th read with Section-195 at Sr. 42 of the above ordinance, it empowered the concerned local government to establish and maintain such libraries, reading rooms and circulation libraries as may be necessary for the use of the public at district level.

The District Coordination Officer (DCO) is the administrative head of the District Administration. They have wide-ranging responsibility for overseeing, improving and directing the approved plans of the District Government.

But provisions of the Local Government Ordinance 2001 could not be implemented due less importance than other priorities before the elected representatives and therefore

Table1. Constitutional Provisions for Public Libraries in Pakistan

Constitution	Library provisions	Status of provision of power to make rules	Implementation
1935 (Adapted in 1947)	Schedule 7 th , Entry No. 11.“ Libraries, museums... controlled or financed by the Federation.	Federal	Partial
1956	Schedule 5 th , Entry No. 21 Libraries , museums ...	Concurrent (Federal/Provincial)	Partial
1962	Schedule 3 th , Entry No.29. National Libraries ... museums	Central	Partial
1973	Schedule 4 th , Entry No. 15.“ Libraries, museums... controlled or financed by the Federation.	Central	Partial
Under 17 th amendment 2003	Schedule 4 th Entry No. 15.“ Libraries, museums... controlled or financed by the Federation.	Central	Partial
Under 18 th amendment 2010	Schedule 4 th Entry No. 15.“ Libraries, museums...	Central	Partial

did not produce the desired results.

National Library Act 2010 and National Library Foundation Act 2010

The Senate Standing Committee on Education under the chairmanship of senator, Mr. S.M. Zafar discussed National Library Foundation Act 2010 and unanimously endorsed to recommend to the Ministry of Education to initiate and promulgate the National Library Act 2010 on March 9, 2010, in Islamabad It is regretted that no action had been taken in this regard to date.

It is evident from the stipulations made in various acts, ordinances and draft legislations since 1947-2012, analogy to the highest degree can be witnessed without even minor alterations with respect to modalities concerning establishment and promotion of public libraries. It seems quite clear that the contents of various legislations of one province about public libraries have been reproduced in similar legislations of other provinces. This approach goes quite contrary to ground realities like terrain, cultural diversity, tradition, requirements and other demographic factors and financial implications.

Data Analysis and Interpretations:

➤ The Table 1 shows that the legislative provisions for libraries in 1935 Constitution were under federal legislation only.

➤ The legislative provisions for libraries in 1956 Constitution were under the ambit of both central and provincial legislations.

➤ In 1962 and the 1973 Constitutions legislative provisions for libraries were both under the ambit of central legislation only.

➤ It is observed that even after the 17th and 18th amendment in 2010 for devolution of various departments, libraries and other similar institutions have been retained under Federal in the Legislative List.

➤ It is also observed from the above Table that legislative provisions were either provincial or national, although it is the prerogative of the national Constitution only. Provision for library legislation is constitutionally provided, yet it was not fully implemented. As a result, public libraries were functioning under their respective provincial governments.

The Table 2 reveals that total number of Public Library Legislations recorded till 2013 are 53.

It is found that no Draft Act had actually been enacted as lawful/legal authority, nor had taken the form of an act.

No legislation had been fully implemented except for Pakistan Copyright Ordinance 1962 at the national level.

It is observed that the maximum number of public library legislations 6(11.32%), 17(32.08%), 14(26.42%) took place in the decades of 50s 60s and 70s respectively: However, it is also seen from the Table 2 that the status of legislation at the national level is minimal.

General Musharraf remained in power for 9 years. During this period the government provided funds mostly for academic libraries especially school and higher education level libraries. However no improvement is seen with regard to public libraries in the Table 3.

The Table 4 shows that federal capital Islamabad has only one district with 10 public libraries.

It is seen that public libraries exist in almost all the

Table 2. Public Library Legislation Development After Partition To Date (Decade- wise)*

