Ranganathan, Shiyali Ramamrita.
The Five Laws of Library Science.
(Sarada Ranganathan Endowment for Library Science).
Madras Library Association, 1931.

Copyright ©Sarada Ranganathan Endowment for Library Science (SRELS) Foundation

This is a title in the dLIST Classics Project

dLIST Classics (Book) Editor: Michael May, Carnegie-Stout Public Library, Dubuque, Iowa
dLIST Editor-in-chief: Anita Coleman, School of Information Resources & Library Science, University of Arizona, Tucson

Digitization: Joy Wilcox, University of Arizona, Tucson and Anjana Bhatt, Florida Gulf Coast University, Fort Myers, Florida
Digitized: Fall 2006

Acknowledgments: SRELS Foundation (A. Neelameghan, K.N. Prasad, K.S. Raghavan, DRTC) and
dLIST Advisory Board Member, S. Arunachalam (MS Swaminathan Research Foundation)

dLIST Classics by S.R.Ranganathan:

Five Laws of Library Science, Ed. 1 (1931)
Philosophy of Library Classification (1973)
Prologemena to Library Classification, Ed. 3 (1967)
Classification and Communication (1951)
Documentation Genesis and Development (1973)
Documentation and its Facets (1963)
Library Book Selection, Ed. 2 (1966)
New Education and School Library: Experience of Half a Century (1973)
Reference Service, Ed. 2 (1961)

Other dLIST Classics
S.R. Ranganathan's Postulates and Normative Principles: Applications in Specialized Databases

Read the dLIST Classics online:
http://dlist.sir.arizona.edu/
the ONE, in company with all the others. This last act of Sambandar would, in its expression of universal brotherhood, serve as a symbol of the Second Law of Library Science.

CHAPTER III

THE SECOND LAW AND ITS DIGVIJAYA

In the last chapter, we witnessed the slow struggle of the Second Law, from trench to trench and barrier to barrier; in this chapter, we shall see the sweeping success of 'BOOKS FOR ALL', in its unimpeded Digvijaya or world-conquering expedition. The last chapter enumerated the varied vested interests that were found entrenched against the march of the Second Law; the present chapter will take us round the world in the wake of the majestic conquest of the message 'BOOKS FOR ALL'. While till now we witnessed the spread of the Second Law into the different strata and sections of society, we shall now witness the spread of BOOKS FOR ALL into the different continents and countries of the world. BOOKS FOR THE CHOSEN FEW had existed ever since books came to be written. But, BOOKS FOR ALL is a new concept. While libraries have existed from time immemorial, the 'Library Movement' had its origin only within the memory of some of our octogenarians. It is not our object, at present, to trace the history of libraries that were built either to hoard books or to serve books, at most, for a select few. Our attempt, on the other hand, will be to make a rapid survey of the growth of the

---

(1) Cf. SEKKILAR: Periya Puranam, II Kandam, verses 1250-1253.

[Sekkilar was a famous biographer of the Tamil country in the twelfth century.]
modern Library Movement in as many communities as possible. It is not with stray individual libraries, however big, that we shall deal here; but, on the other hand, we shall have to deal with libraries in mass—with the out-burst of myriads of libraries, many of them though tiny little ones, throbbing with the life and radiant with the effulgence due to the possession of the democratic gospel of the restless Second Law.

AMERICA

The Second Law of Library Science dropped the seeds of the Library Movement all through the world. Some fell on stony places, some among thorns, and some into good ground. But the seeds that fell on the fields of the New World, appear to have been the first to sprout. They seem to have already reached the fruiting-stage and appear to have even commenced to scatter fresh seeds, far and wide. As the first gardeners of this new family of plants, the Americans have had an opportunity of doing not a little pioneering work. They have exercised this unique opportunity with unique success. The energy, the enthusiasm and the resources of the New World came to be placed unreservedly at the disposal of this newly-sprouting species, the Library Movement. New grounds were constantly prepared, new transplantations were frequently made, new species were boldly cultured, new classifications were carefully ventured, new techniques became necessary and were invented, and new votaries were easily found in ever-increasing numbers. A canny Scot, who had made a mountain of dollars, freely scattered his wealth in the cause of this Movement. This concatenation of circumstances is by far the luckiest that has ever occurred. The result has been that America has come to be rightly regarded as the land of libraries. If we ask the nations of the world what they feel uppermost about their own Library Movement, most of them begin by saying, "We are following the lead of America. We are adopting American methods". Hence, it would be proper for us to commence our study of the Digvijaya of the Second Law with a brief survey of its exploits in this, the first home of the Library Movement.

1876 appears to have made a distinct epoch in the progress of the Library Movement in America. That was the year in which the American Library Association was founded. Speaking at the Fiftieth Conference of that Association under the caption Seed time and harvest, Mr. R. R. Bowker, one of its surviving founders, said, "Half a century ago there came together in New York three young men of ideas and ideals, brain seed which finds rich harvest in this assemblage, in the American Library Association, and in the development of the Modern American Library system, whose methods, this International Conference indicates, have found their way around the world".¹ On October 4,

1876, these three young men secured a gathering of ‘ninety men and thirteen women’, who formed "the American Library Association, in which Mr. Melvil Dewey, the first Secretary, proudly enrolled himself as No. 1 and to which he gave the motto "The best reading for the greatest number at the least cost". At the Second Conference held in 1877, the attendance fell to sixty-six, and in a later one even reached as low as thirty. However, with the exception of the next two biennial conferences and the gap in 1894, the American Library Association has been holding conferences every year, reaching the thousand mark in 1902 and the two thousand mark in 1926. The membership roll which began with 103 names has now swelled to 11,833. Again, in 1850, America had only 644 libraries, of which many were open only to a select few. But to-day, there are no less than 6,500 libraries—all of which keep their doors open for all.

Can we infer from such astounding figures that the Second Law has seen the end of its mission in America? The American Library Association was not sure of an answer to this question and hence, with the aid of a small grant from the Carnegie Corporation of New York, it engaged, in July 1925, an experienced special officer to make a survey of the situation. The definite questions that were put to this special officer were:

1. How many of the people of the United States and Canada have access to public libraries?
2. How many are still without public library service and where do they live?
3. How far have public libraries grown since the American Library Association was founded?
4. How far off is the goal of universal library service?

The Second Law was vitally interested in the report of the special officer. The survey was done with the utmost rapidity possible and the report of the officer saw the light of day in July 1926. What were the findings of the survey on the four fundamental questions? Here is a summary:

1. About 64 millions or 56 per cent of the people live in library areas.
2. About 50 millions or 44 per cent of the people are still without public library service and, of these, 3 millions live in towns and the remaining 47 millions live in rural areas.
3. Since the American Library Association was founded, one of its purposes, as set forth in its Charter of 1879, viz., “Promoting the library interests of the country . . . by disposing the public mind to the founding and improving of libraries”, is being steadily
worked out. About 6,000 new libraries have been brought into existence. In place of the 2 million volumes, 70 million volumes have come to occupy the shelves of the public libraries. About 240 million volumes are being issued annually and a sum of about 90 million rupees\(^1\) is being spent per year on public libraries.

(4) The goal of universal library service has been reached only half-way. Apart from 44 per cent of the people being without library service, the existing number of volumes is entirely inadequate. It gives only six-tenths of a book per head of population. The number of volumes issued per year amounts only to 2 per capita and the amount annually spent on public libraries is less than a rupee per capita of the whole population. This meagre supply, giving such poor averages, is all turned to one half of the population leaving the other half in the cold.

The Second Law protested that such inadequacy and the consequent inequality of library opportunity are too undemocratic and it asked, "The problem of providing public library service

---

(1) Here, and elsewhere throughout this book, all references to foreign money are given in terms of their rupee-equivalent.

---

for the 50 million people, now without it, is large enough to challenge the best thought and effort you are capable of. You had the proud privilege of initiating the Library Movement in the world. Are you going to suffer that proud position to be lost?" "No, I shall buck up," said America and the American Library Association straight away charged\(^1\) its Standing Committee on Library Extension with the task of making "an organised effort toward the goal of adequate public library service within easy reach of every one in the United States and Canada," and directed it to carry on this effort... in the closest co-operation with the League of Library Commissions, and all other interested agencies, through any or all of the following or similar methods:

(1) Field agents for assistance in the establishment of State library extension agencies, county libraries, and local libraries and the improvement of existing libraries.

(2) Publicity especially through rural social agencies and educational medium.

(3) Free and wide distribution of publications to encourage library development.

(4) Surveys of library conditions and needs, to develop state-wide or local library programmes.

---

(5) Study and compilation of library laws, drafting of model legislation.

(6) Encouragement of demonstrations and experiments, especially in the State and county fields.

(7) Encouragement of private subsidies as an aid to library extensions.

(8) Further study of library extension problems."

A brief account of the activities of this Library Extension Committee in 1929 may give an idea of the earnestness with which the challenge of the Second Law has been taken up. If the amount appropriated by the Committee can be taken as an index, it may be stated that it was as much as half a lakh of rupees in addition to several subventions granted by the Carnegie Corporation for specific purposes. It held a conference in Chicago and ran a Summer Institute in the University of Wisconsin, as a refresher course for field workers. On the side of publicity, it had many popular articles published in farm journals, like American Farming, Prairie Farmer and Southern Planter, in women's magazines like Farmer's Wife and Women's Home Companion and in educational periodicals like, Illinois Teacher, School Life and Texas Parent-Teacher. The total number of pieces of printed matter distributed free among the people was 75,670, in addition to considerable mimeographed matter. Six exhi-

---


---

III] NEED FOR STATE ACTION IN INDIA

...tions were held and several talks were given in group conferences. It helped in the enactment of permissive legislation in five States and library bills were drafted for five other States. It secured financial aid from a charitable endowment for founding fifteen new country libraries and for strengthening thirteen existing ones.

