

**LOUGHBOROUGH
UNIVERSITY OF TECHNOLOGY
LIBRARY**

AUTHOR/FILING TITLE	
WIJASURIYA, D	
ACCESSION/COPY NO.	
174813/02	
VOL. NO.	CLASS MARK
14. FEB 86	15. MAR 86
30. MAR 86	20. APR 86
08. APR 86	17. APR 86
03. MAY 86	11. MAY 86
03. MAY 86	11. MAY 86
16. JUN 86	02. MAY 86
11. OCT 86	04. JUL 86

0174813 02



10. OCT 86	- 1 JUN 1990	
11. OCT 1986	29 JUN 1990	
24 JUN 1987	21 JUN 1991	
- 1 JUL 1988	17 MAR 1990	
07 OCT 1988		
- 4 MAY 1990		

DEVELOPMENT CONSTRAINTS: THE PUBLIC LIBRARY
SECTOR IN MALAYSIA

by

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Ph.D. Thesis

Submitted in partial fulfilment
of the requirements for the award
of
Doctor of Philosophy
Loughborough University of Technology

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ABSTRACT

Although subscription libraries have existed in Malaysia since 1817, it was only in 1968, about ten years after independence that the Government adopted the Blueprint for Public Library Development in Malaysia.

Since then, all but one of the States in Peninsular Malaysia have adopted public library legislation and have established State Public Library Corporations. Despite this, overall provisions are patchy and uneven and the greater bulk of the population still do not have access to public library services.

Government authorities are quite concerned over this state of affairs as it is increasingly being realized that libraries can be an important instrument for economic and social upliftment, particularly of the country's largely rural population. The main purpose of the thesis therefore has been to identify the major constraints to overall development, to suggest measures to the Malaysian Government likely to place public library services on a firm foundation and to offer particularly to the developing countries some useful insights, based on Malaysia's experience in the field.

Particularly significant is the fact that a Public Library Policy for the country endorsed at the highest levels of Government, does not exist.

Legislative provisions too are not only inadequate but are conflicting in some respects. While both the Federal and State Governments have legislative competence for public libraries, the question of executive responsibility has never been clearly determined. Existing financial provisions place too heavy a burden on State Governments, whose sources of revenue, in most cases are strictly limited. The absence of long term development plans is a further inhibiting factor while manpower provisions, especially at the professional level are grossly inadequate.

It is suggested that a Federal Act for Public Libraries is of cardinal importance. The Act should enshrine the public library policy for the country, place the subject of public libraries within the portfolio of a Federal Minister, equip the National Library with the required authority and make adequate provisions for finance and manpower.

ACKNOWLEDGEMENT

I am greatly indebted to the late Tan Sri Abdul Kadir bin Shamsuddin, Chairman of the National Library Advisory Board and former Chief Secretary to the Government for his interest in the development of the public library sector in Malaysia, which has largely inspired this research effort. I wish also to place on record my great appreciation and thanks to the Director-General of the National Library for permission to undertake this research and to use unpublished data contained in official files and records. I would like to thank professional colleagues who so readily and promptly submitted to me data when requested. To Professor Peter Havard-Williams I owe a great debt of gratitude for his encouragement and support without which this thesis would not have been completed. And finally, to those closest to me - to Annette, Rohan, Rienzi and Rēnan, I owe a very special debt for their quiet presence and their cheerful acceptance of the extended periods spent in burning the midnight oil.

D.E.K.W.

28th February 1980

ABBREVIATIONS

AEAM	Adult Education Association of Malaya
ASEAN	Association of South East Asian Nations
BMA	British Military Administration
EPRD	Education Planning and Research Division
EPU	Economic Planning Unit
FMP	Fourth Malaysia Plan, 1981-1985
FMS	Federated Malay States
ICU	Implementation Coordination Unit
INTAN	Institusi Tadbiran Awam Negara (National Institute of Public Administration)
ITM	Institusi Teknologi MARA (MARA Institute of Technology)
MCA	Malayan Chinese Association
MIC	Malayan Indian Congress
MLG	Malayan Library Group
MPLA	Malayan Public Library Association
NDPC	National Development Planning Committee
NEP	New Economic Policy
NLAB	National Library Advisory Board
NLC	National Library Committee
PPM	Persatuan Perpustakaan Malaysia
PPPTM	Persatuan Perpustakaan Persekutuan Tanah Melayu
SPM	Second Malaysia Plan, 1971-1975
TMP	Third Malaysia Plan, 1976-1980
UMNO	United Malay National Organization
UMS	Unfederated Malay States

CHAPTER I INTRODUCTION

Although the first subscription library was established in Penang in 1817, the provision of public library services on a national scale only began in 1968 when the Government adopted the *Blueprint for Public Library Development in Malaysia*, prepared by Hedwig Anuar on behalf of the Persatuan Perpustakaan Malaysia (PPM) (Library Association of Malaysia). In 1970 and 1972, the PPM sponsored two further conferences as a follow-up to the Blueprint and in 1977, yet another conference was organized to focus national attention on the public library sector partly to assess what exactly had been achieved. The recommendations adopted at each of these conferences will prove quite revealing, in that the same problems and the same constraints tend to surface. It would however, be inaccurate to conclude from this that there has been little progress. Some States have indeed taken significant strides forward. But in most, the position has been slow-moving if not entirely stagnant. As a result, overall provision is patchy and uneven and the greater bulk of the population still do not have access to public library services.

The PPM and the library profession in particular continue to be concerned over this relatively slow pace of developments but have been unable to bring about any significant improvements. It has therefore devolved upon the

National Library as the official agency of the Federal Government responsible for libraries, to examine overall provisions, to identify the major constraints to development and to recommend appropriate corrective measures. This is especially important because it is increasingly being realized that public library services are an important instrument for economic and social upliftment, particularly of the country's largely rural population. The *kutub khanah desa*⁽¹⁾ provided by KEMAS over the last ten years without the benefit, until very recently, of a professional librarian on its establishment, is a pointer to a general recognition by policy makers and administrators of the importance of such facilities. For the rural population particularly, a broadening of outlook, a change in mental attitudes is very necessary if broader development objectives of the Government are to be realized.

It is not clear at the present time what are the reasons for the relatively slow pace of public library development. Financial constraints are often cited as the major inhibiting factor. Yet Malaysia is generally well endowed with natural resources. She has a booming economy and has had for several years a very favourable balance of payments. Malaysia's credit standing internationally has

(1) Village libraries established by KEMAS (Kemajuan Masyarakat) - the Community Development Division of the Ministry of Agriculture.

also been good, so much so that there has been little difficulty in floating external loans for the country's massive development drive. Clearly Malaysia does not lack the resources. Yet public library funding is relatively poor. One can only deduce therefore that there must be serious limitations in existing financial provisions or arrangements for public library services. Financial considerations apart, it also appears that there are other constraints, which either singly or in combination are inhibiting development. An attempt is made in this thesis therefore to identify major development constraints within the public library sector and to suggest for the consideration of the Government such measures likely to bring about overall improvements. At the same time this thesis hopes to offer, particularly to developing countries, some useful insights based on Malaysia's experience in the field. In identifying major development constraints however, it has been necessary to establish certain limits and to confine the scope of the thesis to basic infrastructure requirements for the development of public library services. For this reason, no attempt has been made to touch upon literacy, the development of the reading habit or the availability of reading materials in Bahasa Malaysia. These will have to be the subject of separate research efforts. In Malaysia,

there is still a general indifference on the part of the public to the provision of public library services. Efforts at provision still tend to be largely one-sided - the major thrust coming from the National Library and the PPM with increasing support from the Government. This thesis therefore has a very pragmatic objective - to help to bring about such changes as will place the public library sector on a firm and solid foundation to face the challenges and demands of the future. No attempt is made therefore to formulate a working hypothesis. However the basic theme outlined in this paragraph will constitute the underlying thread guiding the research effort.

A survey of the literature on public libraries in Malaysia has revealed that there is a dearth of published material on the subject. The most important of the sources available is the *Blueprint for Public Library Development in Malaysia* by Hedwig Anuar. Although the information and data within the Blueprint is quite outdated, the Blueprint has been most useful, because it provides a comprehensive picture of the state of public library services in Malaysia in the mid-sixties and hence has served as a significant milestone against which subsequent progress and development within the public library sector has been assessed. Other published sources of some significance include the papers

and proceedings of public library conferences held in Malaysia since the mid-sixties, the most recent of which, held in 1977 - nearly a decade after the Blueprint, contain position papers on the state of public library services in Peninsular Malaysia, Sabah and Sarawak, which afford once again a comparison with the position ten years earlier. In addition, the official journal of the PPM, whose title has changed over the years⁽²⁾ has carried articles on public libraries from time to time, in addition to serving as the publications outlet for public library conference proceedings. With the possible exception of the Blueprint and some other key papers, few of the publications of the PPM referred to, could be deemed to be primary source materials. In fact, their relative value in respect of the research theme has been somewhat marginal. Perhaps the most important published materials apart from the Blueprint have been the *Federal Constitution*, the *National Library Act*, the *Local Government Act*, and the Public Library Corporation Enactments for the States of Kedah, Perlis, Selangor, Penang, Perak, Malacca, Negeri Sembilan, Kelantan, Pahang and Trengganu. Also important as sources have been the *Second Malaysia Plan, 1971-1975*, the *Third Malaysia*

(2) Various titles: the *Malayan Library Group Newsletter* (1955-1959); the *Malayan Library Journal* (1960-1964); *Perpustakaan Malaysia* (1965); *Perpustakaan* (1966-1969); *Majallah Perpustakaan Malaysia* (1970-).

Plan, 1976-1980, the Federal and State Estimates of Revenue and Expenditure and the *Population and Housing Census, 1970*. Non-published sources of considerable importance include the records and statistical data maintained at the National Library. Especially useful have been the minutes and files of the National Library Committee, the National Library Advisory Board as well as the National Library's file series on public library development in each of the States in Malaysia. This series also includes the papers and minutes of all State Public Library Corporations. A select bibliography at the end of the thesis brings together most of the relevant literature. Perhaps because of the dearth of published materials and the difficulty of access to non-published sources, the public library sector has hitherto not been the subject of a Masters' or Doctoral dissertation. This thesis therefore represents the first serious study of public library development in Malaysia.

The author's official position within the National Library has greatly facilitated access to all official files and records maintained by the National Library. In addition as the principal officer within the National Library responsible for promoting a nation-wide system of free public libraries within the country, the author has, since the early seventies, been closely involved with State

authorities in the establishment of public library services and currently serves on the Boards of Directors of the State Public Library Corporations in Kedah, Perlis, Selangor, Penang, Perak, Malacca, Negeri Sembilan, Pahang, Kelantan and Trengganu. This has facilitated a close liaison with State public library authorities as well as with professional colleagues in the State public libraries and has afforded the author a unique opportunity of participating and observing at first hand the workings of the public library system in the country. The author has also visited all States, attended meetings of all State Public Library Corporations, participated in all public library conferences and seminars held within the country and edited for publication the proceedings of the most recent of these conferences. As Secretary of the National Library Committee and National Library Advisory Board, the author has been able to maintain a close liaison with the chairman (now deceased), who was for many years Chief Secretary to the Government and Secretary to the Cabinet. As a member of Council of the Persatuan Perpustakaan Malaysia (Library Association of Malaysia), 1964-1979, the author has had full access to the records and files of the Association and has in fact participated in many of the decisions of Council relating to public library development in Malaysia, including the appointment of Mrs. Hedwig Anuar

as consultant for the Blueprint. It has not been necessary therefore to devise any special methodology for the gathering of the necessary data in support of this thesis. The author has been most fortunate in having direct access to information as well as to key persons not normally accessible to research students.

The thesis has been organized into nine chapters. Chapter II provides in essence the country perspective with a brief picture of the historical development of the country, its geography and its socio-economic conditions, in order to facilitate a fuller understanding of the environment in which public library services are being provided. It presents facts and data already known as a backdrop for the treatment of subsequent chapters. Chapter III traces the development of public libraries in Malaysia in relation to broader national developments and provides an overview of prevailing conditions in the public library sector. The underlying theme of the whole thesis is developed largely in Chapters IV to VIII with a final Chapter which attempts to draw conclusions and formulate proposals and recommendations for the consideration of the relevant authorities.

CHAPTER II MALAYSIA: THE COUNTRY PERSPECTIVE

Public libraries in the developing or the developed countries are conditioned by their environment. The problems they face are often common and the solutions applied in one country can often be applied in another. This study of public library development in Malaysia therefore can be better appreciated if set against the background of the country, its physical features, historical evolution and socio-economic conditions.

Physical environment

Malaysia is made up of two distinct land masses, located a little to the North of the Equator in Southeast Asia. Peninsular Malaysia, which forms the southernmost extension of the mainland of Asia, extends from latitude $1^{\circ} 20'N$ to $6^{\circ} 4'N$ and from longitude $99^{\circ} 35'E$ to $104^{\circ} 20'E$, while the States of Sarawak and Sabah forming part of the island of Borneo and often referred to as East Malaysia, extend from latitude $0^{\circ} 50'N$ to $5^{\circ} N$ and from longitude $109^{\circ} 40'E$ to $115^{\circ} 50'E$ in respect of Sarawak and from latitude $3^{\circ} 42'N$ to $7^{\circ} 2'n$ and longitude $115^{\circ} 50'E$ to $119^{\circ} 45'E$ in the case of Sabah. Peninsular Malaysia is thus separated from the States of Sarawak and Sabah by almost 400 miles of the South China Sea.

Peninsular Malaysia covers an area of 50,886 sq. mil.⁽¹⁾ (131,794 sq. km.). Sarawak is almost as large with an area of 48,250 sq. ml.⁽²⁾ (124,966 sq. km.) while Sabah covers an area of 29,000 sq. ml.⁽³⁾ (74,820 sq. km.). Malaysia therefore with a total land area of approximately 128,136 sq. ml. (330,590 sq. km.) is larger than North and South Korea combined (225,724 sq. km.), New Zealand (268,676 sq. km.) or the Philippines (300,440 sq. km.) but is smaller than her two immediate neighbours with whom she shares a common land boundary, namely Thailand (514,000 sq. km.) and Indonesia (1,904,569 sq. km.).⁽⁴⁾

The physical terrain of the country is varied. In general, in Peninsular Malaysia, Sabah and Sarawak, the relatively low lying coastal alluvial plain merges into hilly and rugged mountainous country, covered by dense tropical jungle. In Peninsular Malaysia, several mountain ranges, running roughly parallel to one another and aligned longitudinally dominate the landscape. The Main Range is the most prominent of these and runs in an unbroken line for about 300 miles, with mountain peaks exceeding 7,000 ft. In

(1) Ooi Jin Bee. *Peninsular Malaysia*. London, Longman [1976] p.14.

(2) Jackson, J.C. *Sarawak: a geographical survey of a developing state*. London, University of London Press [1968] p.11.

(3) Lee Yong Leng. *North Borneo (Sabah): a study in settlement geography*. [Singapore, Eastern Universities Press, 1965] p.4.

(4) Far Eastern Economic Review. *Asia Yearbook* 1978. p.362, 201.

Sarawak, most of the interior mountain range exceeds 4,000 ft. although there are few peaks which exceed 6,000 ft. Sabah perhaps has the most rugged and mountainous terrain with mountain peaks exceeding 10,000 ft. Malaysia is drained by innumerable rivers which begin as swift flowing streams in the upper regions of its central highland areas and flow, often as sluggish, meandering, silt-carrying rivers into the Straits of Malacca, the South China Sea, the Celebes Sea or the Sulu Sea.

Communications

The mountain ranges have clearly hindered effective road and rail communication. Peninsular Malaysia, served by an extensive network of well-surfaced macadamised roads, both major and minor, including inter-state highways contrasts vividly with Sabah and Sarawak, where such communications are poorly developed. Rail communications, too, although better developed in Peninsular Malaysia as compared with Sabah and Sarawak, are on the whole quite limited. Inter-state air transport services however are provided while in Sabah and Sarawak, air transport services to many of the smaller towns are also provided in view of the limitations of road and rail transport facilities. Shipping and port facilities in Peninsular Malaysia have been developed in Penang, Port Kelang, Johore Baru and

Kuantan while in Sabah and Sarawak, similar facilities, although more limited in nature, have been developed in Kota Kinabalu, Sandakan, Kuching and Sibiu. Owing to poor road and rail transport facilities in Sabah and Sarawak, coastal and river transport has remained an important mode of communications, particularly in Sarawak.

Climate

Located entirely within the Tropics, Malaysia (Peninsular Malaysia, Sabah and Sarawak) is uniformly hot throughout the year with temperatures averaging 80°F and a mean relative humidity of 85%. Daily variations in temperature are relatively small, except in the mountainous areas, where temperatures can drop below 60°F. The mean annual rainfall for the country as a whole exceeds 100 inches, but there are several areas in the country which have recorded annual rainfall figures of over 170 inches. Rainfall is mostly conditioned by the Northeast and Southwest monsoon winds which blow between the months of November-February and May to September respectively. In the intervening periods, heavy afternoon thunderstorms are not uncommon. This heavy rainfall pattern, coupled with the sluggish and meandering river flow system, has often resulted in extensive flooding, particularly in the East coast States of Peninsular Malaysia.

Historical evolution

The prehistory of Peninsular Malaysia, Sabah and Sarawak is extremely vague. Even the country's early history prior to 1400 is cloudy and unclear. There is some evidence that during this period Peninsular Malaysia came within the sphere of influence of the Empires of Fu-Nan and Sri Vijaya although in Sabah and Sarawak their influence appears to have been marginal.

The fifteenth century brought the rise of the Malacca Sultanate. However the most important role played by Malacca during this period was as a centre for the diffusion of Islam,⁽⁵⁾ which has since become an integral part of the fabric of the Malay States. Sabah and Sarawak on the other hand came to be heavily influenced by the Brunei Sultanate which saw its peak in the sixteenth century.

The sixteenth century ushered in the era of European intervention with the Portuguese occupation of Malacca for over a century followed immediately after by the Dutch in the seventeenth century and the British in the eighteenth century. European intervention was largely motivated by trade rather than territorial considerations. The period also saw the emergence of Johore as a new centre of power and the increasing influence of the Achehnese and later the even

(5) K.G. Tregonning. *A history of modern Malaysia and Singapore*, [Singapore] Eastern Universities Press [1972.] p.15.

stronger influence of the Bugis.

Although Peninsular Malaysia, Sabah and Sarawak have in their historical evolution been subjected to Indian, Chinese, Thai, European as well as Melanesian (Acheh, Minangkabau, Bugis, Brunei) socio-cultural influences, the most pervasive of these influences were the Islamic which came through the Indians and the English language, the system of Government administration and law which has been the legacy of the British.

The British in fact established their first outpost in Penang (Malaysia) in 1786, followed by a further outpost in Singapore in 1819. In 1824, under the Anglo-Dutch Treaty, Malacca was ceded to the British. These three settlements were subsequently formed into the Straits Settlements. With the progressive acceptance of a "British Resident" in the Malay States, British rule came to be further consolidated. Towards the turn of the century, the Federated Malay States (FMS) were established⁽⁶⁾ while the rest of the Malay States, preferring to retain their independence, came to be referred to as the Unfederated Malay States (UMS).⁽⁷⁾

The Second World War brought in its wake the Japanese

(6) The Federated Malay States (FMS) comprised the states of Perak, Selangor, Negeri Sembilan and Pahang and came into being in 1896.

(7) The Unfederated Malay States comprised the states of Johore, Perlis, Kedah, Kelantan and Trengganu.

Occupation of the country. Following the War, there was a brief period of British Military Administration (BMA) and the abortive attempt by the British to establish the Malayan Union which would have compromised Malay interests. Following protests from the Malays, the Malayan Union was dissolved in 1946. In February 1948, the Federation of Malaya was established, bringing together under one central government the former Federated and Unfederated Malay States as well as Malacca and Penang. Singapore was consistently left out of the Malayan Union as well as the Federation of Malaya.⁽⁸⁾

The period 1948-1957 was marked by the Communist Insurgency and the joint attempts by the local Malay and Chinese political parties to obtain political independence from England. Independence (Merdeka) finally came on 31 August 1957.

The historical evolution of Sarawak and Sabah contrasts greatly with the pattern in Peninsular Malaya. Not much is known about Sarawak prior to the arrival of James Brooke (the first White Rajah of Sarawak) in 1839 who gradually extended his control over Sarawak. By 1888, in order to safeguard British interests, Sarawak was made a British Protectorate, but Britain in effect only took control of foreign relations. The Brookes continued to rule. It is only after the Second

(8) Tregonning. Op.cit. p.231-232, 242.

World War that Sarawak was ceded to Britain and became a British Colony in 1946. As in the case of Sarawak, Sabah's early history is equally vague. British interests in Sabah can be traced to the eighteenth century. However it was only in the mid-nineteenth century that Sabah was acquired by cession from Brunei and the Sultan of Sulu. A Chartered Company was formed in 1881 to administer Sabah. The devastation brought about by the Second World War resulted in Sabah too becoming a British colony in 1946. In the early sixties, mainly as a result of Malayan initiatives, discussions began on the possible merger of the Federation of Malaya, Singapore and the colonies of Sarawak and North Borneo (Sabah). On the sixteenth September, 1963 Malaysia⁽⁹⁾ was formed and comprised fourteen States in all - the former eleven states of the Federation of Malaya, Singapore, Sabah and Sarawak. Singapore however cesseded from the Federation in August 1965 at the height of Indonesia's "Confrontation" campaign against Malaysia.

The people

The population of Malaysia is composed of ninety five community groups - the term community here denoting a group of persons who are bound together by common interests such as language

(9) Malaysia is now a Federation of thirteen states and has a Federal Government in addition to thirteen State Governments. In 1974 the Federal Territory of Kuala Lumpur was created, covering approximately 94 sq. miles. The Federal Territory constitutes in effect a fourteenth 'state' but is administered by City Hall.

or dialect, religion and customs.⁽¹⁰⁾ In Peninsular Malaysia alone there are thirty two such community groups, in Sabah there are thirty eight and in Sarawak twenty five. These community groups have in turn been classified into major groups. In Peninsular Malaysia, the major groups or communities are the Malays, Chinese, Indians and others. Table 1 below illustrates the constituent communities within each group.

Table 1: Major Population Groups

Group	Malays	Chinese	Indians	Others
Constituent Communities	Malay	Hokkien	Tamil	Thai
	Indonesian	Cantonese	Telegu	Other Asian
	Negrito	Khek	Malayali	European
	Jakun	Teochew	Punjabi	Eurasian
	Semai	Hainanese	Pakistani	Others
	Temiar	Kwongsai	Other Indian	
	Other	Hokchiu	Ceylon Tamil	
	Orang Asli	Henghua	Other Ceylonese	
	Other Malay	Hokchia		
		Other Chinese		

(Source: 1970 Population and Housing Census of Malaysia)

In Sabah, the thirty eight community groups are classified into eight major groups namely, Kadazan, Murut, Bajau, Malay, Indonesian,

(10) Jabatan Perangkaan Malaysia. *Banci penduduk dan perumahan Malaysia, 1970* [1970 Population and Housing Census of Malaysia] Pembahagian umur. Kuala Lumpur, 1973. p.50.

Other Indigenous, Chinese and others. In Sarawak, the twenty five community groups are classified into seven major groups namely, the Malays, Melanau, Sea Dayaks, Land Dayaks, Other Indigenous, Chinese and others.

According to the 1970 Population Census, the total population of Malaysia was 10,439,430, made up of 46.8% Malays, 34% Chinese, 9% Indians and the remainder Dayaks, Kadazans and other races. The Malays are numerically the most dominant group and constitute, along with the Dayaks, Muruts, Kadazans, Melanau and other indigenous people what are currently referred to as the "Bumiputras" (sons of the soil). As at 1970, the ratio of Bumiputras to non-Bumiputras (mainly Chinese and Indian) was approximately 6:4. Of the total population, approximately 8,810,348 are in Peninsular Malaysia, 975,918 are in Sarawak and 653,264 in Sabah. The main demographic features of the population of Malaysia as at 1970 are given in Table 2.

In a region of dense populations, Malaysia is relatively sparsely populated. Nearly 80% of its population live in the rural areas and as will be seen from Table 3, the overall population is a relatively youthful one.

Table 2 Population: Main Demographic Features

Territory	Population 1970	Average Density		Annual rate of increase	Sex ratio female/male	Urban* Concentration
		per sq. ml.	per sq. km.			
Peninsular Malaysia	8,810,348	172	66	(per cent) 3.1 (1957-70)	100:101.6	(per cent) 29
Sarawak	975,918	20	8	3.1 (1960-70)	100:101.3	15
Sabah	653,264	22	8	4.4 (1960-70)	100:107.9	16.5

*"Urban" is defined as gazetted administrative areas with a population of 10,000 or more
(Source: 1970 Population and Housing Census of Malaysia)

Table 3 Population Composition by Age

Age	Population	Percentage
0-4	1,651,364	15.8
5-9	1,632,476	15.6
10-14	1,400,661	13.4
0-14	4,684,501	44.8
15-19	1,138,025	10.9
20-24	866,918	8.3
0-24	6,689,144	19.2 64.0
25-29	660,921	6.3
30-34	632,148	6.1
35-39	508,099	4.9
40-44	445,218	4.3
45-49	369,759	3.5
50-54	327,585	3.1
55-59	260,236	2.5
60-64	225,128	2.2
15-64	5,434,037	32.9 96.9
65+	320,892	3.1 3.1
TOTAL	10,439,430	100.0 100.0

(Source: 1970 Population and Housing Census of Malaysia)

The population of Malaysia⁽¹¹⁾ is estimated to grow at

(11) *Third Malaysia Plan, 1976-1980* [English text] .
Kuala Lumpur, Government Press, 1976. p.145

the rate of 2.7% per annum during the Third Malaysia Plan (TMP) period and reach 13.98 million by 1980.

Socio-economic conditions

From the foregoing, it can be clearly seen that Malaysia has a plural or a multi-racial society. Prior to the establishment of the early British Settlements, the racial or community composition of the population was largely homogenous and comprised people of Malay stock. However, the opening of tin mines and the rubber plantations brought in a large influx of Chinese and Indian labour. In the States of Perak and Selangor particularly, the immigrant Chinese population often outnumbered the indigenous Malay population. These three major communities in the course of time have come to be identified with occupational groups. The Malays were essentially rural dwellers engaged primarily in rice cultivation. The Chinese were largely urban dwellers, engaged in shopkeeping, commercial activity and mining, while the Indians largely constituted the labour force on the plantations. On the whole, the Malays and other indigenous people were economically the most depressed group, followed by the Indians. The Chinese generally enjoyed a higher standard of living. When political independence was obtained in 1957, political power was retained by the Malays and, in post-independence

developments, that power has progressively been enhanced.

Politically, the country has remained relatively stable since independence although this record was marred by the racial riots in May 1969. The Government in power since independence has been a Government of political compromise and has, under the banner of the National Front, absorbed a large number of political parties. The main component political parties of the National Front are the United Malay National Organization (UMNO), the Malayan Chinese Association (MCA) and the Malayan Indian Congress (MIC) which had previously formed the Alliance. Although the Government is Malay dominated, it includes representatives of other major communities as well and has attempted in the Five-Year Development Plans and the New Economic Policy (NEP) to restructure society, to eradicate poverty, and to reduce the imbalance between the "haves" and the "have nots". This New Economic Policy has coloured overall developments in many sectors and is a constant bone of contention, both to the Malays who feel that NEP targets are not being achieved fast enough, as well as to the non-Malays who generally feel deprived. NEP targets under the Third Malaysia Plan (TMP) are:

- (1) to reduce the incidence of poverty in the rural areas throughout the country among padi cultivators, rubber smallholders, coconut small-

holders, shifting cultivators, fishermen, estate workers, residents of new villages, agricultural labourers and the *Orang Asli* (original people/aborigines) by:

- (i) expanding employment opportunities through new land development, establishment of new growth centres and the absorption of excess labour in other sectors of the economy.
 - (ii) enhancing the productive role of the rural poor by increasing their access to land, water supplies, credit markets, extension advice and other public facilities including electric power.
- (2) reduce the incidence of poverty among the urban poor by:
- (i) expanding employment opportunities in manufacturing and construction including the promotion of small scale industries.
 - (ii) improving their real income through the provision of low cost housing and other public services.
- (3) enhance the quality of life of all Malaysians and in particular the poor through the expansion of education, health services, family planning facilities and housing.
- (4) increase the share of the Malays and other indigenous people in employment in mining, manufacturing and construction and the share of other Malaysians in agriculture and services so that by 1990, employment in the various sectors of the economy will reflect the racial composition of the country.
- (5) raise the share of the Malays and other indigenous people in the ownership of productive wealth including land, fixed assets and equity capital. The target is that by 1990, they will own at least 30% of equity capital with 40% being owned by other Malaysians.
- (6) foster the development of entrepreneurship among the Malays and other indigenous people so as to effectively contribute towards the creation by 1990 of a strong and viable commercial and industrial community among them.
- (7) encourage and support private investment both domestic and foreign.

- (8) promote further utilization of the country's abundant human and natural resources; and
- (9) develop and expand the social and physical infrastructure of the economy to effectively support the attainment of the above objectives. (12)

Malaysia has indeed been fortunate in that her economy has over the years been placed on a fairly sound footing and has been able to support the ambitious targets under the various Five Year Development Plans implemented since 1957. Agriculture has always been the country's mainstay with large areas given over to natural rubber and oil palm cultivation. Malaysia in fact ranks as the world's largest producer of these two commodities. Malaysia is also well endowed with mineral resources and is in fact one of the world's largest producers of tin. Petroleum is increasingly being exported as is copper and bauxite. In rice production, virtual self-sufficiency has now been achieved. Timber and pepper are also important exports. Serious attempts are now being made to diversify the economy in order to make the country less vulnerable to commodity price fluctuations in world markets. Industrialization and manufacturing are actively being promoted. As a result of all this, Malaysians today earn one of the highest *per capita* incomes in Asia and rank

(12) *Third Malaysia Plan*. Op. cit. p.49-50.

only after the Japanese and the Singaporeans. The Government has taken various measures to create a favourable investment climate within the country in order to attract foreign capital. Malaysia's credit standing with the World Bank (International Bank for Reconstruction and Development), the Asian Development Bank as well as with financiers in the Middle East and Japan has been good and hence she has had little difficulty in floating the necessary loans to support her development drive under the Five Year Development Plans.

However, capital and raw materials alone are of little value without human expertise and technical skills. Fully appreciating this, education and training has always been a priority consideration for the Government. In fact, a total sum of \$1,671,300,000 has been allocated under the TMP⁽¹³⁾ for education and training programmes. Educational policy and provision is conditioned by the Education Act, 1961, and is designed to meet the development requirements of the country and promote its economic, social and cultural development. This policy has since been re-phrased as follows:

- (i) to foster more effective communication and unity among the people of Malaysia;

(13) *Third Malaysia Plan*. Op.cit. p.405.

- (ii) to enhance and perpetuate the understanding of the values of a democratic society;
- (iii) to provide equal education opportunities for every individual in order that he can contribute effectively to the nation's progress;
- (iv) to develop necessary skills appropriate to the utilization of scientific and technological advances in the rapidly changing society of today, whilst maintaining spiritual values;
- (v) to develop a balanced personality in each individual by providing for the maximum growth of the physical, intellectual, emotional and aesthetic qualities necessary to enhance the quality of life.
- (vi) to cultivate civic consciousness, tolerance and understanding.(14)

Since the launching of the NEP, one of the overriding objectives of the education system has been national integration and unity and the main instrument utilized for this purpose has been the national language (Bahasa Malaysia) whose use as the medium of instruction in schools has been progressively extended from the primary

(14) Malaysia. Ministry of Education. Committee of Officials appointed by Cabinet to examine the recommendations of the Dropout Study. *Report*. Kuala Lumpur, Ministry of Education, 1973. p.4.

to the secondary level and increasingly to tertiary levels as well. English has been relegated to the level of a second language. Primary education as well as secondary education is completely free and is extensively provided. Tertiary education is more limited and comprises a number of technical colleges, teacher training colleges as well as universities. Table 4 below sets out in clearer perspective the increase in the educational enrolment at the various levels:

Table 4 Educational Enrolment

Educational facility	1970	1975	1980 (target)
Primary			
Peninsular Malaysia	1,421,469	1,586,909	1,815,600
Sabah	110,607	133,179	166,140
Sarawak	150,111	177,100	227,300
Total	1,682,187	1,897,188	2,209,040
% of all levels	75.4	68.1	64.4
Lower Secondary			
Peninsular Malaysia	378,535	561,471	676,100
Sabah	25,068	41,835	68,492
Sarawak	17,041	46,400	67,530
Total	420,644	649,706	812,122
% of all levels	18.9	23.3	23.7

Cont'd

Educational facility	1970	1975	1980 (target)
Upper Secondary			
Arts and Science			
Peninsular Malaysia	84,925	153,415	241,900
Sabah	3,619	6,518	16,743
Sarawak	4,384	7,120	19,130
Vocational and technical	4,899	14,338	25,920
Total	97,827	181,391	303,693
% of all levels	4.4	6.5	8.9
Post-Secondary			
Peninsular Malaysia	10,619	16,335	35,970
Sabah	272	293	618
Sarawak	641	1,360	2,320
Total	11,532	17,988	38,908
% of all levels	0.5	0.7	1.1
Teacher Training			
Peninsular Malaysia			
Primary	1,435	2,735	7,680
Secondary	1,123	3,544	4,260
Sabah	630	782	924
Sarawak	699	879	2,200
Total	3,887	7,940	15,064
% of all levels	0.2	0.3	0.4
Tertiary			
<u>College level</u>			
Ungku Omar Polytechnic	493	1,136	1,650
Institiut Teknologi Mara	2,142	7,872	9,215
Kolej Tunku Abdul Rahman	1,195	4,133	7,030

Cont'd

Cont'd

Educational facility	1970	1975	1980 (target)
<u>University level</u>			
Universiti Malaya	7,777	8,056	9,356
Universiti Sains Malaysia	271	2,851	5,290
Universiti Kebangsaan Malaysia	169	2,562	6,241
Universiti Pertanian Malaysia	585	2,656	4,960
Universiti Teknologi Malaysia	692	2,263	5,125
Total	13,324	31,529	48,867
% of all levels	0.59	1.1	1.4
Grand Total	2,229,419	2,785,742	3,427,694

(Source: *Third Malaysia Plan, 1976-1980*. p.385,387,394).