Legislation Zone		1947 - 57	1957 - 67	1967- 77	1977 - 87	1987 - 97	1997 - 07	2007- 13	Total	Implementation
National	Act	0.00	1.00	0.00	0.00	0.00	0.00	0.00	1.00	Full (Copyright Ord)
	Draft Act	0.00	0.00	0.00	0.00	1.00	0.00	2.00	3.00	Nil
	Ordinance	0.00	1.00	0.00	0.00	0.00	0.00	0.00	1.00	Partially
	Other	1.00	1.00	1.00	0.00	0.00	0.00	0.00	3.00	Partially
Sindh	Act	2.00	0.00	0.00	0.00	0.00	0.00	0.00	2.00	Partially
	Draft Act	0.00	1.00	1.00	1.00	1.00	0.00	1.00	5.00	Nil
	Ordinance	1.00	1.00	2.00	0.00	0.00	0.00	0.00	4.00	Partially
	Other	0.00	3.00	0.00	0.00	0.00	0.00	0.00	3.00	Partially
Punjab	Act	1.00	0.00	0.00	0.00	0.00	0.00	0.00	1.00	Partially
	Draft Act	0.00	1.00	1.00	1.00	1.00	1.00	1.00	6.00	Nil
	Ordinance	0.00	0.00	2.00	0.00	0.00	0.00	0.00	2.00	Partially
	Other	0.00	2.00	0.00	0.00	0.00	0.00	0.00	2.00	Partially
Baluchistan	Act	0.00	0.00	1.00	0.00	0.00	0.00	0.00	1.00	Partially
	Draft Act	0.00	1.00	1.00	1.00	1.00	0.00	1.00	5.00	Nil
	Ordinance	0.00	0.00	2.00	0.00	0.00	0.00	0.00	2.00	Partially
	Other	0.00	2.00	0.00	0.00	0.00	0.00	0.00	2.00	Partially
K Pakhtunkhwa	Act	1.00	0.00	0.00	0.00	0.00	0.00	0.00	1.00	Partially
	Draft Act	0.00	1.00	1.00	1.00	1.00	0.00	1.00	5.00	Nil
	Ordinance	0.00	0.00	2.00	0.00	0.00	0.00	0.00	2.00	Partially
	Other	0.00	2.00	0.00	0.00	0.00	0.00	0.00	2.00	Partially
Total		6(11.32%)	17(32.08%)	14(26.42%)	4(7.55%)	5(9.43%)	1(1.89%)	6(11.32%)	53(100%)	

districts in any form in the province of the Punjab thereby covering 100% districts of the province.

15 districts out of 24 have public libraries in the province of Khyber Pakhtunkhwa covering 63% districts.

16 districts out of 23 have public libraries in the province of Sindh covering 70% districts.

10 districts out of 28 have public libraries in the province of Baluchistan covering 36% districts.

It is observed from the Table 4 the situation with respect to public library facilities is not encouraging. It is stated here, that the Public Libraries in this Table 4 include only Public libraries under the administrative control of Federal, Provincial, and Local Governments. Graphical display of Table 4 is in Figure 1

* Sheikh. I. H (2005). Directory of Major Libraries and Publishers of Pakistan. Islamabad: National Book Foundation. Primary data 2011-12

It is observed that the province of Punjab had 31 public libraries established in the decade of 1968-77. The situation of public libraries in the Province of Baluchistan is not encouraging. It is found that the maximum number of public libraries had been established in the decades of 1968-1977 and 1978-87 having 17% and 15% of total growth each. This high growth is due to the promulgation of Public Library Legislation in these decades at local level. Only 7% growth has been recorded in the decade of 2008-2013 due to non-existence of public library legislation in this decade.

Graphical Display of Table 5 is in Figure 2

FINDINGS

1. The study traces the historical growth, development and services of public libraries, points out

Table 3. Library Development Initiatives during Musharaf Period

Plan	Period	Financial allocation	Main provisions	Implementation
1 Ten Year Perspective Plan	2001-2011	No separate funds shown in the plan for libraries	Establishment of District Resource Centre Establishment of Higher Education Commission(HEC) Digital Library	No Implementation due to 9/11 incident
2 Tenth Five Year Plan	2005-2010	-do-	Establishment of HEC Digital Library Establishment of Pakistan Education Research Network (PERN) Enhancement of existing School libraries	Full implementation
3 Annual Plans	2005 - 2010	Rs.500 million	Establishment of 590 libraries in middle school of Punjab	Full implementation
4 Vision 2030 document	2010-2030	No separate funds shown in the plan for libraries	Establishment of Libraries was discussed at very basic level in schools and tehsil level all over the country.	No Implementation

Table 4. No of Districts with and without Public Libraries Facilities*

Geographical zone	Total Districts	No. of District with Public Library	District without Public Library	Districts coverage per Province%
Islamabad	1.00	10.00	0.00	100%
Sindh	23.00	16.00	8.00	70%
Punjab	35.00	35.00	0.00	100%
K. Pakhtunkhwa	24.00	15.00	9.00	63%
Baluchistan	28.00	10.00	18.00	36%
Total	111	86	35(33%)	77%

major elusive areas, barriers to the development of public libraries. Public libraries have been established generally without statutory provisions and prior planning. Various departments and local setups established their own libraries without outline objectives. There were no coordinated efforts, norms, or standards for functioning of these libraries.