If the original home of the modern Library Movement has need for such publicity, for so many conferences and for such an expenditure "to dispose the public mind to the founding and improvement of libraries", what should be the need for similar work in our own country, where the Library Movement is still only a name. Not only we have no Carnegie Corporation at our back, no angel with his Akshayapatra, to give unending financial help, but, on the other hand, we have the demon of inertia, which seems to be a clever Kamarupi. This monster takes as many different shapes as Proteus. It is now a snob scoffing at library-publicity as vulgar, now a cynic trying to trace all public service to some ulterior personal motive, and again a misanthrope cursing that no good can ever come to us; it appears as jealousy or as benumbing philosophy. Such an atmosphere is not congenial to the growth of Library Movement. Relief can come, perhaps, only from the State. Once the prestige of State action clears the atmosphere, the Library Movement may get a chance to properly dispose the public mind and find its further food in the natural soil of public opinion.
MEXICO

A step to the south takes us to Mexico. Here, the seeds of the Library Movement appear to have been lying on barren soil until the Revolution of 1910 created aspirations for popular culture. The earlier efforts, which were made to see that culture and education might not be the close preserve of the upper classes, did not however prove effective until a Ministry of Public Education was created by the Act of April 1917. This Ministry was charged by the President with the task of bringing about the much needed "social transformation". Accordingly, it attempted, for the first time, to construct a bridge across the cultural gulf between the classes and the masses. Before long, it discovered that the only suitable bridge was that of Public Libraries and established a Department of Libraries in September 1920. Finding that the majority of the people were illiterate, the ministry had to adopt rapid methods for the removal of illiteracy, with the aid of what were known as "cultural missions". The work of the Department has been already so successful, that Mexico has now about 1,500 popular libraries, 1,000 school libraries, 800 industrial libraries and 500 rural libraries. It sent out in 1927 nearly 700,000 volumes to the libraries in the rural areas. The amount appropriated varies according to the condition of the public treasury. It was nearly Rs. 700,000 in 1923 but only about Rs. 60,000 in

1927. The number of readers crossed the million mark in 1927. The technical section of the Department is maintaining a union catalogue of the book-resources of the whole country and runs a bibliographical magazine entitled El libre y el pueblo.

The difficulties that confronted the Ministry of Education in this mission of 'social transformation' were not a few. "Mexico is a country of many races, many climates and many opinions. It is likewise a land of castes and social orders . . . Great distances and slow communications make it very difficult to mobilise public opinion . . . The inferiority complex of the Indian face to face with the European . . . hinders the progress of national integration." Such a variegated Mexico is now being integrated by the Ministry of Education through the agency of the school and the library. The libraries are maintained, some by the Federal Government and some by the State Governments. Their stock of books aims to satisfy everybody's taste and to meet everybody's needs. It includes, not only books of the ordinary educational type, but also industrial manuals, agricultural handbooks and books on 'Home-Management', in accordance with local requirements. Lecturers equipped with cinema reels and lantern slides are sent even to the remotest villages to attract the people to the libraries. Children's rooms are opened to induce the reading habit and love of

(1) McLEAN (Robert N.): That Mexican, p. 106.
books, even before habits become rigid. Thus, Mexico has demonstrated what can be done by a handful of officials, working with enthusiasm and devoting all their energy to a task full of obstacles, if they have at their back a willing popular ministry.

In 1926, the Second Law induced another Akshayapatra bequeathed by Carnegie—The Carnegie Endowment for International Peace—to go to the help of the veteran Library Association of the neighbouring United States, saying "Why should you not occasionally cross the southern line and help the new plant that is sprouting in the Mexican fields? I shall bear the cost". The American Association zealously seized this offer and appointed a Committee for Library Cooperation with the Hispanic Peoples to devote its undivided attention to this brotherly act. This Committee began its work with great seriousness and with the aid of a subvention of about Rs. 3,500 received from the Carnegie Endowment, sent an influential deputation of American Librarians to attend the Second Annual Library Congress held at Mexico city in April 1928. This friendly visit was reciprocated by a Mexican Commission which attended the West Baden Conference of the American Library Association. This Commission utilised its sojourn as fully as possible to inform itself thoroughly of the American library methods. They visited several libraries, large and small, and no effort was spared to make their visits as inform-

ing and helpful as possible. One interesting outcome of a visit to the Library of Congress was that the librarian of the latter announced that a complete set of the Library of Congress printed catalogue cards would be deposited in the Mexican National Library. As the Library of Congress had no appropriation from which the cost of packing and transmitting this invaluable bibliographical tool could be met, the Carnegie Endowment for International Peace gave a sum of Rs. 5,000 for the purpose, in addition to the Rs. 10,000 it had granted to cover the expenses of the Commission.

This exchange of visits acted as a fillip to the growth of the Library Movement in Mexico and the problem of keeping up proper standards of administration became very acute on such a rapid growth of libraries. To meet this situation the Carnegie Endowment readily voted a sum of about Rs. 12,000 towards the cost of printing 5,700 copies of Dr. Ernest Nelson’s Los Bibliotecos en los Estados Unidos, for free distribution among the libraries of Central and South America. This is a carefully written hand-book, describing the methods of library management prevalent in the United States. Mexico gave it a cordial reception as a helpful source of information. In fact, the demand for copies was so great that a second edition had to be issued in 1929. Thus the Second Law saw the Library Movement grow vigorously from day to

(1) CARNEGIE ENDOWMENT FOR INTERNATIONAL PEACE: Year Book, 1920, pp. 68-69.
day among the Mexican people. As a result of its successful growth coupled with the spread of rural schools, "a Mexico different from the one that existed before the revolution is being forged." When the nation shall finally come of age, the students of its history will find that not a small part of the credit for its maturing should fall to the mission of the Second Law of Library Science.

CENTRAL AND SOUTH AMERICA

The Library Movement in the remaining countries of Latin America is still in its infancy. It is only now that the ideas about the necessity of spreading education among the masses are getting broadened in most of these countries. The rich men and women in Latin America have not yet realised the need for or the wisdom of bequeathing money either for libraries or for other educational purposes, "their donations going rather to religious and charitable bodies". Hence, the cost of nurturing the Library Movement has to be met by the Governments themselves.

However, the message of the Second Law of Library Science is being slowly spread in all the 20 Republics constituting South America. The American Library Association's Committee for Library Co-operation with the Hispanic People is extending to these Republics also the same co-

operation as it is showing to Mexico. At the 1929 Conference held at Washington, and attended by all the South American ambassadors, the ambassador of Colombia stated, "Before the Committee on Library Co-operation with the Hispanic Peoples lies a field destined to yield an abundant harvest... Those, who are acquainted with the problem of literary Commerce, recognise after careful study that the United States is destined to be the book centre for the Southern Continent... The South now more than ever needs to read."

Another important organisation which is trying to bring about a uniform spread of the Library Movement in South America is the Pan American Union, which was organised on a permanent basis by a convention unanimously adopted by the Sixth International Conference of American States, held in 1928. One of the functions of this Union is "to assist in the development of... cultural relations, between the American Republics," as specified in the sixth Article of the Convention. This Union, which is housed in a palace presented by Carnegie, works in close co-operation with the American Library Association and the Carnegie Endowment for International Peace and much good is expected from its work in the propagation of the message of the Second Law of Library Science in all the twenty nations of South America.

(1) TANNENBAUM (Frank): The Mexican Agrarian Revolution, p. 426.
(2) SHEPHERD (William R.): Central and South America (Home University Library), p. 193.

(2) International Conciliation, 1928, p. 346.
A Lucky Alliance

It can be seen from the above that an outstanding factor that has characterised the expedition of the Second Law in the New World is the incessant help rendered by that constant ally, Carnegie, and his benefactions. It is extremely doubtful whether the New World could have carried away the palm in the world's library race, but for the phenomenal service rendered by Carnegie to the mission of the Second Law. Hence, it may not be out of place to devote some space to Andrew Carnegie himself, before we take leave of the New World.

The son of a Scottish handloom weaver, who used to come home at night in utter despair with the distressing news, "Well, Andra, I canna get mair work" and of a shoemaker's daughter seeking to improve the family fortunes by keeping a "sweetie shop" at Dunfermline, Andrew Carnegie began life at 13 on Rs. 13 a month as a bobbin boy in a cotton factory of the United States, and finally "emerged from the mephitic glooms of Pittsburg and scattered largesse over all the earth," as a God-sent ally of the Second Law of Library Science. It has been pictured by A. G. Gardiner that there were two Andrew Carnegies in one body and with one soul—the business man making millions and the philanthropist spending millions—without any

conflict whatever between the two, each coming into action on the word of command and vanishing when his task was done. "Business!" and up sprang the Iron-king keen as a razor; "Humanity!" and up sprang the Philanthropist bursting with benevolence. While his remarkable business capacity, his tireless industry and his clear provision enabled Andrew Carnegie to amass a fabulous fortune, his own "Gospel of Wealth"—first formulated in the North Atlantic Review of June 1899 in the words "This, then, is held to be the duty of the man of wealth: To set an example of modest, unostentatious living, shunning display or extravagance; to provide modestly for the legitimate wants of those dependent upon him; and, after doing so, to consider all surplus revenues which came to him simply as trust funds, which he is called upon to administer in the manner which, in his judgment, is best calculated to provide the most beneficial results for the community, the man of wealth thus becoming the mere trustee and agent for his poorer brethren"—this, his own "Gospel of Wealth", made him give away, in Raghū's fashion, practically all he saved, "for the improvement of mankind".