While the total enrolment in educational establishments could be assumed to be literate in one or more languages, the data in the 1970 Population and Housing Census indicates that of the total population of 7,067,037 persons aged 10 years and above, 58% were literate, 4.5% can be considered as semi-literate and 37.5% as illiterate. Literacy among males was generally higher at 69% while literacy among females was lower at 46.8%. Literacy⁽¹⁵⁾ among urban dwellers was also

(15) The 1970 Census, using a more comprehensive criterion, considered a person literate if he or she could read a newspaper or a letter and write a letter in any of the 4 major languages (Malay, English, Chinese, Tamil) or any other language.

higher at 68% as compared to rural dwellers at 53.9%. In the 1957 Census for Peninsular Malaysia, the literacy rate for persons aged 10 years and above in any one language was 51%. Literacy then was defined as the ability to read a notice and to write a letter. If the 1970 criteria of literacy was applied, the literacy rate is likely to have been even lower. From this it may be deduced that there has been a steady improvement in literacy in the country and this improvement is likely to be sustained.

Within the Southeast Asian arena, Malaysia presents a semblance of stability and prosperity. Yet the country is not without its problems - some, almost insoluble. The Government has the difficult task of meeting conflicting communal aspirations, containing religious excesses, coping with a belligerent and unpredictable neighbour, containing the communist and anti-national elements, finding jobs for the rising level of unemployed youth and at the same time improving the amenities and quality of life for all. In the face of all this, public libraries have understandably been placed very low in the scale of priorities.

CHAPTER III PUBLIC LIBRARY DEVELOPMENT

Although books and libraries were not unknown to the Malay world before the coming of the West, they played a marginal role in the lives of the people, most of whom were illiterate at that time. As far as is known, neither the Portuguese nor the Dutch established any libraries in the country. The earliest libraries open to the public which could be said to be the precursors of the modern public library, were established by the British shortly after their arrival in Penang in 1786.

The first such library⁽¹⁾ was apparently established in 1817 in Penang. In 1844⁽²⁾ the Singapore Library was established in Singapore and in 1881⁽³⁾ the third such

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- (1) Lim Huck Tee. *Libraries in West Malaysia and Singapore: a short history*. Kuala Lumpur, University of Malaya Library, 1970. p.47. [In *Twentieth Century Impressions of British Malaya*, edited by A. Wright and H.A. Cartwright (London, Lloyd's Greater Britain Publishing Co., 1908) p.744, it is indicated that "prior to 1880, the public (in Penang) had access to a small voluntary collection known as the Prince of Wales Library." No mention is made of the date 1817. It is indeed surprising that a scant thirty one years after their arrival in Penang [1786], the British had established a library, considering that the Penang Club itself was only established in 1868.]
- (2) C.B. Buckley. *An anecdotal history of old times in Singapore from the foundation of the Settlement under the Honourable the East India Company, on February 6th 1819, to the transfer to the Colonial Office as part of the Colonial Possessions of the Crown on April 1st, 1867*. Singapore, Frazer & Neave, 1902. Vol.2, p.419.
- (3) Kutub Khanah Melaka. *Laporan tahunan [annual report] 1960*. p.1.

library was established in Malacca. These libraries established within the constituent territories of the Straits Settlements largely catered to the recreational needs of the European community rather than to the needs of the indigenous or the immigrant population. Although British influence was progressively extended with the establishment of the Federated Malay States (FMS) in 1896 only two more subscription libraries were established prior to the Second World War - the Kuala Lumpur Book Club "at the turn of the century,"⁽⁴⁾ and the Perak Library in Ipoh in 1931. No subscription libraries were established in the other constituent states of the FMS (Pahang and Negeri Sembilan) and neither were any such libraries established within the Unfederated Malay States (UMS) (Perlis, Kedah, Kelantan, Trengganu and Johore). Although difficult to determine conclusively at this stage, it would appear that the main reason for this was that the European community in these areas was relatively small. Besides, British educational policy in the Malay States had very limited objectives and hence hardly necessitated the widespread provision of libraries. In fact, the English schools established were designed to supply certificated candidates for subordinate

(4) D. Nixon and G. Hawkins. 'Kuala Lumpur Book Club.' *Malaya*, March, 1953. p.158.

positions in Government or in mercantile houses while vernacular education was designed mainly to provide a modicum of education for the indigenous and immigrant population.

In the meantime, in England, the public library movement had slowly been gathering momentum following the enactment of the Public Libraries Act in 1850 and the series of enactments and amendments that followed in 1892, 1893, 1898, 1901 and 1919. Yet very little of this movement rippled out to the outer fringes of the Empire. In the Malay States, British policy continued in indecisive vein. The subscription libraries established in the Malay States continued to survive on private initiative, membership subscriptions and donations. The Government contributed a modest annual grant towards some of these libraries, but refused to take full responsibility for them. In lieu of such contributions, the Penang and Malacca libraries were required to provide free reading room facilities for the public, and permit two representatives of the Government to serve on the Committee of Management. The high entrance fee of \$25.00 and the membership subscription of \$48.00⁽⁵⁾ per year charged by the Penang Library is indicative of the clientele the library catered for.

(5) Penang Library. *Annual Report*, 1945. p.2.

A free public library movement never really developed in the Malay States. There were however two libraries which did provide a completely free service. The first was the Carnegie Library in Kota Bahru established in 1938 on a grant from the Carnegie Corporation of New York and the second was the Butterworth library which was set up in 1954.

The aftermath of the War pushed into the forefront the country's nationalist elements. The ease with which the British had capitulated to the Japanese [an Asian power] in Malaya provided a signal lesson. The transition of power from the Japanese to the British and from them to the emerging nationalist elements was a delicate task, and resulted in the formation of the Malayan Union in 1946 and then the Federation of Malaya in 1948, with elected representatives serving on a Federal Executive Council and a Federal Legislative Council. This new political formula did not satisfy the Malayan Peoples' Anti-Japanese Army, who went underground thereby sparking off the Communist Insurgency which absorbed a great deal of official attention and resources until 1964. The Government's attitude to public libraries during this period remained much the same - indifferent. In 1951, Sir Henry Gurney, the High Commissioner of the Federation of Malaya was ambushed and killed along with Lady Gurney. On Sir Henry's death, a commemorative fund was

set up which was used to establish in the early and mid-fifties a number of small "Gurney Memorial Libraries" in Seremban and Rembau (Negeri Sembilan) and in Klang, (Selangor).⁽⁶⁾ These libraries however were maintained largely on membership subscriptions and were heavily dependent on donations. They differed from the early subscription libraries in that they attempted to cater to the needs of the local population and provided both reference and lending collections. A number of other public libraries, though not necessarily commemorative of Gurney, mushroomed in the fifties and sixties in Kangar (Perlis); in Alor Setar (Kedah); in Muar, Batu Pahat, Segamat and Johore Bahru (Johore); in Taiping (Perak); in Kuching, Sibul and Miri (Sarawak) as well as in Kota Kinabalu, Sandakan, Kudat and Tawau (Sabah). Many of these libraries were established under the provisions of the Town Boards (Amendment) Ordinance, 1954⁽⁷⁾ and marked the beginning of official commitment for public libraries. Section 2 (3) (h) of this Ordinance provides that:

(6) The Klang Library traces its origin to the year 1948. (Klang Gurney Memorial Library. Pamphlet issued 15th Sept. 1956).

(7) Beda Lim and D.E.K., Wijasuriya. 'Planning, legislation, finance and control.' *Majallah Perpustakaan Malaysia*, Vol.1, April 1972, p.47.

A Board in respect of which a declaration has been made by the Ruler in Council under sub-section (1) [governing the disposal of revenue] is authorized, subject to the provisions of sub-section (2) [defining the terms of financial autonomy], to expend the fund for the following purposes:

- (i) the institution and maintenance of public libraries.

Despite a measure of official commitment, the pattern of provision remained much the same. Membership subscriptions continued to be charged in most of these libraries although the sum was much more reasonable. There was still a heavy dependence on donations and the libraries were often run by volunteers or by part-time or full-time clerical personnel. Overall provision was patchy, uncoordinated and urban oriented, although a few libraries, such as the Malacca Library provided a mobile service to the rural areas while others provided book box services to outlying rural communities.

Earlier, as part of the overall strategy to come to grips more effectively with the communist terrorists who were intimidating and obtaining supplies from the Chinese squatter population living on the fringes of the jungle areas, the estates and towns, the Government physically isolated and resettled these squatters in "New Villages", protected behind barbed wire fencing and under the constant surveillance of security forces. Nearly a million people were resettled in this manner. In 1953 in an attempt to uplift the social,

educational and cultural standards of these "New Villages" and also to combat communist ideology, a number of small libraries were set up within these new villages on an experimental basis. These libraries too were subscription libraries and charged an entrance fee as well as a monthly subscription. Owing to the encouraging response to these experimental libraries, it was decided to provide such libraries on a much wider scale, for which purpose, a Malayan Public Library Association (MPLA) was formed in 1954 as a limited liability company. By 1955, sixty two public libraries had been set up - fifteen in Perak, fourteen in Pahang, eleven in Negeri Sembilan, eleven in Selangor, eight in Johore and three in Malacca. Most of the smaller libraries had collections of about 1,000 books while larger libraries were located in the towns. The Central Library in Kuala Lumpur had about 40,000 books. Although the MPLA provided initially a facility (mostly of Chinese books) for the new villages, it soon spread to the towns as well and libraries with collections of Malay books were also established. At its peak, the MPLA had established 175 "Chinese" libraries and 82 "Malay" libraries.⁽⁸⁾ Much of the funding for the MPLA libraries came from the Asia Foundation, the Malayan Chinese Association and the Social

(8) Wen Tien Kuang. 'The Malayan Public Library Association.' *Malayan Library Group Newsletter*. Vol.1, no.3, Jan. 1956, p.54-57.

Welfare Lotteries Board. No funding support was provided by the Government for these libraries. Private funding support gradually fizzled out following independence in 1957. The reason for this has never been clearly established. It appears that MPLA libraries may have been used as instruments of communist subversion. Whether true or false, it is unlikely that Government funding would have been forthcoming to support activities so heavily oriented towards the interests of the Chinese community. Lim Huck Tee, writing in the late sixties, stated that:

The MPLA may be considered to be the first attempt to establish a public library service on a national scale. Its failure emphasizes forcibly the undesirability and impracticability of voluntary support in the field of library promotion. It illustrates, what the experience of other countries has already shown, that a national library service (9) can only be provided if supported by public funds

After nearly a decade of experience in the field, the above statement, while containing an essential truth, needs to be qualified somewhat.

It is the Adult Education Association of Malaya (AEAM) which must be credited with the idea of preparing a public library development plan for the country. Early in 1956, AEAM requested the Malayan Library Group (MLG) to prepare a "Memorandum on Public Library Service in the Federation of

(9) Lim Huck Tee. Op. cit. p.29.

Malaya"⁽¹⁰⁾ for submission to the Minister of Education.

The Memorandum, completed soon after was submitted in April the same year to the Minister of Education through AEAM.

Submitted virtually on the eve of independence [1957], the

Memorandum was ill-timed. There was naturally, little

official reaction. In 1958, the Memorandum was published

in full in the *Malayan Library Group Newsletter* with a two-page preamble in which it was stated that:

The Malayan Library Group's delay in publishing the Memorandum was due to a hope that action by the Federation Ministry of Education would follow, and publication could then support such action. Unfortunately, no action has been forthcoming and publication now seems imperative (11)

But publication of the Memorandum, brought no immediate

results either. However, in 1959, the Rt. Hon. Prime

Minister indicated that the idea of a national library

service had been accepted by the Government and three and

a half years later, at the Annual General Meeting of the

Persatuan Perpustakaan Persekutuan Tanah Melayu (PPPTM)⁽¹²⁾

on the 24 March, 1962, the Hon. Encik Abdul Rahman bin

Haji Talib, the Minister of Education at that time stated:

(10) The Memorandum has been given in full in Appendix I.

(11) 'Public libraries in Malaya', *Malayan Library Group Newsletter*, Vol.3, no.2, Nov. 1958, p.1.

(12) Library Association of the Federation of Malaya. The PPPTM grew out of the Malayan Library Group. After 1963, the PPPTM became the PPM (Persatuan Perpustakaan Malaysia [Malaysian Library Association] .

Negeri kita, Persekutuan Tanah Melayu adalah kebelakang daripada banyak negeri-negeri dalam dunia ini dalam hal perkembangan perpustakaan perpustakaan, begitu juga negeri ini adalah satu langkah di belakang Singapura, jiran kita yang dekat sekali, dalam hal menubuhkan satu Perpustakaan Nasional, atau pun 'National Library.' Pihak pihak Kementerian Pelajaran, dan Kerajaan Persekutuan Tanah Melayu sedang pun memberi pandangan tentang ini, terutama sekali dalam hal menubuhkan sebuah Perpustakaan Nasional, Persekutuan Tanah Melayu (13) Translation: Our country, the Federation of Malaya is far behind other countries of the world in library development. We are also one step behind Singapore, our closest neighbour in the establishment of a National Library. The Ministry of Education and the Government of Malaya is presently giving attention to this matter, particularly the establishment of the National Library.]

Action however took long in coming for it was only in February 1966 that the National Library Committee (NLC) was established. The statement by the Minister however is interesting since it made reference to a national library service, rather than to a public library service although this may have been implied. It may be pertinent to bear in mind here that

in many of the Southeast Asian countries, the national library has been an expression of emergent nationalism and has come in the wake of a series of 'national' type institutions like a national archives, a national theatre or a national museum (14)

(13) Lim Huck Tee. Op. cit. p.37.

(14) D.E.K. Wijasuriya, Lim Huck Tee and Radha Nadarajah. *The Barefoot librarian, library developments in Southeast Asia with special reference to Malaysia.* London, Bingley [1975] p.99.

The official view is perhaps best expressed by the Minutes of the National Library Committee on 9 May, 1966 (Item 5) which stated:

Members were unanimously of the view that the Federal Government should proceed to fill the need for a National Library in the first instance, but state Governments and local authorities should be encouraged to establish and develop public libraries whose activities could be coordinated by the National Librarian. At a later stage the National Library itself could take on some public library functions in addition to those already performed in the various states.

During the difficult post-war years of official preoccupation with the Emergency and other pressing issues, the British Council and the United States Information Service provided a crucial, dependable service and attempted in a number of ways to stimulate overall developments. Particularly significant was a survey⁽¹⁵⁾ conducted in 1950 by Kate D. Ferguson, the Chief Regional Library Adviser of the British Council who recommended:

- A that a qualified librarian be appointed to plan a library service for all towns and small districts in the Federation of Malaya
- B that a Central Library for the Federation of Malaya be established
- C that a bookbox scheme be inaugurated to supplement any small library collection and any school library if necessary

(15) Kate D. Ferguson. *A survey to ascertain the existing available reading material in the Federation of Malaya and the present provision of books and other literature.* (Unpublished Report dated 1st May, 1950) 34 p.

- D that training of future librarians be undertaken
- E that a Municipal Library with outlying branches be opened in Kuala Lumpur
- F that Colonial Development and Welfare or UNESCO assistance be sought for a grant to assist in carrying out these recommendations if it is deemed necessary. (16)

The Ferguson Survey was not in any way officially sponsored. However a number of the Ferguson recommendations were subsequently implemented and are reflected in the services provided by the British Council Library, particularly the reference and lending service, the scholarship and training programme in librarianship, the advisory service and the book aid programme.

Neither the Ferguson Survey nor the MLG Memorandum provided the Government with a viable development plan for the provision of public library services on a nation-wide scale and hence the Government cannot be faulted entirely for its lack of initiative or action. The library profession was equally culpable. However a mitigating factor, revealed by the Ferguson Survey was that at the time of the Survey, there was not even a single person (Malayan or British) in the country who was a qualified librarian. (17)

(16) Ibid., p.28.

(17) Ibid., p.27.

In the early years of the sixties, the PPM was slowly establishing itself. Since a large number of its members then were school teachers and educationists, some of whom served on the Council of the PPM,⁽¹⁸⁾ the attention of the Association and its activities tended to be angled to the school library sector. It was only in 1965 that the PPM set up its Standing Committee on Public Libraries whose terms of reference were

- (i) to encourage the organization and development of public libraries at all levels throughout Malaysia
- (ii) to maintain a record and relevant information of all public libraries in the country
- (iii) to make a study of the types of books and material offered by the existing public libraries
- (iv) to hold forums and public meetings to publicize information on public libraries
- (v) to draw up lists of library materials in the national and other languages recommended for public libraries⁽¹⁹⁾

The Standing Committee, apart from organizing a forum on

(18) C.J. Manuel, President of the PPM 1962/63 was Headmaster of St. Mark's Secondary School, Butterworth. G.N. Nesaratnam, Tom Brown, L.C. Plank, Sarojini Devi, N. McCalla, Mrs. Teerath Ram - all of whom served on Council in this early period were teachers, teacher librarians or educationists. (PPM. Minutes of Council 1961-1964).

(19) Persatuan Perpustakaan Malaysia. *Annual Report*. 1965/66. (iv. Committees of Council. 4. Standing Committee on Public Libraries.)

public libraries in Seremban (Negeri Sembilan) and circulating a questionnaire on public libraries, was largely inactive so much so that no mention was made of the Committee in the Annual Report of the PPM for 1966/67. On the 21-22 October, 1967, however, the PPM and the PPS⁽²⁰⁾ jointly organized a Conference on the Role of Public Libraries in National Development. The following were the recommendations adopted by the Conference.

- (1) an overall plan for public library development should be incorporated in the next National Development Plan and the present imbalance in the provision for public library services between the various states should be corrected
- (2) library legislation should be provided, which will enable the establishment and coordination of new and or existing public library services
- (3) public libraries should be the responsibility of the Ministry responsible for the National Library
- (4) public libraries should be complementary to school libraries. School libraries should primarily support the curriculum of the schools, while children's departments of public libraries should cater for their supplementary reading needs, both academic and recreational
- (5) public library services as well as services by all other types of libraries should be co-ordinated by the National Library. Representatives of the Ministry of Education and or other Ministries as well as institutions providing library services should be represented on the governing body of the National Library

(20) Persatuan Perpustakaan Singapura. The name of the Association was subsequently changed to the Library Association of Singapore (LAS).

- (6) the Federal government should be empowered to direct State governments or such local government authorities as it deems capable, to provide public library services
- (7) funds for public libraries should come from the public sector
- (8) funds for providing library services should be in the form of Federal Grants to public libraries. These funds should be administered by the National Library, and should be conditional on State or local government authorities meeting minimum standards of service. Federal grants may also be administered to enable them to meet such standards
- (9) state and or local government authorities should provide complementary grants for public library services
- (10) a formula should be devised whereby capital grants are provided by the Federal Government for buildings and equipment, and recurrent grants should be provided for book stock, staff and other essentials by Federal, State and or Local Authorities
- (11) where States or Local Government Authorities are unable to meet requirements for viable library service, the National Library should provide direct library service
- (12) the formula for the allocation of grants should be related to population size, geographical extent and communication facilities
- (13) in so far as public service is complementary to long-term investment in education, the amount expended on public library services should be in favourable proportion to that spent directly on education
- (14) professionally qualified staff are a pre-requisite for efficient public library services

- (15) expenditure on staff should have a favourable relationship to expenditure on books. (In the National Library, Singapore, for example, out of an expenditure of approximately one million dollars in 1966, 50 per cent was spent on staff salaries. In developed libraries in other countries, expenditure on staff salaries is as high as 70 per cent).
- (16) the establishment of a library school preferably attached to an institution of higher learning to provide the professional staff to run the nation's libraries is essential. Action in this respect should be concurrent with action to initiate the establishment of public library services
- (17) in addition, scholarships should be provided for training of professional librarians, both locally and overseas. Advantage should also be taken of offers of scholarship from external sources
- (18) a request should be made to UNESCO to start a pilot library project in one of the States of West Malaysia to demonstrate the value of public library service and to serve as a model for the establishment of more libraries throughout the country
- (19) Government should request the services of an experienced Asian librarian to draw up a blueprint for overall public library development in Malaysia, especially West Malaysia
- (20) the National Library Committee should have a Public Library Sub-Committee. (21)

Although the PPM Council, at its meeting on November 26, 1967, decided that that Standing Committee on Public Libraries should undertake responsibility for the implementation of conference recommendations, little in fact was done by the

(21) *Perpustakaan*. Vol.2, no.2, Oct., 1967, p.231-232; Vol.3, no.1-2, 1968/1969, p.119-121.

Committee. The PPM Council however initiated action to give effect to one of the recommendations, namely the need for an expert to draw up a blueprint for overall public library development in Malaysia.

In 1968, the PPM was able to obtain the services of Mrs. Hedwig Anuar, Director of the National Library of Singapore to prepare a Blueprint on public library development in Malaysia for consideration by the Government. Mrs. Anuar's terms of reference were:

- (1) to undertake a survey of Malaysia in relation to public library needs
- (2) to draft legislation to set up an appropriate library authority or authorities responsible for the development of public library services
- (3) to prepare a blueprint for the establishment and development of public libraries, together with draft estimates for the first five years, to the Federal Government of Malaysia
- (4) to make any other recommendations relevant to the development of public libraries in Malaysia (22)

Mrs. Anuar commenced her assignment on 1 May, 1968 and spent three months in the country. The final draft of the Blueprint however was only completed in mid-September 1968, and the final version⁽²³⁾ was submitted in December 1968 to the NLC. It is interesting to note here that prior

(22) Hedwig Anuar. *Blueprint for Public Library Development in Malaysia*. Kuala Lumpur, PPM, 1968. p.3.

(23) The summary of the main recommendations of the Blueprint are given in Appendix II.

to Mrs. Anuar's assignment, two important developments had already been initiated. The first of these involved the passing of the Incorporation (State Legislatures Competency) (Amendment) Order [designed to give State Governments authority to legislate on public library matters] while the second involved the passing of the Selangor Public Library Corporation Enactment [Bill dated 30th March, 1968 placed before the Legislature of the State of Selangor]. The NLC. at its meeting on 5 May, 1969, appointed a Sub-Committee on Public Libraries to study the Blueprint and make recommendations for its implementation. On May 13 1969 however, racial riots broke out in the country - the most serious since independence. A state of emergency was declared throughout Malaysia and a National Operations Council was established under emergency regulations which supplanted the institutions of parliamentary proceedings. The return to normalcy only came in 1971, at the beginning of the Second Malaysia Plan (SMP), 1971-1975. During the unsettled conditions of the early seventies, the Sub-Committee on Public Libraries completed its report which was subsequently incorporated in a Memorandum on Public Library Development to the Cabinet. (24)

(24) Memorandum dari Perdana Menteri. *Pembangunan Perpustakaan Awam Malaysia*. 11hb November, 1970. (P.M. SULIT 12011 Jld.iv) [confidential]

The PPM in the meantime tried to keep official and public opinion focussed on public library development by organizing two follow-up seminars on the implementation of the Blueprint. The first Seminar on Public Library Development in Malaysia, held from 15-17 May, 1970, made the following recommendations:

- (1) the seminar accepts in principle the *Blueprint* for Public Library Development in Malaysia prepared by Mrs. Hedwig Anuar on behalf of the Persatuan Perpustakaan Malaysia
- (2) the Seminar, taking note that the Federal Government is at present studying the National Library Committee's recommendations on the development of public libraries, urges Federal and State Governments to consider providing funds for the development of public libraries in the Second Malaysia Development Plan
- (3) the Seminar, viewing with concern the present financial position of most of the existing public libraries, urges that State Governments should from now, as an initial step, make increased financial grants for existing public libraries within their states, to enable them to achieve the minimum standards recommended in the *Blueprint*
- (4) the Seminar recommends that the Persatuan Perpustakaan Malaysia should compile a basic list of books and periodicals suitable for Malaysian public libraries and should annually up-date this list and the basic list of books in Bahasa Malaysia included in the *Blueprint*
- (5) the Seminar reaffirms the importance of the role of public libraries:
 - (i) in the promotion of National Unity and Bahasa Malaysia
 - (ii) in providing information on government policies

- (iii) in the provision of services to Commerce and Industry
 - (iv) in the development of human resources by providing the means for the life-long self-education of the people and urges that public library services be, therefore, planned with these aims in mind
- (6) the Seminar also reaffirms the principle of Free Public Library service
 - (7) the Seminar recommends that in view of the Suffian Report the schemes of service for public library staff put forward in the *Blueprint* should now be revised accordingly
 - (8) the Seminar recognises that the development of public libraries will not be effective unless there are more professional staff in the public library field and therefore, supports the efforts of the Persatuan Perpustakaan Malaysia towards the establishment of a Library School in Malaysia.
 - (9) the Seminar recommends that public library buildings should be carefully planned in consultation with a professional librarian and should be so designed as to cater for immediate needs and future developments
 - (10) the Seminar, taking note that libraries are a concurrent subject for legislation in East Malaysia, recommends that they should also be a concurrent subject in West Malaysia
 - (11) the Seminar recommends that the National Library Committee set up a Standing Sub-Committee on public libraries to advise it on matters relating to public libraries
 - (12) the Seminar commends the efforts made by the Federal Land Development Authority and the Ministry of National and Rural Development in the provision of library services in rural areas, and recommends that the above agencies continue to provide these services until such time as State libraries are in a position to do so.

- (13) the Seminar welcomes the announcement by the Honourable The Prime Minister of the impending establishment of the National Library and looks forward to its playing a vital role in the co-ordination as well as the development of public library services in Malaysia
- (14) the Seminar views with concern the delay in the development of a nation-wide system of public libraries and urges a co-ordinated effort by all concerned to assign high priority to the above recommendations within the framework of the Second Malaysia Plan. (25)

The second, Seminar Mengenai Perancangan Perkhidmatan Perpustakaan Awam Negeri di Malaysia (Seminar on the Planning of State Public Library Services in Malaysia), held from 11-12 November, 1972, made the following recommendations:

- (1) The Seminar recommends that the National Library Act of 1972 be amended if necessary to give the National Library authority to assist states in setting up public libraries.
- (2) The Seminar reaffirms the principle of free public library services and recommends that future state library legislation should ensure this principle.
- (3) The Seminar recommends that the National Library Board, when established, should consider the possibility of setting up a special sub-committee to deal with all matters relating to public library development in Malaysia.
- (4) The Seminar notes with satisfaction that some states have now taken the initiative to pass public library legislation and urges the remaining states to do so within the present Second Malaysia Plan period.

(25) *Majallah Perpustakaan Malaysia*. Vol.1, 1972, p.58-59.

- (5) The Seminar recognises that the allocation for public library development in the Second Malaysia Plan is a token provision only and strongly recommends that the Federal Government allocates a larger and realistic sum for capital expenditure for public library development within the existing plan period.
- (6) The Seminar recommends that priority in the allocation of Federal funds should be given to those states which have already adopted or are in the process of adopting public library legislation and have firm plans for development.
- (7) The Seminar recommends that all states should appoint a qualified state librarian by 1973 as the initial step in planning state-wide public library services in their respective states.
- (8) The Seminar urges that in view of the development in public libraries within the country, the PPM be asked to consider running a series of short-term courses geared specially to the needs of public libraries.
- (9) The Seminar notes the useful function being performed by the Ministry of National and Rural Development and Felda in providing library services to rural areas and urges that this Ministry and Felda appoint professional librarians to plan and coordinate these services with those to be provided by the state governments.
- (10) The Seminar recommends that in the development of state library services the development of services to rural areas should be emphasised.
- (11) The Seminar recommends that the Ministry of National and Rural Development assists the operation of mobile library service in States which have not yet established State Public Library Corporations.
- (12) The Seminar recommends that the Government mass media continue to undertake publicity to create reading awareness and the awareness of the need for public library services.

- (13) The Seminar recommends that free postal library service and book box loans be provided by the existing State Public Library Corporation to supplement public library services in the states.
- (14) The Seminar recommends that State Governments should give full financial and support towards the establishment of State Public Library Corporations, including the provision of rentfree accommodation. (26)

In 1971, the National Library was formally established as a division within the National Archives, which was itself renamed the National Archives and Library. On 5 July 1972, the National Library Act (see Appendix III) was passed by Parliament. Since then, the National Library has played an active role in promoting public library development in the country. At the present time, State Public Library Corporation Enactments have been passed in the states of Selangor (1969), Penang (1972), Kedah (1972), Pahang (1973), Kelantan (1973), Perlis (1974), Trengganu (1974), Malacca (1976) and Perak (1977). Public library legislation has not been passed in the states of Johore, Sabah and Sarawak. Public library services are however provided in all States as well as in the Federal Territory of Kuala Lumpur.

Considered at a purely superficial level, it would appear that there has been much progress since the Blueprint

was first submitted nearly a decade ago. Closer scrutiny however will reveal that overall improvements have been somewhat marginal (see Table 5). While it is true that all States provide a public library service at the present time, these services are at an early stage of development and are still urban oriented, although, admittedly, the number of static service points has increased considerably. This increase however is most marked in Sabah with an increase from six to nineteen and in Sarawak with an increase from four to fourteen static service points. In Selangor, the increase has been from one to six while in Kedah, the increase in static service points has been from one to five. In the other States, the position has been virtually stagnant. Overall provisions therefore are patchy and uneven. In 1969, there were only three mobile libraries operating in the country - two in Malacca and one in Selangor. The Malacca mobile service however was discontinued in May, 1975.⁽²⁷⁾ By way of comparison there are twenty mobile units operating in the country at present. However, the provision is still quite uneven. Selangor has the most developed mobile library service using ten vans which call at 108 stops spread over all districts of the State. In Sabah, a mobile library service is provided by the Sabah Education Department

(27) Cik Rihanun bt. Md. Samin. *Personal communication*. Bil.(3) dlm. PPAM.052, dated 18 September, 1979.

using one van and serving primary and secondary schools between Papar and Tuaran.⁽²⁸⁾ The Sabah State Library also provides a mobile service using three vans which largely serve the rural schools.⁽²⁹⁾ In Kedah, the mobile service using three vans is heavily schools oriented. Penang and Perlis only commenced a mobile service relatively recently, while the mobile service in Johore, using one van operates within the municipal limits of Johore Bahru. Only the mobile used in Johore and one in Sabah are air-conditioned.⁽³⁰⁾

Using the provision in Selangor as a yardstick of measurement, the provision of mobile library units in most other States is grossly inadequate considering that in most of these States, the rural population exceeds 80% of the total population of the State. It must be appreciated that the term static service point includes what, in public library terminology, would be referred to as "full time" or "part-time" libraries.

(28) Adeline Leong. 'Library services in Sabah.' *Majallah Perpustakaan Malaysia*. Vol. 5, 1977, p.49.

(29) Adeline Leong. 'Current public library services in Sabah.' in *Keperluan mengetahui: perkembangan perkhidmatan perpustakaan awam bagi masyarakat; the need to know: developing public library services for the community*. Proceedings of a joint conference of the Persatuan Perpustakaan Malaysia and the Library Association of Singapore. Petaling Jaya, 3-5 March 1977 edited by D.E.K. Wijasuriya ... [et al] Kuala Lumpur, Persatuan Perpustakaan Malaysia, Library Association of Singapore, 1977. p.243.

(30) Reported by Johore and Sabah representatives at the meeting for public librarians held at the National Library on 6 September, 1979.