*Sheikh. I. H (2005). Directory of Major Libraries and Publishers of Pakistan. Islamabad: National Book Foundation. Primary data 2011-12

2. It is also observed from the above that legislative provisions were either provincial or national, although this is the prerogative that libraries and its legislation is national subject according to 1973 Constitution. Although, provision for library legislation is constitutionally provided, yet it was not implemented. As a result, public libraries are functioning under their respective provincial governments.

3. The total numbers of 53 legislations including draft legislations have been framed. However, no legislation had been fully implemented except one

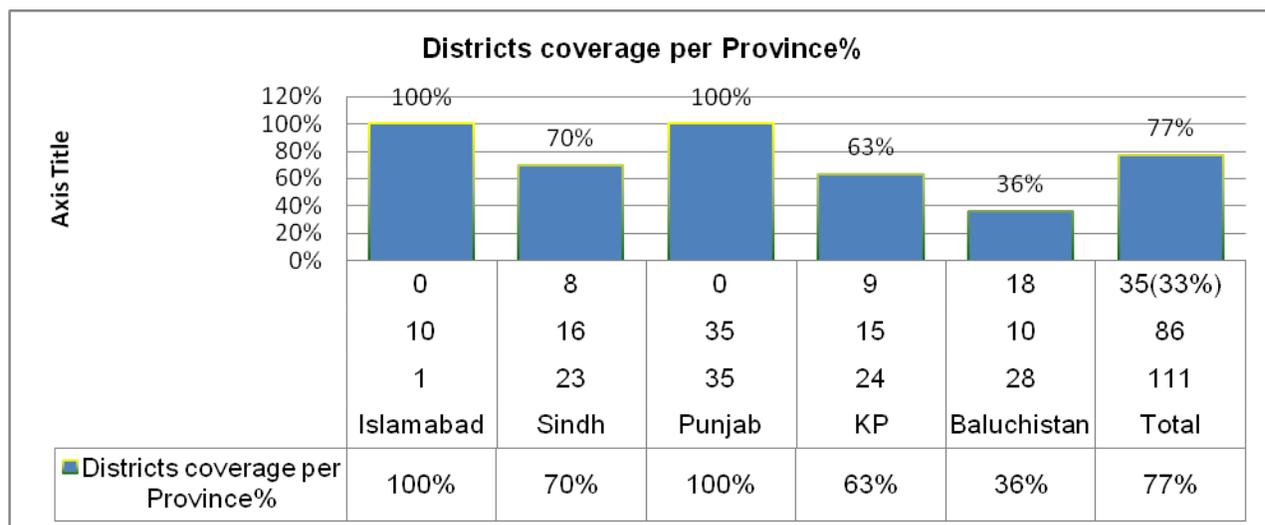


Figure 1

Table 5. Establishment and Growth of Public Libraries Decade –Wise*

Decade	Federal	Sindh	Baluchistan	KPK	Punjab	Total	Growth
Before 1947	0.00	2.00	0.00	6.00	10.00	18.00	5%
1948 - 57	0.00	5.00	0.00	2.00	7.00	14.00	4%
1958 – 67	0.00	9.00	1.00	2.00	22.00	34.00	10%
1968- 77	0.00	14.00	5.00	8.00	31.00	58.00	17%
1978 – 87	1.00	15.00	4.00	5.00	27.00	52.00	15%
1988 - 97	2.00	7.00	3.00	5.00	18.00	35.00	10%
1998 - 07	0.00	4.00	3.00	5.00	7.00	19.00	6%
2008-2013	7.00	4.00	4.00	2.00	6.00	23.00	7%
Not reported	0.00	23.00	4.00	7.00	49.00	83.00	25%
Total	10(2.98%)	83.00	24(7.14%)	42(12.50%)	177(52.68%)	336.00	100%

legislation Pakistan Copyright Ordinance 1962 at the national level. The status of 2 the legislation at national level is minimal.

4. It is also found that the maximum number of public library legislations 17(32.08%) and 14(26.42%) took place in the decades of 60s and 70s respectively that is why majority of public libraries were established in these decades due to legislative provisions for the establishment of public libraries.

5. A large numbers of public libraries 55(39%) were established through executive orders. Most of these public libraries were established after independence. It is found that in Baluchistan the situation is not encouraging and 10 districts out of 28 districts have public libraries which cover 36% districts of the province. It is also found that the maximum number of public libraries have been established in the decade of 1968-1977 having 17% of total growth.