The amount he gave for public benefactions was as much as a hundred crores of rupees. A large share of this colossal sum was put into the hands of the Carnegie Corporation of New York created by an Act of the State of New York, em-

---

(2) GARDINER (A. G.): Pillars of Society, p. 88.
bodied as chapter 297 of the laws of 1911, "to promote the advancement and diffusion of knowledge and understanding among the people of the United States, by aiding technical schools, institutions of higher learning, libraries, scientific research, hero funds, useful publications, and by such other agencies and means as shall from time to time be found appropriate therefor."1

Although he stated in his letter of gift that "no wise man will bind trustees for ever to certain paths, causes and institutions,"2 he disclosed his mind by adding the rider, "My desire is that the work which I have been carrying on . . . shall continue during this and future generations".3 It is well known that the work which the public associates with Carnegie's name is the work he has done as an ally of the Second Law and of the Library Movement generally. Indeed it has been said that when he put his fingers into his waistcoat pocket one might expect he was going to fetch out a library."4 Probably, deep in his own mind, his innumerable library gifts took precedence over all others in importance. There was only one genuine remedy, he believed, for the ills that beset the human race

(2) A Manual of the Public Benefactions of Andrew Carnegie, p. 207.

and that was enlightenment. "Let there be light" was the motto that, in the early days, he insisted on placing in all his library buildings. He sincerely believed that the light can be made to reach all only by providing BOOKS FOR ALL. It was this sincere belief in the message of the Second Law that made him such a staunch supporter of the Library Movement and brought about such a lucky alliance between him and the Second Law.

By an Amending Act of 1917, the Carnegie Corporation of New York was further "empowered to hold and administer any funds given to it for use in Canada or the British Colonies for the same purposes . . . as those to which it is by law authorised to apply its funds to the United States".1

The first result of this broadening Amendment was for the Carnegie Corporation to carry the gospel of the Second Law into Canada. But, in 1928, finding that the whole American atmosphere was well charged with the message, BOOKS FOR ALL, the Carnegie Corporation wanted to carry that message into the Eastern Hemisphere as well. Prompted by this desire, looking eastwards from its home in New York, it surveyed the immediately visible regions of the Old World. First it espied a tiny little red spot standing out from the mainland of Europe. It was the United Kingdom. But finding that the canny Scot had made a separate and exclusive settlement for the land of his birth, its eyes began to sweep the Atlantic coast in search

of another red spot. How one wishes that India had an Atlantic sea-board! At last, it spotted out a real red region at the southern end of the dark continent. That very moment, it urged a special commission to jump Hanuman-like across the vast Atlantic, and come back speedily with a definite scheme to usher in the era of the Second Law in that important southern outpost of the British Empire.

South-Africa

Accordingly, the Carnegie Library Commission, consisting of one American Librarian and one Scottish Librarian, landed at Cape Town on August 20, 1928. It toured the Union for three months and found it in complete possession of the Second Law’s rival, viz., BOOKS FOR THE CHOSEN FEW. No doubt it found some 211 libraries. But they were all screened “by the fine meshes of a £1 subscription sifter”. The result was that readers were so few that the shelves showed little empty space even when every reader had his full quota at home and that the libraries were crying out for additions to shelving, whereas, if the Second Law had been heard, relief would have come through a considerable number of books being constantly in the hands of people and also through the larger percentage of books getting worn-out and discarded. Not only were the poorer Whites kept out of the benefits of the libraries by this £1 sifter, but the Blacks and the Browns, that formed the majority of the population, were utterly denied the use of books. The Commissioners describe this big blockade on the path of BOOKS FOR ALL in quite unmistakable terms:—“The South African is willing—perhaps has no other way out—for the native to cook his food, care for his children, keep his household in order, serve him in a personal way, carry his books to and from the library, but he would feel that an end of his regime were at hand if this same servant were permitted to open these books and read therein”.¹

The commission found that all the evils that follow from the negation of the first two laws of Library Science were abundant in the Union of South Africa. The person selected as librarian was usually “some local person, with the generally accepted qualifications of a love for books or the need for a job”. The laymen constituting the library committee invariably arrogated to themselves the capacity to discharge “all of those executive functions” which are usually considered “as the reasons why librarians are trained, employed and paid for”. Under such circumstances, “Librarianship is usually not held to be a profession; it is merely a custodianship”. The ridiculous result of the prevalence of such a conception of librarianship is seen in the following experiences of the Commissioners: “For example, in one fair sized town where, as invariably, we were received with unimpeachable hospitality, tea was served in the midst of our deliberations—served

by the librarian and her assistant who, their duties nicely performed, retired and were seen no more. In other places the librarian was not even introduced—not, be it insisted upon, through any intent of discourtesy on the part of the Committee”.

Again the Commissioners found the library buildings “poorly planned, highly inconvenient and utterly unattractive”. They also observe that “Fittings are made . . . seemingly with no knowledge of plans elsewhere found practicable. Shelving too often starts two feet from the floor and runs to the ceiling, thus making ladders a necessity”. The same books were stocked in every library, all but unread. This tendency for every library to buy every book which its readers may occasionally require, with utter disregard of library co-operation and co-ordination, led to a sad waste of money, tied up capital in unproductive books and made it impossible for the people to have important special books which could have a direct bearing upon their success in opening up an undeveloped country.

College libraries were found to have suffered most, from the absence of a strong championship of the Second Law. The Commissioners have recorded “The Universities of Pretoria and Grahamstown have fewer books than one could reasonably expect to find in a good high school in America. . . . The quite ambitious University of the Witwaterstrand at Johannesburg offers the unique example of an institution of higher learn-

ing without library and without librarian . . . Classification, Cataloguing and those aids in the use of books which are to-day considered an essential part of a college library are either lacking or indifferently done. Every staff is almost hopelessly underrun and quite generally with no one who has had library training. . . . The books are kept under lock and key”.

Such a lengthy extract from the findings of the commissioners has been given because it seems to describe the Indian conditions with great accuracy. The hope that the commissioners’ strictures on such conditions may, perhaps, open the eyes of those that have to do with the management and maintenance of libraries in India is the only justification for such a long digression. Switching back to the main purpose of this chapter, let us enquire how the Carnegie Commission has prepared the ground for the easy and certain progress of the Second Law in the Union of South Africa.

The Commission’s trips about the country made it possible to convey the message of the Second Law to the Library Committees, especially to school authorities, to government officials and, in short, to every person and organisation that could be induced to stop and listen. With rare exceptions, the people concerned recognised the faults in their scheme and often expressed astonishment that they had never noticed them before. When the work of the Commission culminated in the Conference at Bloemfontein on November 15-17,
1928, the dead weight of "BOOKS FOR THE CHOSEN FEW" was buried without tears and without discussion and the only business that had to be transacted was to work out details on the assumption that the Law "BOOKS FOR ALL" was to be given possession of the land and, in fact, a scheme was finally forged with the usual Carnegie touch.

(1) The Union Government was urged to recognise the need for encouraging all school-children in the habit of reading books by giving them guidance in the use of books and to recognise the provision of library facilities as a legitimate charge on the public revenue of the State, so that the educational services founded by the State may prove effective and give a fair and lasting return on the amount spent on them.

(2) The Union Government and the Carnegie Corporation should each contribute an annual sum of Rs. 1,70,000 up to a specified period, after which the Corporation is to withdraw step by step and finally turn to other lands, leaving the entire responsibility on the shoulders of the Government.

(3) The National Library Scheme should consist of one main centre, six secondary centres, several minor centres and innumerable distributing stations scattered throughout the country—in village schools, police stations, post offices, Y. M. C. A.'s and so on.

(4) Representations should be made to the South African Railways and the General Post Office to assist in the development of free library service by free transportation of books.

(5) Books should be served free to one and all, irrespective of the colour of the skin.

(6) A Library Association should be formed to maintain proper professional standards and to propagate the Library Movement.

(7) A suitable library legislation should be undertaken to place the sway of the Second Law on a permanent footing.

(8) And last but not least the Commission would recommend that "it is highly desirable for a director or an organising director to be on the ground" immediately to plan the proper working of the scheme in association with a National Library Board.

The Commission emphasises the grave importance of the last mentioned initial step with the words "Whether the funds of the Corporation and of the Union are to be wasted or whether they are
to become golden seeds which shall produce nourishing crops year after year will depend very largely upon these first principles of library culture."

Before we leave the Union of South Africa, the present conditions of the Indian book-world call for a special mention of a step of far-reaching importance taken by the Carnegie Corporation at the instance of the Commission. The Corporation gave a grant-in-aid of about Rs. 26,000 to an existing native press to enable it to increase the quantity as well as to improve the bibliographical quality of the books in the indigenous Bantu languages.

The Carnegie Commission has made similar recommendations to prepare the way for the entry of the Second Law into the Rhodesias and the Kenya Colony. But, we may skip over the remaining parts of Africa. Nor need we linger long over worn-out Greece which greets us in her faded glory, as we cross the Mediterranean Sea.

Europe

But the outburst of enthusiasm that has characterised the post-war reception of the Second Law in every other important country of Europe is quite unmistakable. This has been due, not a little, to the grim light that the fiery furnace of the Great War threw on the fatal results of providing unequal opportunities for self-education, under the spell of the antiquated twins, EDUCATION FOR THE CHOSEN FEW and BOOKS FOR THE CHOSEN FEW. The democratic ideals and the social aspirations that were generated by that upheaval led to the banishment of these two mischief-makers in company with some of the crowned heads of Central and Eastern Europe. The new mental stir of the newer nations just liberated from age-long repression seems to have spread into the older and the neutral countries as well. They seem to have all vied with one another in making the quickest preparations possible for the reception of the Second Law of Library Science in their midst. New Acts were forged or old Acts were amended to carry out its message with the least possible delay. 'BOOKS FOR ALL' was one of the cries that rent the European sky in the decade that followed the Treaty of Versailles. But the manner in which the Library Movement worked its way varied from country to country.