The term "branch" cannot generally be tagged on to the above categorization simply because a small town library (e.g. Muar, Batu Pahat) may be open "part-time" but cannot be regarded as a "branch" of a parent institution. In fact the concept of a State public library network, comprising a "*Pusat*" (central library) and "*cawangan*" (branch) only exists in Selangor, Kedah, Sabah, Sarawak and perhaps Penang (one central library, one branch and one mobile). However the "state" or "central" libraries in each State are relatively small. Even the new state library buildings constructed over the past few years in Kota Kinabalu (Sabah), Kuching (Sarawak), Ipoh (Perak) and Kuala Trengganu (Trengganu) are between 20,000-35,000 sq. ft. in size. In the other States, the "state" or "central" library, usually occupying old renovated buildings, or portions of a floor in new buildings is even smaller in size. / By way of comparison, the branch libraries in Singapore are as large as the newly constructed "state" or "central" libraries in Malaysia. In fact Singapore's Queenstown Branch has a floor area of 35,199 sq. ft. while the Toa Payoh Branch has a floor area of 42,813 sq. ft. (31)

(31) Cheong Kwai Liew ... [et al] 'Current public library services in Singapore.' in *Keperluan mengetahui*. Op. cit. p. 293.

Table 5 Public Library Service Points 1968/1978

State	City/Town/ District	Public Library Authority 1979	No. of static service points		No. of mobile units	
			1968	1978	1968	1978
Federal Territory of Kuala Lumpur		National Library of Malaysia		1		
		Kuala Lumpur Book Club	1			
		Selangor Public Library Corporation		1		
		City Hall		1		
		British Council	1	1		
		U.S. International Communication Agency	1	1		
Selangor	Klang	Selangor Public Library Corporation	1	1	1	3
	Kajang	"		1		1
	Kuala Kubu Bahru	"		1		1
	Banting	"		1		1
	Sepang	"		1		1
	Sungei Besi	"		1		1
	Gombak Petaling (District)	"				2
Kedah	Alor Setar	Kedah Public Library Corporation	1	1		2
	Sungai Petani	"		1		1
	Kuala Nerang	"		1		
	Yan	"		1		
	Kulim	"		1		

State	City/ Town / District	Public Library Authority 1979	No. of static service points		No. of mobile units	
			1968	1978	1968	1978
Perlis	Kangar	Perlis Public Library Corporation	1	1		1
Pulau Pinang	Georgetown Butterworth	Penang Public Library Corporation	1 1	1 1		1
Perak	Ipoh Taiping	Ipoh Municipality Town Council	1 1	1 1		
Kelantan	Kota Bahru	Kelantan Public Library Corporation	1	1		
Trengganu	Kuala Trengganu	Trengganu Public Library Corporation				
Pahang	Kuantan	Pahang Public Library Corporation		1		
Negeri Sembilan	Seremban	Negeri Sembilan Public Library Corporation	1	1		
Malacca	Malacca Town	Malacca Public Library Corporation	1	1		

State	City/Town/ District	Public Library Authority 1979	No. of static service points		No. of mobile units	
			1968	1978	1968	1978
Johore	Johore Bahru	Johore Bahru Municipality	1	1		1
	Muar	Town Council	1	1		
	Segamat	Town Council	1	1		
	Batu Pahat	Town Council	1	1		
Sarawak	Kuching	State Ministry of Local Government	1	1		
		Municipal Council	1	1		
	Sibu	Urban District Council	1	1		
	Miri	District Council	1	1		
	Batang Lupar	District Council				
	Mukah	District Council				
	Betong	Saribas District Council		1		
	Kapit	District Council		1		
	Sarikei	District Council		1		
	Serian	Upper Sadong District Council		1		
	Bau	District Council		1		
	Bintulu	District Council		1		
	Kanowit	District Council		1		
	Marudi	Baram District Council		1		
Limbang	District Council		1			
Binatang	District Council		1			
Sabah	Kota Kinabalu	Ministry of Social Welfare	1	1		1
	Sandakan	"	1	1	1	1
	Tawau	"	1	1	1	1
	Lahad Datu	"		1		
	Labuan	"	1	1		
	Kudat	"	1	1		
	Papar	"	1	1		
	Kota Belud	"		1		
	Kota Marudu	"		1		
Beaufort	"		1			

State	City/Town/ District	Public Library Authority [1979]	No. of static service points		No. of mobile units	
			1968	1978	1968	1978
Sabah	Kuala Penyu	Ministry of Social Welfare		1		
	Lamag	"		1		
	Pesiangan	"		1		
	Ranau	"		1		
	Semporna	"		1		
	Siputang	"		1		
	Tambunan	"		1		
	Tenom	"		1		
	Tuaran	"		1		1
	Keningau	"		1		
Total			27	63	3	20

Sources:

- (1) *Keperluan mengetahui*: perkembangan perkhidmatan perpustakaan awam bagi masyarakat; The need to know: developing public library services for the community. Proceedings of a joint conference of the Persatuan Perpustakaan Malaysia and the Library Association of Singapore, Petaling Jaya, 3-5 March 1977/edited by D.E.K. Wijasuriya [et al] p.213-265.
- (2) *Blueprint*. p.17.
- (3) Lucien B.D. de Silva. 'Public libraries in Sarawak and Sabah.' *Perpustakaan*. Vol.2, no.2, Oct.1967, p.200-205.

The development of public library facilities in the country over the 10 year period 1968-1978, can also be assessed by an examination of the total registered membership. The registered membership in most public libraries however does not accurately reflect the total number of users since there are many who use the library for reference purposes only or to do their school 'homework' and systematic records are rarely kept of such categories of user. Furthermore, as a result of staffing constraints, most public libraries in the country have not been able to update membership records, in order to determine the active membership. In view of the foregoing, it is reasonable to assume that the membership statistics given in Table 6 are indicative of the actual public library user population within the country.

Based on the above premise, it will be seen in Table 6 that the percentage of library membership to population is very small. In Peninsular Malaysia, only .27% of the total population were members of the public library in 1968. In 1978, this membership figure had only increased to 1.52%. By way of contrast, the position in Sabah and Sarawak, reflected a somewhat healthier state of affairs. In 1968, 1.39% of the population of these States were members of the public library while in 1978, this percentage had

Table 6 Public Library Membership 1968/1978

State	Population		Public Library Membership		Percentage of Library membership to population	
	1968 ⁽¹⁾	1978 ⁽²⁾	1968 ⁽⁵⁾	1978 ⁽⁶⁾	1968	1978
Johore	1,276,275	1,593,713	8,551	18,282	.67	1.15
Kedah	954,828	1,150,711	(non-lending)	19,455	-	1.69
Kelantan	669,097	818,332	381	2,378	.06	.29
Malacca	404,684	493,496	409	3,000	.1	.61
Negeri Sembilan	489,665	596,240	427	240	.09	.04
Pahang	492,941	689,193	-	1,098	-	.16
Penang	798,411	924,057	2,331	21,812	.29	2.36
Perak	1,593,948	1,869,242	9,480	11,804	.59	.63
Perlis	121,430	140,724	-	3,370	-	2.39
Selangor	1,644,975	1,278,883	1,981	74,151	.12	5.8
Trengganu	388,728	510,165	-	-	-	-
Federal Territory of K.L.	(included under Selangor)	852,800 ⁽³⁾	(included under Selangor)	8,872 ⁽⁷⁾	-	1.04
Total: Peninsular Malaysia	8,834,982	10,817,556	23,560	164,462	.27	1.52
Sabah	624,800	810,795	13,900	100,289 ⁽⁸⁾	2.22	12.37
Sarawak	933,267	1,220,794	7,701	36,486	.83	2.99
Total: Sabah and Sarawak	1,558,067	2,031,589 ⁽⁴⁾	21,601	136,775	1.39	6.73
Grand Total	10,393,049	12,849,145	45,161	301,237	.43	2.34

Sources:

(1) Malaysia. Department of Statistics.

Revised inter-censal population estimates, Malaysia. 1957-1970. Kuala Lumpur, Department of Statistics, 1974.

(2) Malaysia. Department of Statistics.

Population projections for the states of Peninsular Malaysia, 1970-1980. Kuala Lumpur, Department of Statistics, 1976.

- (3) Malaysia. Ministry of Finance. *Economic Report 1977*. 1978.
- (4) Malaysia. Department of Statistics.
Population projections in single years Malaysia, 1970-1990.
Kuala Lumpur, Department of Statistics, 1975.
- (5) *Blueprint*. p.17.
- (6) Unpublished data maintained at the National Library.
- (7) This excludes the membership of the State Library, Selangor Public Library Corporation which has been included under Selangor. It also excludes the British Council Library and the Library of the U.S. International Communications Agency.
- (8) Adeline Leong. 'Library services in Sabah.' *Op. cit.* p.42.

increased to 6.73%. Taking the country as a whole, the public library membership in 1968 was only .43% of the total population whereas in 1978, this figure had increased slightly to 2.34%. //The most significant increase in membership was in Sabah, where the membership had risen to 12.37% of the total population of the State. By comparison, Singapore with a population of 2.3 million in 1977 had a public library membership of 325,649 which represented 14.16% of the total population.⁽³²⁾ In the Standards for Singapore's Public Library Service⁽³³⁾, it is stipulated that the percentage of total population using a library system should be 25%-40%. In order to meet these Standards, public library membership in Singapore will have to reach at least 575,000, that is, an increase of 249,351 new members. If the same Standards were applied to Malaysia, the public library membership of the country as a whole should be about 3,212,286 persons whereas in 1978, there were only 301,237 registered members. Although draft Standards for Public Library Services in Malaysia have been prepared (See Appendix VIII) they do not indicate the membership or user targets as a percentage of the total population, which the public library service should strive to attain.

(32) Chan Thye Seng. 'Planning public library buildings: the Singapore experience'. *Singapore libraries*. Vol.7, 1977, p.21.

(33) *Keperluan mengetahui*. Op.cit. p.291.

Looking next at the increase in the collections of public libraries over the period 1967-1978, it will again be noted (see Table 7) that there has been a great variation in performance. The average annual increase has been the lowest in Kelantan with 372 volumes and in Negeri Sembilan with 770 volumes, which reflect quite accurately the dismal condition of public libraries in these two States, although public library legislation was passed in Kelantan in 1973 and in Negeri Sembilan in 1974. Penang, although having the oldest public library in the country and having passed public library legislation in 1972, has only been able to manage an average annual increase of 2,902 volumes. Kedah has fared a little better with 4,499 volumes. In Johore and Perak, public library services which are provided by Municipalities and local government bodies have managed to maintain an average increase of over 8,800 volumes. Selangor, which established the first State Public Library Corporation in 1969 on the basis of state public library legislation has maintained an average annual increase of 8,400 volumes. In Sabah and Sarawak, where services are run as a department of the State Government, the average annual increase has been over 22,000 volumes. It must also be borne in mind that Malaysian public libraries do not systematically

Table 7 Book Collections and Loans 1967/1978

State	Total book Collection (vols.)		Average increase per year (vols.)	Total no. of loans	
	1967 ⁽¹⁾	1978 ⁽²⁾		1967 ⁽³⁾	1978 ⁽⁴⁾
Johore	22,000	110,064	8,806	57,743	151,339
Kedah	9,300	54,293	4,499	(non-lending)	48,797
Kelantan	1,500	5,215	372	-	13,350
Malacca	6,400	5,000	-	1,210	1,500
Negeri Sembilan	12,300	20,000	770	6,735	850
Pahang	-	21,700	-	-	19,000
Penang	22,000	51,020	2,902	43,961	108,901
Perak	42,700	131,195	8,849	121,980	158,916
Perlis	-	14,744	-	-	31,552
Selangor	85,100	169,400	8,430	14,984	448,566
Trengganu	-	15,877	-	-	-
Federal Territory of K.L.	(included under Selangor)	145,000	-	(included under Selangor)	149,994
Total: Peninsular Malaysia	201,300	743,508	54,220	246,613	1,132,765
Sabah	48,300	275,790	22,749	130,824	998,898
Sarawak	68,300	313,227*	24,492	-	636,008
Total Sabah and Sarawak	116,600	589,017	47,241	130,824	1,634,906
Grand Total	317,900	1,332,525	101,461	377,437	2,767,671

Sources:

- (1) (3) *Blueprint*. Op.cit. p.21.
(2) (4) Unpublished data maintained at the National Library

* Statistics given are for the year 1976.

weed their collections. Hence many public libraries contain substantial collections of out-dated, physically worn and useless material. The overall position is therefore complex and it is difficult to make conclusive deductions. Looking at the collections as a ratio of the total population in each State, the statistics paint a rather dismal picture (see Table 8). No State has been able to attain the target of one book per head of population as specified in the Blueprint,⁽³⁴⁾ and it appears unlikely that most States, at the present pace of growth and development will be able to attain this target within the twenty-year growth period, predicted as being necessary for full development. Sabah and Sarawak are again the most advanced with ratios of 1:2.9 and 1:3.9 respectively. In Peninsular Malaysia, the position within the Federal Territory of Kuala Lumpur is the most advanced with a ratio of 1:5.9 while Selangor follows with a ratio of 1:7.6. Once again, Kelantan takes its place at the other end of the scale with a ratio of books to population of 1:157. It is of course misleading to use quantitative aspects of collection growth alone as a measure of development. The qualitative aspects of public library collections, the percentage of materials in the various languages, the extent of provision of multiple copies and the percentage of

(34) *Blueprint*. Op.cit. p.136.

Table 8 Book-Reader Ratio

State	Population	Public Library Membership	Total Book Collection	Total number of loans	Ratio of books to Population	Ratio of Membership to Books	No. of books lent per member
Johore	1,593,713	18,282	110,064	151,339	1:14.5	1:6	8.3
Kedah	1,150,711	19,455	54,293	48,797	1:21.2	1:2.8	2.5
Kelantan	818,332	2,378	5,215	13,350	1:157	1:2.2	5.6
Malacca	493,496	3,000	5,000	1,500	1:98.7	1:1.7	.5
Negeri Sembilan	596,240	240	20,000	850	1:29.8	1:83.3	3.5
Pahang	689,193	1,098	21,700	19,000	1:31.8	1:19.8	17.3
Penang	924,057	21,812	51,020	108,901	1:18.1	1:2.3	5
Perak	1,869,242	11,804	131,195	158,916	1:14.2	1:11.1	13.5
Perlis	140,724	3,370	14,744	31,552	1:9.5	1:4.4	9.3
Selangor	1,278,883	74,151	169,400	448,566	1:7.6	1:2.3	6
Trengganu	510,165	-	15,877	-	1:32.1	-	
Federal Territory of Kuala Lumpur	852,800	8,872	145,000	149,994	1:5.9	1:16.3	16.9
Total: Peninsular Malaysia	10,817,556	164,462	743,508	1,132,765	1:14.5	1:4.5	6.9
Sabah	810,795	100,289	275,790	998,898	1:2.9	1:2.7	9.6
Sarawak	1,220,794	36,486	313,227	636,008	1:3.9	1:8.6	17.4
Total: Sabah and Sarawak	2,031,589	136,775	589,017	1,634,906	1:3.4	1:4.3	12
Grand Total	12,849,145	301,237	1,332,525	2,767,671	1:9.6	1:4.4	9.2

[Source:(1) Unpublished data maintained at the National Library. Statistics for 1978]

(2) Malaysia. Department of Statistics. *Population projections*. 1978.

provision of materials to suit different reading levels, must all be taken into consideration. It is equally misleading to examine in isolation, the ratio of membership to books. The statistics in Table 8 show, for instance that in Negeri Sembilan, the ratio of membership to books is 1:83.3 and in Pahang 1:19.8 - yet public library services in both these States are very poor. Similarly, Kelantan shows a ratio of 1:2.2, Penang 1:2.3, Selangor 1:2.3 and Sabah 1:2.7. Yet in reality, services in Kelantan are very backward and do not compare in any way with the level of service provided in Sabah or Selangor. The figures showing the total number of loans is also revealing. Negeri Sembilan, with a collection of 20,000 only recorded 850 loans for the year. The position in Malacca was not much better, with a collection of 5,000 and loans of only 1,500. The position in Pahang was broadly similar.

In order therefore to make an assessment of the current state of public library services in the country which reflects accurately the actual situation on the ground, it is necessary to juxtapose statistical data relating to population, rural urban distribution, public library service points (static/mobile), book collections (volume titles, serial titles, language level) professional

staff and library membership. This has been provided in Table 9 and will readily reveal that after 11 years of the Blueprint, real progress has been made in very few States.

Table 9
Public Library Statistics: 1978

State	Land Area Sq. ml.	Population			Public Library Service Points		Public Library Membership		Total Number of Professional Staff in Public Libraries	Total Number of Serial Titles
		Urban %	Rural %	Total	Static	Mobile	Total	% of Popul- ation		
Johore	7,330	26	74	1,593,713	4	1	18,282*	1.15	1*	120*
Kedah	3,639	12	88	1,150,711	5	3	19,455	1.69	2	25
Kelantan	5,765	15	85	818,332	1		2,378	.29	1	87
Malacca	637	25	75	493,496	1		3,000	.61	1	60
Negeri Sembilan	2,565	21	79	596,240	1		240	.04		18
Pahang	13,886	18	82	689,193	1		1,098	.16	1	30
Penang	399	50	50	924,057	2	1	21,812	2.36	1	277
Perak	8,110	27	73	1,869,242	2		11,804*	.63	2*	275*
Perlis	307	11	89	140,724	1	1	3,370	2.39	1	50
Selangor	3,072	44	56	1,278,883	6	10	74,151	5.8	7	71
Trengganu	5,002	27	73	510,165	1		-	-	1	-
Federal Territory of Kuala Lumpur	94	100		852,800	1**		8,872**	1.04**	4**	3829***
Total: Peninsular Malaysia	50,806	31	69	10,817,556	24	16	164,462	1.52	22	4842
Sabah	29,000	17	83	810,795	20	4	100,289	12.37	6	178
Sarawak	48,250	15	85	1,220,794	14		36,486	2.99	3	150
Total: Sabah and Sarawak	77,250	16	84	2,031,589	34	4	136,775	6.73	9	328
Grand Total	128,056	24	76	12,849,145	58	20	301,237	2.34	31	5170

* Statistics relate to municipal library only

** Statistics relate to the National Library's Public Library Division only

*** Statistics relate to the total collections of the National Library

Table 9
Public Library Statistics: 1978

State	Total number of Books (volumes)	Total number of Books (titles)	Total number of loans	Percentage of Books in				Percentage of Books for		
				Bahasa Malaysia	English	Chinese	Tamil	Children	Young Adults	Adults
Johore	68,780*	55,124*	105,786*	20*	66*	7*	7*	20*	5*	75*
Kedah	20,057	3,990	81,969	74	26			43	12	45
Kelantan	5,215	4,701	13,426	35.5	64.5			15.5		84.5
Malacca	5,727	5,527	36,500	30	70			50	20	30
Negeri Sembilan	15,000	3,000	2,929	4.67	93.33	0.47	1.53	10	16.67	73.33
Pahang	22,000	7,000	18,968	24	76			15	3	82
Penang	52,542	35,000	109,663	40	60			30	10	60
Perak	131,195*	43,731*	151,466*	15*	60*	19*	6*	25*	10*	65*
Perlis	14,744	13,000	31,552	35	60	5		30	20	50
Selangor	297,121	74,280	448,566	69.2	30.8			69.5		30.5
Trengganu	19,035	9,176	-	35	50	15		30	20	50
Federal Territory of Kuala Lumpur	120,339***	93,964***	140,211***	30**	70**	(Arabic)		22**	7**	71**
Total: Peninsular Malaysia	771,755	348,493	1,141,036							
Sabah	191,047	63,682	999,000	42	30	28		50	30	20
Sarawak	218,944	72,981	127,220	55	35	10		55		45
Total: Sabah and Sarawak	409,991	136,663	1,126,220							
Grand Total	1,181,746	485,156	2,267,256							

* Statistics relate to municipal library only

** Statistics relate to the National Library's Public Library Division only

*** Statistics relate to the total collections of the National Library

CHAPTER IV PUBLIC LIBRARY POLICY

The establishment of the National Library Committee (NLC) in February, 1966 may be taken as the first concrete manifestation of official Government concern for the development of a National Library Service for the country, which included both the establishment of the National Library as well as the development of public library services. Yet a detailed examination of the minutes and papers of the NLC⁽¹⁾ will reveal that although the question of public libraries has been deliberated upon, no official policy statement on public libraries emerged during this period. This may be partly attributed to the fact that the terms of reference of the NLC, as laid out in the Memorandum on the Proposed National Library, dated 23 March, 1966, were:

- (i) to advise and prepare the Government on the proposal of a future National Library
- (ii) to report from time to time to Cabinet of its proceedings

In a Paper to the NLC on national libraries and other libraries dated 15 April, 1966, Mr. Beda Lim (a member of the NLC) stated:

In Malaysia, it is important that public library services should become available at the same time

(1) The NLC appointed by Cabinet on 16 February, 1966, met for the first time on 7 April, 1966, and held its sixteenth and last meeting on 24 January, 1973.

as the National Library itself. In urging the Government to establish a National Library, the general public has in mind the availability of public library services, primarily, rather than a National Library in the true sense of the term. The creation of the National Library unaccompanied by the establishment of public library services is therefore likely to give rise to dissatisfaction on the part of the public.

However at the second meeting of the NLC on 9 May, 1966, the paper by Beda Lim was discussed and the following minute was recorded:

Members were unanimously of the view that the Federal Government should proceed to fill the need for a National Library in the first instance, but State Governments and Local Authorities should be encouraged to establish and develop public libraries whose activities could be coordinated by the National Librarian. At a later stage, the National Library itself could take on some public library functions in addition to those already performed in the various states (Minute 5)

Clearly, in the mid-sixties, there was no national policy on public libraries and what appeared to be emerging in these early deliberations of the NLC was the question of responsibility - federal responsibility for the National Library and State responsibility for public libraries. The apportionment of responsibility however does not in itself ensure that services will be provided commensurate with the needs. Thus in discussions at meetings of the NLC on the proposed National Library, it was agreed that one of the functions of the National Library would be to:

- (i) *encourage* and *assist* State Governments and local authorities to establish public libraries of their own and to
- (ii) *provide* public library services for both urban and rural areas where such services are not available or adequate ⁽²⁾ [my italics]

A Memorandum on the proposed National Library was subsequently submitted, incorporating among others, the above functions for the National Library and the Cabinet approved these functions at its meeting on 8 November, 1967.⁽³⁾ However when the National Library Act was finally formulated and passed by the Dewan Rakyat (Parliament) in 1972 (see Appendix III) the functions of the National Library in relation to public libraries had been watered down considerably. Part II, Clause 4(1) (b) of the Act, merely specified that one of the functions of the Director General of the National Library was:

to *promote* a nationwide system of free public libraries and library services in Malaysia [my italics]

The positive terms *assist* and *provide* had been replaced by the term *promote*. However the idea of a "nationwide system of free public libraries" does represent a new element but it is doubtful whether this by itself was indicative of

(2) NLC. Minutes of the third Meeting on 20 September, 1966. (Minute 4).

(3) Chabutan daripada peringatan butir 2 mesyuarat Juma'ah Menteri yang diadakan pada 8 Nov. 1967. [Kertas Juma'ah Menteri Bil.472/567/67].

the beginnings of a national policy on public libraries. To a large extent, this change of thinking was the result of the Blueprint recommendations as well as the "Notes on matters proposed for inclusion in the draft bill for the National Library of Malaysia," dated 15 December, 1970, prepared by Sir Harold White, who served for three months as UNESCO consultant to Malaysia on the National Library project. Prior to this, the Blueprint had been carefully studied by a sub-committee appointed by the NLC, which supported the Blueprint recommendations *in toto*.⁽⁴⁾ A Memorandum on Public Library Development in Malaysia dated 11 November, 1970, incorporating the Sub-Committee recommendations on the Blueprint, was submitted to Cabinet for consideration. It is interesting to note that this Memorandum, reflecting as it did the ideas and recommendations of the Blueprint envisaged that the role of public libraries in national development would be to:

- (i) promote the national language through provision of national language books in all public libraries and boost publishing of national language books
- (ii) make available Government publications which would enable the ordinary citizen to have a better knowledge and understanding of the workings of Government and of his own role as a citizen

(4) NLC. Report of the Sub-Committee on public libraries. [undated] Discussed at the meeting of the NLC on 5 March, 1970 (see Appendix IV).

- (iii) provide books for students undertaking part-time and further education courses
- (iv) provide commercial and technical information services for towns, business firms, new industries and existing industries
- (v) support the adult education programme in the rural areas, particularly for new literates
- (vi) promote national integration in Malaysia through the use of the public library by all groups of people, not only to read or study, but also to participate in cultural programmes provided by the library
- (vii) enable people to be better equipped to face the challenges of a rapidly changing world (5)

Nowhere in the Memorandum, however, was a public library policy suggested for adoption, although there were several elements in it suggestive of such policy. Instead, the Memorandum sought Cabinet approval for the following:

Cadangan2

16 Berdasarkan atas laporan Jawatankuasa Kecil itu yang satu salinannya disertakan pada Hujungan 'A', Jawatankuasa Perpustakaan Negara sekarang menyampaikan perakuan2 seperti berikut:

1. bahawa masa-nya sudah sampai untuk di-majukan perkhidmatan perpustakaan awam di-negeri ini dengan menubuhkan perpustakaan2 awam Negeri di tiap2 buah Negeri diMalaysia.

-
- (5) It is significant to note that what has been envisaged as the role of public libraries and therefore containing basic elements of a public library policy were given on the last page of the Blueprint under the heading "Conclusion." (Blueprint. Op.cit. p.98). It is also significant to note that in the Memorandum to Cabinet dated 11 November, 1970, the same statements are included, but on page 1, under the heading "Introduction."

2. bahawa untuk mencapai matlamat ini, cadangan2 yang terkandung dalam laporan Jawatankuasa Kecil, yang disertakan bersama2 ini, di-luluskan
3. bahawa Kerajaan Persekutuan patut memberi bantuan dengan:
 - (a) menyediakan peruntukan wang sebanyak \$600,000 untuk pembangunan perpustakaan awam dalam Rancangan Pembangunan Lima Tahun Kedua, 1971-1975. Jumlah ini akan digunakan untuk membantu negeri2 yang kekurangan wang terta'alok kepada nilaitera (criteria) yang akan ditentukan oleh Perpustakaan Negara
 - (b) meminta semua Negeri2 menyediakan peruntukan wang untuk pembangunan perpustakaan awam dalam Rancangan Lima Tahun, 1971-1975 di-negeri masing2
 - (c) meminta semua negeri2 yang maseh belum mempunyai perpustakaan awam atau jika perpustakaan2 itu di-usahakan oleh majlis2 tempatan menubuhkan satu sistem perpustakaan awam meliputi seluruh negeri
 - (d) meminta semua negeri2 meluluskan undang2 perpustakaan Negeri untuk penubuhan perpustakaan2 awam Negeri, dan undang2 itu mesti-lah meliputi perkhidmatan2 perpustakaan yang di-sediakan oleh majlis2 tempatan, jika perlu pindaan2 yang sesuai pada undang2 kerajaan tempatan. Chontoh undang2 dalam Blueprint itu boleh dijadikan panduan dan
 - (e) meminta semua Negeri2 supaya perpustakaan2 awam mereka di-selenggarakan oleh sebuah Perbadanan Perpustakaan Awam yang bebas, dengan mempunyai wakil2 kerajaan2 (6) Persekutuan, Negeri dan tempatan.

(6) Memorandum dari Perdana Menteri. Pembangunan Perpustakaan Awam Malaysia. (P.M. Sulit 12011 Jld.IV) p.4-5.

TranslationRecommendations

16 Based on the Report of the Sub-Committee, a copy of which is attached as Appendix 'A', the NLC now wishes to endorse the following:

1. that the time has come for the development of public library services in the country by the establishment of state public libraries in every state in Malaysia
2. that in order to achieve this end, the recommendations of the Report of the Sub-Committee, attached, be approved
3. that the Federal Government should provide assistance by:
 - (a) providing an allocation of \$600,000 for public library development in the Second Malaysia Plan, 1971-1975, to be used to assist States which are short of funds, subject to criteria as may be determined by the National Library
 - (b) requesting all states to provide allocations for public library development in individual State Five Year Plans, 1971-1975.
 - (c) requesting all States which still do not have a public library or which have public libraries under the control of local authorities, to establish a public library system covering the whole State
 - (d) requesting all States to enact library legislation in order to establish State public libraries; such legislation to cover library services provided by local authorities, and, if necessary, amendments should be made to local government legislation. Model legislation given in the Blueprint should be used as a guide, and

- (e) requesting that all State public libraries be provided by independent Public Library Corporations, on which Federal, State and Local government authorities are represented

The above recommendations were subsequently approved *in toto* by Cabinet which also authorized the NLC to take appropriate measures to implement them.

Without a clear and concise statement of public library policy, however, the establishment of the public library tends to be viewed as an end in itself, rather than as the instrument or the means of realizing certain broad objectives. The Sub-Committee of the NLC which studied the Blueprint and whose recommendations were endorsed by the Government, tended to concentrate on practical details and appears to have completely overlooked the need to formulate a clear and concise policy statement on public library services for consideration and adoption by Government. The Minimum Standards for public libraries 1971-1975, specified in the Blueprint contains the following statement which also has elements suggestive of such a policy:

Every individual should be able to have free access to a public library service in his State through

- (a) the headquarters or central library. Where staff and resources permit, such service may be provided through
- (b) a full-time branch library
- (c) a part-time branch library

- (d) a deposit station
- (e) a mobile library
- (f) a book box service (7)

Unfortunately, little of this was ultimately reflected in federal legislation. The National Library Act, 1972, the only existing legislation at the federal or national level gives little or no indication of the Government's policy in respect of public libraries, apart from specifying that one of the functions of the Director General of the National Library was to promote a nationwide system of free public libraries. It is educational and instructive in this respect to consider the manner in which the Malaysian System of Education evolved and the considerable progress that has been made in this sector. Educational development in Malaysia stemmed from a clear statement of educational policy which was recommended in the Report of the Education Committee, 1956.⁽⁸⁾ This policy, subsequently enshrined in Section 3 of the Education Ordinance, 1957, states:

The educational policy of the Federation is to establish a national system of education acceptable to the people as a whole which will satisfy their needs and promote their cultural, social, economic and political development as a nation, with the intention of making the Malay language the national

(7) Blueprint. Op. cit. p.131.

(8) Federation of Malaya. Federal Legislative Council Paper No.21, approved in principle by resolution of the Federal Legislative Council on 16 May 1966.

language of the country whilst preserving and sustaining the growth of the language and culture of peoples other than Malays living in the country.

The education policy, its implementation and financial implications were reviewed by the Education Review Committee, whose Report⁽⁹⁾ was taken into consideration in the formulation of the Education Act (No.43 of 1961), which came into force on 1 January, 1962. The Education Act, 1961 states:

Whereas the educational policy of the Federation, originally declared in the Education Ordinance, 1957, is to establish a national system of education which will satisfy the needs of the nation and promote its cultural, social, economic and political development:

And whereas it is considered desirable that regard shall be had, so far as is compatible with that policy, with the provision of efficient instruction and with the avoidance of unreasonable public expenditure, to the general principle that pupils are to be educated in accordance with the wishes of their parents:

And whereas further provision is required for securing the effective execution of the said policy, including in particular provision for the progressive development of an educational system in which the national language is the main medium of instruction.

The importance of a clear statement of policy and of periodic policy review, as exemplified by developments in the educational sector finds few parallels in the library sector

(9) Federation of Malaya. Education Review Committee. *Report*. Kuala Lumpur, Jabatan Cetak Kerajaan, 1964. (Chairman: Abdul Rahman bin Haji Talib).

in Malaysia, although both education and libraries are so closely related. Educational legislation has merely provided a legal framework for the implementation of educational policy. Within the library sector however, legislation has been framed to establish or promote the establishment of public libraries, but without any clear concept or policy as to why those libraries are being established. Federal legislation, as has already been pointed out, provides little or no guidance on this. State legislation, for the establishment of State Public Library Corporations is equally silent on the question of public library policy. The Kedah State Public Library Corporation Enactment (No.7 of 1972), under Part III, clause 8, states that the functions of the Corporation shall be:

- (a) to establish, equip, manage and maintain the Kedah State Public Library
- (b) to promote and encourage reading particularly in the National Language
- (c) to promote and encourage the use of books in the public library for reference and for loan subject to proper safeguards against loss or damage
- (d) to acquire a comprehensive collection of books relating to or published within the State
- (e) to obtain and provide central information on the resources and services of libraries in the State on behalf of the National Library

- (f) to act as the organizing agency for the lending and exchange of books on an interstate basis and between the Public Library and the National Library
- (g) to provide reference, bibliographic and inter-library loan services to the State departments and to the State Assembly
- (h) to do all other matters and things as are reasonably necessary for the exercise or performance of all or any of the purposes of this Enactment (see Appendix V)

In fact, all the State Public Library Corporation Enactments that have been passed up to the present time, specify, with very few variations, the above as functions of the respective Corporations. Such functions as are performed by these Corporations cannot be deemed to constitute State public library policy. In this respect, it is significant to note that none of the State Public Library Corporations specify what are the purposes and objectives in establishing the Corporations.

