

## CHAPTER I : MINISTRY OF CULTURE

### Activities of the National Library, India

The erstwhile Imperial Library (established in 1891) was renamed as National Library with the enactment of an Act in 1948. It is a subordinate office of the Ministry of Culture, Government of India. The Library serves as a permanent repository of all reading and information material produced in India and about India in other countries. Acquisition and conservation of all significant national as well as foreign material is one of its prime objectives. Besides, it renders bibliographical services and also serves as a referral centre.

### Highlight of the major observations

- **Under the Delivery of Books and Newspapers (Public Libraries) Act, 1954, the Library is legally entitled to receive a free copy from the publisher of every publication in India, within a month of its publication. Though acquisition is one of the prime objectives of the Library, it received only five to 26 per cent of books published in India due to poor enforcement of penal provisions in DB Act<sup>1</sup>. The system of purchase of foreign publications is neither transparent and competitive nor directed by any need-based approach to cover gaps in the existing collection.**

*(Paragraph 1.8.1.1 & 1.8.1.2)*

- **Inordinate delay in processing<sup>2</sup> of books received from domestic publishers deprived readers benefit of an estimated 3,00,000 books which could not reach shelves, in time. Likewise, in foreign language divisions, out of 58 languages, books only in five languages<sup>3</sup> were processed. The huge processing lag was due to lack of automation in various processing activities, shortage of language experts and uneven distribution of manpower. Being not on record, the unprocessed books are vulnerable to the risk of loss/theft.**

*(Paragraph 1.8. 2.1, 1.8.2.2)*

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<sup>1</sup> Delivery of Books and Newspapers (Public libraries) Act, 1954

<sup>2</sup> Processing activities include acknowledging, unwrapping, stamping, measuring dimension of books, accessioning, assigning call nos., filling up datasheet in MARC 21 format, labeling and cataloguing.

<sup>3</sup> Chinese, German, Russian, Arabic and Persian languages

- **Due to non-accessioning and deficient movement control, priceless possessions of the Rare Book Division like: world's smallest dictionary, century old manuscripts and letters of eminent personalities like Rabindranath Tagore, Subhash Chandra Bose, Sarojini Naidu were exposed to loss and theft.**

*(Paragraph 1.8.3.1)*

- **The Library could digitize only 9141 books in a decade's time. Moreover, less than one *per cent* of the century old rare Newspapers could be microfilmed till date resulting in possible loss due to natural process of decay and destruction.**

*(Paragraph 1.8.3.2)*

- **The library continued to use conventional methods and ingredients for preservation of books which proved detrimental to the life of books.**

*(Paragraph 1.8. 3.3)*

- **The library does not have any contingency response plan to meet emergency situations. Besides, out of 83 fire extinguishers installed at the Annex building, 64 fire extinguishers had not been replaced/refilled for more than four years beyond their expiry rendering them unfit for use to meet any emergency.**

*(Paragraph 1.8. 3.4)*

- **During the period under review stock verification was done in only two out of 39 divisions. Due to absence of the system of physical verification, the exact number of books in possession of the library was not known.**

*(Paragraph 1.8.4.2)*

- **There is no centralized catalogue to help readers ascertain what was available in various reading rooms. Equipment for reading microfilms was obsolete. In 40 *per cent* cases, books were not issued to readers, despite being available on racks. Benefit of on-line journals was also not made available to the readers despite having adequate IT infrastructure.**

*(Paragraph 1.8.5 .1, 1.8.1.4)*

### **Summary of important recommendations**

- **The National Library should create and regularly update a database of books published in India. It should develop a transparent and competitive purchase procedure and select publications through wider consultation with experts.**
- **With a view to avoiding delays in processing activities, the Library should review and rationalize its manpower deployment in its divisions. Automation of processing activities also needs to be speeded up so that books may reach the shelves in time providing access to the readers.**
- **Rare books division should open an accession register and properly document all rare collections to avoid possible loss and theft due to non-accessioning.**
- **Digitization work needs to be accelerated in a planned manner in order to avoid duplication of manual cataloguing and to ensure wider accessibility to digital material of the Library.**
- **Modern conservation techniques may be adopted to prevent damage to books caused due to the use of substandard conventional binding ingredients**
- **The Library needs to draw up a contingency response plan and equip itself to meet emergency situations such as fire etc.**
- **The Library needs to put in place periodic system of physical verification, and also to develop a centralized cataloguing system to help readers know what is available.**

#### **1.1 Introduction**

With the enactment of the Imperial Library (change of name) Act 1948, the erstwhile Imperial Library (established 1891) was renamed and declared the National Library and opened to public on 1 February 1953. It grew from the collection of the Imperial Library and found a special mention in the Seventh Schedule of the Union list in the Constitution of India as an institution of national importance. The Library is located in the Belvedere Estate, the earlier vice regal palace, having an area of around 72 bighas<sup>4</sup> in Alipore, Kolkata. It has a collection of about 25 lakh books.

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<sup>4</sup> One Bigha = 1600 Square yards

The National Library serves as a permanent repository of all reading and information material produced in India and of all printed material authored by Indians and those concerning India but authored by foreigners, wherever published and in whichever language. Delivery of books to Public libraries is governed by the Delivery of Books and Newspapers (Public Libraries) Act 1954. The Act mandates that the publisher of every book published in India is under obligation to deliver at his own expense a copy of the book to the National Library at Kolkata within 30 days of publication.

### 1.2 The Organisational Set-up

The National Library is a subordinate office of the Ministry of Culture, Government of India. The Director, being the Head of the Department and overall in charge of the Library, exercises administrative and financial powers. The Library has three main wings, the professional wing, conservation wing and administrative wing. The professional wing comprises 23 general divisions, 15 Indian language divisions and five foreign language divisions. The conservation wing consists of three divisions. The professional and conservation wings are managed by two Principal Library and Information Officers (PLIO) assisted by five Library and Information Officers (LIO). During the period covered in audit, the Library had only two LIOs on its roll, one in charge of all language divisions and the other of the conservation and remaining professional wings. One senior Administrative Officer and two Administrative Officers managed the administrative divisions.

### 1.3 Financial profile

The Budget allotment and expenditure there against were as follows:

*(Rupees in crore)*

Year	Budget allotment	Expenditure
2003-2004	14.30	12.90
2004-2005	15.30	15.17
2005-2006	17.00	16.78
2006-2007	19.85	19.10
2007-2008	20.18	18.98
2008-2009	25.67	23.17
<b>Total</b>	<b>112.30</b>	<b>106.10</b>

#### **1.4 Functions**

The National Library of India is engaged in the following activities:

- a. Acquisition and conservation of all significant national production of printed material excluding ephemera
- b. Collection of printed material concerning the country, the acquisition of photographic records of such material, not available within the country,
- c. Acquisition and conservation of foreign materials required by the country,
- d. Rendering of bibliographical and documents services of current and retrospective material, both general and specialized,
- e. Acting as a referral center purveying full and accurate knowledge.

The Library also acts as a center for international book exchange and international loan.

#### **1.5 Audit objectives**

Performance audit of the activities of the National Library was taken up with the objectives of assessing whether:

- Acquisition of books was effective, need-based and had a holistic approach. Processing was efficient to provide timely access of the acquisitioned materials to the readers;
- Facilities to preserve the collection of the Library were proper, efficient and modernized;
- Quality of readership services has kept pace with time;
- The Library has been able to effectively act as a referral center purveying full and accurate bibliographic services.