Bulgaria

The vehicle, that it adopted in the first country that we reach as we proceed north from Greece, is of special significance to India. Bulgaria seems to show us how to put new wine in old bottles. She had in her possession a peculiar old institution called Chitalista, which "is a sort of library combining the activities of a Theatre, Movies, Social Hall (Community Social Hall) and library". This time-honoured institution, which is held by the people in great affection, is the agent selected to distribute 'BOOKS TO ALL'. The innumerable lectures it organises on subjects of current

(1) International Handbook of Adult Education, p. 41.
interest, such as Hygiene, Agriculture, Sociology, Science, Religion and so on, lead to the popularisation of books, especially among the young. The Minister of Education who is a great library enthusiast had a law enacted in 1928, which has resulted in rapidly increasing the number of Chitalistas which were already as many as 1984. He further appointed a library-organiser and had her trained in England and America. She has a place in the National Council of Education. The expert knowledge and the unbounded enthusiasm of this library-organiser are proving to be fitting lieutenants of the Second Law in its expedition through Bulgaria.

**Rumania**

Bulgaria’s northern neighbour, Rumania, has also adopted a similar plan. When the time came to house the Second Law, she easily adapted her Astras and Atheneums for the purpose. These old institutions seem to have readily taken to the modern library idea as ducks to water. The Astra, which is but a short name for “The Association for Rumanian Literature and Culture”, conducts courses for illiterates, organises study circles and maintains libraries. It has to its credit as many as 3,000 libraries. The financial handicap experienced by the Ministry of Education has led it to rely largely upon such old institutions and on private benefactions for the spread of the message of the Second Law.

(1) RUSSELL (William F.): *Schools in Bulgaria*, p. 25.

**III] Rumania hits Two Birds at One Stroke 181**

The financial handicap has also led the Ministry of Education to take another interesting step, which seems to be worth adopting in our country, where, in province after province, the Finance Member raises the bogie of financial commitments, the moment the question of a Public Library Bill is raised. The Rumanian Ministry of Education seems to have attempted to hit two birds at one stroke. The 8,000 and odd school libraries with over a million of volumes, which came to be established during the last few years, have been thrown open to the Public at large. The economy in administration and the intensive use of the book-resources that will result from such a step will afford great financial relief to most of our provinces for many years to come.

Another great lesson that the experience of Rumania teaches us is the futility of and the wastage involved in having a scheme of compulsory education, without making any provision by side to supply the books that are necessary to keep up and give exercise to the literacy that is purchased at a heavy cost. In spite of the Cuza Constitution of 1866 having had a section on free compulsory education, the census of 1899 disclosed “that 78 per cent of the inhabitants above seven years of age could neither read nor write, the number of women illiterates reaching 90 per cent”. Such was the havoc of relapse to illiteracy due to the

(1) MISTRANY (David): *The Land and the Peasant in Rumania*, p. 509.
absence of library provision. Hence, it can be seen that it is only the most reckless custodian of Public Finance that will say, "I have just enough money to spare for compulsory education but none for library provision".

**YUGOSLAVIA**

The three new nations of Central Europe which form the western neighbours of Rumania have taken to the modern library movement with great avidity. In each of these countries, the Ministries of Education have, from the beginning, understood their primary duty to lie in the removal of illiteracy and the provision of public libraries to keep up the literacy so acquired. In Yugoslavia, for example, a special Department has been established in the Ministry of Education to develop this new instrument of popular education. The Department has already organised more than a thousand village libraries and nearly 700 courses for illiterates, in which hundreds of men and women are learning to read and write. The collections in such village libraries contain not only books intended for recreation but also those that relate to 'Household Work', so that the villagers may, by reading them, lead a happier, cleaner and brighter life.

**HUNGARY**

In Hungary, things have not yet taken a final shape. She is yet too poor to provide BOOKS FOR ALL, as she has not yet fully recovered from the consequences of the war, the revolution and the dismemberment of the country. Still, the Second Law is making its best efforts even there. The Minister of Education inaugurated in 1923 an elaborate enquiry into the needs and the means of effective popular education. As a result of this enquiry, an Adult Education Bill has just been drafted. The third chapter of the Bill deals with the library movement. It makes it obligatory for villages and towns to found libraries. Provision is also made for such places, as are too small and poor to maintain a library of their own, to be aided by travelling libraries maintained by the County Councils and aided by the State.

**CZECHOSLOVAKIA**

But the greatest success has attended the expedition of the Second Law only in Czechoslovakia. As soon as she escaped from the clutches of Austria—a name that meant to her "every device that could kill the soul of a people, corrupt it with a modicum of material well-being, deprive it of freedom of conscience and of thought, undermine its sturdiness, sap its steadfastness and turn it from the pursuit of its ideal"—the teachings of one of her "awakeners", Palacky, rushed to her mind. One of his teachings was "Through education alone could the way of salvation be found", and education was interpreted not merely as putting the children in school but as a life-long process.

---

(1) **International Handbook of Adult Education**, p. 476.
(2) **Ibid.**, p. 18.
Such an education meant the provision of BOOKS FOR ALL and hence "With all the problems of a new nation to face, Czechoslovakia made public library service compulsory in cities and villages by the Act of July 1919. Very small communes were given ten years of grace. By 1929, there was very nearly universal library service".¹

The provisions of the Act were drawn up with the greatest regard for practical details. It provided for a graded system of libraries. Communes with more than 10,000 inhabitants should have a trained librarian, should have all the departments of a public library and should keep them open on all days. In smaller communes, a few of the departments may be dropped, the library may be closed on a few days of the week and a librarian who has undergone only a rapid one-month's course in library science may be employed. In small parishes, the village teacher may administer the library with the aid of a practical handbook supplied by the Ministry of Education.

The finances of the libraries are to be ordinarily found from special local rates. The poorer communes, however, are to be aided by the Ministry of Education by a free supply of suitable books. The Ministry should also maintain a School of Library Science for the creation of a competent library corps to enforce the rule of the Second Law and arrange for the periodical inspec-

III) Phenomenal Achievement of Czechoslovakia. 185
tion of the libraries for the maintenance of proper standards. As the result of such a carefully framed Library Act, the number of libraries has risen from 3,400 in 1920 to 16,200 in 1926. There is, on an average, one library for 894 inhabitants and 44 books for every 100 inhabitants. 7.1 per cent of the population have become constant readers, the average number of books read by a reader in a year being 18.3.¹

The area of Czechoslovakia is comparable to that of the Tamil Nad, while its population is about two-thirds of that of the Tamils. Hence a comparison between the two countries cannot be said to be invidious. Czechoslovakia does not regard an annual public library expenditure of about Rs. 15,00,000² extravagant. In fact it works out to be only a little short of 2 annas per capita. The great importance that she attaches to libraries can be seen by comparing this amount spent on libraries with the total annual expenditure of the State, which is about Rs. 10,00,00,000.³ Now, the annual expenditure of Madras is nearly Rs. 17,00,00,000.⁴ One is curious to ask what is the total public library expenditure of Madras. Is it, at least, Rs. 1,00,000? Whereas Czechoslovakia spends nearly 1.5 per cent of her revenue on public

---

² Ibid.
³ Statesman's Year Book, 1930, p. 775.
⁴ Ibid, p. 127.
This is a title in the dLIST Classics Project

Acknowledgments:

SRELS Foundation (A. Neelameghan, K.N. Prasad, K.S. Raghavan, DRTC) and dLIST Advisory Board Member, S. Arunachalam (MS Swaminathan Research Foundation)

dLIST Classics by S.R. Ranganathan:

- Five Laws of Library Science, Ed. 1 (1931)
- Philosophy of Library Classification (1973)
- Prolegomena to Library Classification, Ed. 3 (1967)
- Classification and Communication (1951)
- Documentation Genesis and Development (1973)
- Documentation and its Facets (1963)
- Library Book Selection, Ed. 2 (1966)
- New Education and School Library: Experience of Half a Century (1973)
- Reference Service, Ed. 2 (1961)

Other dLIST Classics


Read the dLIST Classics online:
http://dlist.sir.arizona.edu/
libraries, Madras does not set apart even .05 per cent of her revenue for library provision.

Another feature in which Czechoslovakia resembles our land is in the heterogeneity of its people. They are made up of several races, which speak different languages. But she has shown that these features need not be regarded as standing in the way of our carrying out the mandates of the Second Law. She has, in fact, met the situation by a generous provision in the Library Act, that any minority community, that is at least 400 strong in a commune, should be provided with a special public library of its own, whose managing committee should be made up solely of members of that community. The interests of the communities, whose strength falls short of this minimum, are to be borne in mind by the main library of the commune, in its book-selection.

Another interesting matter in which the Czechoslovakian Government sets us an example lies in the interest with which it fosters the creation of books suitable for library use. Mr. T. G. Masaryk, the first President and, in a sense, the maker of Czechoslovakia, created a fund of about Rs. 4,00,000 for the institution of a quasi-public organisation "in close relation to the central offices of the State" for the direction of the cultural activities of the nation. It has been appropriately named the Masaryk Institute and has been functioning from April 1925. One of its activities is the provision of "books such as are suitable for libraries under advantageous conditions... Through specially drawn-up questionnaires it studies the psychology of the reader, and the power and influence of the printed word", and "interests itself in finding good books for the young, for school libraries and for youth in general. It publishes a critical monthly, Unor, specially devoted to literature for the young; issues lists of good books for youthful readers and organises every year exhibitions of suitable reading matter for young people". This is a fine example of all that will be done to further the library movement, by a State which sincerely believes in the message of the Second Law.