In preparing the Development Plan⁽¹⁰⁾ for public library development in Kedah, Alexander Wilson, quoting from a UNESCO publication, suggested the following as a statement of goals:

... support the educational needs of the people by supplementing the national system of education and

(10) Alexander Wilson. *Development Plan for the State Public Library Corporation, Kedah, West Malaysia*. Kuala Lumpur, National Library of Malaysia, 1978. p.28-29.

providing the means for continuing education;
help redress the imbalance in intellectual
poverty, particularly in the rural areas ...
assist in the promotion of national unity and
goodwill;
support the processes of government administration
and national development; contribute to the
enlightenment, enjoyment and community life of the
people (11)

He further suggests that within the framework of the above objectives or goals, specific policies could be formulated to support formal or informal education, provide information, encourage the reading habit, assist in the social and cultural development of the community, reduce intellectual and cultural deprivation or preserve the cultural heritage of the State. (12) The fact that the Development Plan had to suggest policies is indicative of the fact that no clear policy existed - whether written or unwritten.

Sabah is the only State in Malaysia which has a written public library policy statement. The Sabah State Library Service, lacks the benefit of any state public library legislation but is backed by the Libraries Policy for Sabah which is:

to establish library services in all districts of the State, priority being given to those areas with a concentrated population and well developed

(11) UNESCO, Regional Centre for Book Development in Asia.
Newsletter (14) 1-2.

(12) Alexander Wilson. *Op.cit.* p.29.

educational facilities.⁽¹³⁾

Although the above Policy statement has its limitations, it is a Statement of Policy that was submitted to and endorsed by the State Cabinet⁽¹⁴⁾ and as such, it has become an effective instrument for the development of public library services on a State-wide basis. In several States, an unwritten policy on public libraries does exist but this has invariably not been able to command the attention and the commitment required from administrative and financial authorities.

It is indeed surprising that efforts over the past decade to develop public library services in the country have failed to realize the vital necessity of formulating a public libraries policy for the country and ensuring the periodic review of the said policy in the light of changing needs and developments. The need for public library legislation has been stressed instead out of all proportion to its importance. A statement of Policy may be made at various levels - by the public library itself, by the public library authority or by the Local, State or Federal Government. However, the effectiveness of that policy as an instrument of development hinges upon the

(13) Sabah State Library. *Development Programme for Sabah State Library, 1981-1990*, p.1.

(14) Sabah Cabinet Paper No.29/71.

level at which that policy is endorsed or approved. At the same time a policy formulated, which does not take cognizance of national development policies has little prospect of being endorsed at the highest levels of Government. Fully appreciating the lack of policy formulation at the present time in respect of public library development and recognizing that this may be inhibiting proper development, the National Library, taking note of the UNESCO Manifesto on Public Libraries, has now formulated a national policy on public libraries⁽¹⁵⁾ and submitted it for consideration of the Government. The relevant portion of the policy statement states:

Untuk menyediakan kemudahan-kemudahan Perpustakaan Awam supaya dapat menentukan bahawa tiap-tiap seorang dalam negara, yang ingin membaca akan mendapat kemudahan dari Perpustakaan Awam dimana akan didapati bahan-bahan yang sesuai mengikut kebolehan dan minat membacanya.

Translation

To provide public library facilities in a manner as to ensure that every person in the country, who wishes to read will have convenient access to a public library in which will be found materials suitable to his reading abilities and interests.

In order to ensure the maximum effect, this policy statement, following endorsement by the Ministry would have to be

(15) Polisi negara bagi perkembangan perpustakaan awam Malaysia. [national policy for public library development in Malaysia]. A paper submitted to the Ministry of Housing and Local Government on 2 January, 1979.

formulated into a Cabinet Paper, incorporating the comments and views of the Treasury, the Economic Planning Unit, the Public Services Department (previously Federal Establishment Office) as well as the State Government Authorities concerned. A policy decision by the Cabinet then would truly place public libraries in their proper perspective. Such an exercise however would necessarily take time. In the meantime, in an effort to accelerate the pace of developments, the National Library has included relevant portions of the policy statement, inclusive of financial and manpower implications in its proposals for the Fourth Malaysia Plan, 1981-1985. This in fact is completely in accordance with Pekeliling Am Bil.2 Tahun 1979 (General circular No.2 of 1979) issued by the Chief Secretary to the Government and Chairman of the National Development Planning Committee (NDPC) in preparation for the Fourth Malaysia Plan, in which he states:

Peringkat pertama, yang akan dijalankan dengan serta merta oleh semua Kementerian-Kementerian/Jabatan-Jabatan/Badan-Badan Berkanun dan Kerajaan-kerajaan Negeri adalah berkaitan dengan kajian semula dan pengubalan dasar-dasar, strategi-strategi serta program-program pembangunan. Ini akan dijalankan berpandukan kepada pencapaian matlamat Dasar Ekonomi Baru dalam tempoh sepuluh tahun 1981-1990, yang hadapan. Oleh yang demikian, Rancangan Lima Tahun Keempat ini hendaklah digubal supaya sesuai dengan matlamat dan strategi pembangunan pada keseluruhannya.

Translation

The first phase to be undertaken immediately by all Ministries, Departments, Statutory Authorities and State Governments is concerned with the review and formulation of development policies, strategies and programmes. This will be carried out within the context of the realization of the declared objectives of the New Economic Policy during the remaining decade, 1981-1990. The Fourth Five Year Plan therefore will need to be formulated so as to fit into the overall development objectives and strategies.

The need for proper policy formulation is increasingly being recognized today. Within the library sector, UNESCO has taken several initiatives in this respect. At the UNESCO Intergovernmental Conference on the planning of national documentation, library and archives infrastructures, Paris, 23-27 September, 1974, the concept of a National Information System (NATIS) was first enunciated and in order to assist member States to take appropriate measures to establish integrated national information systems, a series of objectives⁽¹⁶⁾ were proposed for national and international action. Objective 1 - A national information policy stated:

A national information policy, reflecting the needs of all sectors of the community, and of the national community as a whole, should be formulated to guide the establishment of a national information plan, whose elements should be fully incorporated in the national development plan ... The formulation and implementation of a national information policy is

(16) Unesco. *National information systems: objectives for national and international action*. Paris, 1975. (COM-74/NATIS/3 Rev.)

the only way to ensure that all who engage in administrative, educational, scientific and cultural activities have access to the information they need ... The ultimate aim of an information policy, must therefore be an informed society (17)

It would of course be ideal to have or to be able to formulate such a national information policy statement. There are few examples to go by which serve as a guideline. In a paper read at CONSAL III⁽¹⁸⁾ in Jakarta, it was suggested that UNESCO might issue a model national information policy statement. UNESCO has however issued a number of guidelines, the first on National Information Policy⁽¹⁹⁾ which has proved to be far too superficial and has not been of much help to the developing countries.

In coming to grips with the formulation of national information policy, it is becoming increasingly apparent that a single, all encompassing policy statement may not be possible. Instead, the national information policy may have to be a composite of policy statements covering the different sectoral and specialized areas falling within the broad ambit of information transfer within a nation - of

(17) Unesco. Op. cit. p.10.

(18) D.E.K. Wijasuriya. 'A Malaysian National Information System (MANIS)' in *Proceedings of the Third Conference of Southeast Asian Librarians*, Jakarta, 1-5 December, 1975. Jakarta, Ikatan Pustakawan Indonesia, 1977. p.74.

(19) D.J. Urquhart. *National Information Policy*. Paris, Unesco, 1976. (COM 76/NATIS/6).

which public library policy would merely be one aspect of the total problem. In Malaysia, this is the line of action being pursued at the present time. Few other developing countries appear to have effectively formulated a national information policy. Jamaica, for instance, which has a highly developed public library system, recently published its plan⁽²⁰⁾ for a national information system for the country. This plan contains elements which could be usefully taken into consideration by developing countries in the formulation of national information policy. In particular, the plan states that the principal objectives of the national information system are:

- (i) to assist in the achievement of national goals and priorities through the provision of relevant information as needed for action by each individual and every sector of the society
- (ii) to assist in the development of the nation's human resources by the provision of effective libraries, archives and documentation services required for every level of education and training, both formal and informal
- (iii) to assist and stimulate economic productivity through the provision of information needed for research and all stages of its practical application
- (iv) to heighten the nation's awareness of its cultural heritage and to foster its further improvement

(20) Jamaica. National Council on Libraries, Archives and Documentation Services. *Plan for a national documentation, information and library system for Jamaica*. Kingston, NACOLADS, 1978.

- (v) to foster the understanding at all levels (in Government, in the private sector, amongst unionised and non-unionised workers) that the national information service is an essential tool for development in the reorganization of our social and economic structure
- (vi) to develop every means of ensuring that the information services are made fully available to all sections of the population
- (vii) to keep under continuous review the maximum utilization of the buildings and facilities in libraries. (21)

In examining the question of public library policy, it will be apparent from an examination of various key documents mentioned, that a public library policy at the national level does not exist in Malaysia. The National Library is expected to promote a nationwide system of free public libraries. This could mean a single public library in each State, which would mean an urban oriented service or it could mean a complex network of service points in each State. Developments that do take place are inevitably uneven. The best correlation of the existence of a written policy and the provision of a state-wide service is in Sabah, which does not have the back-up of State public library legislation. Yet in Selangor and Kedah, both of which are backed by State public library legislation, but lack a written policy statement, a State wide service is provided. The evidence therefore is inconclusive. Sabah,

(21) Jamaica. NACOLADS. Op. cit. p.2.

Selangor and Kedah however, have prepared long term public library development plans⁽²²⁾ and this could be one of the factors which has facilitated development.

Notwithstanding the above considerations however, Malaysia's experience thus far suggests that a national policy on public library services in keeping with national development priorities, expressed in writing, endorsed at the highest levels of Government and enshrined in legislation must be taken to be a prime pre-requisite in the development of public library services commensurate with the needs.

(22) The Sabah Plan by Adeline Leong, the Kedah Plan by Alexander Wilson and the Selangor Plan by D.E.K. Wijasuriya [unpublished].

CHAPTER V LEGISLATIVE PROVISIONS

Public library legislation has long been considered as essential pre-requisite for the provision of public library services on a national scale. However legislation is not an end in itself but an instrument for the realization of certain objectives. As Gardner has rightly pointed out however well intentioned, legislation can only be judged by results -

Whether in fact the law has created or is in the process of creating, an effective and efficient national public library service able to meet the requirements of its users⁽¹⁾

The assessment of public library legislation in Malaysia therefore must be made in the light of the above statement.

Malaysia however is a Federal State and the legislative competence of the Federal and the State Governments has been clearly specified in the Ninth Schedule to the Federal Constitution⁽²⁾ in three separate lists - the Federal List, the State List and the Concurrent List. Subjects enumerated in the Federal List are within the legislative competence of the Federal Government and those in the State List are within the legislative competence of State Governments. However subjects enumerated in the Concurrent List fall within the legislative competence of both the Federal and State Governments. The subject of "Libraries" is included

(1) Frank M. Gardner. *Public library legislation: a comparative study*. Paris, Unesco, 1971. p.9-10.

(2) Malaysia. *Federal Constitution*. Kuala Lumpur, Government Printer, 1978. p.210-222.

as item 13 (b) of the Federal List and reads:

13 Education including

(a) Elementary, secondary and university education; vocational and technical education; training of teachers, registration and control of teachers, managers and schools; promotion of special studies and research; scientific and literary societies.

(b) Libraries; museums; ancient and historical monuments and records; archaeological sites and remains. (3)

The subject "Libraries" does not appear in the State List or the Concurrent List. However Article 76A of the Federal Constitution states:

- (1) ... that the power of Parliament to make laws with respect to a matter enumerated in the Federal List includes power to authorize the Legislatures of the States or any of them, subject to such conditions or restrictions (if any) as Parliament may impose, to make laws with respect to the whole or any part of that matter.
- (2) Notwithstanding Article 75, a State law made under authority conferred by Act of Parliament as mentioned in Clause (1) may, if and to the extent that the Act so provides, amend or repeal (as regards the State in question) any Federal law passed before that Act.
- (3) Any matter with respect to which the Legislature of a State is for the time being authorised by Act of Parliament to make laws shall for purposes of Articles 79, 80 and 82 be treated as regards the State in question as if it were a matter enumerated in the Concurrent List (4)

(3) Ibid. p.216

(4) Ibid. p.76.

In pursuance of the above provision, the Incorporation (State Legislatures Competency) Act 1962, transferred in effect, some of the subjects enumerated in the Federal List to the Concurrent List. The subject of "Libraries" however was not one of them. In 1968 the Incorporation (State Legislatures Competency) (Amendment) Order⁽⁵⁾ was passed by Parliament, which in effect transferred the subject of "public libraries" to the Concurrent List.

As Wijasuriya has stated previously:

What is significant here is that the subject of 'Libraries' is still subsumed under the heading 'Education' and it still remains in the Federal List, while the subject of 'Public Libraries' has in effect been placed in the Concurrent List. It would appear that legislative competence and responsibility for the broad subject of 'Libraries' is still retained in Federal hands and it is on the basis of such legislative competence that the National Library Act, 1972 has been passed by Parliament. Legislative competence for public library provision however would appear now to lie with State Legislatures but it does not preclude the Federal Government from passing legislation on the subject as well. (6)

In Sabah and Sarawak however, where special provisions have been made in the Constitution, the position is somewhat

(5) P.U. 296 of 1968.

(6) D.E.K. Wijasuriya. *Laws, policies and libraries: The Malaysian experience in Education and training for librarianship in Southeast Asia: Papers and proceedings of the Second Conference of Southeast Asian Librarians, held at the University of the Philippines, Quezon City, December 10-14, 1973.* Editors: Marina G. Dayrit; Nannama P. Hidalgo. Quezon City, University of the Philippines, 1975. p.39.

different. In the supplement to the State List for the States of Sabah and Sarawak, List II A, in the Ninth Schedule to the Federal Constitution, the legislative competence of the State Government also extends to:

Libraries, museums, ancient and historical monuments and records and archaeological sites and remains, other than those declared to be federal by or under federal law. (7)

The question of legislative competence as regards the subject of "Libraries" viz-a-viz the Federal and State Governments is therefore somewhat complex. The subject "Libraries" is included in the Federal List and in the Supplement to the State List for the States of Sabah and Sarawak, implying thereby that the Federal Government has legislative competence for the subject "Libraries" in Peninsular Malaysia whereas in Sabah and Sarawak legislative competence for "Libraries" is vested with the State Government. P.U. 296 of 1968 which in effect transferred the subject "public libraries" from the Federal to the Concurrent List implies that in Peninsular Malaysia both the Federal and the State Governments may legislate on public library matters. Although P.U. 296 of 1968 uses the term "public libraries", the lack of a clear definition of the term in the Act could be taken to mean that the term is being used synonymously with the term

(7) Malaysia. *Federal Constitution*. Op.cit. p.220.

"Libraries." Constitutional provisions in the Ninth Schedule and Amendment Acts on the Legislative Competence of State Governments at the present time indicate that while the Federal Government has legislative competence and may legislate on all matters pertaining to libraries in Peninsular Malaysia, it has, by and large, delegated this power to State Governments. This does not, however, necessarily preclude the Federal Government from legislating on the subject as well.

Legislative competence also implies executive authority and this is provided for very clearly in the Constitution. Article 80 of the Constitution states:

- (1) ... the executive authority of the Federation extends to all matters with respect to which Parliament may make laws, and the executive authority of the State to all matters with respect to which the Legislature of that State may make laws.
- (2) the executive authority of the Federation does not extend to any matter enumerated in the State List, except in so far as is provided in Articles 93 to 95, nor to any matter enumerated in the Concurrent List, except in so far as may be provided by federal or state law; and so far as federal or state law confers executive authority on the Federation with respect to any matter enumerated in the Concurrent List, it may do so to the exclusion of the executive authority of the State. (8)

Although the executive authority of the Federation extends to all matters concerning which Parliament may make laws,

(8) Ibid. p.77.

and the executive authority of a State to all matters with respect to which the state Legislature may make laws, the question of *executive responsibility* has never been clearly established. As Wijasuriya has stated previously:

Perhaps the slow pace of development over the past decade in respect of public library services has been due to a failure to take effective measures over this key issue of legislative competence and *executive responsibility*. (9)

In Sabah and Sarawak, where the subject of "Libraries" is a State matter, the State Government has assumed responsibility for public library provision and development although it was under no obligation or compulsion to do so. In Peninsular Malaysia, as a result of the passing of the Incorporation (State Legislatures Competency) (Amendment) Order, the subject of "public libraries" was in effect transferred to the Concurrent List - thus bringing the subject within the legislative competence of the State Governments as well. The question of executive responsibility thus became ambiguous. In fact in the first half of the seventies, it took considerable effort on the part of the National Library to persuade State Governments that public libraries were a State matter. This in fact is alluded to by the following statement:

(9) D.E.K. Wijasuriya. *Laws, policies and libraries*. Op. cit. p.40.

It is true that individual states have been given the facility or legislative competence to set up public library systems but they are under no legal obligation to do so. The National Library therefore, in attempting to stimulate the development of public library networks at state level is faced with a most difficult task. We have charged a Federal agency to carry out a task at State level through State agencies. This is as much a professional exercise as it is an exercise in diplomacy and tact. (10)

Although all States of Malaysia have now assumed responsibility for public library provision and development within their own States, and have, in most cases, passed enactments in order to establish State Public Library Corporations, they are under no legal obligation to do so. Such a situation naturally undermines the entire public library system of the country since financial support from the State or the Federal Government can never be guaranteed; nor does it ensure that the provision of services is commensurate with the needs. In fact, partly to counteract shortcomings in existing legislative provisions, individuals who are appointed to serve as Chairman of State Public Library Corporations in Peninsular Malaysia are often politicians holding influential positions in the State Government. (11)

(10) Ibid. p.39

(11) The Chairmen of the State Public Library Corporations of Trengganu and Malacca are the respective Chief Ministers of the States concerned. The Chief Ministers of Pahang and Kelantan who until recently functioned as Chairmen of the State Public Library Corporations, have relinquished their positions as Chairmen of the Boards and have appointed other influential members of the State Government as Chairmen.

The question of executive responsibility for public library services in Malaysia is further complicated by the provision given to local Government authorities, through the Town Boards (Amendment) Ordinance, 1954 to establish and maintain public libraries. Section 2(3)(h) of the Ordinance states:

A Board in respect of which a declaration has been made by the Ruler in Council under sub-section 1 [governing the disposal of revenue] is authorized, subject to the provisions of sub-section 2 [defining the terms of financial autonomy] to expend the Fund for the following purposes:

- (i) the institution and maintenance of public libraries.

Based on this provision public libraries have been established by Town Boards in Muar, Batu Pahat and Segamat (Johore); in Taiping (Perak) and in other small Towns, many of which still continue to function but are invariably in deplorable condition.

In 1976, the Local Government Act⁽¹²⁾ was passed by Parliament. The Act, which applied only to West Malaysia, was intended to revise and consolidate the laws relating to local government. In Part XII of the Act, under the heading, 'Further Powers of Local Authority', clause 101, states:

In addition to any powers conferred upon it by this

(12) *Local Government Act, 1976* (Laws of Malaysia Act 171).

Act or by any other written law a local authority⁽¹³⁾ shall have power to do all or any of the following things, namely:

(g) to establish, acquire, erect, construct, maintain, assist, promote, control and make or receive grants of money in respect of:

- (i) public libraries, art galleries and museums
- (ii) botanical and zoological gardens and aquaria within or without the local authority area limits

Here too it will be noted that while the Local Government Act, 1976 empowers local authorities to establish, maintain, control or make grants in respect of public libraries, the local authorities are under no legal obligation to do so.

Existing legislative provisions therefore permit the Federal Government, the State Governments as well as Local Authorities to provide public library services but does not make clear exactly where ultimate responsibility lies.

Within the Federal Territory of Kuala Lumpur, public library services are provided by the National Library in keeping with the purposes and objectives of the National Library, as specified in the National Library Act, 1972, which, among others are:

to provide facilities for the enlightenment, enjoyment and community life of the people.

At the same time, City Hall too maintains a Children's Library

(13) The term "local authority" as defined in the Act means any City Council, Municipal Council or District Council, as the case may be, and in relation to the Federal Territory means the Commissioner of the City of Kuala Lumpur appointed under section 3 of the Federal Capital Act, 1960.

service within the Federal Territory of Kuala Lumpur, under provisions of the Local Government Act, 1976. Both the National Library as well as City Hall cooperate closely on an informal level and tend to complement each other at the present time. However legislative provisions are clearly untidy and there is no clear indication as to which of the two agencies are responsible for the provision of services. This must be corrected before both services become too large and entrenched. In the States of Peninsular Malaysia, public library services are provided largely by State Public Library Corporations based on State Public Library Corporation Enactments. At the same time, a Federal Enactment - the National Library Act, 1972, requires the Director-General:

to promote a nationwide system of free public libraries and library services in Malaysia.

A further Federal Enactment - the Local Government Act, 1976 empowers local authorities to establish, maintain and control public libraries, as a result of which some local authorities, including Municipalities and Town Councils are providing a public library service. Again, legislative provisions will be seen to be untidy. At State level, who exactly is responsible for the provision of public library services is unclear - State Public Library Corporations, Departments of the State Government, Local Authorities or

the Federal Government through the National Library? If real progress is to be achieved, executive responsibility for the provision of public library services on a nationwide scale must be clearly established and enshrined in an Act of Parliament, which would at the same time also spell out clearly the public library policy for the country. This might necessitate appropriate amendments to the National Library Act itself or preferably A Public Library Act for the country. The absence of such an Act, at Federal or national level, devoted exclusively to public library services has been one of the factors which has adversely affected developments. A further factor, which has tended to constrict development, arises from the conflicting provisions of State and Federal Enactments in respect of public library services. The Local Government Act, 1976 - a Federal Act, authorizes local authorities to provide public library services while the State Public Library Corporation Enactments create a single Public Library Authority for the State, namely the State Public Library Corporations and provide it with power to:

take over any existing library in the State *with the consent of such library*, and in pursuance thereof may enter into contract or reasonable arrangement with any person, club, association or local government with the approval of the Ruler-in-Council. (14)

(14) *Pahang Public Library Corporation Enactment*. Part III Clause (9) (f). [Provisions in other State Public Library Corporation Enactments are similar.]

If consent is withheld, there is little that can be done. The Federal Act has overriding authority over the State Enactment. As a result of this, in one specific instance in Peninsular Malaysia, the Municipal Council of Ipoh continues to provide public library services within the confines of the municipal boundaries and has so far successfully resisted all 'take-over' attempts. In Ipoh, the reluctance on the part of the Local Authority to hand over an on-going library service to an unknown State Public Library Corporation (which is yet to be formally established although the State Public Library Corporation Enactment was passed nearly two years ago) is understandable. In the Municipality of Petaling Jaya, which contains one of the most educated and literate population in the whole of Malaysia, no public library services are provided at all as emphasis has been placed on the provision of services in the rural areas. The Municipality, however, has now begun active planning for a public library service, but is quite reluctant to consider a take-over of the service by the State Public Library Corporation at any stage. Existing legislative provisions must be deemed to have created these unfavourable circumstances.

The pattern of public library provisions for Malaysia

suggested in the Blueprint was for a decentralized service provided by individual States based on State Public Library Corporation Enactments. The passing of these Enactments necessarily took time and even when Enactments had been passed, they did not as a rule come into force immediately, but

on such date as the Ruler may by notification in the Gazette appoint⁽¹⁵⁾

In most cases there was a delay of one or two years before the Enactments came into force by notification in the State Government Gazette. In some States however, the delay was considerable. In Negeri Sembilan, for example, although the Enactment was passed by the State Legislative Assembly on 22 July 1974, it did not come into force until 1 February 1978. In Malacca, the Enactment was passed on 6 June 1975, but did not come into force until 1 January 1977. In Kedah, the State Public Library Corporation Enactment was passed by the State Legislative Assembly on 25 April 1972 but only came into force on 1 January 1974. In actual fact, the delay was actually longer than suggested by the above dates, simply because the dates the Enactments came into force were often back-dated. Considering that all the State Public Library

(15) Ibid. Part I Clause 1 [This is a normal provision in most Enactments. The 'Gazette' refers to the State Government Gazette.]

Corporation Enactments were based on the Model Act provided in the Blueprint, it is difficult to appreciate the delay within individual States in legislating for public library provision. There was however a natural reluctance on the part of the States to legislate, simply because of the realization that legislation for public library services would mean a financial commitment for the provision of such services, from the limited financial resources of the State. It is therefore to the credit of State Governments that they have legislated and accepted responsibility for the provision of public library services, although facing severe constraints in terms of finance and manpower.

Gardner states in his introduction:

It has been said that in the developing countries, public library legislation is not necessary. Although this study is not a complete one, and though it is shown that legislation does not always achieve the effects intended, I have found no example of a country which has successful, effective and nation-wide public library service without a foundation and encouragement in general law. The need for public library law is self-evident. (16)

Malaysia's experience in the field does not conclusively indicate whether legislation is necessary or whether legislation has helped or hindered overall development. For a relatively small country, there have been too many laws devoted to public library services, all of which have

(16) Gardner. Op. cit. p.11.

been based on the model Act provided in the Blueprint, which envisaged State Public Library Enactments. As has been pointed out earlier, many of these Enactments existed for several years within the statute books, but were not effectively in force. Gardner stresses the need for "a foundation and encouragement in general law" and this is the element lacking in the Malaysian public library system. This brings into focus the consideration of whether, within a Federal State, it is advisable to permit States to legislate on public library matters before a Federal (national) Public Library Act has been passed, setting out in clear and precise terms, the public library policy for the country. Malaysia's experience in this matter suggests otherwise. A Federal Act for Public Library Services on a nation-wide scale is therefore imperative. Such an Act should set out in clear and precise terms the national policy for public libraries; it should clearly establish executive responsibility for the provision of services and it should provide effectively for the human, financial and material resources needed.

CHAPTER VI ORGANIZING AND PLANNING

As will be evident from earlier chapters, Malaysia has opted for a State-based public library service as against a highly centralised service at Federal level. Independent State public library authorities have accordingly been created in most States based on State legislative enactments. While independent public library boards or authorities have operated fairly successfully in Ghana, Nigeria and other developing countries, their performance in Malaysia has not been entirely satisfactory. Their very independence, once thought of as an advantage has in fact been an impediment to development. A particularly serious constraint in this respect has been the fact that these authorities function without a proper system of checks and balances. The fact that there is no Federal Minister with portfolio responsibility for public libraries is another serious limitation in existing provisions. A further problem - the direct result of conflicting provisions of Federal and State enactments - is the fact that more than one public library authority can be established at State level, with areas in which their jurisdiction overlaps. The outcome is that each authority waits for the other to provide the necessary services. This tends to result either in neglect or in

friction. In the area of planning too there have been limitations. Although a perspective plan - namely the *Blueprint for Public Library Development in Malaysia* was prepared, the Blueprint provided broad guidelines only. Significantly lacking were State public library development plans which could be incorporated in the Five Year Development Plans. The National Library itself, inadequately supported by legislative provisions, appears to be ill-equipped to accelerate significantly the pace of developments. All these factors have in one way or another blunted the development thrust.

In considering the question of public library authorities, the Blueprint envisaged that:

a library service run solely by the federal or central government, though having advantages of centralization would be cumbersome and impractical in view of the diversity of conditions in the States of Malaysia, including population to be served, size of geographical area, distances involved and communications.⁽¹⁾

The Blueprint accordingly recommended a single library authority for each State as this would have many advantages. Public Library services were to be run by independent State public library corporations rather than by State government departments or local authorities as:

(1) *Blueprint*. Op. cit. p.68.

a corporation would be able to solicit additional funds from the public, to raise loans and to invest money, and to attract grants from trusts or foundations interested in promoting library development, more easily than would a government department⁽²⁾

The idea of providing public library services on a decentralized basis through a single public library authority in each State is essentially sound and perhaps unavoidable, considering that at the time of the Blueprint, the National Library had not been established yet. A single library authority in each State however could take the form of an independent public library corporation as recommended in the Blueprint or a State government department. It is, however, not entirely clear at the present time which of the two forms is best suited to the country. In Sabah the public library service, which is fairly well-developed, is organized as a department of the State Government and comes under the direct purview of the State Minister of Social Welfare. This arrangement provides for the necessary checks and balances required in any system and facilitates the monitoring and review of the activities and progress of the State public library service and the implementation of development plans. By way of contrast, the State Public

(2) Ibid. p.69.

Library Corporations recommended in the Blueprint, being statutory corporations, are completely independent and are responsible neither to the National Library nor to the State Secretary. In fact, in many of the corporations, the State Secretary is a member of the board of directors of the corporation, while in the case of Perlis and Negeri Sembilan, the State Secretary is chairman of the board.

The Blueprint recommendation therefore that:

the State Secretary should be responsible for public library matters in the state⁽³⁾

has not worked out in practice. Ostensibly therefore the State public library corporations are responsible only in an indirect manner to the State Government and its Chief Minister who appoints members to the corporation's board of directors. This responsibility to the State Government is a somewhat tenuous one. This is especially so in those States where the Chief Minister also serves as chairman of the State Public Library Corporation. A public library corporation, ^{chartered} chartered by the Chief Minister of a State can have many advantages. Conversely, it can have serious disadvantages as well especially in situations where the Chief Minister concerned is unable to devote sufficient attention to public library matters. Beyond the Chief Minister, there is no higher authority to refer to within

(3) *Blueprint*. Op. cit. p.69.

the State, except perhaps the Ruler, who in any case, must act in accordance with the advice of the State Executive Council, or a member of the council (usually the Chief Minister). Any reference to Federal agencies, such as the National Library, would be fruitless as the National Library's role under the National Library Act is purely an advisory one. Even the Minister of Housing and Local Government under whose purview the National Library has been placed, has no real authority over State Public Library Corporations as the Minister's portfolio does not include public libraries. Under the Ministerial Functions Act (Act 2 of 1969) and the Ministers of the Federal Government Order, 1979 (P.U.(A) 186) the subject "Libraries" is listed under the responsibilities of the Minister, by virtue of the fact that the National Library is one of the Departments placed under the Ministry. This however does not imply a general responsibility for all library matters as the subject of libraries in schools and universities for instance, comes definitely under the purview of the Ministry of Education. Although there is a Federal Minister of Public Enterprises whose responsibility extends to State Economic Development Corporations, it does not extend to State Public Library Corporations.⁽⁴⁾ In

(4) A list of Federal Ministries and the Departments/ Institutions falling under their purview is given in Appendix VI.

short, if the corporations function satisfactorily, all is well but if they do not, there is little that can be done. Some of the corporations in fact do not function satisfactorily⁽⁵⁾ and this has had adverse effects on public library developments within the States concerned. Federal-State relations however are a delicate matter and have to be handled with considerable finesse. The National Library, inadequately supported by legislative authority has great difficulty in stepping in and instituting corrective measures. The Plan provision therefore for the establishment of State public library authorities as independent corporations, without adequate provision for a system of checks and balances, has in a number of cases brought about negative results. When the Federal (Capital) Territory of Kuala Lumpur⁽⁶⁾ was established in 1974, the Government decided that the National Library should function as the public library authority within the Capital Territory. This obviated the need for any enabling legislation and it provided for a

(5) The common complaints are infrequent meetings of the Boards; the executive control of the public library service by the State Civil Service Officer functioning as Secretary to the Board; the exclusion of public librarians from policy or planning in respect of public libraries.

(6) The Federal Territory of Kuala Lumpur, covers an area of 94 sq. miles and is administered by City Hall, which falls under the purview of the Federal Territory Ministry. In a number of respects, it functions as the Fourteenth State of Malaysia.

public library authority functioning under the aegis of a Federal Ministry. More recently, in discussions between officers from the National Library and the Johore State Government, serious consideration was given to the mechanics of establishing a Johore State Department for Public Libraries as the public library authority for the State. These developments are to some extent a concrete manifestation of the fact that the Plan provision for independent State Public Library Corporations has not been an unmitigated success.

Although State Public Library Corporation Enactments passed in Peninsular Malaysia envisaged the creation of a single public library authority in each State, the powers of these Corporations were to some extent compromised by the provision within these Enactments to:

take over any library⁽⁷⁾ in the State *with the consent of such library*, and in pursuance thereof may enter into contract or reasonable arrangement with any person, club, association or local government with the approval of the Ruler in Council (see Appendix V. Clause 9 (f)).

This provision within the Enactment permits more than one public library authority to function within the State.

Since there are so few public libraries within the country

(7) In the interpretation to the State Public Library Corporation Enactments, the terms 'mobile library' and 'public library' are defined but *not* the term 'libraries.' It must be assumed nevertheless that 'any library' means 'any public library.'

anyway, the above provision may not pose too serious a problem at the present time. However public disenchantment with the slow pace of public library provision could result in public initiatives to set up their own public library services. The PPM, the Rotary Club, Youth Clubs, KEMAS⁽⁸⁾ are actually providing some form of public library service. KEMAS has in fact the most extensive provision in this respect, mostly in the rural areas, although their *kutub khanah desa* (village libraries) are really small collections of reading materials. KEMAS does not constitute a problem in any way as it is KEMAS policy to hand over all their *kutub khanah desa* to the State Public Library Corporations whenever the latter are prepared to take them over. The more serious problem is likely to arise from local government authorities which have the backing of a Federal Act, namely the Local Government Act, 1976, which empowers them:

to establish, acquire, erect, construct, maintain, assist, promote, control and make or receive grants of money in respect of

- (i) public libraries, art galleries and museums
- (ii) botanical and zoological gardens and aquaria

within or without the local authority area limits; provided that the local authority may decide that the general management, regulation and control of any such institution established or acquired by the

(8) Community Development Unit, Ministry of Agriculture.

local authority shall be vested in and exercised by such persons whether or not members of the local authority as the local authority may from time to time appoint for that purpose.(9)

In this respect, clause 75 of the *Federal Constitution* states very clearly that:

If any State law is inconsistent with a Federal law, the Federal law shall prevail and the State law shall, to the extent of the inconsistency, be void.