#### **1.6 Scope of Audit and Audit Methodology**

The present audit covers activities of both the National Library and Central reference library on their following services during the period 2003-04 to 2007-2008:

- a. Readership services
- b. Conservation and security of books
- c. Collection, acquisition and management of books, manuscripts and other objects.

Besides scrutiny of records and analysis of information available therein, audit undertook readers' surveys twice through structured questionnaires to assess user satisfaction in respect of the Library's services. Information regarding its functioning has also been collected by interviewing various library authorities and documented in discussion papers. Further Audit researched to identify good and best practices in other contemporary libraries in India and abroad.

## **1.7 Acknowledgement**

We acknowledge the co-operation extended to the Audit team by the Library management during the course of audit.

## **1.8 Audit findings**

### **1.8.1 Acquisition**

The Library acquires books by means of procurement of books in Indian territory through Delivery of Books and Newspapers Act (DB Act), 1954, purchasing foreign publications from the open market and receiving books through gift and exchanges.

#### **1.8.1.1 Acquisition of books published in India: under the Deposit legislation**

The National Library serves as a permanent repository of all reading materials produced in India and concerning India, wherever published. For this, it is legally entitled, under the Delivery of Books and Newspapers (Public Libraries) Act, 1954, to receive a free copy from the publisher of every publication in India, within a month of its publication. We found that this provision of the law was not complied with by a majority of Indian publishers and the Library did not receive their publications. A list of major publishers who are persistent defaulters in this regard is enclosed as **Annexure-I**. Though acquisition is one of the prime objectives of the Library, a test check of books published in 2004 and received in the Library till March 2008 indicated that only 5 to 12 *per cent* of books published in Sanskrit, Hindi, Tamil, Telegu, Gujrati and Marathi were received in the Library. The compliance was marginally higher (20-26 *per cent*) in respect of publications in Assamese,

Bengali, Kannada, Malayalam, Punjabi and Urdu. Some information could be available from other libraries but there was no system of issuing default notices.

Although the Library was aware of such significant default, the government has not initiated suitable penal action under Section 5 of the Act. Further, the Library did not maintain any database on the number of books published in India. This precluded any follow up action on defaulting publishers.

In reply the Library had stated that there was no mechanism in place to ensure bibliographical control in India. The Act does not have any binding effect on the publishers to deposit books to the Library. A large number of default notices were routinely issued.

The reply was not tenable because the Act provides for imposition of penalty in cases of contravention of provisions of the Act. Moreover, although Section 8 of the said Act empowers the government to notify rules for the purpose of the Act, the provision had not been effectively utilized so far.

#### **International Good practices:**

In **Canada**, the defaulting publisher is subjected to ‘summary conviction’ and is liable to a fine not exceeding C\$5000 for an individual or to a term of imprisonment not exceeding six months or to both. In the **United States**, it could reach US\$2,500.

**South African** law provides for the establishment of a Legal Deposit Committee to look after the implementation of the provisions of the relevant Act. If a publisher fails to comply with the provisions of the law, he is liable to pay a fine not exceeding R 20,000.

In the **UK and Australia** the legal deposit requirement is linked to the Copyright act.

Countries such as **Canada, Denmark, Finland, France, Germany, Japan and Norway** have included provisions in their legal deposit laws to include electronic publications.

#### **Recommendations :**

- National Library must institute an effective system to closely monitor delivery of books by all major publishers in the country and initiate

suitable penal action against the defaulting publisher under the provisions of the DB Act in the cases of non-delivery of books by the publishers to the National library.

- The Central Government must immediately examine and reformulate rules in exercise of its powers under Section 8 of the DB Act to enable effective implementation of provisions the said Act.
- For the benefit of the readers and also for the effective implementation of the DB Act, the National Library should, on priority, create and regularly update the database of books published in India.

### **1.8.1.2 Acquisition of foreign publications in English**

The Library spent on an average Rs. 1.40 crore *per annum* during the 10 Plan period on purchase of English language books published abroad. However, it had not formulated a specific policy for collection of books and publications. Nor was any feedback sought from readers, scholars or from other national institutions for selection of titles. A readers' suggestion form does exist, but it was not easily available to them and was indeed practically unknown to users. In the absence of such policy the Library could not ensure acquisition of critically acclaimed books such as the prize winning ones. Though a committee of 16 experts from 13 disciplines was set up in September 2004 for book selection but all purchases had been made in a non-transparent manner by the Director and the single subject expert nominated by him.

Scrutiny of books purchased during the last four years (till May 2008) showed that in 13 out of 27 cases, the expert did not belong to the approved book selection committee. In each of the 27 cases, the subject expert visited the Library just once and selected on an average 336 books. For procurement of the selected books the Library Management had enlisted 36 vendors in 2005 through an advertisement published in only two local newspapers. However, no procedure or criteria for selection have been laid on vendors. The Library had neither put up the list of approved vendors on its website nor had it disclosed any criteria for selection on the web. It was revealed that the existing list of vendors was not broad-based as 72 *per cent* of the vendors were based in Kolkata.

Audit also observed that all purchases of books were made by the National Library at a flat 10 *per cent* discount though other libraries such as Delhi University Library system (DULS) and IIMs were getting a discount of 15 *per cent* on their purchases of books. Thus there is substantial scope for



enhancing economy in procurements made by the library by adopting transparent and more competitive procedures.

The system of purchase of foreign publications is not directed by any need-based approach to cover gaps in the existing collection. The Book Selection Committee plays a minimal role, the procedures are not transparent and additions to the collection are largely supplier-driven.

In their reply of December 2009, the Library highlighted a number of initiatives taken by them after audit to strengthen and improve its procurement system. The Library stated that for its subsequent procurements an all India advertisement was issued and on the basis of specific criteria, 26 vendors had been enlisted. Following the audit observation, the Library widened its list of book selectors across the country from 2009-10 by way of requesting scholars to recommend books and other materials. It stated that library professionals have submitted lists of identified lacunae in its collection and assured Audit that these would be addressed on priority. It had also stated that the discounts on purchase of foreign books in English had been enhanced to 15 *per cent* from 2009-10.

**Good Practices in India:**

The Delhi University Library has ordered all the libraries under the Delhi University Library System (DULS) to purchase foreign English language books at a discount of 15 *per cent*. All these libraries avail of discount of as high as 30 *per cent* for foreign English language books published more than three years ago as against 10 *per cent* availed of by the National Library.

**Best practices abroad:**

At the **British Library** subject coverage gaps are assessed by categorizing the current holdings across various subjects as ‘comprehensive’, ‘extensive’, ‘selective’ or ‘very selective’. The Collection Development policy of the Library seeks to fill up gaps in the historical record across all subjects, formats and periods. On music, for example, it selectively acquires literature and documentary material on musical traditions of all regions. It’s sound archive keeps sound recordings from 19th-century cylinders to the latest CD, DVD and mini-disc recordings. The Library holds eight million stamps and other philatelic items as well. These Collections require over 625 km of shelves, and grow 12 km every year.

### **Recommendations :**

- The National Library should identify the gaps in its collection and purchase books accordingly.
- The book selection and purchase procedure should be made more transparent and competitive. In purchasing books, the Library must conduct a proper market survey and maintain close liaison with other libraries to ascertain current levels of discount offered by various publishers and accordingly factor in such inputs in the process of bidding and placement of order for procurement of books.