Poland

Now, a further step to the North takes us into Poland—the persecuted Poland—which regained its full freedom only after the Great War. The moment Poland recovered political independence in 1918 and "the reunited Polish nation regained control of its destinies, the cause of education became one of the principal concerns of society and of the reborn Polish State". At the initial stages many voluntary bodies like the Society of People’s Libraries, and the People’s School Association, came into prominence and carried the torch of library movement with willingness and enthusiasm.

former is responsible for the establishment of about 1,300 libraries, while the latter has its credit about 500 stationary libraries and about 800 travelling libraries. Local authorities too are taking their part. The city of Lodz, for example, has one adults’ library and five children’s libraries. These libraries are also centres of educational work carried on systematically by popular lectures and readings illustrated by music and pictures. In many of the children’s libraries, self-government and self-management are being introduced.

The State has, by now, realised that such voluntary enterprises are too inadequate to meet the library needs of the country and that the mandate of the Second Law can be properly carried out only by legislation. A Library Bill, that has been recently drafted, makes it obligatory for every commune to establish a library, the smaller communes being served by travelling libraries provided by the central library of the District. The necessary funds are to be got by a special library rate. The Union of Polish Librarians, with its headquarters at Warsaw, is doing its best to further this legislation. When the Bill is passed into Law, about 15,000 libraries will come into existence and the Second Law will establish its permanent sway in Poland.

Soviet Union of Russia

A step to the East lands us in Russia—that vast territory which stretches across the entire breadth of two continents. As a certain amount of scepticism seems to lurk in the minds of people about recent happenings in Soviet Russia, it may be well to begin the description of the Second Law’s great achievements in that land of mystery, with an illuminating quotation from the honest expression of opinion of an impartial observer—Professor Paul Monroe, Director of the International Institute, Teachers’ College, Columbia University—based on his experiences of a recent sojourn among the Russians. His description of the manner in which the Law ‘BOOKS FOR ALL’ is spreading into the remotest corners of Russia is contained in a section entitled, The village culture centre, cottage library or the people’s house, in a paper he has contributed to International Conciliation.

“...The village and rural population, not much interested in theory and not well informed, is the most difficult to reach. One instrument invented for the education of the peasantry is the ‘cottage library’ or culture centre, or People’s House. A building is set aside for the culture use of the little community. In this are to be found a few books, many pamphlets, newspapers and posters. Much of the population education is carried on by posters, issued by the central government as well as by other agencies. These relate to all sorts of subjects: care of children, nature of diseases and especially of infections; propaganda against the fly, mosquito, hookworm, and other infections or carriers of infection. There are posters on the

(1) International Handbook of Adult Education, p. 349.
use of farm machinery, on the selection of seeds, on methods of land fertilization and cultivation, such as deep plowing; posters on anti-alcoholism and anti-religion, on the subject of foreign relations, and on all communistic doctrines. These cottage libraries always are used for the gathering of peasants in the evening. . . . Many of these culture centres have radios and the broadcasting from Moscow is excellent.

"Most of the centres contain a small stage for dramatic performances and serve as centres of recreation. The dramatic performance is one of the approved methods of instruction as well as of amusement.

"The cottage libraries are conducted by committees, each having charge of one specific activity. In such work is found also one of the chief educational agencies for improving the condition of the adults. One very popular form of performance is the dramatization of the news of the week by selected groups.

"In this centre also meet the various committees that have charge of the various interests of the village and its government; health, agriculture, schools, roads, relations with the county or district government, communistic education and propaganda, young communist organizations, etc.

"The question of the extent of the welfare and educational activities arises again in connection with these institutions as it does with the schools. I can only give my own experience. In the district of Leninakan, 2,000 miles from Moscow, which I visited, there are 201 villages. The district government reports that in 65 of these it has established culture centres; that 65 other villages have established such centres of their own volition; leaving about a similar number yet unreached. I personally visited six villages. All of them had schools; all had cottage libraries."

As a matter of fact, as soon as the New Russia emerged from the October Revolution, the spirit of "EDUCATION FOR ALL" rushed into it with eagle speed in company with the Second Law of Library Science. Russia drank deep of the Pestalozzian conception of social education as "the polishing of one link of a large chain, which unites all humanity into a single whole; and the errors in the education and guidance of men consist for the most part in that separate links are isolated from the chain and one begins to philosophise over them as if they alone existed and as if in the quality of rings they did not represent the property of the whole chain." Lenin proclaimed at the 1921 All-Russian Congress of Workers for Popular Enlightenment, "You must remember that an illiterate uncultured people cannot conquer". It was held "Unless the masses are enlightened, a rigorous heightening of their economic welfare is impossible, co-operation is impossible and a

(1) International Conciliation, 1929, pp. 590-591.
(2) Quoted in PINKEVITCH (Albert P.): The New Education in the Soviet Republic, p. 32.
genuine political life is impossible”. Hence, the first fact to which the energy of the new government was turned was the alarming illiteracy and ignorance of the people. “According to the census of 1920, sixty-eight per cent of the inhabitants of the Soviet Union were illiterate... One of our primary tasks has consequently been the abolition of illiteracy. By 1933-34, the ability to read and write should be the possession of every citizen of the Soviet Union”. In the words of the President of the State University of Moscow, such was the resolve that was made.1

Thus the immediate education of the adult population became a most important part of the work of the Commissariat of Education. The work involved the creation of “centres for the liquidation of illiteracy; political-cultural clubs and reading rooms (Lenin Corners); workers' and peasants' houses; permanent and itinerant libraries; self-education centres and magazines... propaganda work (including tableaux, plays, etc.) for special campaigns... Quick learners help the slower; semi-literates the illiterates... As soon as they can read a little they are encouraged as semi-literates to go to the local cottage reading room (Isba) or club, and then to the library. After six months of such work, a school is set up to prepare able persons for a Rabfak”.2

(2) GOODE (W. T.): School Teachers and Scholars in Soviet Russia, pp. 61-63.

The tenth anniversary of the October Revolution was made an occasion to take stock of the achievements of EDUCATION FOR ALL and BOOKS FOR ALL in a decade’s expedition in Russia. It was found that “approximately ten million persons were taught to read and write... The number of stationary libraries increased from 4,640 to 6,414, of urban moving libraries from 3,054 to 25,579, and of village moving libraries from 3,167 to 4,343... In the Russian Republic in 1926, there were 7,250 circles in which 120,000 persons were studying”.1 The latest year-book on hand makes mention of 46,759 schools for illiterates and 50,000 travelling libraries.2

This phenomenal spread of the Library Movement has resulted in such a wide-spread love of reading that a reading room is not infrequently found even in the lobbies of cinemas, where the audience waits for the next performance. To satisfy the craving for reading, that is evinced by those that are just emerging from the grip of illiteracy, “a monthly journal is published under the title Down with illiteracy; the extensive use of illustrations and diagrams throughout the text makes it possible to put elementary articles on political and economic subjects before those who

(1) PINKEVITCH (Albert P.): The New Education in the Soviet Republic, pp. 380-381.
(2) SANTALOV (A. A.) and SEGAL (Louis): Soviet Union Year-book, 1929, pp. 479 and 487.
are just beginning to master the technique of reading”.¹

The activities of the Publication Department of the Soviet Union illustrate the part that the State should play in the regeneration of a country like ours where more than half a century’s divorce between the intelligentsia and the mother tongue has crippled the latter and has hence left the masses in utter ignorance of the recent transformation of the scientific, economic, political and cultural world. The Soviet Union has evolved a novel institution of what are called Village-Book-Correspondents. “These correspondents have arisen in answer to a realisation on the part of the peasants of the part played by books. It is the mission of the book correspondent to keep the State Printing Office informed as to the types of books which have been most useful to the peasantry, most of whom are just beginning to read the illustrations which have proved most effective, the subjects on which books are needed, etc. This is only the beginning of the work of our book correspondents in the spreading of literature in the village.”² The systematic preparation of a literature for children is also in the first stages of progress.

¹ HARPER (Samuel Northrup): Civic Training in Soviet Russia, p. 273.

This intimate and active interest that the Soviet State is taking in the production of the necessary books to facilitate the supply of EVERY PERSON HIS OR HER BOOK in accordance with the requirements of the Second Law stands in sharp contrast to the conditions obtaining in our own land. The Madras Library Association found that grave difficulties were experienced by its Tamil Book Selection Committee as a result of the dearth of Tamil books dealing with current thought. The Council of the Association stated, “The present state of our country demands imperatively that books of an informational nature should be circulated in large quantities by our libraries. But, as has been remarked, there are very few such books in Tamil . . . No doubt the law of supply and demand will govern the solution of this problem also. However, the Committee feels that the establishment of an appreciable number of public libraries would strongly create the necessary demand.

“The Council would also appeal to the Government and the Universities of the Province actively to foster the creation of the necessary supply during the initial stages. This is a legitimate and primary duty of the State which is responsible for the general welfare of the citizens and of the Universities one of whose main functions is the dissemination of knowledge. At any rate, the difficulties at the initial stages are too great to be overcome by any agency other than the State and
the Universities. The experiences of other countries in similar circumstances go to confirm this view.\(^1\)

The Universities may excuse themselves saying that the extension, rather than the dissemination, of knowledge was their primary duty and that, as they had not yet fulfilled even that primary duty owing to their absorption in the constant turning of the examination wheel, there was no near prospect of their developing an extension side. The Finance Minister of the Government, who seems to have been scared by the probable year-to-year profit and loss account of such an adventure, was unwilling to be convinced and pronounced that “The connection between the responsibility of the State for the general welfare of its citizens and the fostering of the publication of suitable books for their use is more rhetorical than convincing”.\(^2\)

Under such circumstances, the Second Law of Library Science will have to do a good deal of lobbying in Ministerial chambers and academic cloisters and first educate the highplaced and the learned with its experiences among other progressive nations, before it can hope to supply EVERY INDIAN HIS OR HER BOOK.

FINLAND

Let us now move westwards and have a look at Finland and her hospitality to the Second Law.

(1) MADRAS LIBRARY ASSOCIATION: Second Annual Report, pp. 21-22.
(2) The ‘‘Hindu’’ (Madras), October 23, 1930.