It is not difficult to see that all sorts of awkward situations could develop in the future *viz-a-viz* public library authorities and their areas of jurisdiction. Amendments to the Local Government Act will clearly be necessary.

Public library development in Malaysia cannot be effectively provided on a national scale without proper planning. This will necessitate not only a long-term perspective plan for the country as a whole but also medium and short-term state level public library development plans. In Malaysia, a perspective plan - the *Blueprint For Public Library Development in Malaysia* was submitted to the Government in 1968 and has been used as the basis of public library development in the country. The Blueprint was undertaken in a three-month consultancy mission by Hedwig Anuar and is a remarkably comprehensive document. It was

(9) *Local Government Act*, 1976 Part XII, 101 (g).

prepared however at a time when there was little appreciation of the function, value or use of public libraries and hence it was necessary to give attention to specific aspects which would not normally constitute part of a perspective plan. The chapter on staffing for example covers professional qualifications for librarians, and discusses in some detail the U.K. Library Association's examinations structure for the A.L.A. and F.L.A. as well as training in the U.S.A. and Canada, Australia and New Zealand. The same chapter also touches upon the recognition of qualifications in Malaysia and provides lists of library schools in the U.K., U.S.A. and Canada. Schemes of service, salary scales, job descriptions for professional and non-professional staff were also provided. The Blueprint also included a basic list of Malay books for public libraries, sample discard lists, a policy for weeding and discarding, book selection policies for public libraries as well as model rules for public libraries. The Blueprint therefore was more than just a perspective plan. It attempted also to serve as a manual of practice. In fact, in a 229 page document, only about 99 pages were devoted to the plan proper. Quite apart from this, during the period 1 May, 1968 to 22 July, 1968, the consultant visited all States in Peninsular Malaysia, Sabah, Sarawak and

Brunei and met and discussed matters with 235 persons and institutions - a truly remarkable feat. The actual time available to the consultant therefore for the preparation of the perspective plan was strictly limited. Important aspects therefore could not be given the attention they deserved. The Blueprint therefore was only able to provide broad guidelines for the development of public library services in the country and suggested an Interim Plan Period, 1969-1970 and a First Plan Period, 1971-1975, with specific targets to be achieved in each Plan period, based on Standards (see Appendix VII) which had been drawn up. Although the Standards were useful, they were not sufficient by themselves to enable State public library authorities to plan and provide public library services on a State-wide basis. What were lacking were State public library development plans based on studies of the needs within individual States. This would necessitate a detailed assessment of the community to be served, particularly in relation to the following:

- (i) population - distribution, composition by race/community, sex and age group, growth rate, immigration/emigration, rural/urban
- (ii) education - school going population and the total in primary, secondary and tertiary education, educational institutions, literacy in the various languages, development of the reading habit

- (iii) employment - forms of employment, unemployment and composition of the unemployed by race/community, age, sex, average income, standard of living, poverty, affluence (home ownership of cars, scooters, bicycles, T.V. and radio, etc.)
- (iv) transport and communication.

Unfortunately current, up-to-date data in respect of the above is not readily available in published sources and has to be laboriously collected from State planning agencies, government departments, district offices, associations, schools and other bodies. Owing to the exacting and time-consuming nature of the task and the fact that the State public libraries have no more than one or two professional officers whose time is fully committed to the provision and maintenance of even the most rudimentary levels of service, the preparation of individual State public library development plans were invariably never undertaken. In an attempt to provide some guidelines to State public library authorities on this matter, a paper⁽⁷⁾ was jointly presented by Hedwig Anuar and D.E.K. Wijasuriya at a conference in Petaling Jaya, Malaysia, suggesting a model plan based on the State of Pahang. While the paper appears to have generated some interest, it brought no concrete results in terms of State public library development plans, even

(7) Hedwig Anuar and D.E.K. Wijasuriya. 'Organizing for effective action' in *Keperluan mengetahui ...* p.178-203.

though one of the resolutions of the conference stated that:

 this conference strongly urges state public library authorities to draw up public library development plans for their individual states based on the model plan presented at this conference. (8)

Without the backing and support of medium term development plans, proposals by State public library authorities tended to be of an *ad hoc* nature and hence were not considered favourably, on the whole, by State and Federal funding agencies. In 1978, in a further attempt to produce an actual State public library development plan as a model for other States to follow, the National Library, through the good offices of the British Council, obtained the services of a consultant, Mr. Alexander Wilson, in order to prepare a public library development plan for the State of Kedah. This Plan⁽⁹⁾ has been approved by the Board of Directors, Kedah Public Library Corporation and is being used as a basis of public library development proposals for Kedah for consideration under the Fourth Malaysia Plan (FMP). The same year a draft Public Library Development Plan for Selangor was prepared by

(8) *Keperluan mengetahui ...* p.212.

(9) Alexander Wilson. *Development Plan for the State Public Library Corporation Kedah, West Malaysia.* [Kuala Lumpur] National Library of Malaysia, 1978.

D.E.K. Wijasuriya which is to be discussed at a one-day seminar with District Officers and representatives of Government departments. In August, 1979, the Public Library Development Plan⁽¹⁰⁾ for Sabah was prepared and submitted to the State Government. A significant feature of the three development plans mentioned above is that they are all medium term development proposals covering the period up to 1990 and hence provide a conceptual framework, within which priorities can be established in keeping with changes in Government policy objectives under the Five Year Development Plans. Although the Blueprint provided a broad framework for public library development, the relative absence of individual State public library development plans during the greater part of the seventies has been one of the factors which has inhibited developments. To reinforce partly the validity of the above statement, it will be noted that the States of Selangor, Sabah and Kedah which have made appreciable progress in the provision of public library services within their respective States, are backed by medium term State public library development plans which have helped to accelerate somewhat the pace of developments.

Within the context of Malaysia therefore it must be

(10) Sabah State Library. *Development programme of Sabah State Library, 1987-1990*. [Kota Kinabalu, Sabah State Library] (undated).

fully appreciated that there are three essential planning levels in respect of public library development. The first level would be the perspective plan as represented by the Blueprint, which provides an overall national framework for long-term development. Within the framework of the perspective plan, a second planning level is necessary in order to provide for individual State public library development plans while the third and most essential level of planning would be the preparation of short/medium-term plans which should meaningfully reflect the Government's current priorities and objectives for incorporation in the Government's Five Year Development Plan. It is only at this level that budgetary allocation is made for any development proposals for public libraries and for this reason alone, if not for any other, it should receive the most serious attention. In the preparation of the Second Malaysia Plan (SMP) 1971-1975, however, State level public library planning was naturally not possible as no State public library authorities existed having a capability to prepare public library development proposals. Consequently only a brief paper from the National Archives,⁽¹¹⁾ specifying certain limited objectives was submitted. Although the

(11) The National Archives, during the period 1966-1970, incorporated a special purpose unit called the National Library Services Unit, which subsequently formed the nucleus of the National Library of Malaysia.

SMP provided a framework for the implementation of the NEP, the public library development proposals submitted did not appear to relate sufficiently to NEP objectives. Furthermore the deadline for submission of proposals for SMP was 30 April 1970, yet the Cabinet paper on public library development incorporating the views of the Treasury and the National Development Planning Committee (NDPC) was only submitted on 11 November 1970. This delay naturally effected provisions and hence it is not surprising that the SMP does not contain even a single line statement on public library development although a nominal sum was included for public library development purposes. The Mid-Term Review of the SMP, published in 1973 makes no mention of public library developments either. There are several reasons why public library development was underemphasized under the SMP, but the most important was the general pre-occupation with the establishment of the National Library in 1971, the passing of the National Library Act in 1972 and the consolidation and growth of the institution over the next few years. This was largely in consonance with the views of the NDPC that public library development should be deferred until the National Library had been established and had acquired sufficient experience in the provision of library services. It was only with the Third

Malaysia Plan (TMP), 1976-1980, that a serious attempt was made to submit proposals for State public library development for consideration. In the TMP proposals of the National Library, an attempt was made to relate public library development to the broad policy objectives of the Government under the TMP. The following excerpt illustrates this:

In many ways public library services relate directly to objectives of the New Economic Policy (NEP). The provision of educational and informational materials whether in form of books, reports, pamphlets, film or other media, in the rural or urban areas will be directly beneficial to the people. Effective public library services will supplement educational provision in rural and urban areas, it will assist in furthering agricultural development and it will provide a means for continuing education.

The desire to build a highly disciplined, motivated and just society necessitates a constant exposure to books, ideas and the accumulated experience of mankind. Public library services are one of the most effective means of realizing these objectives and should be effectively provided for. Finally public library provision and the dissemination of educational and informational materials permits the fertilization of ideas and tends to generate self-employment. This will help to siphon off youthful energies into useful endeavour ... (12)

In the TMP, published in 1976, for the very first time, public libraries were briefly mentioned:

1465. National Archives and Library.

Construction works on the National Library building will be started. This will house the

(12) National Library of Malaysia. *Third Malaysia Plan, 1976-1980*. Unpublished Report. p.20.

increasing collection of materials designed for encouraging reading habits and the spread of knowledge through the state public libraries, mobile libraries and the bulk loan services.

1466. The provision and development of public library services at the state level will be emphasised for which a sum of \$1.6 million has been provided.(13)

Apart from the State public library development proposals submitted by the National Library for the TMP, only the public library authorities in Penang, Sabah and Sarawak submitted separate proposals under the TMP. Under the *Kajian Semula Rancangan Malaysia Ketiga, 1976-1980* (Mid-Term Review of the TMP), the National Library submitted further proposals for State public library development. At the same time separate proposals were also submitted by the States of Kedah, Perlis, and Malacca. In the Mid-Term Review of the TMP, 1976-1980, published in 1979, however, the subject of public library development received no mention although an increased financial allocation was made. The National Library made special efforts in the TMP to relate public library development proposals to broader objectives of the Government, particularly the NEP. It is difficult nevertheless to establish whether the TMP allocations approved for public library development reflected a Government conviction of the role public libraries could play in realizing the primary objectives

(13) *Third Malaysia Plan, 1976-1980*. Kuala Lumpur, Government Press, 1976. p.425.

of the Government in the TMP, or whether it merely reflected a favourable financial climate and the quantum of development funding available to the Government for the implementation of projects and programmes under the TMP. Reiterating the fact that development funding for public libraries has largely been provided on the basis of proposals submitted by the National Library, rather than by State public library authorities, it would be reasonable to deduce that many public library authorities have failed in the past to appreciate the importance of incorporating State public library development proposals within the Five Year Development Plans and to relate them meaningfully to broader national objectives. This has naturally worked to the disadvantage of the States concerned and greatly slackened the pace of public library development. The Fourth Malaysia Plan (FMP), 1981-1985 is now in the final stages of preparation by individual agencies, prior to submission to the government for consideration. However, as at December 1979, only public library authorities in Selangor and Malacca have prepared public library development proposals for inclusion in the FMP although at a meeting at the National Library on 5 September 1979, representatives of State public library authorities present were urged to submit their FMP proposals to the competent

authority within the deadline specified. In order to make up for those States which may not submit any public library development proposals at all for the FMP, the National Library has incorporated in its own development proposals for the FMP, provisions for public library development within individual States. Here again, special care was taken to associate public library development with the broader policy objectives of the Government under the FMP. The following excerpt from the National Library's FMP proposals, submitted to Government on 4 December, 1979, illustrate this point clearly:

Perpustakaan Negara Malaysia akan menggalakkan pembangunan perpustakaan awam yang menyeluruh di seluruh negara supaya tiap-tiap orang dalam negara akan dapat menikmati perkhidmatan perpustakaan awam. Perkhidmatan perpustakaan awam merupakan salah satu perkhidmatan sosial dan pelajaran dalam rancangan pembangunan negara. Penggunaan perpustakaan dapat membawa kepada perkembangan pelajaran, sosial dan ekonomi. Ini adalah sejajar dengan Dasar Ekonomi Baru untuk menyusun semula masyarakat Malaysia iaitu meluaskan kemudahan-kemudahan pelajaran dan latihan, perkhidmatan-perkhidmatan sosial yang lain dan infrastruktur negara. Perkhidmatan perpustakaan yang berkesan dapat menampung keperluan pelajaran kanak-kanak dan belia. Untuk menyediakan dimasa hadapan satu generasi masyarakat yang berdisiplin dan mempunyai nilai dan sikap hidup yang tinggi, pendedahan yang berterusan kepada pemikiran serta pengalaman manusia menerusi buku, majallah dan lain-lain bahan perpustakaan adalah perlu. Penyebaran bahan bacaan dan maklumat membenarkan belia-belia lepasan sekolah mengubah corak pemikiran mereka dan meneruskan pengetahuan mereka. Ini dengan sendirinya akan memberi mereka peluang memajukan diri sendiri untuk mereka mencari pekerjaan sendiri supaya dapat memperbaiki keadaan

ekonomi mereka. Ini juga sejajar dengan Dasa Ekonomi Baru iaitu meluaskan peluang-peluang bagi mereka-mereka yang bergiat dalam usaha-usaha rendah daya pengeluaran supaya dapat mereka menjalankan perusahaan-perusahaan yang lebih produktif. Tabiat suka membaca dikalangan disemua golongan perlu ditanam dan dipupuk dari sekarang juga. Rakyat yang pandai membaca akan membawa satu keuntungan kepada negara oleh kerana ia akan menerima dan bertindak kepada segala perubahan yang diperlukan dalam melaksanakan rancangan-rancangan pembangunan. (14)

Translation

The National Library will promote the development of public libraries throughout the country in order to enable every person in the country to have access to public library services. Public library services constitute a social and educational facility in the development of the country. The use of libraries facilitates educational, social and economic development. This is in keeping with the New Economic Policy to restructure Malaysian society by extending education and training facilities, social services and the national infrastructure. Efficient library services will support the educational needs of children and young people. In order to develop a future generation which is disciplined and which possesses high ideals and values, a continuous exposure to the ideas and experiences of mankind through books, journals and other library materials will be necessary. The dissemination of reading materials and information will enable school leavers to change mental attitudes and increase their knowledge. This in itself will give them the opportunity for self-development and self-employment and will enable them to better their economic conditions. This too is in keeping with the New Economic Policy, namely to provide greater opportunities to those at the smaller entrepreneurial levels to further increase their productivity. It is also necessary to inculcate and to foster the reading

(14) Perpustakaan Negara Malaysia. *Rancangan Malaysia Keempat, 1981-1985*. Kuala Lumpur, 1979. National Library of Malaysia. Fourth Malaysia Plan, 1981-1985 [Unpublished document.]

habit at all societal levels. A populace able to read is a great asset to the country since they would be able to accept and respond to the changes required of them in the implementation of development plans.

The ultimate reaction of the Government to the FMP proposals of the National Library however are only likely to be known towards the latter half of 1980.

Based on the actual experience thus far, there can be little doubt that the public library planning machinery in individual States is extremely weak. Carlos V. Penna, in his paper on planning library services,⁽¹⁵⁾ quotes various authorities who stress that planning is a continuous process. There is no doubting the wisdom behind the statement. Unfortunately none of the State public library services maintain a planning office, or even a planning officer. The task of planning usually devolves on young, inexperienced and over-worked librarians, usually snowed under by housekeeping operations.

Development plans and proposals, if at all prepared, are often sketchy, not well-thought out and poorly presented. Such proposals do not stand up to careful scrutiny by officers in the NDPC and EPU and require the active support of the National Library in order to realize some measure of budgetary support. The Blueprint envisaged that:

(15) Carlos Victor Penna. 'Planning library services.'
Unesco Bulletin for Libraries. 21(2):60-92, 1967.

The development of public libraries should as far as possible be integrated with that of the National Library, with the latter gradually taking on the responsibility for the planning and integrated development of public library services, including the periodic revision of standards of library service ... In possibly the second or at latest in the third plan period, when the infrastructure of library services has been established, the national planning of all types of library services should be undertaken by a national library Advisory Board headed by the Director of the National Library, to coordinate and plan the services of all types of libraries ... (16)

To some extent, the National Library has provided some planning assistance, particularly during the last two years to State public library authorities. The development plan prepared by Alexander Wilson for the Kedah Public Library Corporation in 1978 was in fact sponsored by the National Library with the co-operation and support of the British Council. The draft plan prepared by D.E.K. Wijasuriya for Selangor could be considered in the same light. The Wilson Plan particularly was designed to serve as a guideline for other States to follow. This was necessary because the National Library did not have the personnel resources required to undertake the preparation of State public library development plans as well as short term development proposals for incorporation in the FMP. There is no denying the fact that the planning machinery within the National Library

itself is deficient, particularly in terms of manpower and resources. To a large extent, this has itself been the outcome of its role as defined in the National Library Act "to promote a nation wide system of free public libraries ...". Experience has shown that it is quite unrealistic to expect State public library authorities to upgrade their planning machinery in the immediate future, when the basic infrastructure to provide even normal services to the public has not been developed yet. The National Library's role in terms of overall planning for State public library services, in keeping with the recommendations of the Blueprint must therefore be made more positive, through appropriate legislative provisions. Serious consideration can then be given to the establishment of a Planning Unit within the National Library which could gradually be upgraded into a Library Planning and Research Division, somewhat on the lines of the Education Planning and Research Division (EPRD) established within the Malaysian Ministry of Education in the mid-sixties.

From the standpoint of organizational structure and planning therefore, the public library system in the country faces a number of constraints which either singly or in combination, are undermining the system. Perhaps the most serious of these constraints has been the failure to

provide for a system of checks and balances to ensure that public library authorities function in an efficient manner. In particular, the failure to provide within the portfolio of a Federal Minister responsibility for public library development in the country must be deemed to be a serious oversight. Inconsistencies between Federal and State legislation has permitted the establishment of more than one public library authority within each State. This is already creating problems now and could create many more in the future. An equally serious oversight has been the failure to provide the National Library with sufficient authority by way of legislative provisions, to function effectively as the executive arm of the Ministry for public library development purposes. Thus, the entire development of public library services in the country has devolved on independent State public library authorities, which no Federal agency is empowered to control or even question. The result of this has been that, with the exception of a few progressive States, public library development has been relatively slow if not stagnant. Clearly shortcomings in the organizational structure will have to be overcome. Some amendment to Federal and State legislation will be necessary. The incorporation of public library responsibility within the portfolio of a Federal Minister will necessarily require Cabinet consideration and approval as well as

appropriate provisions within the Federal Public Library Act referred to in the previous chapter. Amendments to the Ministers of the Federal Government Order, 1979, will also be necessary. However the question of responsibility of State public library authorities to a Federal Minister, may present some problems since these authorities are largely established by State enactments and the chairmen and members of the boards/committees of these authorities are largely appointed by the Chief Ministers of the States concerned. The question is a complex one and will therefore have to be studied carefully. At the same time, the National Library too, through legislative provisions will have to be vested with sufficient authority to enable it to play a more decisive role in public library development. Provision within the Federal Public Library Act would be appropriate, with suitable clauses amending or repealing the inadequate provisions in this respect, within the National Library Act itself. As a logical concomitant to this, the manpower and other resources within the National Library will have to be progressively augmented. This will enable the National Library to prepare or assist in the preparation of State public library development plans as well as the submissions under the five-year development plans. It will also enable the National Library to establish standards of provision, carry out periodic inspections and checks, and recommend to the Ministry responsible action that must be taken.

CHAPTER VII FINANCIAL PROVISIONS

Few will question the fact that in the final analysis, financial provisions condition the pace of developments. However prevailing financial conditions in Malaysian public libraries relate essentially to the recommendations of the Blueprint and the subsequent implementation of those recommendations. The problem regarding public library financing in Malaysia does not appear to be the perennial problem faced by many developing countries of limited national financial resources. Rather, it appears to be the result of a system which has placed too heavy an onus for public library financing on State Governments, many of whom are unable to meet the full costs from State revenue sources alone.

The recommendations of the Blueprint on public library financing are clearly illustrated in the following statement:

As it is recommended that library services [be] provided primarily by the states, the states should meet the annually recurrent costs of library service as far as possible. However, where states are unable to provide library services owing to low economic or population base, per capitation grants should be provided by the federal government to enable them to do so. The federal contribution should be otherwise confined to grants for capital expenditure on buildings, equipment and initial bookstock. Some local authorities ... are financially strong enough to be able to make a substantial contribution towards public library service within their states ... it is possible for the local authorities to contribute to public library services in any or all of the following ways:

- (a) provision of premises for library services which should be rent free and should also include the payment of lights, water and other facilities.
- (b) provision of maintenance staff for the library building and grounds, i.e. cleaners, watchmen and gardeners
- (c) provision of staff salaries for library staff serving in branch libraries or other library service points within the local authority area
- (d) an outright grant each year to the corporation based on the number of population or number of readers served as a contribution towards the cost of library service provided by the public library (1)

It will be seen from the above except therefore that the major recommendation of the Blueprint on financial provisions was that all recurrent expenditure for public library services within individual States would be met substantially by the States and capital development expenditure by the Federal Government. However, the Subcommittee on Public Libraries appointed by the National Library Committee to study the Blueprint, suggested some changes in the financial provisions. In particular it suggested that:

... both recurrent costs of public library service and capital costs of buildings, equipment and initial bookstock should be borne by the States. However local authorities should contribute wherever feasible in the form of funds, premises or other such means. The Federal Government through the National Library should consider providing financial assistance to those States meeting the criteria which would be set up by the

(1) *Blueprint*. Op. cit. p.97.

National Library" (Appendix IV, Sect. IV: Finance)

Based on the recommendations of the Subcommittee, the NLC prepared its Memorandum on Public Library Development to the Cabinet. (see Chapter III, p.77-81). However, the formulae of Federal funding for capital development expenditure and State funding for annually recurrent expenditure was not explicitly presented to Cabinet for decision, although the Report of the Subcommittee was attached to the Memorandum as an appendix. The views of the Treasury and the NDPC which were incorporated in the Memorandum however gave some indication of the thinking of Government financial authorities at that time towards the question of public library funding. The Treasury in particular stated:

Perbendaharaan ... menyetujui pada dasarnya atas chadangan² ... semua negeri hendaklah digalakkan supaya menyediakan peruntukan dalam Rancangan Malaysia Kedua. Kerajaan Persekutuan boleh menimbangkan pertolongan bagi belanja pembangunan, nasihat² dan perkhidmatan teknik apabila Kerajaan² Negeri sendiri telah memulakan usaha untuk menubuhkan perpustakaan dibandar² utama mereka. (2)

Translation

The Treasury ... agrees in principle to the proposals. All states should be encouraged to prepare financial allocations for the SMP. The Federal Government can consider assistance for development expenditure, advise and technical services when state governments themselves have taken the initiative to establish libraries in their major towns.

(2) *Memorandum.* Op. cit. p.5.

As will be clearly seen, the Treasury statement made no explicit reference to the formulae of Federal funding for capital development expenditure and State funding for annually recurrent expenditure. It did however concentrate on capital development expenditure and indicated the possibility of Federal funding assistance. The NDPC statement in contrast tended to concentrate on the problem of annually recurrent expenditure:

Kerajaan2 negeri/Majlis2 tempatan hendaklah sebagai permulaan, menguntokkan wang perbelanjaan dalam belanjawan tahunan mereka dengan kerjasama penoh dari orang2 awam untuk penubuhan dan penyelenggaraan perpustakaan awam. (3)

Translation

State governments/local authorities should initially allocate funds in their annual budgets and with full cooperation from the general public establish and maintain public libraries.

Here again the Federal/State formulae for funding for public libraries has not been explicitly referred to. Instead, an indication is given that annually recurrent expenditure should be shouldered by State Governments, local authorities and also the general public (presumably through donations or fees). It is indeed most fortunate that the views of the NDPC and the Treasury did not support the Subcommittee recommendation that annually recurrent and capital development expenditure be met by the States. Instead, the statements

(3) Ibid. p.5.

implied some sort of Federal/State cooperation in public library funding. The Cabinet decision which endorsed the recommendations of the Memorandum, authorised the National Library Committee to ensure its implementation. This implementation which is being exercised through the National Library has to some extent brought about a tacit acceptance of the concept of State Government responsibility for meeting the annually recurrent costs of public library services and Federal Government responsibility for capital development expenditure. However acceptance of the concept does not necessarily mean that financial provisions, both annually recurrent and capital development will be commensurate with the needs.

Existing legislative provisions in respect of public library financing, by and large, merely indicate the sources of funding and not the quantum or the basis of funding which should be provided. The provisions of the Kedah State Public Library Corporation Enactment (see Appendix V, Part III (10) and Part V (16-20)), which are similar to provisions in other State public library corporation Enactments are illuminating in this respect. In particular, Part V, clause 16 of the Enactment states:

The funds of the corporation shall consist of:

- (a) such sums as are from time to time appropriated by the State Legislative Assembly for that purpose

- (b) such sums as may be contributed by the authorities mentioned in the Schedule for the purposes of the Corporation
- (c) such sums as may from time to time be donated by the State or Federal Government, Government of any other state or by any other person for the purposes of the Corporation
- (d) such sums as may from time to time be raised by the Corporation by loan
- (e) such sums as may be collected by the Corporation by way of fees or fines
- (f) all interest on investments of any part of the Fund
- (g) all such sums as may be derived by the Corporation directly or indirectly from the movable or immovable property belonging to the Corporation,

while Part III clause 10 of the same Enactment states:

The Corporation may from time to time borrow, at such rate of interest and for such period and upon such terms as to the time and method of repayment and securing the repayment and otherwise as the State Government may approve, any sum necessary for meeting any capital expenditure ...

It could well be that existing legislative enactments should have specified minimum financial allocations that must be provided for public library services. In fact Gardner suggests that in the preparation of public library legislation, due consideration should be given to some twenty two principles. In the context of public library financing, he states that:

There should be authority for taxation by the local authority, the scale of tax to be determined by the

central authority and subject to alteration by regulation. No maximum amount of tax should be named and the minimum rate should be according to the progress of the service. If the named unit has revenue from sources other than property tax (highways, sales tax, etc.) then there should be powers to allocate part of general taxation to public library funds.

There should be provision for financial assistance by central government, with a graduated scale of grant according to the tax capacity of the administrative unit and the rate of progress in meeting the provision of the Act. Generally, it should be envisaged that, in the early stages, central financial assistance should be 75 percent or more of total expenditure with gradual decrease as a service becomes established and covers the whole of an administrative area.

The grant system will naturally vary according to the financial relations between central and local government, but contingent grants and grants based on relative population should be avoided. The aim should be to compel the provision of a service supported by local finance as far as possible, but encouraged by central government finance coming from general taxation. In a federal state, central and state grants should be available if possible. (14)

Unfortunately, Gardner's study only became available in 1971, nearly 4 years after the Blueprint. While the above principles would merit serious consideration in the preparation of the Public Library Act, mentioned in Chapter IV, it is very likely that in the financial climate prevailing in the late sixties, any attempt to incorporate some of the above principles in public library legislative provisions may only have further post-

(4) Gardner. Op. cit. p.278.

poned the development of facilities and services. Development priorities were different then and it is highly unlikely that government authorities would have accepted any legislative arrangements to compel minimum financial provisions. Public library development as a low priority issue could easily be postponed on the grounds that the people generally would not be likely to miss what they have never experienced.

Largely therefore on the basis of the Blueprint recommendations and the Memorandum on Public Library Development to the Cabinet, public libraries in Malaysia have been funded. The Tables which follow depict in Malaysian dollars⁽⁵⁾ the recurrent and capital development budgetary provisions for all State public library systems. In all States, the recurrent budgetary provisions are made largely by the State Governments and to some extent by local government authorities except in Johore and Perak, where financial provision is made largely by the municipalities and other local government authorities. The Federal Government provides no assistance to the States in this respect despite the Blueprint recommendation that the Federal Government should provide funds on an annual per capita basis to States which are unable to provide for the full costs of public library service. Budgetary

(5) US\$1.00 = M\$2.20; £1.00 = M\$4.92.

Table 10

Budget Allocations

State: Johore

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	56,382	73,546	41,334	171,262
1979	101,600	75,000	42,910	219,510
1980	114,200	95,000	56,500	265,700

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971				25,000	25,000
1972					
1973		84,000			84,000
1974					
1975				20,905	20,905
1976					
1977				10,000	10,000
1978					
1979	13,229				13,229
1980	20,000		100,000		120,000
				Total	273,134

Source: Public Library Development: Johore (National Library.
File Series. 660/11)

Table 11

Budget Allocations

State: Kedah

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	103,050	90,000	59,200	252,250
1979	155,901	126,350	69,350	351,741
1980	226,900	361,740	83,810	672,740*

* Allocation requested

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974	9,800		49,980	38,220	98,000
1975					
1976					
1977		80,000	20,000		100,000
1978	50,000				50,000
1979			30,000		30,000
1980	1,500,000				1,500,000
				Total	1,778,000

Source: Public Library Development: Kedah. (National Library File Series 660/9).

Table 12
Budget Allocations

State: Kelantan

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	20,000	13,200	1,750	35,000
1979	20,050	13,200	1,750	35,000
1980	67,260	44,840	5,900	118,000*

* Allocation requested

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975	13,000		66,000	21,000	100,000
1976					
1977					
1978					
1979			190,000	11,960	201,960
1980	1,500,000			99,020	1,599,020
				Total	1,900,980

Source: Public Library Development: Kelantan. (National Library. File Series 660/3).

Table 13
Budget Allocations

State: Malacca

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	18,518	1,270	12,140	31,928
1979	29,500	40,720	32,280	102,500
1980*				

*No allocation has been made for 1980 yet.

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975					
1976					
1977					
1978	15,000		70,000	20,000	105,000
1979					
1980	800,000				800,000
				Total	905,000

Source: Public Library Development: Malacca. (National Library. File Series. 660/6).

Table 14
Budget Allocations

State: Negeri Sembilan

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	2,940	1,150	895	4,985
1979	12,508	86,711	12,740	128,959
1980				

A provisional allocation of \$45,000 has been made for 1980

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975					
1976					
1977					
1978			32,000	38,000	70,000
1979					
1980					
Total					70,000

Source: Public Library Development: Negeri Sembilan
(National Library. File Series. 660/5)

Table 15

Budget Allocations

State: Pahang

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	50,804	71,172	25,763	147,739
1979	77,893	116,310	86,850	281,053
1980	91,092	130,350	69,190	290,632

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975	6,650		66,531	24,659	97,840
1976					
1977					
1978			100,000		100,000
1979					
1980					
Total					197,840

Source: Public Library Development: Pahang (National Library. File Series. 660/1)

Table 16
Budget Allocations

State: Penang

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	75,422	32,517	30,416	138,376
1979	78,016	32,724	36,000	146,740
1980	133,270	245,880	51,990	431,140

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973			36,000	14,000	50,000
1974					
1975					
1976					
1977		47,000	23,000		70,000
1978			25,000	5,000	30,000
1979					
1980					
Total					150,000

Source: Public Library Development: Penang.
(National Library. File Series. 660/4)

Table 17

Budget Allocations

State: Perak

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	161,000	100,000	77,000	338,700
1979	170,000	100,000	104,780	374,780
1980	165,000	110,000	128,550	403,550

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975					
1976	1,500,000			150,000	1,650,000
1977					
1978					
1979					
1980	50,000		100,000		150,000
				Total	1,800,000

Source: Public Library Development: Perak
(National Library. File Series. 660/10)

Table 18

Budget Allocations

State: Perlis

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	27,442	10,000	7,700	45,142
1979	32,392	20,000	14,600	66,992
1980	39,594	15,000	15,406	70,000

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975					
1976	15,000		85,000		100,000
1977					
1978		35,000	15,000		50,000
1979					
1980	1,000,000				1,000,000
				Total	1,150,000

Source: Public Library Development: Perlis.
 (National Library. File Series 660/7.)

Table 19
Budget Allocations

State: Sabah

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	596,770	301,000	389,800	1,287,570
1979	963,550	410,000	488,620	1,862,170
1980	965,000	400,000	440,800	1,805,800

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971	-	-	53,000	5,000	58,000
1972	-	-	61,400	6,000	67,400
1973	-	-	62,000	4,000	66,000
1974	-	-	172,500	11,744	184,244
1975	1,700,000	26,747	390,000	9,700	2,126,447
1976	600,000	46,947	300,000	6,000	952,947
1977	-	-	233,000	41,200	274,200
1978	-	51,000	301,000	21,400	373,400
1979	-	-	410,000	44,400	454,400
1980	-	-	400,000	45,000	445,000
Total					5,002,038

Source: Public Library Development: Sabah.
(National Library. File Series. 660/12)

Table 20

Budget Allocations

State: Sarawak

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	190,381*	100,000	55,610	345,991
1979	165,510	100,000	62,760	328,270
1980	171,940	120,000	63,480	355,420

* including payment of CCR salary arrears

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971	115,619	-	22,833	-	138,452
1972	30,374	-	50,877	-	81,251
1973	-	-	139,182	-	139,182
1974	33,000	-	71,975	-	104,975
1975	17,000	-	53,297	-	70,297
1976	32,000	-	48,000	-	80,000
1977	-	-	38,000	-	38,000
1978	8,000	-	72,000	-	80,000
1979	143,000	-	7,000	-	150,000
1980	150,000	-	150,000	-	300,000
				Total	1,182,157

Source: Public Library Development: Sarawak.
 (National Library. File Series. 660/13).