#### **1.8.1.3 Acquisition of books through gift and exchange:**

The National Library has book exchange relations with 175 Libraries/Institutes of 78 countries. In a five-year period, the Library received on an average 900 books and serials each year, and it sent 252 books to its exchange partners. During the same period, the Library received 7335 books/microfilms as gift from various countries but it could not reciprocate by gifting a single book to any of them.

Given the rich heritage, cultural diversity, strong literary traditions, constituting about one fifth of humanity and creating huge amount of published material in the form of books, periodicals, research and other papers etc., the National Library does not seem to have put sufficient emphasis on using the exchange option to reach out and disseminate information about India to readers across the world.

The National Library, while accepting the audit contention stated that policy review would be taken up with the Ministry in this regard.

#### **1.8.1.4 Acquisition of journals**

Few Indian journals were received at the Library under the DB Act. On a sample check, audit found that only 11 out of 64 prominent research journals published in India were received by the Library during the period covered under audit. Thesis papers published in India too were not collected. The Library, however, spent on an average Rs. three crore *per annum* on purchase of more than 745 foreign research journals. The subscription list too was not reviewed and revised. The enlisted journal vendors had not been selected on

the basis of any competitive bids. The usage pattern for these journals too was not recorded.

It was noticed that despite hundred *per cent* advance payment made to vendors, journals were often received late by six to seven months and many serial issues were not received. In spite of such defaults the same 11 agents had been retained for purchase of journals for the year 2009. Audit noted that the agents preferred supplementary bills to the Library for upward revision of prices on account of change in exchange rate applicable on the date of remittance. However, the Library on its part did not monitor exchange rate fluctuation to claim refund when it was due to it.

In May 2007, the Library installed 13 computers in the main reading room to provide access to online reading material to onsite users. Two months later, in July, the Library placed orders for 38 print journals for the year 2008 along with their electronic versions. However, as of December 2008 the Library was yet to provide access to any journal online or in CD-ROMs to its readers.

In our view, the National library, despite having adequate IT infrastructure, has not been able to provide to its readers the benefit of online journals in terms of wider access, freeing of stack space, saving of resources, etc. and has continued to adhere to the traditional approach of acquiring paper versions.

In reply, the Library stated that it has initiated action for setting up appropriate hardware for facilitating the process of subscribing to e-journals and is committed to introduce e-journals to readers by early 2010. As regards payment of advance subscription, the system has been revised from 2009-10 to provide for (i) abolition of advance payment system, (ii) submission of Bank guarantee/FDR by the vendor along with the invoice, (iii) retention of Bank guarantee till settlement of all issues.

**Good practices in India:**

The journal subscription at the **Central Library, IIT Kharagpur** exceeds 1,000 and the Library has electronic access rights to over 7,000 journals either through its own subscriptions or through consortia. The journal acquisition budget of the Library is Rs. 26.89 lakh, the journals acquisition department is staffed by fewer persons, and consortium buying is resorted to.

Libraries of leading research institutions like CSIR, ISI and IIMs subscribe to online journals.

**Recommendation :**

- On-line journals can be stored in the server of the Publisher and accessed at will through the terminal of the library or through laptops within the IP area. Existing IT infrastructure should be fully utilized for this purpose for providing online services to readers.

**1.8.2 Processing activities**

Following acquisition of any book that the Library decides to add to its collection a series of tasks are undertaken before the book is available on the stack for use by readers. The tasks include unwrapping, stamping, measuring the dimensions of the book, filling acknowledgement forms and filing copies, entering details in accession register, assigning call number after classification, filling up of datasheet in MARC 21 format<sup>5</sup>, preparation of multiple copies of catalogue cards and putting them in catalogue cabinets, labeling and sending them to designated spots on the shelf. These tasks are collectively termed as book processing.

**1.8.2.1 Processing of books in Indian language**

In November 2008, the Library adopted the norm of processing six books per person per day. Given this norm and the flow of new acquisitions during the period covered under the review (2003-08), audit noted that in all but four divisions (Assamese, Marathi, Oriya and Tamil) the existing manpower was adequate. In respect of four divisions - Bengali, Hindi, Punjabi and Urdu the manpower was significantly in excess. Despite having excess manpower, Hindi division had the highest number of unprocessed books (49014 books) as of March 2008.

Till 2007 the entire processing job was done manually. Though the Library had installed VIRTUA software from M/s VTLS as a complete library solution, processing in only nine out of sixteen divisions had been automated by December 2008. Even in these nine Divisions shelf-cards were still being generated manually. This meant overlap and duplication of work. The library had not taken any steps to prevent duplication of efforts. Further, data prepared by acquisition or purchase Divisions were not being shared via LAN with the processing division. In the English Division a large number of books were lying bundled for over 10 years. In fact the Division could not ascertain

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<sup>5</sup> Machine Readable Cataloguing-21 (MARC-21)

the precise quantum of the backlog. During the period under review, processing averaged one book a day.

Thus inordinate delay in processing of books in Indian and English languages deprived readers benefit of an estimated 3,00,000 books which could not reach shelves in time. Being not on record, the books are very vulnerable to the risk of loss/theft. The library had also not explored other alternatives to expedite clearance of backlog such as outsourcing, revision of work norms, redeployment of manpower etc.



**Unprocessed books**

#### **Best Practices in India**

In other Government funded libraries such as Indian Statistical Institute, Kolkata, RKM Institute of Culture, Kolkata, each and every aspect of library functioning is automated. Cataloging is also computerized. Manual catalog is only a by-product of the on line version.

In their reply in December 2009, the library stated that it has since stepped in to automation in processing and the manpower issues are also being addressed following the recommendations of the Ministry's Task Force and the Staff Inspection Unit. The library has cleared backlog in accessing of about 10,000 books by engaging students from universities and the process of clearing backlog through outsourcing is underway.

**Recommendations :**

- The National Library should review and rationalise its man power in various language divisions to facilitate faster processing of books and to address the issue of manpower shortage in some of its divisions.
- The entire process of purchase, acknowledgement, accessioning, cataloguing, and processing should be computerized in a timely manner with sharing of data through LAN.
- The National library must take effective steps to clear backlog in accessioning of books within a specific time frame. The new arrivals should be promptly processed and made available to readers.

**1.8.2.2 Processing of books in foreign language**

The Library had five foreign language divisions, namely German, East Asian Languages, Slavonic, Romance and Arabic and Persian divisions. These divisions took care of books written in 58 foreign languages while the Library had officials proficient only in Chinese, German, Russian and Arabic and Persian. As a result, books only in these five languages were processed. Other foreign language books were accessioned and simply kept in piles. Readers could not access these books for want of catalogues. A user could however, browse the racks and select a book of choice. Unprocessed books were often issued for reading. The Library had not made an attempt to plug the resource gap by either hiring experts or outsourcing the services of foreign language specialists.

In reply, the Library had stated that following the observation, foreign consulate offices, cultural centres and several universities had been contacted and some persons had been identified. Steps have been taken to engage them to organize the collections properly by accessioning and processing publications.

**Recommendation :**

- To clear the processing lag in the foreign language collection, the Library may explore the possibility of outsourcing the services of foreign language students and experts from Universities and other academic institutions.