III] THE BEST EDUCATED NATION IN THE WORLD

One might hastily exclaim, “What can that cold, far-off, sparsely-populated little-known land have to teach us.” Finland is no doubt far off. In fact, she is largely confined to the Arctic circle. This no doubt makes her bitterly cold. She does not even see the sun for several days in the year. She is also very sparsely populated. With an area nearly as large as that of our province, she has barely three-fourths of the population of our District of Malabar. But, if she is little known, it is not her fault. She does not prevent us from knowing her. But “No one who knows anything of the Finns will deny that they are the best-educated nation in the world. Neither Germany nor America can claim an equality with them in this respect . . . The love of learning thus fostered has remained a prominent feature of Finnish character unto this day and is in part responsible for the progress of the people. There are very few of the lower classes that cannot read”.\(^1\) Indeed, we are told that in 1920, only 0.7 per cent of persons who had completed their 15th year could neither read nor write.\(^2\)

Even in the centuries of her subjugation under a foreign yoke, Finland had seen the wisdom of following the Second Law of Library Science. But, till she regained her independence in 1917, the Finnish language had been superseded by a

(1) YOUNG (Ernest): Finland; the Land of a Thousand Lakes, pp. 208-209.
foreign tongue. It was only after the Great War relieved her from this handicap, that the national language regained its legitimate place and that there was "a marked increase in the number of books adapted to the needs of the agricultural and working classes and now there is no dearth of scientific and other educational literature". Again, till she got her freedom from her foreign masters, the few libraries, that were separated by long distances, had to be linked together only by the voluntary efforts of the Library Society of Finland. But by an Executive Act of 1921 and later by the Library Act of April 1928, the State has now taken upon itself the furtherance of the Library Movement.

This Act has brought all the libraries under the direction of a State Library Board presided over by a member of the Ministry of Education. The executive of this Board is termed the State Library Bureau and is managed by the Library Director. This Bureau does library propaganda, trains librarians, publishes bibliographical tools and improves library methods in all possible ways. Due to its fostering care, the 537 rural communes of Finland are now served by nearly 1,000 libraries. Of her 38 towns and 18 boroughs, nearly 80 per cent have public libraries of their own. Her chief town, Helsinki, which has a population of 227,375, lends out more than 700,000 volumes in a year.

The Library Act provides for a library rate, which usually amounts to about 6 piaes per capita. But an important feature, which is of interest to us whose central taxation is disproportionately high, is that of the "half-grant-system". The State gives a grant of 50 per cent of the expenditure on books, salaries, rent, etc., in addition to special building grant.¹ The amount of library grant thus disbursed in 1928 was nearly Rs. 70,000. It can be realised that this State-grant is not as small as it looks if we remember that the population served is less than that of one of our districts.

Norway

We may begin our study of the progress of the Second Law in the Scandinavian Peninsula with a short review of the reception accorded to it by Norway. Although the Government of Norway has been subsidising libraries from 1830, it is only in the present century that her library provision has reached the level demanded by the Second Law. She has now about 60 municipal libraries and over a thousand rural libraries.² There is a Library Office attached to the Ministry of Education. Its chief function is to disburse the State grant and see to the maintenance of proper standards in the libraries. It also maintains a few travelling

¹ International Handbook of Adult Education, p. 122.
libraries and particularly the circulating library for seamen which has deposit-stations in all the Norwegian ports. Mention has already been made (vide p. 85) of the part played by one of these deposit-stations in a fishing village of the North Coast in advancing a neglected fisher boy to a Professorial Chair.

**Sweden**

The eastern half of the Scandinavian Peninsula bears a more marked testimony to the advent of the Second Law of Library Science. The history of the Swedish libraries illustrates in a splendid fashion the transformation that will come over an old library system as soon as its message vitalises it. Here is an authentic account of the effects of its advent as given in a responsible handbook published by the Swedish Government in 1914. "The old parish libraries which had long existed in many places were rummaged in 1900. It was found that they either consisted of the decayed remnants of originally good collections, or that books were in good condition, but hardly ever used. ... State aid to the people’s libraries was first resolved on by the Riksdag in 1905... In the Ecklesiastik-departementet there are since 1913 two library experts (bibliothekskonsulent), who report to the Department, advise the general public as to books, etc., and superintend the State-aided libraries".

---

(1) GUINCHARD (J.): *Sweden (first part)—Land and People*, pp. 333-334.


F—26
tion, a State grant of about Rs. 3,75,000, while the annual issue exceeds 7 million volumes.

On the side of school libraries, there has been an equally great activity. Education has been planned more and more in such a way that it is directly linked up with the school libraries. Special instruction in the use of the library and its tools is given to the pupils. The School-Reform of 1928 requires increased self-activity on the part of pupils in close association with libraries and this has already caused an increase of grant to the school libraries. In the place of the 279 school libraries of 1913, there were 1,299 school libraries in 1927. In the place of the three hundred thousand volumes lent in 1923, two million volumes were lent to pupils in 1927. It would be educative if corresponding figures are worked out for Madras.

DENMARK

Of the trinity of Scandinavian countries, it is Denmark that has benefited most by providing EDUCATION FOR ALL and BOOKS FOR ALL. With the aid of a system of schools consciously directed to the upbuilding of industrial resources—particularly the unique system of Folk High Schools—and of a carefully co-ordinated system of progressive public libraries, Denmark, though endowed by nature with comparatively little agricultural wealth, “is now producing immense crops and making herself felt in the markets of the world . . . (and has happily) stopped the city-ward tide of the rural population and built up a rural social life wherein many of the social problems confronting rural communities in other lands have been cleared away”. This successful demonstration on the part of Denmark should open the eyes of our provinces in good time to the one sure remedy against the devastating “city-ward tide of the rural population” that is already setting in.

There is another lesson that Denmark can teach to those that are anxious to fulfil the exacting demands of the Second Law, with the maximum possible regard for national economy. Her library system is characterised by the most complete scheme of co-ordination possible. The national library chain begins at one end with the two reservoir State Libraries—the Royal Library and the University Library—at Copenhagen. They are, by mutual consent, specialising in the Humanities and the Sciences respectively. The next link in the chain is the group of 80 town-libraries, of which 27, placed at railway junctions, act also as central libraries or secondary reservoir libraries. And at the other end of the chain we find nearly 800 village libraries scattered throughout the country. The system of inter-library loan along this chain makes all the book resources of the nation available for a reader, no matter where he may live, and reduces the duplication of books to a minimum consistent with actual demand. This wonderful co-ordination is one of the results of the

(1) SANDIFORD (Peter), Ed.: Comparative Education, P. 439.
Library Act of 1920, which, in a sense, nationalised the libraries of the country and placed their development and supervision in the hands of a State Library Director assisted by a strong Library Inspectorate.

The same Act entrusted the care of the town libraries to the respective municipalities and that of the village libraries to the parish councils of the respective communes. The library funds made up of the local rates are supplemented by a State grant, which is equal to the local contribution in the case of the smaller libraries. The State Library Director disburses the grants, prescribes the standards of equipment and work, gives bibliographical advice and arranges for the professional training of librarians. The State grant paid in a year amounts to about Rs. 7,00,000 and the money found from local rates and other sources amounts to nearly Rs. 12,00,000, thus bringing the annual library expenditure of the nation to about Rs. 19,00,000.

There are more than a million volumes in all the libraries taken together and the annual issue is nearly five million volumes. Care is taken to induce the library habit even in the school stage. In fact, “at each school there is a lending library, which is more and more appreciated by the children”.

(1) BROCHNER (Jessie): Danish Life in Town and Country, p. 28.

Science is being entertained by the Danish people in an ideal manner.

GERMANY

Going south into the Republic of Germany, it is highly educative to spend some time over the wonderful organisation of the Scientific Libraries of Prussia, which were in existence even before the advent of the Second Law. This organisation was actuated by a desire to provide EVERY SERIOUS STUDENT AND RESEARCH WORKER HIS BOOK. It is characterised by the same thoroughness of detail, which is visible in the unique scientific “Handbuchs” that Germany alone, of all the countries, publishes in such large numbers.

The centre of this organisation is the Prussian State Library, Berlin. Its stock of two million volumes is added to, each year, by about fifty thousand new volumes, while the number of periodicals current is about 20,000. The basement area of the Library building, which is in thirteen storeys, is nearly 200,000 sq. ft. The classified catalogue is in more than 1,000 volumes, while the alphabetic index runs through 3,000 volumes to which about 90 are added annually. The staff is 320 strong, of whom 76 are specialists in different branches of Science, engaged in classifying the books and helping the readers in finding their references.

The libraries of the ten Prussian universities and four technical high schools, which are similar in organisation but smaller in scale, work in close
co-operation with this Central Library. By mutual agreement they specialise in different branches of knowledge so that the library finances of the State as a whole are pooled together effectively and made to secure as many different publications as possible. This feature should be of special significance to us, where even the different departments of one and the same university tend to fritter away their meagre library allotments, by each department insisting on the purchase of a copy of one and the same book for its exclusive use, even though it may be required only occasionally.

The State Library maintains a Union Catalogue of the resources of all the Scientific Libraries of Prussia and an Information Bureau which helps the worker in any part of Prussia to get the materials he wants, through his local library from any library whatever in the State. It cannot be denied that such a carefully built system of scientific libraries has been one of the factors that have contributed to the enormous output of scientific work in Germany.

But, it can be easily seen that such libraries can serve only a select scholastic and professional few—the intellectual aristocracy, so to speak. While they serve their purpose in an admirable way, they fall short of the ideal preached by the Second Law, viz., “Books for the wrangler and books for the bungler”. The modern Library Movement of Germany is only some thirty years old, while it assumed a phase, acceptable to the

Second Law, only after the revolutionary social changes which came in the wake of the World War. The Union of German Republic Librarians, founded in 1922, is carrying on a strenuous propaganda on behalf of the Second Law and is trying to bring home to the Local and State Administrations the need for strengthening this new instrument of Universal Education to make democracy safe.