Table 21
Budget Allocations

State: Selangor

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	374,058	298,085	172,177	844,320
1979	394,569	350,000	162,540	907,109
1980	454,116	350,000	188,000	996,116

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971	56,857				56,857
1972	21,939			38,399	60,338
1973	13,000			35,216	48,216
1974	80,255				80,255
1975	81,000			165,526	246,526
1976	10,000			102,787	112,787
1977	7,000			29,959	36,959
1978				106,070	106,070
1979					
1980					
				Total	748,008

Source: Public Library Development: Selangor.
(National Library. File Series. 660/8)

Table 22
Budget Allocations

State: Trengganu

Annually Recurrent

Year	Salaries	Books	Other	Total
1978	46,040	78,851	25,109	150,000
1979	111,641	188,020	50,339	350,000
1980	247,491	701,990	105,880	1,055,281

Capital Development

Year	Buildings	Mobiles	Books	Equipment	Total
1971					
1972					
1973					
1974					
1975					
1976					
1977	2,400		75,000	47,600	125,000
1978					
1979			125,000		125,000
1980					
Total					250,000

Source: Public Library Development: Trengganu
(National Library. File Series. 660/2)

provision for capital development purposes however is made largely by the Federal Government for all States in Peninsular Malaysia except in the case of Perak, Johore, Selangor and Trengganu where the State Governments and/or the Local Government Authorities have also made provision. In Sabah and Sarawak, all capital development funding is borne largely by the State Governments. It is quite clear that financial provision between individual States varies greatly. Selangor and Trengganu operate with an annual budget of nearly \$1 million while Sabah has a recurrent budget of over \$1.8 million. Most other States however operate with a budget ranging from \$100,000 - \$500,000. It is undeniable that financial provisions for public libraries have improved greatly since the Blueprint (see Table 23). Considered overall however, the provisions are inadequate. Financial provisions appear to relate directly to the ability of the State to pay for public library services. Many States have great difficulty in making adequate budgetary provision for public library services. As a result of this, several State corporations have set up fund-raising committees, some are considering going into business ventures, particularly publishing to raise money, others have considered building larger buildings for the State central library in order to rent out excess space and

Table 23
Expenditure of Public and Subscription Libraries, 1965-68^a

	1965		1966		1967		1968
	Estimated	Actual	Estimated	Actual	Estimated	Actual	Estimated
WEST MALAYSIA							
JOHORE:	\$	\$	\$	\$	\$	\$	\$
Batu Pahat	5,160	3,409	7,160	3,008	6,260	2,643	4,460
Muar	5,170	4,600	5,070	4,828	6,070	5,194	6,070
Segamat	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
Sultan Ismail Lib., Johore Bahru	62,120	50,325	62,530	43,164	87,200	43,791	57,178
KEDAH : Alor Star	12,000	19,473	18,780	13,417	19,375	18,363	20,106
KELANTAN: Kota Bahru	n.a.	n.a.	n.a.	n.a.	n.a.	8,983	n.a.
MALACCA: Dewan Hang Tuah Lib., Malacca Town	n.a.	11,604	n.a.	25,317	n.a.	14,501	n.a.
NEGERI SEMBILAN:							
Port Dickson ^c	-	-	n.a.	n.a.	n.a.	n.a.	n.a.
Seremban	n.a.	5,334	n.a.	7,241	n.a.	5,442	7,500
PENANG: Penang	36,120	36,751	47,395	39,630	47,930	40,326	48,495
PERAK							
Ipoh	48,100	62,310	68,950	67,986	87,050	83,461	99,610
Taiping ^d	-	-	-	-	6,500	6,394	3,500
SELANGOR							
Klang	n.a.	5,528	n.a.	6,099	n.a.	6,539	n.a.
Kuala Lumpur Book Club	n.a.	42,844 ^b	n.a.	41,122 ^b	n.a.	46,391 ^b	n.a.
EAST MALAYSIA:							
SABAH: Kota Kinabalu (Central Lib. 16 Branches)	109,545	80,910	117,337	97,367	123,367	122,649	169,945
SARAWAK: Central Library, Kuching, (excluding exp. of local govts.)	73,867	64,883	78,719	74,120	89,606	77,151	100,196

Sources: a. 1968 PPM questionnaire, figures rounded to the nearest dollar (excluding Malacca and Selangor Mobile Libraries).
b. Kuala Lumpur Book Club. *Annual report 1965-67*. figures rounded to the nearest dollar.
c. Started 1966.
d. Started 1967.

* Source: Blueprint

some have even considered reintroducing membership subscription fees. The Blueprint rationale that public library corporations:

would be able to solicit additional funds from the public, to raise loans and to invest money, and to attract grants from trusts or foundations interested in promoting library development ... (6)

has not been borne out in practice. Efforts on the part of a few State corporations in this respect have only realized somewhat niggardly sums, despite the fact that donations to some of these corporations are exempt from income tax. After nearly a decade, none of the Corporations have ever raised a loan (which in any case must be with the sanction of the State Government) simply because of a lack of confidence in their ability to sustain repayments over extended periods. The tempo of economic activity in most States is somewhat limited and hence the prospect of supplementary funding from the public and from non-governmental sources within the States is somewhat limited. Even State revenue sources themselves are somewhat limited. According to the Tenth Schedule to the Federal Constitution, State revenue is mainly derived from two sources:

- (i) grants which the Federal Government is obliged to make to the States

(6) *Blueprint*. Op.cit. p.69.

- (ii) taxes, fees and other sources of revenue specified in the Constitution, which are collected, levied or raised within the State.

Articles 109, 112c and 161c(3) of the Federal Constitution requires the Federal Government to make two grants to each State in respect of each financial year:

- (i) a capital grant at the following rates:

- (a) for the first 100,000 persons at the rate of \$20 per person

- (b) for the next 150,000 persons at the rate of \$10 per person

- (c) for the next 250,000 persons at the rate of \$6 per person

- (d) for the remainder at \$3 per person

- (ii) a State road grant, based on the total mileage of state roads which qualify for a grant multiplied by the average cost of maintaining a mile of state road, inclusive of costs of repair and maintenance of bridges, viaducts, culverts, etc.

This rate has been established at \$4,500 per mile.

Other sources of revenue assigned to States include:

- (i) revenue from toddy shops

- (ii) revenue from lands, mines and forests

- (iii) registration from licences
- (iv) entertainment duty
- (v) fees in courts other than federal courts
- (vi) fees and receipts for specific services rendered by departments of State Governments
- (vii) revenue of town boards, town councils, rural boards, local councils and similar local authorities
- (viii) receipts in respect of water supplies
- (ix) rents on State property
- (x) interest on State balances
- (xi) receipts from land sales and sales of State property
- (xii) fines and forfeitures in courts
- (xiii) Zakat, Fitrah and similar Islamic religious revenue
- (xiv) treasure trove

The Constitution also provides for additional sources of revenue which are assigned to the States of Sabah and Sarawak. These include

- (i) import duty and excise duty on petroleum products
- (ii) export duty on timber and forest produce
- (iii) royalties levied on minerals

(iv) sales taxes

(v) fees and dues from ports and harbours etc.

Table 24 illustrates clearly the great variations in State revenue, from the sources allowed for in the Constitution. Perlis (\$6.7 million), Malacca (\$22.7 million), Kelantan (\$31.6 million), Penang (\$42.9 million), Kedah (\$43.3 million) and Negeri Sembilan (\$53.4 million) could be considered the most disadvantaged States. Trengganu (\$64.6 million), Pahang (\$100.4 million), Johore (\$100.6 million) and Perak (\$143.3 million) would fall into a separate category of States in a somewhat better financial position leaving Sarawak (\$205.3 million), Selangor (\$227.7 million) and Sabah (\$524.8 million) to fall within the category of more affluent States. Table 24 will also show clearly that all States with the exception of Sabah and Trengganu operate on the basis of a deficit budget. In fact deficit financing has increasingly become a phenomenon of state budgeting. As Suffian has rightly pointed out:

Unlike many other federal governments, the Federal Government of Malaysia is much more powerful, viz-a-viz State Governments, especially in financial matters. The states except the East Malaysian states have very limited sources of revenue and therefore limited capacity to expand their activities and programmes. A number of states, notably, Kedah, Perlis and Kelantan, have been in deficit for several years and are not in a position to meet their own current expenditure. (7)

(7) Mohamed Suffian bin Hashim. *An introduction to the constitution of Malaysia*. Kuala Lumpur, Jabatan Cetak Kerajaan, 1972. p.155. [Tun Suffian is Lord President of the Malaysian Judiciary.]

Table 24

Estimates of Revenue and Expenditure
1978

State Governments	Revenue	Expenditure
Johore	100,694,345*	110,348,595
Kedah	43,309,613*	57,788,485
Kelantan	31,630,090*	32,984,878
Malacca	22,746,650*	28,527,326
Negeri Sembilan	53,489,030*	57,330,725
Pahang	100,432,195*	105,376,343
Penang	42,980,370*	44,480,370
Perak	143,363,771*	144,486,356
Perlis	6,757,044*	11,197,811
Sabah	524,818,038*	524,198,790
Sarawak	205,360,290*	304,107,205
Selangor	227,780,000*	261,182,040
Trengganu	64,638,368*	55,937,669
Total	1,567,999,804	1,737,946,693

Federal Government

Malaysia	8,275,680,000	8,057,735,866
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*Inclusive of Annual Capitation and Road Grants

Sources: (i) State Estimates of Revenue and Expenditure, 1978.

(ii) Federal Estimates of Revenue and Expenditure, 1978.

Despite various changes in Federal/State fiscal arrangements since Independence in 1957 and the formation of Malaysia in 1963, there is still a considerable fiscal imbalance between the Federal Government and the States. While State responsibilities have increased considerably, there has not been any significant increase in State revenue. In fact the combined revenue of all the States for 1978, inclusive of Federal grants only amounted to 19% of the total Federal revenue for the year. A closer examination of State revenue for 1978 (see Table 25) will reveal that the Federal grants account for a significant proportion of the total State revenue. It must be deduced therefore that without Federal grants, the States would not be able to carry out many of their functions and responsibilities effectively. Looking at State public library expenditure in 1978 as a percentage of total state expenditure as well as a percentage of expenditure per head of population, one is struck both by the disparity as well as the infinitesimal nature of the commitment in general (see Table 26). As a result of this, in the State Estimates of Revenue and Expenditure, public library budget allocations constitute only a line item, usually subsumed under the heading miscellaneous services. Only in the State Estimates of Revenue and Expenditure for Sabah and Sarawak, is a detailed budget allocation for the library service given.

Table 25
Federal Grants to States

State Governments	State Revenue	Federal Grants	%
Johore	100,694,345	22,247,540	22
Kedah	43,309,613	12,919,697	29.8
Kelantan	31,630,090	11,900,040	37.6
Malacca	22,746,650	5,823,246	25.6
Negeri Sembilan	53,489,030	9,339,460	17.4
Pahang	100,432,195	12,611,235	12.5
Penang	42,980,370	16,050,300	37.3
Perak	143,363,771	51,436,687	35.8
Perlis	6,757,044	3,584,822	53
Sabah	524,818,038	44,735,748	8.5
Sarawak	205,360,290	33,470,000	16.3
Selangor	227,780,000	77,550,000	7.7
Trengganu	64,638,368	11,499,508	17.8
		Average	24.7

Source: State Estimates of Revenue and Expenditure,
1978

Table 26

Public Library Expenditure 1978

States	Population	\$ Public Library Expenditure	\$ State Expenditure	% of State Expenditure	\$ Expenditure per Head
Johore	1,593,713	216,083	110,348,595	.19	.13
Kedah	1,150,711	252,250	57,788,485	.4	.21
Kelantan	818,332	35,000	32,984,878	.1	.04
Malacca	493,496	31,928	28,527,326	.1	.06
Negeri Sembilan	596,240	4,985	57,330,725	.007	.008
Pahang	689,193	147,739	105,376,343	.1	.21
Penang	924,057	138,376	44,480,370	.3	.14
Perak	1,869,242	338,770	144,486,356	.23	.18
Perlis	140,724	45,142	11,197,811	.4	.32
Sabah	810,795	1,287,570	524,198,790	.24	1.58
Sarawak	1,220,794	345,991	304,107,205	.11	.28
Selangor	1,278,883	672,148	261,182,040	.25	.52
Trengganu	510,165	150,000	55,937,669	.26	.29

There can be little doubt that existing financial provisions for public libraries are far from satisfactory; they have resulted in uneven provisions and have adversely affected the pace of developments in many States. It is doubtful whether legislation alone compelling minimum financial provision on the part of State Governments for public library service is going to solve any problems. Compulsion if any must be backed by the ability to pay. In this respect, there are three policy options which could be considered by the authorities:

- (i) transferring certain State Government functions to the Federal Government, such as the provision of public library services
- (ii) increasing the quantum of Federal grants to the States
- (iii) increasing the fiscal autonomy of the State Governments by means of a redistribution of tax powers from the Federal Government to the State Government.

Each of the options pose complex questions and will require careful study. In the meantime, as an interim measure, annual appropriations could be made by the Federal Government to the National Library Fund to be

disbursed to States in accordance with specific criteria, in order to supplement financial provisions in those States unable to meet the full costs of service. Such appropriations would be entirely in keeping with the provisions for the National Library Fund within the National Library Act, which stipulate that:

Notwithstanding the provisions of the Financial Procedure Act, 1957 and the Development Funds Act, 1966 there shall be paid from time to time into the Fund:

- (a) such sums as may be appropriated by Parliament from the Development Fund for the purposes of library development
- (b) moneys received by way of donation or bequest for the purposes of the library
- (c) interest received from the investment of moneys standing to the credit of the Fund
- (d) any other moneys received by the government in such circumstances as the Minister of Finance considers appropriate to be paid into the Fund

The Act also stipulates that:

moneys standing to the credit of the Fund may be applied by the Director-General for the following purposes:

- (a) payment for the cost of library material and services acquired for the purposes of library development
- (b) any other payment for the purposes of library development (see Appendix III)

From the long term point of view and in relation

particularly to the second option mentioned earlier, namely the possibility of increasing the quantum of Federal grants to the States, it may be necessary to examine clause 82 of the Federal Constitution which stipulates that:

where any law or executive action relating to any of the matters enumerated in the Concurrent List involves expenditure, such action shall be taken under this Constitution as will ensure that, unless otherwise agreed, the burden of that expenditure is borne

- (a) by the Federation, if the expenditure results either from federal commitments or from state commitments undertaken in accordance with federal policy and with the specific approval of the Federal Government
- (b) by the State or States concerned, if the expenditure results from State commitments undertaken by the State or States on its or their own authority

It is pertinent in this context to recall that the subject "libraries" is still on the Federal List in the Ninth Schedule to the Federal Constitution, although the State Legislatures Competency (Amendment) Order, P.U. 296/1968 in effect transferred the subject to the Concurrent List. Malaysia's experience in the planning, provision and financing of public library services seems to suggest that basic Constitutional provisions were not studied in sufficient detail prior to the preparation of the Perspective Plan as a result of which financial provisions have been adopted which have not been conducive to overall development.

CHAPTER VIII MANPOWER RESOURCES

While preceding chapters have dealt with various elements of the infrastructure necessary for the overall development of public library services, the total picture will not be complete without consideration of the human resources required for the development of an effective system. The provision of manpower resources in public libraries however, commensurate with the needs, is conditioned largely by the factors of finance and of supply.

In 1968, the manpower provision in Malaysian public libraries was extremely poor. In fact there were only three qualified librarians serving in public libraries in Ipoh (Perak), Kuching (Sarawak) and Kota Kinabalu (Sabah). There was a heavy dependence on part-time and voluntary staff and most libraries were managed by one or two paid clerical staff assisted by volunteers. Table 27 will illustrate the position more clearly. In 1968 itself, the Blueprint postulated that Malaysia had a potential need for 196 public librarians.⁽¹⁾ In 1978, ten years later, the overall position had certainly improved (see Table 28) in that all State public library services were run by professionally qualified staff with the exception of Negeri Sembilan. In quantitative terms however, the

(1) *Blueprint*. Op.cit.p.39

Table 27

Staffing in Public/Subscription Libraries: 1968⁽²⁾

Libraries by State	Professional staff	Non-Professional staff			Total
		Full-time	Part-time	Voluntary	
Johore:					
Batu Pahat		1			1
Muar		2			2
Segamat		2			2
Johore Bahru		8		2	10
Kedah: Alor Setar		4	1		5
Kelantan:					
Kota Bahru		2			2
Malacca:					
Malacca Town		2		100	102
Mobile		2			2
Negeri Sembilan:					
Port Dickson				3	3
Seremban		2	2		4
Penang: Georgetown		8	2	5	15
Perak:					
Ipoh	1	14		1	16
Taiping		1		3	4
Sabah:					
Kota Kinabalu	1	22	14	1	38
Sarawak: Kuching	1	10	1		12
Selangor:					
Klang		3	1	1	5
Kuala Lumpur		5			5
Mobile			3		3
Trengganu					
Total	3	88	24	116	231

(2) Ibid. p.23.

Table 28

Professional Staff in Public Libraries: 1978

State	Population	Staff Requirements	Existing	%	Grade of Staff*	
					Librarian Division I	Assistant Librarian Division II
Johore	1,593,713	64	1	1.5		1
Kedah	1,150,711	46	2	4.3		2
Kelantan	818,332	33	1	3		1
Malacca	493,496	20	1	5		1
Negeri Sembilan	596,240	24				
Pahang	689,193	28	1	3.5		1
Penang	924,057	37	1	2.7		1
Perak	1,869,242	74	2	2.5	1	1
Perlis	140,724	6	1	17		1
Sabah	810,795	32	6	19	3	3
Sarawak	1,220,794	48	3	6	1	2
Selangor	1,278,883	52	7	13	1	6
Trengganu	510,165	20	1	5		1
Federal Territory	852,800	34	4	11.7	1	3
Total	12,849,145	516	31	6	7	24

*See Table 29

staffing improvements were quite inadequate. The Standards for Public Libraries in Malaysia⁽³⁾ prepared by the PPM specify that:

an adequate service cannot be provided unless there is at least one qualified librarian per 25,000 population served.

Based on these standards, the total number of professional staff required to provide "adequate service" would be 516 whereas in reality there were only 31 professional librarians serving in the public library sector as at 1978, which only accounted for about six per cent of the professional staff requirements based on the application of the Standards. The Malaysian Standards could be said to be modest compared to IFLA Standards or the Standards for Singapore's Public Library Service,⁽⁴⁾ the latter specifying a Standard of one librarian for every 3,500 persons. The Malaysian Standards do not specify what percentage of the total population the public library service should attempt to serve, but the Standards for Singapore's Public Library Service set this target between 25% - 40% of the total population. Giving due allowance for the fact that the public library

(3) The Standards, originally prepared by a PPM Committee chaired by John Gardner, have since been revised by a Committee of Council comprising Shahaneem Mustafa and D.E.K. Wijasuriya, and are to be officially released shortly. (See Appendix VIII).

(4) *Keperluan mengetahui*. Op.cit. p.291-292.

service in Singapore is highly advanced, it would be realistic if the public library service in Malaysia could aim to serve at least twenty per cent - twenty five per cent of the total population at this stage. Using therefore an adjusted population and applying the same standard of one librarian for every 25,000 of population *served*, the number of librarians required would still be 129 - far higher than the total number serving in public libraries at the present time. It is quite clear therefore that in quantitative terms alone, professional staffing provisions in public libraries are highly inadequate. This is especially so in those States which are attempting to run a State-wide library service using only *one* librarian (see Table 28). Noting that the duties of these librarians range from planning, budgeting, administration, selecting, acquiring and processing books, providing lending and reference services to financial controls, payments, servicing the State Corporations and other innumerable tasks, it is only human if many if not all of these tasks are performed below par or are not performed at all.

As mentioned earlier, the relatively poor staffing provisions in public libraries, in quantitative terms has been brought about largely by financial constraints on the part of the State Governments concerned. Although

additional staffing provisions at the professional and non-professional level may be approved by the State Public Library Corporations or other public library authorities at the State or Local Government level, they have to be approved by State Government authorities. Such approval is naturally dependent on the ability of the State to pay an increased salaries bill, made more onerous by salary revisions arising from the Cabinet Committee Recommendations which have been made effective from January, 1976. A further wage increase is now in the offing which means a further rise in the salaries bill. There is therefore almost an instinctive restraint on the part of financial authorities in many States when considering requests for new posts whether in the public library or other sectors. The Government is also under pressure to reduce the rate of unemployment⁽⁵⁾ and is committed at the same time to the attainment of NEP objectives. There are therefore many conflicting considerations. With limited revenue sources, States have to determine priorities and the public libraries are invariably rated at the lower end of the scales and hence tend to suffer the biggest budget cuts.

Even when new posts have been approved by State

(5) The unemployment rate is defined as a percentage of the labour force and is estimated to be 6.1% in 1980.
Source: Third Malaysia Plan. p.63.

Government authorities, this does not complete the approval process as the matter has to be referred to Federal Government authorities for final approval. This is based on a Constitutional requirement that:

... no State shall, without the approval of the Federal Government, make any addition to its establishment or any of its departments, or alter the rates of established salaries and emoluments if the effect of doing so would be to increase the liability of the Federation in respect of pensions, gratuities or other like allowances ... (6)

The approval of new posts is sometimes quite slow and in the case of some States, the approval of posts has been delayed for almost two years. As a result of this, the overall pace of development is affected. The Public Libraries in Selangor, Perak, Penang, Sabah and Sarawak have been headed by professional librarians since the early seventies. In many other States, the appointment of a professional librarian for the public library has been a more recent phenomenon. In Kedah professional librarians were appointed only in 1975, in Kelantan and Pahang in 1977 and in Johore, Trengganu, Malacca and Perlis in 1978. The net result of financial constraints and administrative requirements associated with the creation of posts has resulted in a situation where public libraries, by and

(6) Malaysia. *Federal Constitution*. Article 112. This also relates to Article 98 which specifies that all pensions shall be charged to the Federal Consolidated Fund.

large, have had to operate with professional staff well below the number actually required for the provision of an effective service.

Closely related to the above problems is the fact that most professional posts provided for in public libraries are invariably at salary levels which are likely to attract only newly-qualified professionals, usually from the *Kajian Sains Perpustakaan* (School of Library Science) at the *Institusi Teknologi MARA*. Salary levels for professional librarians, as for other public servants, relate essentially to qualifications and experience. Under the recent revisions to the salaries and terms and conditions of service for officers in the public services,⁽⁷⁾ all posts in the public services, inclusive of the Universities and other statutory bodies, have been standardized and regrouped into the following categories:

(7) Kerajaan Malaysia. *Pekeliling Perkhidmatan 2/1977*. Perubahan gaji dan syarat-syarat Perkhidmatan bagi pegawai-pegawai dalam Perkhidmatan Awam, Semenanjung Malaysia. (Government of Malaysia. *Service Circular 2/1977*. Changes to salaries and service conditions for officers in the public services.)

Table 29

Staffing Grades

Division/Group	Salary/Category	Entrance Qualifications
(Division I) Group A	(\$925 - \$2205 p.m.)	University Degree/ Professional Qualifications
(Division II) Group B	(\$725 - \$1205 p.m.)	Diploma/Higher School Certificate
(Division III) Group C	(\$295 - \$925 p.m.)	Malaysian Certificate of Education
(Division IV) Group D	(\$195 - \$295 p.m.)	Lower Certificate of Education

There are of course promotional grades in each of the above categories carrying salary scales higher than those stipulated within each group. However an analysis of the professional posts in public libraries as at 1978 (see Table 30) will clearly demonstrate that 74% were Group B (Division II) posts, 16% were Group A (Division I Timescale) posts, 6.4% were Group A (Division I Upper Timescale) posts and only 3.2% were Group A (Division I, Superscale) posts. In terms of actual numbers, only one out of the thirty-one professional posts in public libraries carried a Division I, Superscale salary, two carried Division I, Upper Timescale salaries, five carried Division I, Timescale salaries and twenty three carried

Division II, Timescale salaries. Among the major reasons for the predominance in Group B (Division II) appointments was the fact that:

- (i) with such appointments, it was possible to employ professional librarians and yet keep the personnel budget as low as possible
- (ii) it was necessary to absorb the output from the School of Library Science, ITM, many of whom came from the rural areas

If one equates age with maturity and experience, though this is not necessarily so, those holding Group A (Division I) posts are mostly in their early thirties while those holding Group B (Division II) posts are mostly in their early twenties. This is largely due to the fact that most librarians in the former category possess a General/Honours Degree in addition to their professional qualifications while those in the latter category enter library school on completing their secondary education at the sixth form level. There are however a few exceptions in each category in that there are individuals holding Group A posts who do not possess a university degree just as there are those holding Group B posts who do possess a university degree.

Table 30

Salary Grades of Professional Staff in Public Libraries: 1978

State	Total Professional Staff	Group A (Division I)			Group B (Division II)
		Superscale 'G' \$2300-\$2425	Upper Timescale \$1805-\$2300	Timescale \$925-\$2205	Timescale \$485-\$1205*
Johore	1				1
Kedah	2				2
Kelantan	1				1
Malacca	1				1
Negeri Sembilan					
Pahang	1				1
Penang	1		1		
Perak	2			1	1
Perlis	1				1
Sabah	6	1**		2	3
Sarawak	3				3
Selangor	7		1	1	5
Trengganu	1				1
Federal Territory	4			1	3
Total	31	1	2	5	23
Percentage	100	3.2	6.4	16	74

* Holders of the Diploma in Library Science, ITM/A.L.A. are paid a commencing salary of \$725 p.m.

** Personal to holder (this would mean that a subsequent appointee could be accorded a lower salary scale.)

It is evident from the statistical data presented that the public library system in the country is:

- (i) grossly understaffed, particularly at professional levels
- (ii) largely dependent on relatively youthful and inexperienced professionals.

This naturally has repercussions on overall developments. Many essential tasks are simply not given the attention they deserve either because of a sheer shortage of manpower or because of an unfamiliarity with these tasks. A particular weakness in this respect is planning and budgeting, both of which are crucial instruments for development. As a result, in many States, long term development plans for the public library do not exist and even development proposals for the Five Year Development Plan have not been prepared despite urgings by the National Library. It is pertinent to note here that the Development Plan for Kedah was prepared by Alexander Wilson, for Selangor by D.E.K. Wijasuriya and for Penang by Lim Huck Tee - and not by the respective librarians concerned. Representatives of the National Library who have attended meetings of some State Public Library Corporations have been critical of annual budget proposals presented for consideration as they are often submitted

unduly late, fraught with errors, poorly presented and poorly justified. It is largely in recognition of this problem that the Training Division of the National Library organizes special courses for librarians on budgeting, financial control and general administration, often making use of expertise from INTAN (Institut Tadbiran Awam Negara [National Institute of Public Administration]), which is an arm of the Federal Governments' Public Services Department. At meetings for public librarians held at the National Library, once every six months approximately, model budget proposals have been prepared, distributed and discussed. Another area of considerable weakness is in general administration. In one instance, it was even necessary to place a National Library Officer of Assistant Director rank within one of the State Public Libraries for a period of about a month in order to study and revamp the administrative machinery and also to prepare the 1980 Budget Proposals. A statement in the officer's report that:

... as the only professional on the establishment, she [the librarian] has had to shoulder the whole burden of running the corporation ... (8)

is a clear reference to the staffing limitations at the professional level. In some of the States where professional

(8) Philomena Ng Soo Ching. *Interim Report on the Penang Public Library Corporation*. [March 1979] (Unpublished) p.7.

librarians have been appointed relatively recently to serve in the public library, experienced officers from the State Civil Service⁽⁹⁾ have continued to retain responsibility for administrative and financial matters in respect of the public library and as a result have tended to influence the course of public library developments to a considerable degree. The librarians are sometimes not even consulted on developments within the public library itself, making their position somewhat untenable. This in turn creates morale problems with consequent repercussions on the state public library system concerned. Circumstances compel many public librarians to work in isolation and without supervision. They have few opportunities for direct contact with professional colleagues, the majority of whom are concentrated in or around the Federal Territory of Kuala Lumpur. There is therefore a natural hesitancy on the part of these officers in dealing with their respective tasks. Most of them, in consequence, fall back on the tasks they know best and spend an inordinate amount of time in the ordering, acquiring and processing of books. Housekeeping operations take up far too much of their time.

(9) This is the case in Kelantan, Trengganu, Negeri Sembilan and until recently in Malacca and Pahang.

During the early seventies, it was mistakenly believed that once state public library legislation had been passed and a librarian appointed, the necessary developments would take place. This has, by and large, not taken place. Although there have no doubt been good reasons for this, as previous chapters of this thesis have attempted to demonstrate, it cannot at the same time be denied that there is a close correlation between the number and grades of professional staff in a public library system and its rate of growth and development. Sabah and Selangor have the most favourable staffing provision, both in terms of numbers and grades, comparative to other States and maintain a public library network at State level. If assessed purely in quantitative terms, Sabah has attained a 19% staffing provision at the professional level in relation to the application of the Standards for Public Libraries in Malaysia (see Table 28) while Selangor has attained a 13% staffing provision in relation to the same Standards. In quantitative terms alone, though not in terms of levels, Perlis the smallest State in the country, has a 17% attainment. At the other end of the scale are States like Negeri Sembilan, Johore and Kelantan with very low staffing attainment in relation to the Standards. Increasing professional staffing provisions relative to

population served will decidedly bring about improvements. However what seems crucial for development is the grade of professional staffing provided. However small the State public library system, a post of Chief Librarian should be created with a commensurate salary at or above Group A (Division I) Timescale level. In recruitment, special preference should be given to candidates with experience. Public Library authorities must move completely away from the somewhat short-sighted policy practiced in some States of appointing "anak negeri" (State national i.e. a person born in a particular State). These authorities prefer to appoint "anak negeri" on the grounds that they should try to provide employment for State nationals and that State nationals are likely to identify themselves more with the State and therefore provide long and meritorious service. This has not always been borne out in practice. Furthermore, appointing officers at Group B (Division II) level to run the State public library service. (see Table 30) may keep the establishment budget low, but is likely to result in situations where essential tasks such as planning and development are compromised. Quite apart from this, it tends to create awkward situations at a later stage when posts of Chief Librarian, carrying higher salary scales are created. Serving professionals tend to feel it is their legitimate right to be

appointed to the higher level posts, although from the point of view of qualifications and experience they may be ill-suited for these posts.

Looking at the composition by sex of the professional workforce,⁽¹⁰⁾ it is significant to note that 74% of the librarians serving in public libraries are female and 26% male. It is also of interest to note that eight of the state public library systems are headed by female and four by male librarians. There is however no evidence to suggest that the males perform better than the females or *vice-versa*. Notwithstanding the above considerations however, it has not as yet been established whether, in the promotion of public library services in the rural areas with their largely traditional peasant societies, males perform better than females. Purely from the point of view of physical mobility and the ability to adjust to harsher conditions in the rural areas, the male should be more adaptable. From a socio-cultural point of view as well, traditional peasant societies, increasingly being influenced by extremist religious ideas, may find male workers more acceptable. The fact therefore that there is a pre-dominance of female professionals in the public library field could affect adversely the overall pace of developments. The

(10) *Panduan Pustakawan Malaysia*. 1977. (Directory of librarians in Malaysia 1977). Kuala Lumpur, Perpustakaan Negara Malaysia, 1977.

sex ratio in the professional workforce however will have to be carefully studied and a more equitable sex balance should be developed. There are far too many women in the profession at the present time.