### **1.8.3 Preservation practices**

The National Library was established with the objective of preservation of the documented cultural heritage of India and according to the Management preservation was its core activity. For this purpose, the collection in the Library had been broadly categorized into 'rare' and 'general' items. While the rare books were kept in a separate building others were stored in multiple locations at the library.

#### **1.8.3.1 Treatment of rare books**

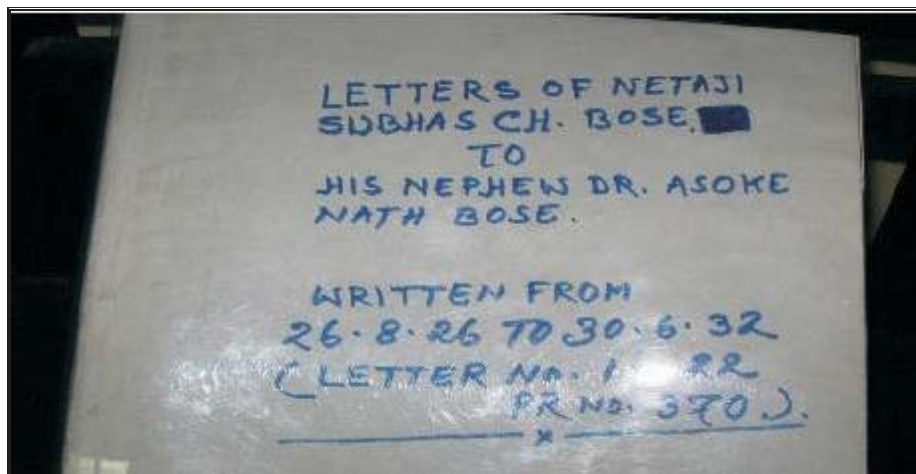
The Library had defined an item 'rare' if it was either published before 1860 or out of print or expensive. Audit noted that this definition was outdated and had remained unchanged for more than 35 years since the 'Rare Books Division' was established. Most of the books, manuscripts, letters and microfilms of this 'rare' category were stored in 12 alcoves at the 'Rare Books Division' located in a separate building in the campus.



**Rare books in the showcase**



**Row of alcoves containing rare books**



**Letters of eminent personalities**



**World's smallest dictionary**



However, it was observed that apart from those books stored in 12 alcoves, the Library had not been able to consolidate the stock of all rare books in the Rare Books Division. These rare books were lying scattered in some other divisions. The Division neither maintained any accession register, nor any authentic register to record the details of books it received from other sections upon declaration of a book 'rare'. Therefore, the size of the collection remained unclear.

The Division possessed priceless items like the world's smallest dictionary, as claimed by the Library, century-old manuscripts and letters of eminent personalities like Rabindranath Tagore, Sarat Chandra Bose, Subhash Chandra Bose, Sarojini Naidu, Bibhuti Bhusan Bandopadhyaya that were kept separately. However, no register or catalogue for these items was available. The microenvironment of the Storage Section was not being monitored and the Library stated that it was in the domain of another Central agency, the Central Public Works Department.

The Rare Books Division maintained movement register for sending rare books to binding or reprography divisions. However, proper control data like date of return were not being recorded.

Absence of accession register and complete documentation regarding movement of priceless rare books exposed them to loss and theft. Further, common visitors and readers had no way to know about these rare treasures in the Library. Though a large part of the collection was fragile and brittle, visitors were allowed access and handling through card catalogues.

The Library, while accepting the audit observations replied that action on preparation of separate stock registers of holdings had been initiated by specially posting of professionals for the work. While accessioning of the rare books has been done, the management assured audit that the accessioning of manuscripts would be completed by 2011. The Management also stated that the first meeting of the "Internal Committee for identifying rare books" comprising eminent historians, archivists etc. for the purpose of determining the definition of rare books was held on 21 October 2009. A Draft paper titled 'Towards Evolving A National Standard for Rare Books: A Case Study at National Library of India' was also circulated in advance. It was resolved that this draft would be suitably modified into a Base Paper for an 'All India Consultation for Classifying Rare Books' slated in May-June 2010.

**Best practices abroad:**

At the **British Library**, some of the rarest books like the 'Magna Carta', have been entirely digitized in partnership with Microsoft. The electronic version is kept at the Permanent Exhibition Section of the Library where a visitor can turn the electronic pages of the document by using a touch screen.

**Recommendation :**

- The definition of 'rare' items needs to be revisited. Immediate attention should be paid to prepare a single accession register for rare printed material in the Library. These may be digitized with due care of the originals and countrywide access to the electronic versions may be provided.

**1.8.3.2 Digitizing the Collection**

In 2000, the National Library began digitizing the works published prior to 1900. The number of old, rare, and brittle books that needed digitization on priority had not been quantified, and only a relatively small number of books - 9141 in all - could be digitized in a decade's time. Though a target of digitizing and microfilming 10 lakh pages in the next phase had been set, no work had started since February 2006 as the matter is pending with NIC.

However, audit found that around 7000 books that were unbound and digitized using flatbed scanners were damaged in the process. These books were lying unbound and damaged. Audit also found instances where the original versions of the books that have been digitized and marked 'scanned' had been issued to readers.

The situation was similar in respect of preservation through microfilming. While no register to record the progress of microfilming could be found in audit, it was ascertained that less than one *per cent* of the old and rare news papers could be microfilmed till date, resulting in their possible loss due to natural process of delay and destruction.

In reply the Library stated that the terms of reference of the Committee for rare books include selection and prioritization for digitization apart from acquisition and sharing of digitized materials. The committee has resolved to explore the possibility of acquiring rare digitized materials available on commercial basis. Even the Advisory Board of National Library constituted by the Ministry of Culture had also stressed on sharing of digitized material with other institutions including foreign libraries. The Management assured Audit that a project on restoration of previously digitized books would be taken up

on priority basis. The Library also stated that it had already microfilmed more than 10 *per cent* of the old and rare newspapers, has considered a project for microfilming of old and rare newspapers through outsourcing. It further stated that the Library is planning to procure the most versatile hybrid microfilm camera by which both microfilming and digitization can happen with minimal damage to old, rare and brittle books.

**Best practices abroad :**

The **Australian National Library** aims to minimize duplication in cataloguing, indexing and digitization activity and to increase the quantity and diversity of digital content available to users by working collaboratively with other institutions. The Library reviews its digitization policy annually.

In 10 years the **National Library of Norway** has digitized more than 300,000 photographs, 150,000 hours of radio and more than 1,000,000 newspaper pages in addition to digitization of more than 25,000 books.

In 2005, the **British Library** entered into a strategic partnership with Microsoft to digitize twenty five million pages spanning around 100,000, of the Library's book collections. The year before the Library launched its Archival Sound Recordings Project (ASR) with an aim to become a major new online resource available free to everyone in Higher Education and Further Education, providing easy access to thousands of hours of rare and historic sound recordings. As a matter of policy the Library strives to reduce long-term preservation costs through web-archiving and by the use of large scale data storage technologies in collaboration with partner institutions.

In the **National Library of Singapore**, the Conservation and Access Project (2004-2007), that was largely outsourced, has successfully preserved, restored and made accessible more than 1 lakh rare and heritage material.