By far the most outstanding contribution of Germany towards the fulfilment of the requirements of the Second Law is a piece of work that is being carried on by the Leipzig Institute. This Institute for Readers and Reading owes its foundation to the persistent efforts of W. Hofmann, who has been pleading that a mere collection of books on the one side and a crowd of unaided readers on the other will not constitute a modern Public Library, which should help EVERY READER TO FIND HIS BOOK readily. He emphasised that the human agency capable of establishing contact between the right book and the right reader at the right time and in the right manner, forms a necessary third factor. To equip recruits for this work is no ordinary task and it is not every recruit that will have the requisite scholarship, temperament and personality for this advanced but necessary form of library service. Hofmann pointed out that an intimate knowledge of the psychological basis of reading is as important as a knowledge of books. The purpose of the Leipzig Institute is to
give the necessary training to the library staff in this work—the reference work as it is called.

Even the most advanced workers stand in need of this kind of personal service while it is still more so with the common people and the students. When proposals for this vital side of library service are made, laymen, who have spent their youth in the pre-Second-Law days, would find slogans like *spoon-feeding* and *mothering* to turn down such proposals. Many Hofmanns are needed in our country to convince our library authorities of the imperative need for such personal service and to knock out of their heads the anti-deluvian notion that semi-literate attenders who can just read the backs of books and hence need not be paid more than *Maistries* or head-peons can constitute an adequate library staff.

**ITALY**

Going south, we may skip over Austria, which is not different from Germany for most academic purposes, and enter Italy. Although Garibaldi had the foresight to see the need for libraries and founded several people’s libraries, most of them soon fell into disuse. It is only in the present generation that they have been revived and largely multiplied in number. For example, in the place of the four libraries Milan had in 1905, it has now got twenty. During the last decade several travelling libraries (nearly 2,000 in number) were also instituted to serve the rural areas.

**III] FASCIST HELP TO LIBRARY MOVEMENT**

The Italian Federation of Public Libraries founded about two decades ago has been doing yeoman service to the cause of the Second Law. It has induced the formation of several libraries, promoted the publication of books suitable for popular use, persuaded private benefactors, political associations, Local Bodies and the State to render financial assistance to the libraries and arranged for the professional training of librarians.

In recent years the Fascist Government has begun to take direct interest in the furtherance of the Library Movement. Its Institute of Fascist Culture has begun to finance the publication of books for popular use and to distribute them freely to the poorer libraries. The Government has also appointed a Director-General of State Libraries to re-organise the library system of the country. It has also established a Library School at Florence in addition to the schools maintained by the Universities of Padua and Bologna.

**FRANCE**

Moving westwards, we need not linger long over France, since in spite of her having many valuable collections, the library system as a whole is disorganised and poorly developed from the point of view of the Second Law. It is only in the last two or three years that some effort is being made to introduce some suitable reforms. The dismal note struck by the President of the Association of French Librarians, in the concluding paragraph of the note he sent to the Semi-centenary
Conference of the American Library Association proves clearly that there is much scope for work for the Second Law. He says, "On the whole, France does not lack scholarly libraries, which offer an infinite variety of intellectual resources, but which need active efforts to increase their effectiveness. Public reading facilities need to be organised in more democratic fashion and to reach town and country workers—in a word it is necessary to multiply "Libraries for all"."

**BELGIUM**

Going north, we meet Belgium which nearly equals our Kerala country (i.e., Travancore, Cochin and Malabar taken together) in area as well as population. The Second Law stepped into Belgium with the enactment of the Destree Library Law in 1921. But already its expedition into that little country has achieved much. Even in 1928, Belgium had as many as 2,154 libraries, which house on the whole 3,615,494 books. There were 517,822 readers, who used 7,518,630 volumes. A measure of the achievement of the Second Law can be got by comparing these figures with those of the 1,200 libraries issuing only 2,650,000 volumes in 1921. What work still remains for the Second Law may be seen from the fact that out of the 2,675 Belgian Communes 946 are still without Library Service.

---


---

**HOLLAND**

A further step to the North would take us to the Netherlands. Her library system is quite out of the way in its organisation. Historically, the 'Society for Public Good' founded in 1784 and commonly known as the 'Nut' spread its branches throughout the country and had an organisation for lending books so that the public of most of the towns began to establish libraries by subscriptions and donations, without waiting for the Local Bodies to take the initiative. It is such privately managed libraries that are usually known as Public Libraries in the Netherlands. These libraries which are about 100 in number get monetary help from the Local Bodies and the State, after they are once firmly established. The Central Public Library Association, with headquarters at the Hague, is an influential body, on whose recommendation the Department of Education usually disburses its grants. Some of these Public Libraries send supplies to rural areas and in return get additional grant-in-aid from the county authority. One defect of this system is that the income of a library is not steady but inconveniently fluctuates from year to year in accordance with the number of subscribers and the financial position of the State and the Local Bodies.

**THE UNITED KINGDOM**

Crossing the English Channel, let us land in the British Isles and examine how the expedition of the Second Law has been faring there. Though
the seed of the Library Movement sprouted with the Ewart Library Act of 1850, the growth of the seedling was extremely slow for a long time except for the slight encouragement given to its support by the Queen’s Jubilee collections. But the twentieth century saw it manured by Andrew Carnegie in a generous but judicious manner. This made the sickly unpromising seedling bloom forth suddenly in all its strength into a Kalpaka tree, shedding its fruits uniformly into every nook and corner of the United Kingdom, while the State was watching from a distance with a smile of complacence at this good luck of the nation.

The following table will show the effect of the appearance of that lucky ally of the Second Law on the English soil:—

<table>
<thead>
<tr>
<th>Years</th>
<th>County Library Authorities beginning to function</th>
<th>Other Library Authorities beginning to function</th>
<th>Total of Library Authorities beginning to function</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prior to 1850</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>1850—1859</td>
<td>0</td>
<td>22</td>
<td>22</td>
<td></td>
</tr>
<tr>
<td>1860—1869</td>
<td>0</td>
<td>17</td>
<td>17</td>
<td></td>
</tr>
<tr>
<td>1870—1879</td>
<td>0</td>
<td>43</td>
<td>43</td>
<td></td>
</tr>
<tr>
<td>1880—1889</td>
<td>0</td>
<td>73</td>
<td>73</td>
<td>Queen’s Jub. Carnegie’s entry.</td>
</tr>
<tr>
<td>1890—1899</td>
<td>0</td>
<td>139</td>
<td>139</td>
<td></td>
</tr>
<tr>
<td>1900—1909</td>
<td>0</td>
<td>132</td>
<td>132</td>
<td></td>
</tr>
<tr>
<td>1910—1919</td>
<td>0</td>
<td>27</td>
<td>27</td>
<td></td>
</tr>
<tr>
<td>1920—1927</td>
<td>57</td>
<td>26</td>
<td>83</td>
<td>Carnegie County Library Scheme</td>
</tr>
<tr>
<td>TOTAL</td>
<td>57</td>
<td>480</td>
<td>537</td>
<td></td>
</tr>
</tbody>
</table>


III] Coaxed into activity by Carnegie’s Gift

It can be seen from this table that 71 per cent of the Library Authorities were coaxed into activity only by Carnegie’s gift.

The following speech of Sir William Robertson, Vice-Chairman of the Carnegie United Kingdom Trust, will show that the entire county library scheme was due solely to the initiative of that Trust:—

"We made it quite clear—I happened to be one of the deputation and can speak from first-hand knowledge—that unless the Government were to endow the counties with powers to continue these schemes (the experimental county library schemes financed entirely by the Carnegie United Kingdom Trust), we would have to reconsider our attitude altogether and withhold the giving of encouragement to counties to continue this work . . . It was, of course, absurd to encourage a county to come along and run this scheme for two or three years and then that the whole thing should lapse; we therefore put it strongly before the Board of Education that, unless they brought forward an Act empowering the authorities to continue the work, the trust must curtail its activities. The result was the Act which enables you to go forward and continue the work which we have enabled you to begin".

Again the characteristic passivity of the British Government in the furtherance of the
Library Movement and in the reception to the Second Law was pointed out by Viscount Haldane, the then Lord Chancellor, in his speech welcoming the delegates of the Second County Library Conference. He said, "Matters like Education, instruments like Libraries, we leave to take care of themselves . . . The State, of course, will have to take it up, but it does not take things up until it finds things going. Then it will say, "Here is a good thing, a popular thing; let us develop it and thereby attract votes to those who administer its affairs!" I am in hope that the Educational movement generally has got to that stage; the Library Movement has hardly done so, though I think that there are signs that it is getting near it." 2

But whatever be the agency at work, the expedition of the Second Law has now attained the greatest success in Great Britain. The ideal BOOKS FOR ALL has been nearly reached. For example, 96.3 per cent of the population of England and Wales have now easy access to the books they want. Nearly 13 million volumes are to be found among the urban and county libraries, while the annual issue is approaching 80 millions. About 15 per cent of the population have become regular readers while the annual library expenditure for the urban and rural libraries taken together is about one and a half crores of rupees, which works out to nearly 10 annas per capita.


The Final Phase in England

This is raised by a special library rate, whose median value for urban areas is about 2 pies in the rupee, while that for the rural areas is less than half a pie.

In fact, the expedition of the Second Law has already become such a complete success in the United Kingdom, that its Library Movement has now entered into the final phase of consolidation and co-ordination on a national basis.