Turning now to questions of supply, professional manpower for Malaysian public libraries is largely supplied by the School of Library Science, ITM. In fact nearly 50% of the professional staff working in public libraries possess the ITM Diploma in Library Science. A few have qualified by taking the A.L.A. externally. Others have obtained their qualifications at the College of Librarianship Wales, Ealing Technical College, the University of Strathclyde and the Royal Melbourne Institute of Technology. Training outside the country is now tending to tail off with greater dependence being placed on local training facilities - in short, training at the School of Library Science, ITM. The courses⁽¹¹⁾ as well as the teaching resources at the School compare favourably with training facilities in other developing countries. Furthermore the curriculum is subjected to periodic review in order to ensure its relevance and

(11) Two types of courses are provided at present:

- (i) a three year Diploma Course for non-graduates
- (ii) a one-year Post-graduate Diploma Course for graduates.

suitability. The use of external examiners and the recent establishment of the Panel Penasihat Akademik (Academic Advisory Panel) are further designed to ensure the maintenance of acceptable standards. There are without doubt problems to be overcome, such as a falling comprehension in English on the part of course students, who find it increasingly difficult to understand and express professional concepts and theories, based upon lectures and tutorials given in English and upon a professional literature largely in English. There isn't even a single textbook in library science in Bahasa Malaysia. Either the competence of students in English must be upgraded or more books must be translated or both. These problems however are by no means peculiar to training in library science. They are a general phenomenon associated with the language policy of the country. Notwithstanding this consideration however, there does appear to be a fairly high wastage rate in the Diploma Course for Library Science at ITM, as the following data extracted from the Manpower Survey⁽¹²⁾ reveal. Those who do qualify however have attained the necessary competence and many have in fact been employed

(12) *Report of Manpower Survey in Malaysia*, 1973. Kuala Lumpur, Economic Planning Unit, Prime Minister's Department, [1978?]. (Restricted) p.149, 151. More recent data obtained from the School of Library Science, ITM indicate that the actual output of Diploma holders was: 1976(41), 1977(26), 1978(29) and 1979(24), while the output of Post-Graduate Diploma holders was 1977(2), 1978(4) and 1979(5).

Table 31
Library Science Enrolment and Output
1971-1980

Year	Actual					Projected				
	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Enrolment	24	32	69	93	108	110	119	137	153	153
Output	3	3	5	7	14	15	23	30	35	34

within the National Library Service itself where their performance has generally been satisfactory. Since the submission of data for the Manpower Survey however, the School of Library Science at ITM has introduced the one-year post-graduate Diploma Course for graduates. The enrolment in this course however has always been very small and there is a high pre-examination dropout rate as many graduates tend to withdraw from the course on obtaining jobs in various fields. Some complete the course and qualify and a few now work in the National Library Service where their performance has been satisfactory. The consideration in the seventies as to whether the country needed post-graduate or undergraduate training facilities is no longer seriously debated. It appears that both categories can play a useful role in the development of the nation's libraries. Performance

however appears to be better especially in situations in which these Diploma holders work under proper supervision such as is available at the National Library. Diploma holders, sometimes from the same batch or class at ITM have not performed so well when working in isolation in the field. The axiom that seems to emerge from this is that all newly qualified professional staff should spend a period of post-qualified internship, working under proper supervision in approved institutions, before taking up salaried positions in the field. This is in fact a normal provision in several professional fields. For example newly qualified doctors who spend as many as seven years in professional study before graduating, are nevertheless required to put in a period of "housemanship" after qualifying during which they work under proper supervision. Newly qualified lawyers "read in chambers" before being allowed to practice. Similar arrangements exist in other professional fields. In Malaysia however, the librarians who qualify do not serve any internship under conditions of supervision at all. They are simply expected to perform and deliver the goods. And when they fail to do so, aspersions are cast on the quality of the candidates, the courses, the curriculum

or the teaching staff - all of which is quite unfair.

The problem associated with the supply of librarians in Malaysia arises largely from a lack of effective manpower planning rather than from qualitative aspects of that supply. The School of Library Science, ITM tends to overproduce the three year Diploma holders many of whom spend frustrating months after graduating looking for jobs. Some have taken up temporary appointments outside the profession while others have worked on a part-time basis in libraries, earning as little as M\$5 a day. Both at the graduate level and the non-graduate level, the supply or output should be carefully tailored to the demand or the absorption capacity of institutions within the country for such personnel. Manpower provision should not be mechanical but a sensitive response to need. There is little doubt that the Government fully appreciates the need for effective manpower planning. In fact the Chief Secretary to the Government states in the Preface to the Manpower Survey:

Human resources have long been recognised as a critical input into the economic and social development of a nation. It is therefore of utmost importance to ensure that manpower planning forms an integral part of the planning process and is based on a sound

assessment of the stock of manpower available and on the identified needs for additional trained manpower. (13)

The Manpower Survey however was undertaken on a national scale and covered the entire spectrum of occupational groups. For this reason, it had a number of limitations, particularly in its coverage of the less familiar professional groups such as the librarians. For example, in the Tables covering vacancy rates, the librarians were grouped together with the archivists without any breakdown for each group. In other Tables covering employment, the librarians were grouped along with the archivists and curators, (14) without any breakdown for each particular group (see Table 32).

Table 32
Future Requirements for Librarians, Archivists
and Curators

Occupation	Employment			Net Increase in Employment		Gross Requirements	
	1973	1980	1990	1974-1980	1981-1990	1974-1980	1981-1990
Librarians, Archivists and Curators	269	371	608	102	237	121	274

(13) Ibid. p. ii.

(14) Ibid. p.71

The resultant data gathered therefore provided little guidance to either the librarians, archivists or curators as to the gross requirements of each category. Furthermore, the Manpower Survey tended to consider library manpower needs at one level only when, in point of fact, there are several levels that need to be planned for. These include those, relatively smaller in number, who will hold top administrative and management positions, the general post-graduate librarians, the diploma holders as well as the sub-professional groups. The requirements for each level of manpower will necessarily vary from year to year and the output must be tailored to the demand. This does not necessarily imply that all training levels must be produced by one institution or even within one country. The basic considerations are largely economic ones. In order to ensure the effective utilization of training resources and the output of the required manpower, there has to be a greater degree of central coordination and control. Logically, this should be the function of the Training or the Scholarships Division of the Federal Governments Public Services Department. The Manpower Survey was essentially an establishment survey and depended largely on responses from official and other agencies. It was therefore intended to provide broad

guidelines only and this was stated categorically in the Preface. Based on this Manpower Survey, further surveys in specific areas - for example in library manpower, are clearly necessary. None exist at the present time which could be said to be comprehensive or systematic. This has in fact been fully recognised in the Manpower Survey itself which states:

Increasing attention will also need to be given to the task of systematising manpower planning in the public sector. Basically this will involve the drawing of short, medium and long term manpower budgets for the public sector. Here, identification of manpower needs by detailed types and levels should be undertaken by the relevant agencies/ departments/ministries and coordinated by a central unit. (15)

There is little doubt that public library development in the country has been adversely affected by manpower constraints. Particularly noteworthy in this respect is the grossly inadequate staffing provisions, especially at the professional level. A further limitation, perhaps of a more serious nature stems from the fact that too many posts within State Public Library Systems are emplaced at salary levels too low to attract able and experienced officers. There is a need therefore to progressively increase staffing provisions, particularly at professional.

(15) Ibid. p.91.

levels in accordance with local standards. At the same time, positions at a more senior level will have to be created in order to attract and retain persons of calibre. Closely related to this is the question of making provision for all newly qualified librarians who possess a qualification recognised by the Government⁽¹⁶⁾ to work for a specified period under proper supervision. This may necessitate a Registration of Librarians Act on the lines of the Engineers Act or the Surveyors Act and could have many advantages. It could mean the effective monitoring of the professional workforce; it would minimise the incidence of qualified librarians waiting for jobs; it would ensure a constant supply of professionals attached to a base institution, such as the National Library who could replace experienced officers at base who would in turn be placed in the field; mostly it will facilitate proper supervision during which supplementary training could be provided as necessary. Lastly, there must be more systematic manpower planning, possibly undertaken jointly by the School of Library Science, ITM and the National Library, each largely representative of the

(16) This is the function of the Secretariat for the Recognition and Evaluation of Qualifications in the Federal Government's Public Services Department.

supply and demand sectors. Overall coordination should remain with the Training or Scholarships Division of the Public Services Department which should indicate the required output at each level as well as institutional responsibilities for such output.

CHAPTER IX CONCLUSIONS AND RECOMMENDATIONS

Malaysia is going through a difficult growth period. Ethnic differences, largely dormant during the period of British Administration, began to progressively surface in post-independence years. Internal and external threats to national security, such as the communist insurgency which dragged on until 1960 followed by the period of Indonesian confrontation tended to keep internal communal and ethnic forces at bay. Malaysians, as it were, tended to close ranks when facing a common enemy. With the normalization of relations with Indonesia and increasing success on the home front in isolating and containing the communist terrorists, communal tensions began to come to the fore and culminated in the bloody racial riots of 1969. The restoration of law and order brought with it the formulation of the New Economic Policy (NEP), which has coloured all aspects of development. Communal tensions however are still very much a part of Malaysian life, simmering as it were under a veneer of inter-racial harmony. Quite naturally therefore, an overriding consideration of the Government is the achievement of national unity - the need to fuse together the disparate elements of Malaysian society and to build a strong and united nation. In this respect, education has an important role to play. But the role of libraries -

whether school or public - is less clearly perceived.

There is little doubt that libraries in general and public libraries in particular are a low priority issue, despite increased financial support from the Government. In Malaysia as in many other developing countries public libraries do not appear to really matter - at least at present. Part of the reason is that our public libraries have not been able to demonstrate their true potential. Most of them function as convenient places for school children to do their homework. As Alexander Wilson aptly put it, our public libraries have an "image problem."

The NEP has dominated Government thinking since the early seventies. All endeavour - whether in the educational, socio-economic, agricultural or industrial sectors - is viewed in terms of NEP objectives. NEP objectives however are concerned largely with the reduction in rural and urban poverty; the expansion of employment opportunities for the rural and urban poor; increasing the share of the Malays and other indigenous groups in mining, industry, manufacturing, business, etc. in order to create by 1990 a strong and viable commercial and industrial community among them. The implementation of the NEP is both delicate and complex, bearing in mind the multi-racial character of Malaysian society. In order to provide greater

opportunities for the Malays and other indigenous groups in education and employment, there must necessarily be a curtailment of opportunities for the Non-Malays. The Government however is attempting to do this without depriving the non-Malays of a legitimate share both in terms of educational opportunities as well as participation in the economic life of the country. This virtually implies a constant enlargement of the economic cake - a target difficult to attain with spiralling inflation and world commodity price fluctuations to which the country is particularly susceptible. As a result, industrial and agricultural development on the whole get priority. Projects are judged essentially from the point of view of their economic potential. Public libraries are a long term investment. They are often seen as a drain on the public purse for they bring no quick returns. It is no doubt true that one of the NEP objectives is to enhance the quality of life of all Malaysians through the expansion of education, health services, family planning and housing. The provision of library services however does not receive even passing mention in the NEP although its provision could be tagged to the expansion of education.

The expansion of educational facilities since independence has been quite phenomenal. Much of this

expansion has been at primary and secondary levels of education. However, education in Malaysia is still very much textbook oriented. What is important is to own the prescribed textbook. Many parents in fact express concern if their children appear to be spending their time reading anything other than their school text books. The result is that school libraries are poorly developed. Quite apart from this there is a widespread assumption that Malaysians do not read much, although a large percentage of the population are literate.

In such a climate therefore, the development of public libraries seems almost esoteric. While there has been increasing support from the Federal and State Governments, there appear to be underlying doubts. Do we really need western-type public library services to be provided in the country? What can they really do for Malaysian society? What is the use of providing such facilities when we do not have enough books in Bahasa Malaysia to put into them? Faced with growing unemployment, is it really wise to provide public library facilities extensively? The educated unemployed are potentially more difficult to contain. There is concern over the predominance of English language books in public library collections - such as they are - as these collections would appear to serve

predominantly the interests of the non-bumiputras, most of whom are competent in English. There is also considerable concern that public library facilities are largely urban oriented, with the most developed provisions in the State Central Library. Although this is a necessity from an organizational point of view in order to be able to extend provision on a State-wide basis, the present urban orientation is viewed by many as a provision which benefits largely the non-bumiputras, particularly the Chinese, the majority of whom are urban dwellers. Extremist elements can take this to mean a contravention of the NEP.

There is clearly a need to create a healthy climate of opinion conducive to public library development. The PPM could play a most useful role here. But even the PPM appears in recent years to have lost its impetus and is beset by factional and communal interests. As a result, most of the professional stalwarts who have given the Association its main impetus and thrust over the years have opted out of the scene. Although the total number of librarians in the country has been slowly increasing, the PPM's registered membership has been falling and the active membership has become even smaller. The PPM will have to be strengthened and will have to approach all issues from a professional standpoint rather than from the standpoint of

sectional or communal interests, if it is to play a meaningful role within society at large.

With so many complex and conflicting considerations, it is not surprising that a public library development programme was embarked upon without the benefit of a clear and concise statement of policy. None of the Enactments either by the Federal or the State Governments make mention of a public library policy. Even the papers, minutes and records of the National Library Committee and the National Library Advisory Board appear to have overlooked the vital need for policy formulation. The Blueprint too makes no mention of policy. The summary of Blueprint recommendations covered planning, legislation, structure and organization, finance, staff, collections, services, buildings, the role of the PPM, the role of the National Library and the role of the National Library Advisory Board - but nothing on policy. By way of contrast, Malaysia's highly developed educational services have been based on a clear and concise statement of educational policy, subsequently enshrined in Educational legislation, with periodic policy review. It would appear that public library development could benefit through similar provisions.

Policy is fundamental. Without a clear statement of policy, setting out clearly the aims and objectives, the

principles for future planning, the provision of the necessary finances, manpower, stock and buildings as well as a mechanism for the continuous evaluation of services, the establishment of the public library tends to be viewed as an end in itself rather than as an instrument for the realization of goals. At the same time, the level of policy formulation and of policy endorsement is equally crucial. Policy may be formulated at any level - the public library authority, or the Local State or Federal Government. However, the effectiveness of that policy as an instrument of development hinges upon the level at which that policy is endorsed or approved. In a Federal state, there are two levels of policy endorsement that must be obtained if effective provisions are to follow - the first would be endorsement by the Federal Government and the second by State Governments. Depending on the relationship between the Federal and State Governments, Federal policy endorsement would normally suffice. Federal policy endorsement however does not mean policy endorsed by the National Library, although the National Library is a Federal Department. Such endorsement would be in the nature of Departmental policy. Even endorsement by the responsible Ministry may not suffice. In order that Federal endorsement of policy formulated can constitute the *national* policy, formal decision by the Cabinet would

appear to be necessary. This would then set the subject in its proper perspective and serve as a guideline to government administrative and financial authorities responsible for policy implementation.

A public library policy in a simplistic sense is merely a statement of objectives or goals. Provided there are provisions or mechanisms for periodic policy review, policy could formulate short term goals which can be realized within a reasonable time span. This will facilitate progress monitoring of policy objectives, policy review and possibly the extension of policy objectives. On the other hand long term policy can also be formulated with target objectives established within a particular time span. The Blueprint's Interim Standards and Minimum Standards (see Appendix VII) were to some extent a statement of targets. In Malaysia, the lack of a public library policy has been recognised and an appropriate recommendation formulated by the National Library has been endorsed by the Ministry with some modification. A separate Cabinet Paper is being prepared in order to ensure a national policy for public libraries, which it is hoped will serve as a firm foundation upon which an effective infrastructure could be built. Developing countries faced with similar problems would do well to examine basic policy provisions, to formulate such

policy if non-existent, to reformulate or review policy provisions if not sufficiently explicit or relevant, but having done so, to ensure its adoption at the highest levels of Government.

The provision of public library services it seems has for too long been constricted by the idea that legislative backing is absolutely essential. And hence the debate has waxed and waned as to whether permissive or mandatory legislation was the primary issue. The Blueprint accordingly states that:

Legislation enabling states to establish libraries should not be mandatory until there are greatly increased numbers of trained staff to run libraries on the scale that would be required.(1)

Malaysia's experience seems to suggest that legislation by itself is unable to ensure the provision of services commensurate with the needs. The model enactment provided in the Blueprint has been used as a basis for the Public Library Corporation Enactments passed in the States of Selangor, Penang, Perlis, Kedah, Perak, Malacca, Negeri Sembilan, Kelantan, Pahang and Trengganu, but this does not appear to have taken the country very far. Legislation would be necessary to create independent public library authorities outside the framework of existing State or

(1) *Blueprint*. Op. cit. p.68.

local Government bodies and hence to create public library corporations, legislation was found to be necessary. This whole process of legislation however - from bill formulation to enactment and finally to date of enforcement necessarily took time. If the public library service functioned as a Department of the State Government, no legislation would seem to be necessary. Here again one sees the importance of national policy formulation for public libraries. With such a policy, a department of the State Government could be established administratively following necessary discussions between Federal and State authorities. Gardner has rightly pointed out that legislation can be judged only by results. And it must be concluded that public library legislation as it stands has not created, nor appears to be in the process of creating, effective and efficient national public library services able to meet the requirements of the country. Perhaps the crucial question is not whether legislation is necessary or unnecessary or whether legislation should be permissive or mandatory. Malaysia's experience seems to suggest that it is the level at which legislation is enacted and the incorporation of national policy on public libraries in such legislation which are the overriding considerations. In Federal States - particularly those in which political and economic power as well as resources are concentrated in Federal hands, it is surely short-sighted to provide for

State legislation without the back-up of a Federal Act? Malaysia offers a signal lesson in this respect. We have a plethora of public library enactments at State level but not a single Federal Act devoted *wholly* to public library provision and which incorporates the national policy for public libraries. A Federal Act for Public libraries would be advantageous and should incorporate, as its basic premise, the national policy on public libraries. Relevant portions of other Federal and State Enactments, such as the National Library Act, the Local Government Act as well as State Public Library Corporation Enactments will have to be repealed or amended. It would seem that with such a Federal Act for Public Libraries, the question which has plagued implementing authorities - namely the question of executive responsibility - would have been clearly established. A Federal Act for Public Libraries would not require any changes to the legislative competence of the Federal or the State Governments in respect of the subject of public libraries. P.U. 296 of 1968 which in effect transferred the subject public libraries from the Federal to the Concurrent List in the Federal Constitution would still remain in force. In the case of Federal legislation arising from a matter enumerated in the Concurrent List, Clause 82 (a) of the Federal Constitution, it would seem, could be invoked to advantage (see also page 168). To the

developing countries, Malaysia offers some useful insights on the question of a legislative basis for public library service. It is vital in legislative provisions that a country's Constitution is fully understood and relevant Constitutional provisions fully explored. In Federal States particularly, the question of legislative competence and executive responsibility for the nation-wide provision of public library services must be clearly established. Ideally, both legislative competence and executive responsibility should be vested in the Federal Government although the execution of that responsibility could be undertaken through the State Government or State Government agencies.

This brings into logical focus the question of public library authorities. There is little doubt that a single public library authority for the entire country would be unwise as it is likely to create an unwieldy monolith, unable to cope effectively with the varying conditions and circumstances in the various States. The Blueprint recommendation therefore for a single public library authority for each State was essentially sound. However the recommendation that these authorities should take the form of independent State Public Library Corporations appears to have been somewhat ill-advised. A particular weakness with the present system of independent Corporations is that there is

no proper system of checks and balances. Whether these Corporations function effectively or not, there is little that Federal agencies can do to effect improvements, apart from giving advice. There is a need therefore to include the subject of "public libraries" under the portfolio of a Federal Minister, for example, the Minister responsible for the National Library or perhaps the Minister of Education and to take appropriate measures to subject all independent State Public Library Corporations or other public library authorities to ultimate control by the Minister, if present arrangements are to continue. A possible alternative would be to convert all independent Corporations into State Government Departments. Through such an arrangement, the public library service would fall under the direct purview of the State Secretary, which would facilitate the monitoring, review and control of the State public library service. As part of the State Government machinery, other facilities and services of the State Government, both at the State and District level could be made more easily available for the development of the public library service. Furthermore, staff of the public library would no longer be considered a breed apart, but would form part and parcel of the State civil service, with attendant salary and service conditions, pension, housing, medical, transport and other perquisites. There is no doubt the

danger that as a state Government Department, the public library service could be subjected to very considerable censorship to suit Government policy at any one time. However the conversion of State Corporations to State Government Departments may not be an entirely simple exercise as the Corporations have been set up under the provisions of State Public Library Corporation Enactments. It is advisable for the options to be carefully studied before any radical changes are made. Existing legislative provisions which permit more than one public library authority to function within a State will also have to be very carefully scrutinized and appropriate amendments passed. The relevant provisions under the Local Government Act 1976 may have to be repealed.

A further fact which has inhibited development is the general absence of State public library development plans. This is largely due to a failure to recognise that the Blueprint was no more than a Perspective Plan which provided broad guidelines only. Within the framework of the Perspective Plan, individual State medium and short-term public library development plans were clearly necessary. And it is on the basis of these plans that appropriate budgetary provisions are made in the National Development Plan (Five Year Development Plan). However what is often not fully appreciated is the fact that even if such plans exist, no financial

provision will be made for their implementation unless the responsible agencies concerned formulate appropriate proposals for incorporation within the country's Five Year Development Plan. Here the question of timing is crucial since only two opportunities are given - prior to the launching of the Five Year Plan and the mid-term plan review period. There is little doubt that State public library authorities in most cases are unable to cope effectively with planning requirements. It is also unlikely, given present priorities, that the number and level of professional staff will be significantly increased at State level to cope with these tasks. The only viable alternative therefore is to strengthen the planning machinery within the National Library to undertake necessary planning in cooperation with State public library authorities. Planning is an extremely complex task and does not merely imply a planning document indicating estimated costs. Several essential tasks often precede plan submission. These cover (in cases covering building construction), the acquisition of a suitable site, site survey, soil testing as well as approval of total space requirements, the preparation and approval of building plans and the appointment of building consultants (architects, mechanical, structural, civil engineers, quantity surveyors, etc.). All these tasks take time and approval and control is vested in Federal hands - particularly the Costs and Standards Committee of the EPU as well as the Implementation Coordination

Unit (ICU) of the Prime Minister's Department.

There is little doubt that the effective development of public library services in the country will require a more positive involvement of the National Library. While appropriate measures will have to be taken to place "public libraries" within the portfolio of a Federal Minister, for example, the Minister responsible for the National Library or the Minister of Education, there will be a need for the Minister to be provided with an executive arm - in short, an implementation agency responsible for implementing the national policy on public libraries. The National Library's vague role of *promoting* a nationwide system of free public libraries will have to be radically amended. Care will have to be taken however to ensure that the role of the National Library *vis-a-vis* the State public library services is clearly defined so that a healthy relationship is maintained between the two. Policies and plans are of no use if there are no effective implementation agencies, backed with the necessary legislative authority. Provision within the Public Library Act referred to earlier would be appropriate, with suitable clauses amending or repealing the inadequate clauses in this respect within the National Library Act. The manpower and other resources within the National Library will also have to be augmented in order to enable the National Library to undertake the necessary planning in cooperation with State public library authorities, to

establish standards, to carry out periodic inspections and checks and to take corrective measures as necessary. In the ultimate analysis however, the adequacy of financial provision must govern the pace of developments. Public library financing has improved greatly since the days of the Blueprint, but, they are still far from satisfactory. Financial provisions generally appear to be a direct reflection of the ability of individual States to pay for such services from State revenue sources. If overall provisions are to improve, other arrangements will clearly be necessary. Legislation compelling minimum financial provision on the part of State Governments for public library service is not going to solve any problems in most of the States. Compulsion must be backed by the ability to pay. There are several options which could be considered:

- (a) transferring the responsibility of providing public library services from State Governments to the Federal Government
- (b) increasing the quantum of Federal grants to the States
- (c) increasing the fiscal autonomy of the State Governments by a redistribution of tax powers from the Federal Government to the State Governments.

Each of the options pose a number of complex questions and will need careful study. The second option however might be the least painless to implement and would be in keeping with recent statements made by the Federal

Minister of Finance on the need to increase Federal aid to the States. However there is no guarantee that increased Federal aid will result in adequate financial provisions for public library service. As an interim measure, it is suggested the Federal Government should make annual appropriations into the National Library Fund to be disbursed to States in accordance with specific criteria, in order to supplement annually recurrent expenditure in those States unable to meet the full costs of service. The formulae used in the seventies of Federal funding for capital development expenditure and State funding for annually recurrent expenditure has not been entirely satisfactory. The Federal Government however should not have to carry the total responsibility for public library financing. A new formulae should be worked out for the eighties, based on Federal/State joint responsibility for both capital development and annually recurrent expenditure. Table 33 provides such a formulae, expressed in terms of a ratio, which could be used as a basis for discussion and negotiation with financial authorities.

Table 33

Suggested Formulae for Public Library
Finance, 1981-1990

	Annually Recurrent		Capital Development	
	State Contribution	Federal Contribution	State Contribution	Federal Contribution
Johore	1	1	1	4
Kedah	1	2	1	4
Kelantan	1	4	0	1
Malacca	1	3	0	1
Negeri Sembilan	1	3	0	1
Pahang	1	2	1	4
Penang	1	2	1	4
Perak	1	1	1	4
Perlis	1	3	0	1
Sabah	3	1	1	2
Sarawak	1	1	1	3
Selangor	2	1	1	3
Trengganu	1	1	1	3

And finally, serious attention has to be given to the manpower problem in public libraries. The fact that national standards for public libraries, though modest by comparison to international standards, indicate a requirement of over 500 librarians, whereas only about thirty one are currently serving, is a clear pointer to the fact that public libraries are seriously understaffed, particularly at the professional level. It is also clear from the statistical data that there are insufficient posts at a senior level in all State public library systems. With manpower limitations such as these, the pace of developments is bound to be slow. It would of course be quite unrealistic to increase overnight the number of professional posts in public libraries in accordance with the Standards. Increases will have to be gradual and will have to be tied in to the expansion of services within the State. Notwithstanding this consideration however, all State public library systems presently run by a single librarian will have to be provided with a minimum of three professional staff, as a matter of priority in order that each could devote sufficient time to the tasks of administration, planning and control; selection, acquisition and processing of materials and the planning and provision of services. Quite apart from this, recruiting authorities will have to

give serious consideration to the need to appoint staff on the basis of merit in order to attract candidates with the required experience and to ensure in the professional workforce a proper reflection of the racial composition of the country in accordance with Government policy. Malaysian librarians, irrespective of their racial origins, having the necessary qualifications and experience, who have previously tended to refrain from applying for posts in the public libraries because of the preference given to bumiputras, should come forward and apply with confidence for these posts. With intelligence and foresight, it is still possible to reconcile Government objectives under the NEP and at the same time capitalize on the professional talent available within the country. Present practices, if continued unchecked, will in the long run undermine the entire system.

From the point of view of professional manpower supply, it may be necessary to curtail the output of non-graduate librarians and give greater emphasis to training at the post-graduate level. This is especially necessary because of recent changes made to the Scheme of Service for Librarians by the Government's Public Services Department which prevents any person without a University degree from being appointed to Division 1 (Group A) Librarian posts.

This change affects all Diploma holders from the School of Library Science at ITM, who now are compelled to serve at the Division II (Group B) level as Assistant Librarians without any prospect of promotion to the higher grade. In addition, it may also be necessary to introduce a period of post-qualified "internship" during which a librarian is required to work under proper supervision, before he is permitted to take up salaried positions in the field. Consideration may also have to be given to the need for a 'Registration of Librarian's Act.' This would have the further advantage of monitoring the supply of professional manpower. There is little doubt that more effective manpower planning is required, in order that the output or supply of professional manpower is carefully tailored to the demand or absorption capacity of the country. The training and supply of professional manpower is crucial. If the country does not place in the field, manpower of the proper calibre, it can only expect unsatisfactory results.

Considered from an overall standpoint, it would appear that inadequate financial provision may not have been *the* major factor inhibiting public library development in the country although it is fully appreciated that financial provision, by and large, conditions the extent of provision of human and material resources within the public library system. Perhaps of far greater significance is the fact

that there is no national policy on public libraries, that there is no Federal Minister responsible for public library development, neither is there a clearly designated Federal agency, empowered by legislation to implement the national policy on public libraries and ensure a nation-wide system of public library services within the country. There have also been other factors - the lack of State public library development plans, a shortage of professional staff as well as legislative provisions which failed to clearly establish the question of executive responsibility for public library services. The way ahead however is becoming a little clearer. Corrective measures are being initiated and it is hoped that the findings of this thesis will make a contribution to future solutions thereby facilitating the development of a viable nation-wide public library system for the country.