**Recommendations :**

- The National Library along with National Archives of India should frame a National Policy for preservation and digitization so that all documents requiring microfilming and digitization are identified and their catalogues made available across the country. This will avoid duplication and ensure wider accessibility to digital content.
- Sanctioned posts created for hiring IT experts may be filled up and the entire digitization exercise needs close monitoring at the highest level.

Special attention of the Ministry would be needed to avoid procedural delays.

### **1.8.3.3 Curative preservation: Binding**

The Library had no guideline on the conservation process including binding and other related activities. Books were selected for conservation in an unplanned manner. The Library's Laboratory did not seek any expert opinion regarding use of modern techniques and equipment. Ingredients used for binding were not tested chemically before their use.

Consequently, the books were getting damaged by the substandard chemicals used in curative preservation work. Audit found that 155 books from the renowned Ashutosh Collection, restored at the lab at an average cost of Rs 6000 per book suffered damage shortly after binding due to use of substandard binding material.



**Ongoing lab work in binding division**



**Use of flat bed scanner in laboratory**



**Dilapidated condition of few books in the book shelf**



**Books lying dumped in the Annexe building**

A 'preparatory unit', consisting of binding experts had been set up to supervise the binding work. However, this unit had not functioned for the last 15 years. Binding Division continued to follow conventional methods and use substandard material instead of modern improved material. A continued use of a mixture of flour and copper sulphate as gum had proved detrimental to the physical condition of books.

In March 2003, the Laboratory installed three 'freezer dryer machines' for disinfection of books through non-chemical treatment at a cost of Rs. 8.30 lakh, but the same had not been utilized since August 2006, for want of manpower. The Library had six officials in this department.

Audit found no evidence of commensurate efforts having been made to upgrade the skill-set or techniques for better conservation. Although the Library had no training division, it conducted nine training programmes

during the period covered. However, the persons trained in lab work were not subsequently deployed for laboratory work.

**Recommendations :**

- A clear conservation policy may be put in place immediately. The level of co-ordination between the divisions and the laboratory should be increased for identification of books requiring conservation. A preparatory unit should be constituted to guide the binding works. Binding works may be outsourced onsite to reputed firms.
- The laboratory division was short of trained and efficient staff. This should be addressed by setting up a training division, regular training programmes, and workshops involving participation from other leading libraries. Modern technical know-how and advanced equipments should be employed for better conservation practices. The objective should be to ensure longer life of the books.
- The library should consider sponsoring a University course on preservation, digitization and related subjects in association with other institutions.

In reply, the Library stated that steps have already been taken to adopt modern technology in physical conservation of documents and the library is following standards identical to those in practice at the National Archives of India, National Museum etc. It has also issued necessary instructions to the binding divisions to use tested ingredients. The Management also noted the audit recommendations on establishing a training division and sponsoring University courses on preservation for future action.

**1.8.3.4 Monitoring of macro environment**

❖ **Temperature and humidity**

International norms for preservation require books to be preserved at a temperature range of 20<sup>0</sup> C - 22<sup>0</sup> C (+/- 1<sup>0</sup> C) under relative humidity of 55 - 60 *per cent*. It was found in Audit that the air-conditioning facility in the Bhasha Bhavan and the Annexe which house the collection remained switched off during non-library hours exposing the main stacks to tropical weather conditions. In the rare books division, where round the clock air-conditioning is required there was no power back up.

Monitoring the microenvironment (humidity control) of the collection was the responsibility of another agency, the Central Public Works Department. Temperature, but not humidity, was being monitored during Library hours at the Bhasha Bhavan. No microenvironment monitoring was being done at the building that houses the Rare Books Division.

Following the Audit observations, the Library had stated that round the clock air-conditioning of the book stacking and storing areas at the Bhasha Bhavan and the Annexe building had been ensured since April 2009. Two generators have also been installed for power back up.

#### ❖ **Termite**

The Library discovered termite problem in 2003 and it carried out curative treatment in two selected Divisions. Though the problem still persists, no further assessment had been done for termite treatment.

#### ❖ **Dust**

In the Sanskrit, Pali and Prakrit Divisions a large number of Sanskrit books, periodicals and manuscripts were lying bundled since 1961. These had not been moved and bound and were lying in an advanced state of decay. Old newspapers predating 1979 were kept in a separate offsite reading room in an old building at Esplanade East, a congested part of the city. As this location was not air-conditioned, old newspapers including those belonging to the Indian freedom movement era were exposed to dust, traffic fumes and humidity, and had indeed become brittle. A two-decade old decision to shift the newspaper reading room to the main campus to ensure better care was yet to be implemented.



**A news paper dating 16 August 1947 in Esplanade East reading room**

In reply, the Library stated that the efforts are on to shift the stock of old newspapers lying offsite to the Bhasha Bhawan on campus.

#### ❖ Fire hazards

To safeguard the collection against emergency hazards like fire the Library did not have contingency response plan. Mock drills had not been organized and firefighting trainings not held in the last 5 years. Besides, out of 83 fire extinguishers installed at Annexe building, 64 of them had not been replaced/refilled for more than four years beyond their expiry rendering them unfit for use to meet any emergency.

The foregoing indicates that conservation attempts had been undertaken in an unplanned and *ad hoc* manner and signs of neglect were evident in many areas. Tendency of the Library Divisions to pass the responsibility of identification of books/documents requiring conservation measures to each other causing delay in action was evident. There was no regular dusting of all the racks. This made the collection vulnerable to decay.

#### Best practices abroad :

In the **National Library of Srilanka**, temperature and relative humidity of closed stack areas are controlled with central air conditioning so as to lend a dust free dry environment to the books. The library has launched a nationwide conservation center project. Under this project, 126 conservation centers in other libraries have been established. The Library plays a lead role by organizing workshops on conservation and bookbinding for librarians and officers in charge of conservation centers at regular interval. It keeps a vigil on conservation of 'rare and important materials' in some selected libraries around their nation and also provides them advice. Information on conservation is disseminated through publication and distribution of pamphlets.

At the **British Library** Collections are classified under different categories, and for each collection type appropriate conditions of temperature and relative humidity are maintained and monitored round the clock.

#### Recommendations :

- Microenvironment of the collection stored at various locations needs to be maintained within the defined range and the Library itself should control the task of its monitoring to ensure long life of the prized collection.



- A fire response plan should be put in place and the staff involved in periodic mock drills.

The Library stated in reply, that an Internal Committee to formulate a Security Policy for National Library has been set up in September 2009 and it is looking into various potential security hazards including fire drills, digital surveillance, disaster management etc.

#### **1.8.4 Control issues**

##### **1.8.4.1 Tracking movement of books**

A study conducted by audit on the movement of books between acquisition, processing, binding and other Divisions indicated that often the sending division did not keep count or the particulars of the books sent (except Bengali division). The acknowledgment sent by the receiving Division only mentioned the number of bundles received. Acknowledgement was often delayed by some Divisions. It took the books months to be unbundled, details to be entered in the DB Act Acquisition Register, stamped and sorted. No specific norm of timeframe for these tasks had been prescribed. During the intervening period, books lay unaccounted for in bundles.