6. Legislative and planning efforts were made for the development of public libraries, but none of the planned or legislative schemes could be fully implemented nationwide as the legislations have no mandatory provisions. Similarly, number of legislations lack democratic authority. It is also found that number of

*Sheikh. I. H (2005). Directory of Major Libraries and Publishers of Pakistan. Islamabad: National Book Foundation. Primary data 2011-12.

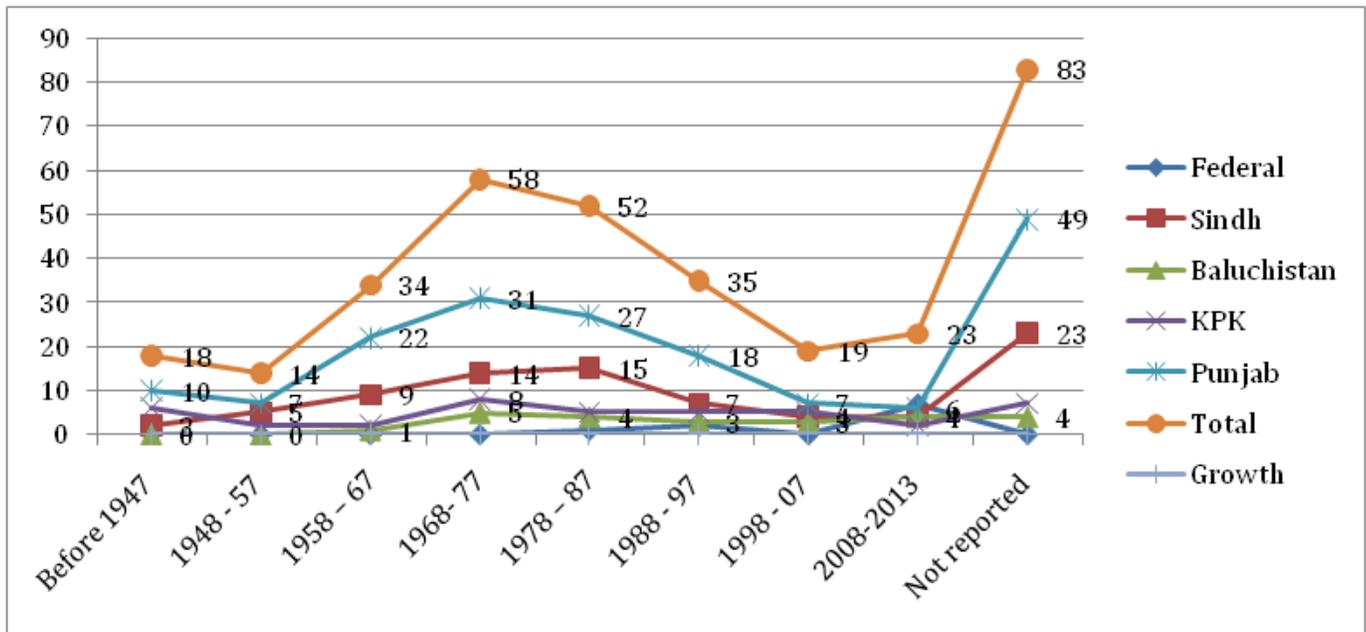


Figure 2

legislation have no preambles thus have no stipulations for its objectives. Therefore, it can be concluded that no serious political and professional approach has been made for the legislation of public libraries. The establishment also did not play its due role, as a result could not achieve the desired results.

RECOMMENDATION AND SUGGESTION

- The provisions of public library legislation made in the past has become old fashioned and obsolete while facing the challenge of online information age. In order to get meaningful results from the legislation, the Government needs to rephrase it and modify its scope for nationwide implication and to encompass all sources of information, be they printed, non-printed and digitized.
- The Pakistan Library Association (PLA) and other stakeholders be given opportunity to participate in the decision making process and shall be made an integral part of such a forum.
- A mandatory legislation for Public Libraries and Public Library System in Pakistan is a required instrument for the Government of Pakistan to develop library and information systems in the country on national and provincial levels on the basis of constitution provisions. Such legislation can clear all ambiguities about the role of libraries in a digital age and provide a uniform legal framework for all public libraries at all governmental levels to perform their functions and to satisfy the users' information needs.

LIST OF ABBREVIATIONS USED IN THIS RESEARCH PAPER:

- UNESCO: United Nation Educational Scientific and Culture Organization
 FATA: Federal Administered Tribal Areas.
 NWFP: North West Frontier Province
 KP: Khyber Pakhtunkhwa (New Name of NWFP)
 SPIL: Society for Promotion and Improvement of Libraries
 PLL: Public Library Legislation
 USA: United States of America
 NDLT D: Network Digital Library of Theses and Dissertations
 DCO: District Co-ordination Officer

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