Australia

Taking leave of the island centre of the British Empire, we may begin our exploration of the East, by a peep into the island continent of the same Empire. This colony is emulating the mother country in its hospitality to the Second Law of Library Science, subject to the limitations due to the absence of Carnegie's alliance. There are about 1,200 libraries in the whole country aided by the Local Bodies or the State as the case may be. The book-needs of the widely scattered rural population are generally looked after by what are called County Institutes, of which there are about 230 to serve the two hundred and fifty thousand people who live in the country. With the aid of suitable subsidies from the State they are doing good work and have collected a stock of about 600,000 volumes, which are in constant circulation.

The Hawaiian Islands

From this mighty island, we shall pass on to a tiny group of islands in the middle of the Pacific.
The Hawaiian islands demonstrate the good old adage, ‘Where there is a will there is a way’. The natural handicaps of Hawaii in providing BOOKS FOR ALL are many. Standing as it does at the cross-roads of the Pacific, it is a melting pot of nations. Its population is made up of Chinese, Japanese, Portuguese, Filipines, Spaniards, Germans, Russians, British, Americans and several others. This polyglot population is scattered over eight major islands and several tiny ones. Such linguistic and transport handicaps have not hindered Hawaii from coming up to the highest expectations of the Second Law of Library Science.

In fact, it has provided universal public library service of a very high grade through four county libraries, which serve through 246 delivery stations. The finances of the library system are provided entirely by the State, the annual allotment being about Rs. 3,00,000. The librarians frequently go round the islands and get into personal touch with the readers to enable them to understand their needs and to lead them on to a wider range of study. About 700,000 issues are made in each year. The intense reading habit that this implies can be realised if it is remembered that the total population of Hawaii is only 250,000. It is said that even the remotest island, which is inhabited only by fifteen men in charge of a cable station, gets its quarterly exchange of books.¹

---

¹ AMERICAN LIBRARY ASSOCIATION: Library Extension, p. 80.

II] THE RAPID PROGRESS IN JAPAN

This is indeed a literal fulfilment of the Law "BOOKS FOR ALL".

JAPAN

Now it is time we approach the Asiatic continent. Before reaching the mainland, it is proper that we have a look into the progress of the Second Law in the Far-East Japan, which is fast approaching the front rank among the Powers of the World. The rapid progress that the modern Library Movement has made in Japan during the present century is at once the cause and effect of "her rapid transition into industrialism, of her newly acquired wealth and the effect of Western political ideas upon the masses" and of the successful way in which "the masses of the people are gradually being fitted to take their part in the expression of public opinion".²

After the middle of the last century, "when Japan broke with the policy of seclusion and looked upon the world, she was amazed to see floating on the opposite shores of China, a number of unfamiliar flags—the Tricolour, the Union Jack, and, nearest to her, the Double-headed Eagle".² She saw also visible signs of threatening encroachments on her shores. This led her to say to herself, "Change as the world doth change". She sent her best sons into the world to find out what she lacked and what she should do. When these

---

(1) BLAND (J. O. F.): China, Japan and Korea, pp. 176-178.

(2) NITOBÉ (Izazo): Japanese Traits and Foreign Influences, p. 15.

F—28
sons returned with their reports, she said, "Very well, mere sartorial revolutions and the indiscriminate bodily importations of impossible theories, made in Germany, France or America will not produce the necessary change. The only thing that can be effective is the slow but steady transmutation of the soul of every citizen, with a definite purpose and on a definite plan". Accordingly, an Imperial Rescript proclaimed in 1872, "It is designed henceforth that education shall be so diffused that there may not be a village with an ignorant family, nor a family with an ignorant member".

After 'EDUCATION FOR ALL', thus ushered in under Royal auspices, had struggled to work its way single-handed for about a generation, it realised the need to seek the active aid of 'BOOKS FOR ALL'. Accordingly, 1899 saw the issue of the first Library Law, authorising prefectures, towns and villages to establish public libraries. From time to time, the Ministry of Education issued informal instructions to the governors of the prefectures to encourage the establishment of Public Libraries. This has led to a rapid growth of libraries during the last thirty years, as shown by the accompanying graph. "In 1926-27 there were 4,337 libraries in Japan with 7,623,371 volumes."

---

(1) SHARP (W. H.): The Educational System of Japan, p. 28.

The Ministry of Education issues a half-yearly list of books suitable for popular use. It is also running a library school, in association with its Imperial Library, for the training of library staff. The Japanese Library Association, founded in 1912, is the non-official body that furthers the Library Movement. It does much propaganda work and celebrates annually a ‘Library Week’, which is observed with the greatest enthusiasm throughout the country.

**Manchuria**

We can witness a novel agency that the Second Law has engaged to provide BOOKS FOR ALL, if we enter the Mainland of Asia at Manchuria. The South Manchurian Railway Libraries stand in a class by themselves. The railway company is maintaining a fairly large library at its headquarters, Dairen, for the use of its servants as well as the public at large. It has a stock of more than 120,000 volumes and annually sets apart a sum of about Rs. 25,000 for the upkeep of the library. It has even undertaken the translation of foreign books for the use of its clientele. It has further established about twenty public libraries in the chief towns and cities and delivers books at all the stations along its line, which is about 700 miles long.

**China**

Coming to China, we find that the Library Movement has received a great impetus in the hands of the Republican Government. One of the Departments of the Ministry of Education is that of Social Education. This Department is in charge of Public Libraries and schools for illiterate adults. Another important agency that helps the cause of the Second Law in China is the National Library Association, founded in 1925. The Chinese Library Movement is being further fed by generous donations from America and from some Chinese merchants. While China has for long been sending most of her librarians to the New World to get their professional training, the Boone University has recently opened a library school under the auspices of its Faculty of Arts and its work is supplemented by several Summer Courses offered by other Universities.

**India**

Scaling the Great Wall of China we do not find any trace of the Second Law as we wander through Turkistan, Persia and Afghanistan. In a paper on the libraries of Persia contributed to the Library Service Section of the First All-Asia Educational Conference of 1930, Mr. Herrick B. Young, the Librarian of the American College of Teheran, stated that the Library Movement “is yet to really begin in this ancient land. Requests from government departments who can organise their respective libraries and the interest with which the young Persian student is contemplating library service as
a career give hope that such a movement is here in its first stages".1

But, as we enter our own country through the historic Kaiber pass, we find the Land of Five Rivers marked here and there with the fresh footprints of the Second Law. The ancient valley of the Sindh has been the accredited cradle of many an Indian institution. As if to respect this ancient tradition, the Second Law seems to have chosen the Department of Public Instruction of the Punjab to be one of its first apostles in British India. It is indeed refreshing to hear, "Another recent development is the institution of village libraries. There are now over 1,600 such libraries attached to upper and lower middle schools. These libraries are maintained by the district boards with the assistance of Government grants, and are open not only to school boys and those who have passed out from the school, but also to village people at large, while the librarians are required to give lectures and talks to the people in general on topics useful to the countryside in addition to assisting literate people in the use of these libraries. For this purpose, in addition to ordinary books, pamphlets and magazines, supplied by the district boards, the best available literature on 'agricultural, cooperative and health subjects and other topics of special interest to the village community is supplied by the Rural Community Board which also provides the librarian's allowances."2

The influence of the Second Law seems to have even reached the neighbouring province. We are told, "Another important scheme, namely, the establishment of circulating and travelling libraries in districts was launched by the United Provinces Government during the period under review. In 1924, that Government decided to establish, as an experimental measure in 1925-26, circulating libraries in a few selected districts in accordance with the recommendations of a Committee appointed to advise Government on this and allied matters. Three districts were accordingly selected for this purpose in 1925-26 and the district boards concerned were given grants. The scheme was extended to one more district in 1926-27 and it is reported that the experiment has met with a fair measure of success".2

Indeed the Second Law seems to have secured the sympathy of even the Government of India. The Educational Commissioner with that Government was one of the earliest converts to the cause of 'BOOKS FOR ALL'. Whatever the coming reforms may do with the office of the Commissioner, let us hope and pray that the Provincial Ministers of Education will take early steps to realise his anticipation that "libraries will occupy a prominent

position in the field of education in the near future and that their influence will be exercised far and wide throughout the country”.

While our Bengalee brethren have formed a Library Association to spread the message of the Second Law in their province, it must be stated that it is only in Baroda that it has been given the fullest facilities to provide BOOKS FOR ALL. In the words of the Dewan of Baroda, “The Library Movement in Baroda is part of a carefully devised programme of mass education inaugurated and developed by His Highness the Maharaja Saheb... A scheme for free public libraries on a grant-in-aid basis was introduced in 1910, and to-day has grown up from humble beginning a network of prant, town, village and travelling libraries, which serve over 60 per cent of the population of the State.

“The centre of these activities is the library in Baroda with its adjuncts, the Oriental Institute, the women’s library, the juvenile library and the visual instruction branch. Then come the district and town libraries, 45 in number with 19,000 readers and 222,000 books. Lower down in the scale are 661 village libraries with over 37,000 readers and more than 250,000 books; while villages which do not own libraries are served by the travelling libraries section which in 1926-27 circulated 418 boxes with 13,400 books to 123 centres”.

Going further south, we see a few decaying remnants of a bumper crop of libraries that shot forth at the close of the last decade in the land of the Andhras but soon got strangled, partly as a result of the vicissitudes of the Political Movement with which they got intertwined.

But Madras has now a three-year old Library Association which has already succeeded in inducing the Local Government to give a chance for one of its libraries to develop as a central reservoir library. It has also succeeded in inducing the Districts of Chingleput and Malabar to make a small beginning of a District Library Scheme. It has published lists of books suitable for popular use and instituted a Summer School to prepare well-informed votaries to serve the Second Law and its sisters. It carries on a publicity campaign “to dispose the public mind favourably towards libraries and books”. It has secured the happy co-operation of the premier University of the Province, whom it has induced to recognise the importance of the Library Movement first by arranging for a course of University Lectures on the Laws of Library Science and later by taking over the Summer School under its academic care.

With all that, it is doubtful if it can gather the momentum necessary to carry the Second Law