Test check in the Tamil and Bengali Divisions showed that large a number of bundles of books awaiting acknowledgement for months. The situation was similar in the case of books obtained through Gift and Exchange. Gifted books were kept bundled based on the month in which they were received. The Gift and Exchange Division did attempt to send acknowledgement for foreign publications on priority. Received books were then sorted and classified as 'books received as gifts' and 'books received as exchange'. Books other than in English were bundled and sent to the concerned language divisions for accessioning. Audit observed that often due to space shortage in those divisions, the bundles lay at the G&E Division for months. After being shifted, it would again take them months to be opened and for necessary entries to be made for individual titles into the 'gift' register. Audit found, for example, that the Bengali division was yet to make entry in the Acquisition register for 37 gifted books received in October 2000. Audit also found several instances where large volumes of printed material were lying dumped and unaccounted for at various locations within the Library premises such as the acquisition Division, the eighth floor of Annexe and the Director's old Bungalow.



**Books dumped in the Director's old bungalow**

At every point in the movement chain whenever and wherever books lay bundled for months the books were vulnerable to pilferage/loss for want of record of existence or location, as also damage. Absence of response norms for basic tasks like stamping and sorting, sending acknowledgement, unbundling books and making entries in register, etc exposed the Library collections to high degree of vulnerability.

**Recommendation :**

- During the course of the audit the Library framed norms for various processing works like Stamping and sorting books in the books receiving division, sending acknowledgement, unbundling the books and entering relevant information in the registers, receiving and sending the books to the divisions responsible for accessioning. This is a positive move and maybe implemented and followed up as a measure of internal control.

The Library stated in reply that, the Sanskrit, Pali and Prakrit books lying dumped at the Annexe Building have been cleaned and shelved. Further the library was planning to evolve a mechanism for reusing and recycling duplicate books and other reading materials. Due to shortage of manpower some of the processing activities of manual and routine nature have been done through occasional outsourced manpower support in 2009.

**1.8.4.2 Stock verification**

Although periodic stock verification is one of the prerequisites for sound collection management it has found that the Library had not laid down any norm for physical verification. The entire collection of the erstwhile Imperial

Library had been separately stacked at Bhasha Bhawan. The prized collection primarily contained English Language books published during the British era in India apart from books in Indian and foreign languages. However, the Library had not performed complete physical verification of the collection. Significant differences were noticed in the ‘number of books under Imperial Library collection’ quoted by different sources:

Annual Reports	Director's statement	Available catalogue cards for books in English	Estimates from the Main stack Division	Stock verification
3,50,000	75,000	1,10,000	1,00,000	Not known

**The anomaly is indicative of the poor state of documentation and internal control at the Library. There was a possibility of loss/pilferage of collections of high historic value. Further, the extent of physical verification of stock done till date was low as detailed below.**

During the period under review stock verification had been done in 2 out of the 39 divisions. More than 5 per cent of the 70,000 books in the Old English Division were ‘missing’. Measured against international standards this was high. The Library Management had not taken effective action to trace the ‘missing’ books. While some of the books found missing during the stock count in the Science and Technology Division were traced subsequently, none could be found in the Old English Division.

Year of verification	Divisions for which stock verification conducted	No. of books according to accession register	No. of books found missing	No. of books traced later
2003-04	Old English division	70,000	3771	Nil
2004-05	Science and Technology	10535	371	158

The Library’s practice was to declare a book lost only when it was reported so by a user. Even when a book was ‘not found’ in the racks for years, or not returned by a reader for a very long time it was not considered lost. Consequently such books missing from the collection were not replaced. The Library rules provided that if a book was not returned by a borrower within a month, the Library would serve a notice to the defaulter and the book replaced from the security deposit of the borrower. Audit found that the Library had no mechanism to trace books that had not been returned for as long as 20 years.

In a few cases, books issued on verbal instructions of the Librarian were not returned. Thus, due to absence of the system of physical verification, exact number of books in possession of the library was not known.

**Recommendations :**

- The Library should prepare an annual action plan for stock verification to cover all the divisions, and the entire collection verified in a phased manner. Stock of each of the division must be verified as per prescribed periodicity. To expedite the verification process the Management should seek technical advice for introduction of procedures like 'RFID (Radio Frequency Identification) tagging.
- Internal control mechanism of the Library should be strengthened.
- Random bar coding system should be adopted to deter possibility of theft of materials.

The Library in its reply in December 2009 accepted the shortcomings in inventory assessment and verification and initiated that the stock verification process has been initiated from October 2009 and nearly 157000 books in five Indian languages have been verified till December 2009. Moreover, as per audit recommendation, it had decided to introduce RFID technology for surveillance, searching and locating of books in its collection. RFID is a part of the second phase of the Project pertaining to Enhancement & Upgradation of ICT System at National Library which is expected to start by FY 2010-11.

**1.8.4.3 Security System/Arrangement**

Audit found that not enough had been done to secure the Library's collections. No modern technology such as close circuit televisions had been installed in the main storage sections and the reading rooms. Close circuit televisions were installed in the old building reading room which had since been abandoned and the CC televisions have not been shifted to the new reading room at Bhasha Bhawan building. Visitors exiting the reading rooms were not physically checked. There was a need for exclusive guarding of the Rare Books Division which had not been done. The 30 acre Library compound was easily accessible to all and sundry. There was no boundary wall separating the staff quarters, situated in the campus, and the Library.

**Best practices abroad:**

The British Library like other leading libraries in the world uses Close Circuit TV as a necessary and suitable tool to help reduce crime, protect staff and the public and to assist with maintaining the security of the Library's assets. For this purpose, a Closed Circuit Television (CCTV) system is in use at all British Library sites. The system comprises a number of cameras installed at strategic locations. Some of the cameras are fully operational with pan, tilt and zoom facilities, and others are fixed cameras.

**Recommendation :**

- Security of the Library needs to be adequately strengthened.

In reply, the Management stated that a CCTV project had been taken up and is expected to be completed by June 2010. At Strategic locations security personnel have been provided with modern wireless communications.

**1.8.5 Readership services**

**1.8.5.1 On-site services**

The Library had three main reading rooms - Bhasha Bhavan, the Annexe, and the Esplanade. Besides, there were 10 other reading rooms attached to various language and specialty divisions where users could access books for reference.

The average daily footfall in various reading rooms was:

Name of the division/reading room	Average daily footfall in 2007-08
Bhasha Bhavan reading room	139
Annexe building reading room	18
Science and technology division	3



**Bhasha Bhavan reading room**



**Bhasha Bhavan catalogue shelves**

But the Library had no services designed to meet the specific requirements of different categories of users. Equipment for reading microfilm was obsolete. Audit observed too that the Library did not offer any value-based service such as: supply of books at home as rendered by other leading national libraries.

❖ **Cataloguing services**

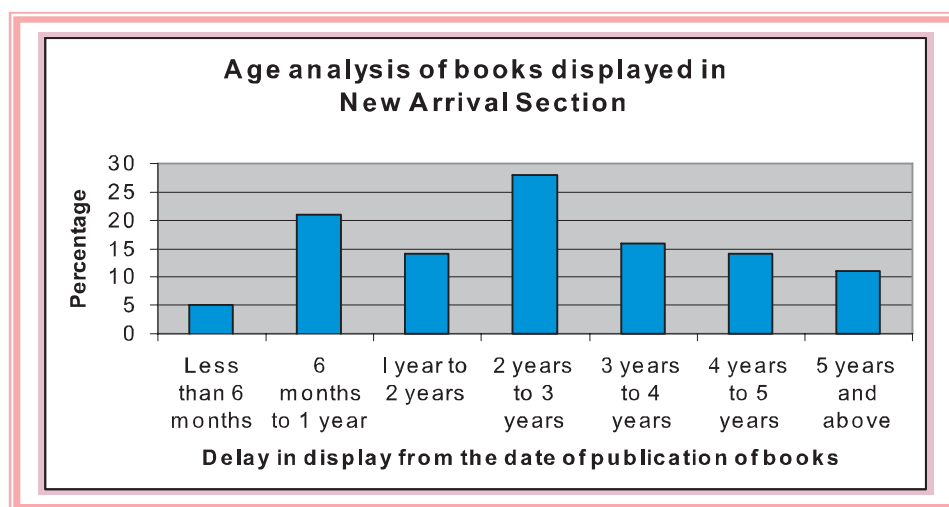
There was no centralized catalogue for all these reading rooms; a user was therefore unable to ascertain what was available in other reading rooms. In the ancillary reading rooms, readers could search books directly from the racks and unaccessioned books were often issued to them increasing the possibility of misplacement. In spite of the 13 PCs deployed for users at Bhasha Bhavan in May 2007, there was no electronic catalogues for the entire collection.

❖ **Availability of foreign language books**

In the Foreign language Divisions there were no language experts for books in 53 languages. Further, in many of these Divisions, the post of Assistant was unmanned for years and any reader visiting these Divisions was virtually sent back without being served. Even in two Indian language Divisions (Sanskrit and Marathi) there was no regular Assistant Library Information Officer. The Management had not explored the possibility of engaging part time assistants in the specialty Divisions.

❖ **Availability of prize winning and contemporary books**

Audit noted that the Library did not have a system of acquiring books that had won prestigious international literary awards such as Booker, Pulitzer and Nobel Prizes to attract readers. A sample check of 30 books in the new arrivals section revealed that books were not promptly displayed and 77 per cent of these sat over a year from the date of accessioning before being displayed. A scrutiny of the new arrivals section in February 2009 at the main reading room showed that a majority of the journals subscribed by the Library were not on display. Further, 63 per cent of the books displayed were published more than two years back.



❖ **Lack of reader friendly services**

The precious collection notwithstanding, the Library neither had a permanent exhibition area nor did it conduct tours in its premises as done by its contemporary libraries. Book exhibitions, lectures and research conferences were rare. The few workshops it held were not well publicized.

Audit conducted a test check for 10 days in November - December 2007 in course of which it collected all the requisitions of the readers which had been refused in a day by the Library, stating that the concerned books were not available. But in the very next morning, audit conducted physical verification of those books and found that for 40 *per cent* daily requisitions, which the Library staff had declared 'not found' were found in the stack in their allotted place. An audit check done for 55 days found that one of the main reading rooms – the Annexe building reading room – had often been closed 15-45 minutes before the scheduled time. The other 10 ancillary reading rooms were shut two hours before the scheduled weekday timings.

Though the Library had placed 'suggestion boxes' in the reading rooms for the users, audit did not find any evidence that the system was working and that such suggestions/complaints were ever considered by the Library authorities.

The audit examination indicated that the level of readership services had not kept pace with time. Given the growing availability of specialized published material on the net and websites of leading libraries of the world, the targeted services offered by institutions, the limited and cumbersome access offered by it, the National Library stood to lose its relevance.

While accepting the audit recommendations, the Management stated in its reply that it had issued standing orders to procure major prize winning books. In the 'new arrival' section, books are now being changed from the latest lot of purchase every month. The supply of books from stack has been made quicker and 'not found' cases have been reduced considerably. The Management has also modified and upgraded the microfilm readers, has stepped up photocopying and microfilming services, and has decided to procure state of the art microfilm cum microfiche readers shortly. Pending the relaunch and completion of the Retroconversion project, the Management has decided that a limited online database would be created, and all English books in its collection will be made searchable online within the current year. Further, the Library has launched book exhibition division in the ground floor of the Bhasha Bhavan. Subsequent to the audit observations, a team of 5-7 professionals have been formed for taking the visitors on conducted tours of the Library.

**Good practices abroad:**

At the British Library users are segregated into different categories. Services are designed and targeted for each user group.



User group	Target Group	Onsite services	Remote services
Research	Higher education Government Writers	Reading rooms Bookshop Publishing services	Library catalogues on the web/ web material Subject resources
Business	Biz R&D. Tech- industries. media sector. Science parks	Advisory services Conference Centre/Corporate services	Document supply Science, technology and Medicine information services, Reprographics
Education	Teachers. school students Primary group. Lifelong learners. Higher education	Exhibitions School tours Bookshop	Education pages on the website, Curriculum resources, Online bookshop Web resources
Library and information sector	Other libraries Public libraries Information societies	Training Visits Exhibitions Tours	Bibliographic services Library catalogues Documents Supply Librarianship services Virtual reference library
Public		Exhibitions, Events Tours, Bookshops	Web resources Online bookshop

In 2007, The **National Library of Russia** conducted 462 topical exhibitions, 936 exhibitions of recent acquisitions, 813 guided tours, 32 reader conferences and published 48 scholarly works. The Library also organizes monthly lecture series that are widely attended.

In The **National Libraries of Srilanka and Ireland** book exhibitions are held regularly.

#### Recommendations :

- The Library should offer various value added services to the readers and explore the scope of pricing such services.
- Immediate action needs to be taken to enable Online Public Access Cataloging to facilitate access to the collection to readers across the country.

#### 1.8.5.2 Search services: Onsite and remote

When a book requisitioned by a user was not found, the Library enters its details in a register. On a sample study, audit found 193 entries in the register for May 2006. A physical check conducted in December 2008 revealed that 58 *per cent* (calculated with reference to correct call Nos.) of those books were still missing even after two and a half years:

Books not found	Correct call nos <sup>6</sup> .	Books found later	Books not found	Books Lent out	Transferred to Rare books Div	Percentage of books not found till Dec 08
193	134	44	78	10	2	58

For facilitating direct search the National Library was yet to convert to On-line Public Access Cataloging (OPAC), an international standard widely used by national and public libraries, that enables remote searching of bibliographic information on the web. This was in spite of installation of the Library Management software (VIRTUA) in July 2001 that included OPAC options. The internal database on the Library server listed only 6 per cent of the collection. The Library's website, [www.nationallibrary.gov.in](http://www.nationallibrary.gov.in) (registered December 2008) did not provide any remote services to distant users save for response to mails. Thus search and readership services were only available onsite. Onsite, readers in various language divisions could know the existence of a particular book only by browsing them personally in the stacks of the concerned language divisions.

**Good practices abroad :**

In the **National Library of Australia**, registered readers can request most collection material through the Library's catalogue at its official website. The Library's most heavily used collections are stored onsite and are generally delivered to the reading rooms within 45 minutes. Collection material can be requested for use that day or in advance of a visit via phone/e-mail.

The **National Libraries of France, Iran, Japan, Egypt, Finland** and most others are Web catalogue (OPAC) enabled. On-site users at the **National Diet Library of Japan (NDL)** can search NDL-OPAC terminals and request materials for reading and copying. If one becomes a registered user, one can search and request copies of materials from the office and home PCs.

Online reference services like 'Ask A Librarian' provided by **National Libraries of Russia, Australia, New Zealand, Canada and US Library of Congress** are very popular. Requests on wide range of subjects are e-mailed via an online form. Reference librarians search the information using the collection of reference literature held by the National Library and bibliographical resources available on the web and furnish a reply.

<sup>6</sup> An alpha-numeric combination allotted to a book as per classification schedule, used to indicate its shelf location

## **Recommendations :**

- The Library should make available all catalogues centrally.
- Readers may be categorized for better need based services. Searching of books to meet the request of a reader should be done more efficiently and closely monitored.

### **1.8.6 Bibliographic services**

#### **1.8.6.1 Retrospective conversion (Retrocon) project**

In September 2002 the Library conceptualized the 'Retrocon' project for conversion of 25 lakh bibliographic records of the Library into Machine Readable Cataloguing (MARC-21) format and uploading the converted data into the Library's server so as to make all such data available online for readers. Audit found that in a period of over six years of this project, only 7 *per cent* data could be converted and even less validated and uploaded. Audit noted that retro conversion of books held in common with the US Library of Congress could have been avoided as catalogues in the requisite format for these were already available online. Audit further noted that the conversion records suffered from errors and were not fully validated, and yet the Management paid an advance payment of Rs. 25.81 lakh to the firms engaged for the project the amount remained unadjusted.

The Management in its reply stated that the outstanding adjustments have been made in four out of five mentioned cases, and the 'Retrocon project' is expected to be relaunched shortly.

#### **1.8.6.2 Duplication of bibliographic activities**

Books received under the DB Act in various language Divisions were accessioned and sent to the Central Reference Library (CRL), located in the same campus. The CRL functioned as a National Bibliographic and Documentation Center and prepared the Indian National Bibliography (INB), a monthly publication that contains a bibliographic database collated from all the books received. Audit found instances where books received by the divisions were not sent to the CRL for inclusion in INB. In Punjabi division, although several new titles had been received not a single title had been sent to CRL during the last two years. Audit further noted that when a book was returned by the CRL after data compilation, the concerned division of the Library undertook similar compilation job for cataloging. The same AACR-II (Anglo-American Cataloguing Rules) in MARC format was adopted by both

CRL and the Library while undertaking the 'Retrocon' project. An analysis of the input sheets in audit revealed that the fields captured in the CRL's datasheet is a practical subset of the Library's sheet with only one minor difference.<sup>7</sup>

Though there was scope of better use of resources by sharing of data converted by one firm, the Library and CRL engaged separate firms for retro-conversion. While CRL had spent Rs. 28.38 lakh on retro-conversion of 3,78,341 records the Library had spent Rs 25.81 lakh on 1,75,690 records converted so far.

Since the National Library received a relatively low proportion of national publications, and some books received were not sent to the CRL, the Indian National Bibliography failed to serve as a full and complete bibliographic database for books published in India. Lack of synergy between the CRL and the Library resulted in duplication of efforts and suboptimal utilization of Government money.

#### **Recommendations :**

- National Library should take immediate step towards increasing the level of synergy with the Central Reference Library for sharing of databases. This will help the former to address the problem of dearth of experts in various Indian languages.
- The Library should play a nodal role in sharing the bibliographic activities with other designated public libraries across India.

The National Library Management stated in its reply that steps have already been taken in June 2009 to increase synergy with the Central Reference Library, and the CRL has assured to fill up MARC-21 datasheets for processing books received under the Delivery of Books Act. It also stated that the proposed amendments to the DB Act have incorporated suitable steps towards improvement in resource sharing. Following the practice in US, UK and many other countries the Library has proposed to take up a 'Cataloguing

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<sup>7</sup> A comparative study of the 'Input sheet', used during processing of books for MARC-21 cataloguing under retrocon project in the NL and Data sheet devised under retrocon project in the CRL, revealed that NL collects information primarily in 32 fields for a particular book whereas CRL collects the same for 20 fields. Out of the 20 fields that CRL deals with, NL does not collect information for two fields (084 and 270) only. Field # 084 deals with Colon Classification (CC) number and 270 deal with the address of the publishers. But CRL does not print this address in the INB. So, practically there is only one field (#084) of CRL for which NL does not collect the same information.

in Publication (CIP)' project which would help in generation of standardized bibliographic data across publishers and prompt dissemination of the same.

### **1.9 Conclusion**

The performance audit revealed that due to weak internal controls, absence of work norms and lack of automation, the Library has not been able to keep pace with the times in providing efficient readership services to the people. The quality of readership services provided by the National Library does not meet the requirement of modern-day readers. No centralized digital catalogue exists to enable efficient direct search. The preservation and conservation practices of the Library are old and not adequate enough to preserve and protect the life of the precious books. Rare books and manuscripts in the library are not documented and accessioned properly making them vulnerable to loss and theft. Periodic physical verification of the books is not conducted and therefore the actual number of books/documents in the possession of the library is not known. The digitization work remained incomplete for want of supervision and monitoring. Out of an estimated 25 lakh books in the library, in the last nine years, the Library could digitize only 9141 books. Under the 'retrospective conservation' project, it has converted only seven *per cent* of the bibliographic records. There is no proper synergy with the Central Reference Library, which is located in its campus and also is carrying out similar conservation activities. The Library is not well equipped and prepared for emergency situations like fire etc. to face emergency fire incidents. The fire extinguishers, mounted in different locations of the Library, had not been serviced and recharged for over five years. Security arrangements in the library are not adequate. Security arrangements in the library are not adequate. The repository services of the Library, so far as collection of all significant printed materials produced in the country is concerned, is seriously frustrated due to lack of clarity regarding enforcement of penal provisions of the Delivery of Books and Newspapers (Public Libraries) Act, 1954. There is no transparency in the procedure regarding purchase of foreign books and journals. There are significant delays in processing unprocessed books in the Library affecting timely availability of contemporary books to the readers.

**Annexure-I**

**(Refers to paragraph 1.8.1.1)**

**List of major publishers who do not send publications to National Library**

S. No.	Name of Publication
1.	Rupa and Company 7/16, Ansari Road, Daryaganj, New Delhi – 110 002
2.	All Bengal Teachers' Association P-14, GANESH Chandra Avenue, Kolkata – 700 013
3.	Mittal Publications A-110, Mohan Garden, New Delhi – 110 059
4.	Roli Books Pvt. Ltd., 47, Housing Society, South Extension, Pt.I, New Delhi – 110 049
5.	Handbook & Directory of Industry 208, Nadiadwala Market, Poddar Road, Malad East, Mumbai – 400 097
6.	Anu Books Publishers & Distributors Shivaji Road, Meerut – 250 001 (Uttar Pradesh)
7.	Penguin Books India Pvt. Ltd., 706, Eros Apartments, 56, Nehru Place, New Delhi – 110 019
8.	Screen World Publications Prakash Photo Studio, 295, N.C. Kelkar Road, Dadar (W), Mumbai – 400 028
9.	Himalaya Publishing House Ramdoot, Dr. Bhalerao Marg, Girgaon, Mumbai – 400 004
10.	Jaico Publishing House 121, Mahatma Gandhi Road, Mumbai – 400 023
11.	KSK Publishers & Distributors 4264/3, Ansari Road, Daryaganj, New Delhi – 110 002
12.	New Age Books A-44, Naraina, Phase-I, New Delhi – 110 028
13.	Viva Books Pvt. Ltd., 4262/3, Ansari Road, Daryaganj, New Delhi – 110 002