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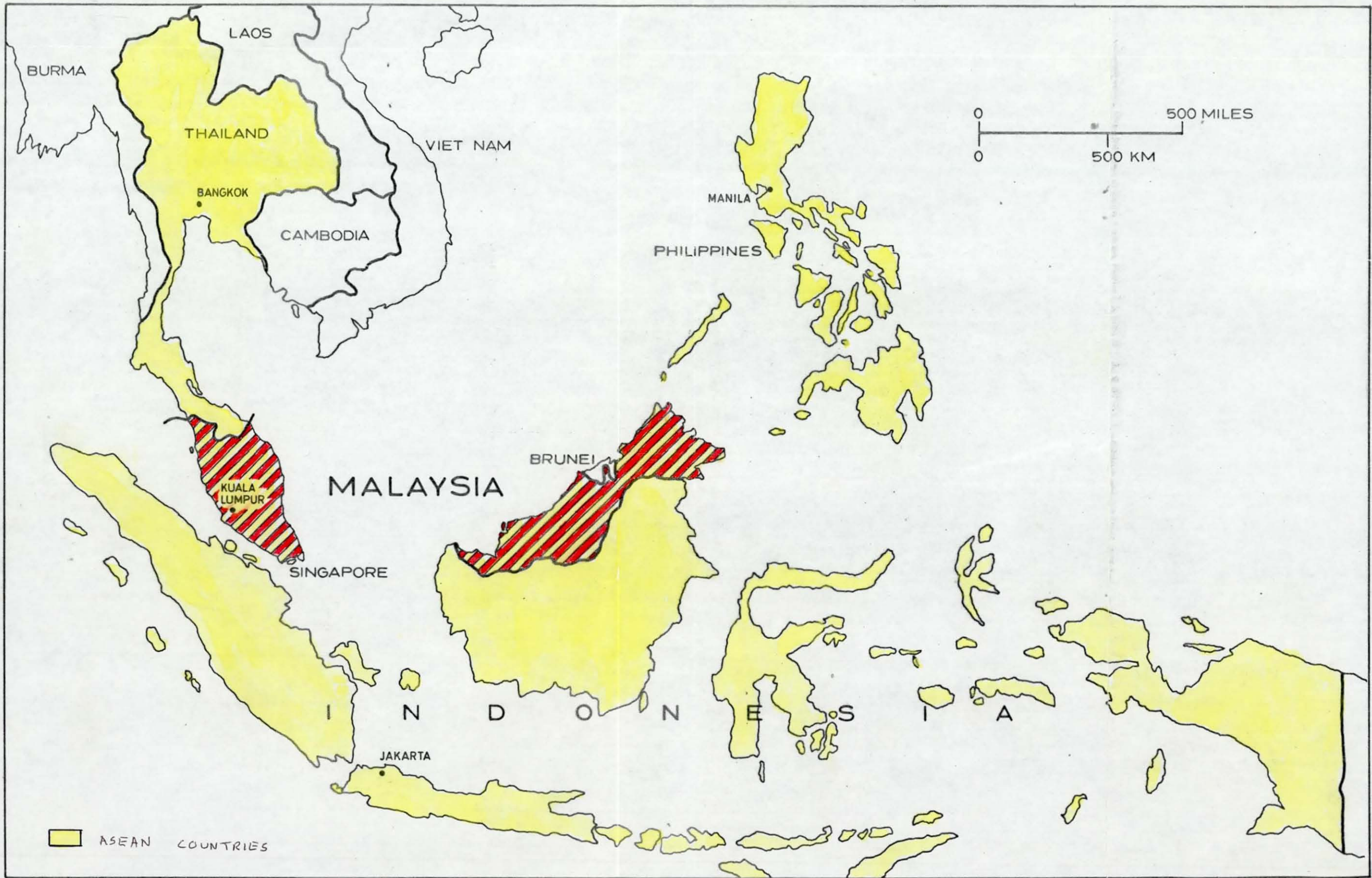
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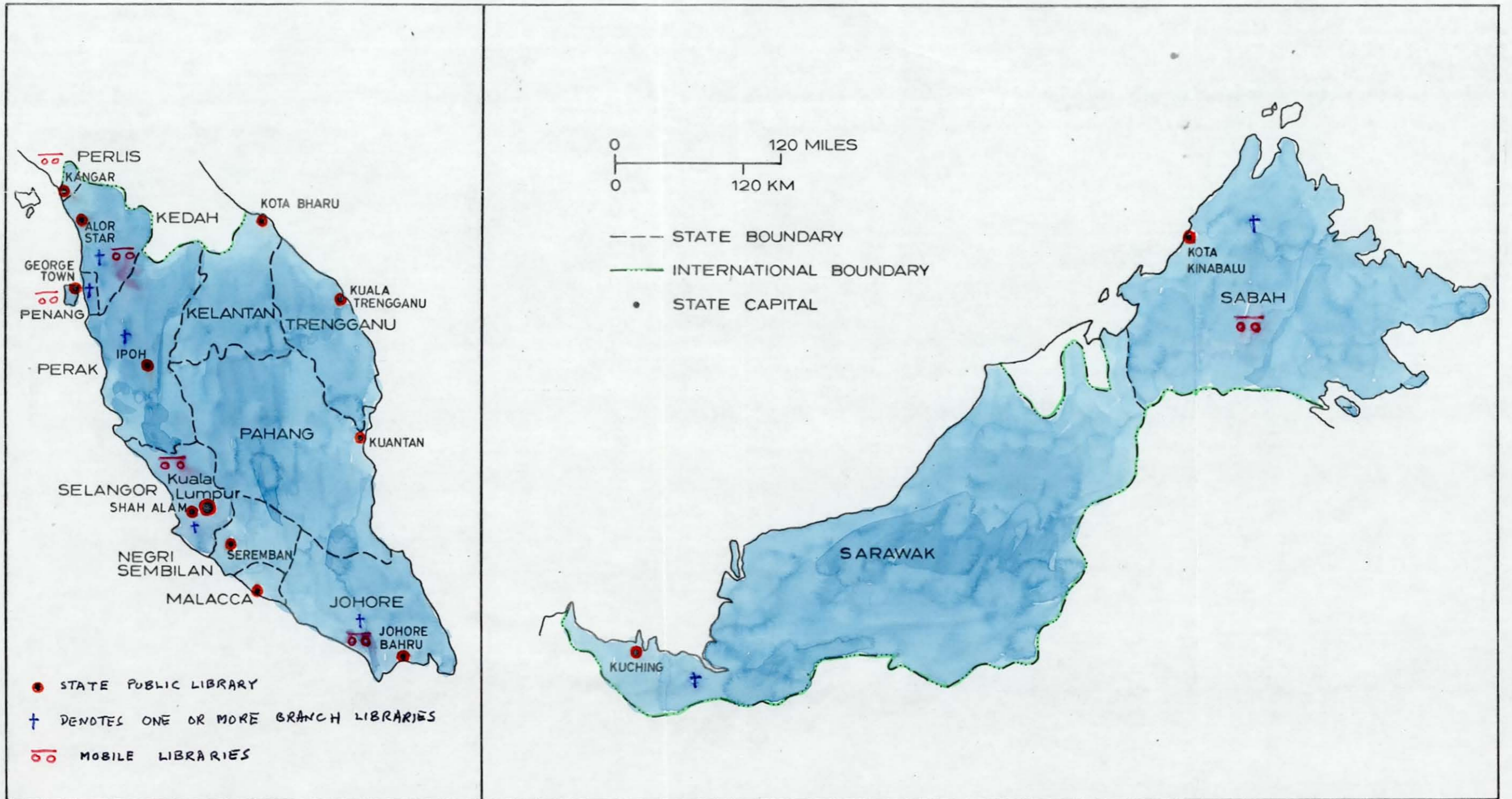
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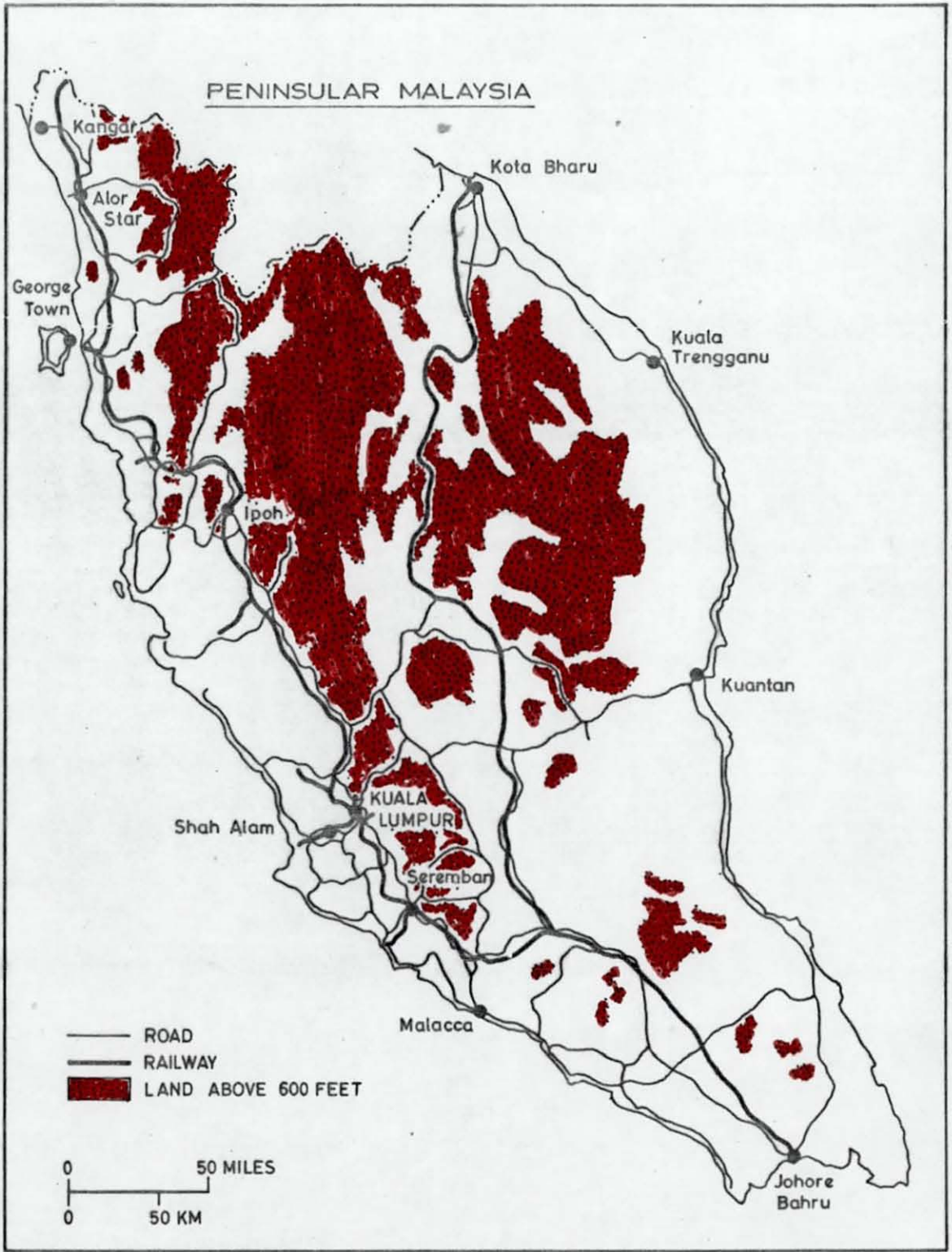
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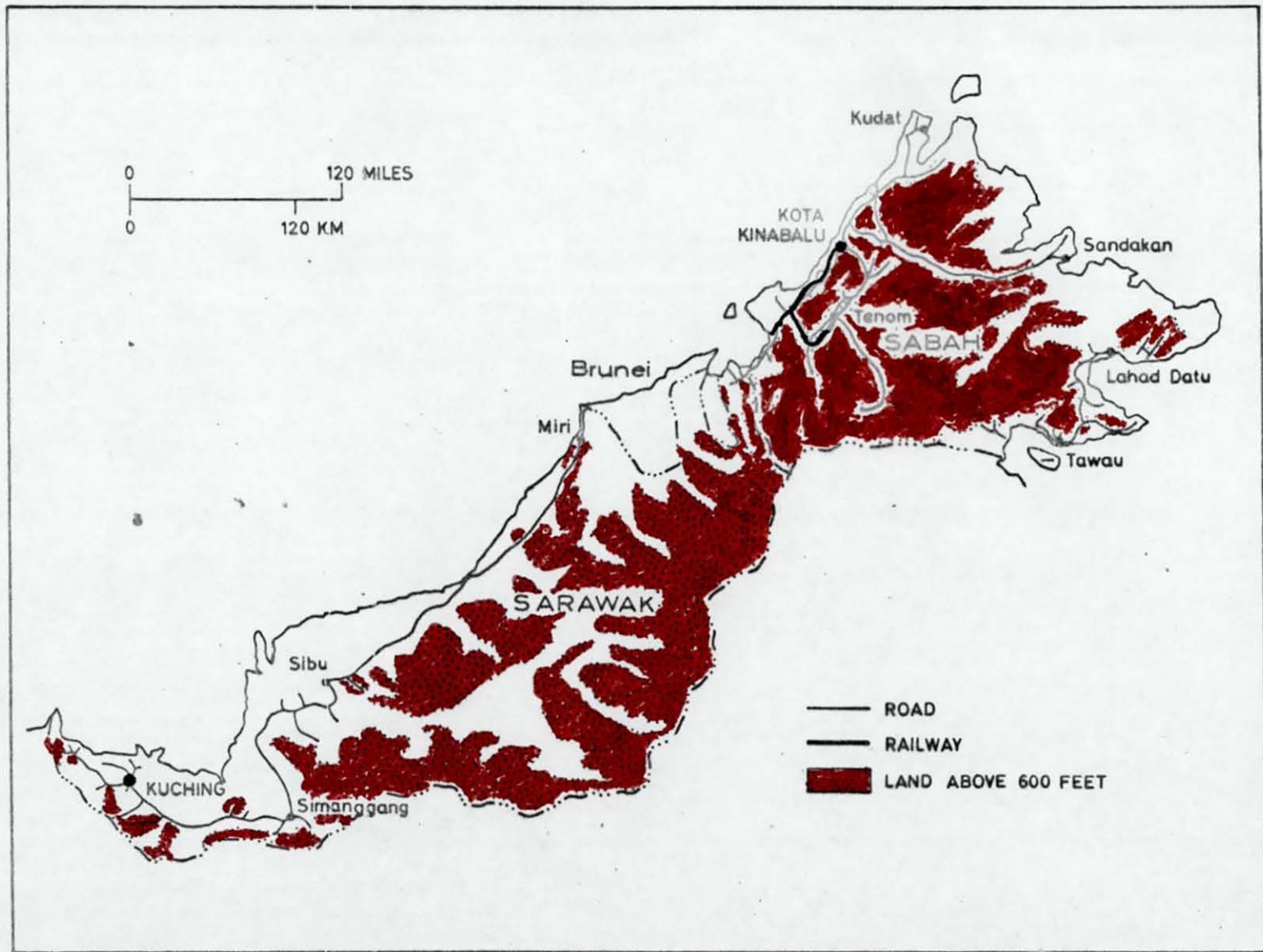
MAP 1 - MALAYSIA IN THE CONTEXT OF SOUTHEAST ASIA



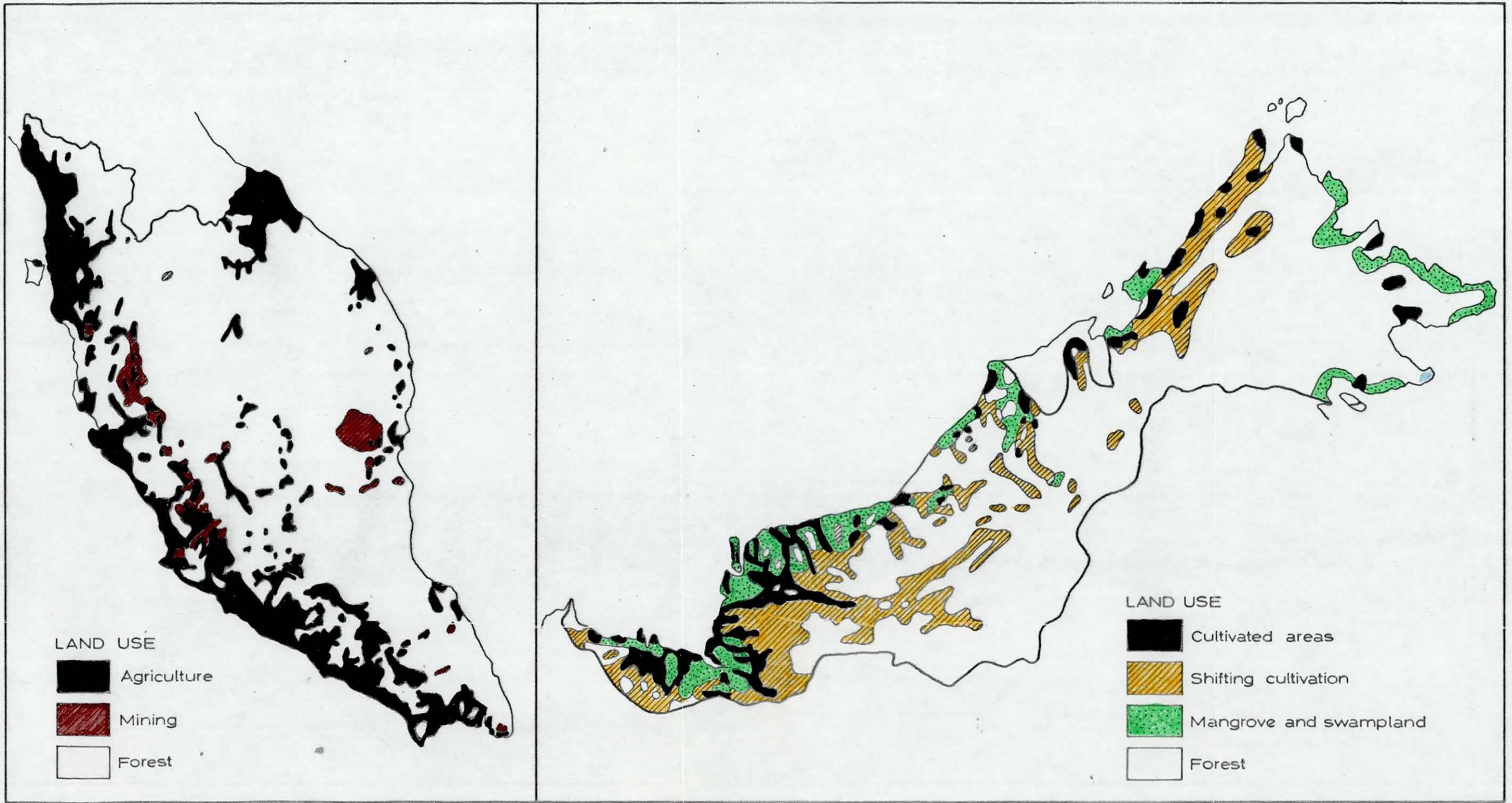
MAP 2 — MALAYSIA (States and Capitals)



MAP 3a - COMMUNICATION



MAP 3b - COMMUNICATION



LAND USE
 ■ Agriculture
 ■ Mining
 □ Forest

LAND USE
 ■ Cultivated areas
 ■ Shifting cultivation
 ■ Mangrove and swampland
 □ Forest

MAP 4 - MALAYSIA (Land Use)

A Public Library Service for the Federation
of Malaya

A Memorandum prepared by the Malayan Library Group

A. Present Library Facilities

LIBRARIES IN TOWNS

1. An examination of the library services at present available in the Federation of Malaya shows that there are only four towns, Ipoh, Kuala Lumpur, Malacca and Penang, which have libraries of 10,000 or more volumes and in these four towns, where the population (1947 census) totals 500,430 there are about 136,000 books. Of this total, it is estimated that about 100,000 volumes are possessed by the Kuala Lumpur Book Club. In each of these towns except Malacca, however, there are free libraries provided by the British Council and or the United States Information Service, the stock of books in these libraries making a combined total of 33,584. There are, in addition, about eleven towns which have libraries provided by societies, book clubs, or religious organisations, and the stock of these varies from a few hundred upwards: Five of the larger of these towns have a total population of 158,732 but the total number of books in their libraries is no more than 6,202. Moreover, there are three towns with substantial populations totalling 94,015 which appear to have no library whatever. Most of the libraries referred to are subscription libraries, and in some cases the income received from subscriptions is augmented from municipal, Federal or State and Settlement funds. These grants are however, generally speaking, extremely meagre and are so inadequate as to make little difference to the library services provided. There are a few libraries where no membership fee is charged.

2. No library in Malaya is adequately meeting the needs of the population in the town in which the library is situated, even the one or two cases where a proportion of the funds comes from public sources. The income received from subscriptions plus the grants from public sources are generally so small that only a small proportion of the number of books which ought to be made available can be purchased, with the result that those which are obtained are limited to those of a popular and recreative nature. Little provision is made for the student. An examination

of the shelves of these libraries reveals that too little money has been spent on purchasing books and re-binding books in the past: although the number of books in stock may be considerable, many of them should really be withdrawn. The physical condition of the books is, generally speaking, very poor - a further indication of inadequate book funds.

3. Most of the books in existing libraries are in English, but there has been a tendency recently to add small numbers of books in the vernacular languages.

LIBRARIES IN RURAL AREAS

4. Several libraries, particularly those of the British Council and the United States Information Service, are providing boxes of books for communities outside the town areas or are using a mobile library. The Kuala Lumpur Book Club, for instance, sends books by post to over 500 members residing beyond fifteen miles from Kuala Lumpur. Within the last year or so the Malayan Public Library Association has provided collections of books in Chinese and is now providing books in Malay. Most of these collections are in new villages although some of this organisation's collections have been deposited in towns. At present the number of libraries organised by this Association totals 82, and this is the nearest approach to an organised system of libraries which exist in the Federation. This Association functions from a headquarters in Kuala Lumpur where there is a stock of 40,000 volumes from which loans are made to other libraries. There is considerable difficulty in providing all the books required by members of these libraries and a varied choice of books is achieved by exchange between the libraries.

LIBRARIES IN SCHOOLS

5. Most schools have class room libraries, and some of the largest schools have rooms set aside for the purpose of a school library. In many cases, however, the stock of books is inadequate to serve the needs of senior students, who should have access to a good school library of several hundred volumes.

B. The Need for Libraries

PUBLIC LIBRARIES IN GENERAL

6. The United Nations Educational, Scientific and Cultural Organization, in its Public Library Manifesto, proclaims "UNESCO's belief in the public library as a living force for popular education and for the growth of international understanding, and thereby for the promotion of peace." It states that "As a democratic institution operated by the people for the people, the public library should be:

established and maintained under clear authority of law;

supported wholly or mainly from public funds;

open for free use on equal terms to all members of the community, regardless of occupation, creed, class or race.

The complete public library should provide: books, pamphlets, magazines, newspapers, maps, pictures, films, music scores and recordings and give guidance in their use. It should offer children, young people, men and women, opportunity and encouragement to educate themselves continuously; to keep abreast of progress in all fields of knowledge; to maintain freedom of expression and a constructively critical attitude towards all public issues; to be better social and political citizens in their country and of the world; to be more efficient in their day-to-day activities; to develop their creative capacities and powers of appreciation in arts and letters; to aid generally in the advancement of knowledge; to use their leisure time to promote personal happiness and social well being. The Public Library should be active and positive in its policy and a dynamic part of community life. It should not tell people what to think, but it should help them decide what to think about."

7. At the Seminar organised by Unesco and held at Delhi in October, 1955, the participants enumerated some basic proposals for a public library service as follows:

The Public Library Service is a library service authorized by legislation available to the public without charge, and financed out of public funds. It has special importance in a modern state for

- (a) the diffusion of ideas,
- (b) the creative use of leisure,
- (c) the preservation of national culture.

It is not primarily an institution for scholars and students, nor an instrument for formal education. It should be an independent service for use according to the individual needs of the citizen. The Public Library can give special assistance in the advancement of technical knowledge and skill by the distribution of literature.

8. As the cultural and educational aspects of a country's life develop, as social progress is made, and as there is an awakening of the realization of nationhood, the need for public libraries becomes much more apparent and increases enormously. Within recent years, various countries, some of them having recently obtained independence, have developed their public library services considerably: Indonesia, Nigeria, and the Gold Coast might be instanced in this connection. In each of these countries rapid strides have been made in the development of government-supported public library services on a nation-wide basis.

LIBRARY NEEDS IN MALAYA

9. During the past decade a general need for increased and improved library services has become very apparent in Malaya. The increase in the use of existing subscription libraries in Malayan towns, several of which are in receipt of subsidies from Federal Government, State, Settlement or municipal funds, the experience of the Adult Education Association in forming libraries, the "book box" scheme which the Sir Henry Gurney Library at Malacca and the British Council at Kuala Lumpur extend to rural areas, the mobile library and the "book trunk" schemes of U.S.I.S., the work of the Kuala Lumpur Book Club in sending books to subscribers throughout the Federation, and especially the system of small public libraries provided in the towns, new villages and rural areas which have recently been established by the Malayan Public Library Association, all provide evidence of the need for libraries not only in towns but also in the kampongs and the new villages where 75 percent of the population live.

10. It is known that certain groups of people are conscious of the need for more libraries. These include school-

children; school-teachers; students; persons studying independently of the formal education system; persons newly literate; members of local government councils; business-men; farmers; shop-keepers; soldiers; railway workers; dock workers; laboratory, office and factory workers; adult education tutors; professional men and women. Experience in the libraries organized by the Malayan Public Libraries Association and by other bodies show the importance of providing library service for adolescents, for new literates and especially for children.

GENERAL CONSIDERATIONS

11. The Unesco publication *Fundamental Education* had made it clear at an international level that "A satisfactory system of library service cannot be achieved by the piece-meal efforts of local Governments alone". It states that "Sound planning on a broad co-operation basis must replace drift and chance and a narrow localism in library development; the heart of the matter is the establishment of a sound framework of larger units of library service."

12. In preparing this memorandum, the Malayan Library Group has taken into account the population of the towns and rural areas in Malaya, literacy, communications, financial conditions, local and state government factors and the shortage of trained and experienced librarians, and we consider that a satisfactory library service for the whole of Malaya can only be provided by Federation Government by means of a single administrative unit. Three of the most important factors in this connection are:

- (a) Lines of communication cut across State and Settlement boundaries, thus making the organization of library services on a State basis both difficult and costly. Transport is a most important factor in the organization of a network of libraries.
- (b) States and Settlements vary greatly in density of population, and those where the distribution of books will be most difficult have no large towns in which a substantial supply of books could be maintained economically.
- (c) Some States and Settlements would find the maintenance

of an adequate library service very costly in relation to other services. Equivalent library services would be less costly, if provided by the Federation Government as part of a nation-wide scheme.

A NATION-WIDE SERVICE IS NEEDED

13. It is desirable that local councils or local groups of persons should awaken local interest in library service and have some responsibility for providing them, and we consider that this can best be done by the local authorities being responsible for providing buildings or other accommodation for the libraries, which would be provided with book-stocks and library staff by the Federation Government.

14. In order to provide nation-wide library services we consider it necessary to have a headquarters, possibly in Kuala Lumpur, and at least five regional libraries. The latter should be placed in the larger towns and should be chosen very carefully with regard to communications so that they could serve libraries in smaller places within a specified geographical area. Apart from these five towns, library provision in other districts would be made by means of static libraries in small towns and villages and by mobile libraries which would tour those other villages and kampongs where populations are very small. Where it is not possible to provide a full-time or part-time library service, staffed with paid librarians, books could be sent in boxes to volunteer librarians who would be responsible for the safe keeping of books and for issuing them to the public. Transport in these cases would be by motor launches, local buses, or private cars to small and out-lying rural communities.

15. Within recent years the importance of library and information services to agriculturalists and to industrial and commercial organizations has been increasingly realised and much information has been made available by means of co-operative inter-library lending through organizations specially created for this purpose, such as the National Central Library in England and the various union catalogues and co-operative library centres in the United States. One of the services which a national library system should provide would be the compilation of a union catalogue of all the holdings of books and periodicals in all the libraries of Malaya and the creation of some central

bureau through which national and international inter-library loans could be facilitated.

16. Another service which should be provided by the national library system is the compilation of a national bibliography, that is, a reliable record of all books, pamphlets, periodicals, etc., published in Malaya, and perhaps also of all books, articles, etc., about Malaya no matter where published. The work of existing libraries in meeting the needs of students concerned with all aspects of Malaya is greatly hampered at present by the lack of such a comprehensive national bibliography.

FINANCE

17. It will be appreciated that the implementation of these proposals to provide a library service on a national basis require that there shall be one fund for the financing of such an organization, and we consider it essential that the nation-wide service should be financed from Federation funds and that all existing public libraries, including subscription libraries and book clubs should be absorbed into a nation-wide service. Such a service would also result in great economies in book purchase in that rare books or expensive books would be bought sparingly, whereas otherwise they might be duplicated unnecessarily by several independent libraries and some important books which should be available in the country might not be purchased at all.

18. The present method of making grants (usually far too small to be of any real value) to subscription libraries is no substitute for a national library policy.

Public libraries should cater for all needs of the whole of the population who should be entitled to free membership; they should therefore be a complete charge on public funds.

A LIBRARY BOARD

19. In order to ensure that satisfactory administration of a national library service, it is recommended that it should be administered by a Library Board consisting of:

The Minister of Education,

The Director of Education,

- One member appointed by each State and Settlement Government,
- One member appointed by the University of Malaya,
- One member appointed by the Federation Adult Education Service,
- One member appointed by the Malayan Public Library Association,
- One member appointed by the Malayan Library Group,
- Three members appointed by the High Commissioner.

This Board would have full executive powers for the provision of public library service on a national scale for the whole community including the purchase of books and equipment, the appointment of a Librarian and the training of staff, the maintenance of a standard of library service and library buildings throughout the Federation, the compilation of union catalogues of books and periodicals and a national bibliography, the organization of national and international inter-lending of books between libraries, and such other projects as may from time to time be considered necessary for the best functioning of a national library service. A function of the Board would be to arrange for the training of librarians and in this connection it is recommended that suitable assistants working in libraries which would be taken over by the national library service on its formation should, if not already qualified, be sent on overseas scholarships to schools of librarianship and that eventually a school of librarianship in Malaya should be organized.

20. Although it is recommended that the provision of premises should be the responsibility of local authorities, this is so fundamentally important to the success of a public library that it is considered essential that the Board should lay down standards for library buildings and that its officers should be charged with the responsibility of making sure that local buildings meet with pre-determined requirements with regard to area, location, lighting, maintenance, etc., and should advise on the planning of new buildings.

LEGISLATION

21. In order to put a national scheme of library service

into operation it is first of all necessary to provide legislation to raise funds and to authorise the appointment of a Library Board and determination of its functions. The Unesco Seminar held in India in October last recommended that legislation should be in general terms but provide for the following:

- (i) an opportunity for developing a public library service available to all people on a basis of free and equal access;
- (ii) an independent service, not attached to another department;
- (iii) the constitution of a library board;
- (iv) the provision of adequate public finance.

APPOINTMENT OF DIRECTOR

22. As soon as legislation is passed it will be necessary to appoint a suitable experienced and qualified librarian as Director of the national library services. He would survey the library position and make detailed recommendations of finance and organization, on the training of library staff, and on the terms of incorporating existing libraries within the national library service.

PROGRAMME OF DEVELOPMENT

23. Although it would be for the Director to advise the Board as to which aspects of the library services should be developed first it might not be inappropriate to suggest that special attention should be given at an early stage to

- (a) libraries for school children, and
- (b) the provision of books through the post to individual readers.

Children are, and it is to be expected will be for several years to come, greater readers (of vernacular books particularly) than adults, and consequently good school libraries, or perhaps books for adults and children in schools or community centres, are desirable as a means of distributing books quickly by using an existing organization. Secondary schools should have large libraries of their own in a separate room and these should comprise books in connection with the students' studies and books of

recreation. Such libraries should be staffed by a Librarian without full-time teaching responsibilities.

Another important function of the national library service, especially in the first few years is the provision of a postal request service, so that teachers, students, and others could have books posted to them to meet their immediate needs. Such a service would be of particular value to those undertaking private study and research. Teachers in outlying areas and students studying externally for university degrees are in urgent need of books which can only be supplied by postal services. This presumes a large reservoir of books and could only function immediately from existing libraries. It would take several years to build up a really adequate library for this purpose.

24. Another urgent task is the provision of literature in vernacular languages. Although Malay literature is coming from Indonesia there is an urgent need for literature adapted to local needs at both the recreational and the vocational level. The work of the Literature Bureau in providing books in all the vernacular languages both by commissioning the writing of books and translating suitable works in other languages, is essential in order that a library service may be able to disseminate literature in the vernacular languages. The publication of such books in local languages is of particular importance to children, young people and newly literates.

SUMMARY OF RECOMMENDATIONS

25. The Malayan Library Group considers that it is urgently necessary to introduce legislation to establish a Library Board and to appoint a suitably experienced Director in order to provide a nation-wide system of free public libraries for the people of Malaya.

E.H. Clark (Chairman)
 I.M. Andrews
 Chua Whye Hong
 Ee Cheng Hoe
 L.M. Harrod
 R. Joseph
 A.C. Love
 P.G.M.G. Mahindasa
 W.J. Plumbe
 J.M. Waller

March, 1956

BLUEPRINT FOR PUBLIC LIBRARY DEVELOPMENT IN MALAYSIA

SUMMARY OF MAIN RECOMMENDATIONS

I. PLANNING

(i) Full public library development is estimated to take 20 years to achieve. Library development five-year plans should be incorporated in the national development plans, beginning with the next development plan for 1971-1975. (Section VI).

(ii) An interim plan is provided for 1969-70, using interim standards of library service which provide goals as well as guidelines for evaluation and action. (Section VI, and Appendix III).

(iii) The first plan period, 1971-75, with minimum standards of service as a guide on priorities, should provide for central public libraries to be established in state capitals. These central libraries will eventually serve as headquarters of the public library service of each state. (Section VI, and Appendix IV).

(iv) Once a National Library is established, planning of public library services, including periodic revision of library standards should be undertaken by a National Library Advisory Board headed by the Director of the National Library. This Board will provide and co-ordinate the national planning of all types of library services. (Section VI).

II. LEGISLATION

(v) Legislation is recommended which will provide for establishment, organization and financial support for public libraries. (Section VI, and Appendices, IIa, IIb).

III. STRUCTURE AND ORGANIZATION

(vi) Public libraries should be established and run by independent Public Library Corporations on a state basis, with representation of Federal, state and local government interests. (Section VI).

(vii) The proposed National Library of Malaysia should be the apex of the national library system and should provide leadership, consultant and other services for public libraries. (Section VI).

IV. FINANCE

(viii) Annually recurrent costs of public library service should be borne by the states and capital costs of buildings, equipment and initial bookstock by the Federal government. Local authorities should contribute towards public library services wherever feasible in the form of funds, premises and other such means. (Section VI).

(ix) The Federal government, through the National Library, should provide funds on an annual per capita basis to states which, because of low economic or population base, are unable to meet the full costs of library service. (Section VI).

(x) Local and other sources of funds for implementation of the public library development plan are recommended. (Section VI).

v. STAFF

(xi) Librarianship should be recognised as a profession and qualifications defined. (Section IV, parts I and II).

(xii) Priority should be given to implementing a scholarship scheme for the training of librarians. (Section IV, part III).

(xiii) A library school for Malaysia should be established to meet the need for qualified librarians. Such a library school could also serve as a regional library school for Southeast Asia.

(xiv) Improved salary scales and schemes of service are recommended for professional and non-professional staff. (Section IV, part IV).

VI. COLLECTIONS

(xv) The central library should aim to provide a minimum basic collection of 100,000 books. (Section VI, and Appendix IV, part III).

(xvi) Priority in building up the book collection should be given to books in the national language. A basic list of such books is provided. (Appendix VII).

(xvii) Policies are recommended for book selection and weeding. (Appendices V, VI).

(xviii) A centralised processing centre should be established. (Section VI, part V).

VII. SERVICES

(xix) Public library services should be provided freely and on equal terms to all members of the community. (Section VI).

(xx) Services should only be provided and expanded in keeping with availability of staff and adequacy of book resources. (Section VI).

(xxi) Priority should be given to the establishment and development of children's services. (Section VI).

(xxii) Service to rural areas, including mobile library services, should be provided separately by the Federal Land Development Authority and the Ministry of National and Rural Development for the first plan period initially and should be gradually taken over by the Public Library Corporation. (Section VI).

VIII. BUILDINGS

(xxiii) Adapted or renovated buildings may be provided in the interim plan period, 1969-70, and in the first plan period, 1971-75. (Section VI).

(xxiv) New buildings should be designed to allow for future extensions over a 20-year period and should meet with standards laid down by the National Library or National Library Advisory Board. (Section VI).

IX. ROLE OF THE PPM

(xxv) The Standing Committee on Public Libraries should provide basic lists of periodicals, reference books and children's books to assist libraries in meeting the Minimum standards for 1971-75. (Section VI).

(xxvi) The Persatuan Perpustakaan Malaysia should continuously seek to educate the public on the role of public libraries in national development. (Section VI).

(xxvii) The Persatuan Perpustakaan Malaysia should provide courses for non-professional staff of public libraries. It should also provide courses for professional staff until a library school is established. (Section VI, part III).

(xxviii) The Persatuan Perpustakaan Malaysia should be represented on Public Library Corporations, and on the National Library and the National Library Advisory Board. (Section VI, parts I and II).

X. ROLE OF THE NATIONAL LIBRARY

(xxix) The National Library should be responsible for the co-ordination of public library services, the implementation and periodic revision of standards of library service, and the channelling of Federal grants for capital expenditure on buildings, equipment and initial bookstock. (Section VI, parts II and V).

(xxx) The National Library should make Federal per capita grants to states which are unable to provide fully for public library services.

(xxxi) The National Library should be represented on all Public Library Corporations and should provide consultant services for public libraries, including the provision of basic lists of books and periodicals. (Section VI, parts II and V).

(xxxii) The National Library should co-ordinate the rural library services provided by the Federal Land Development Authority and the Ministry of National and Rural Development with the library services provided by Public Library Corporations. (Section VI, part V).

XI. ROLE OF THE LIBRARY ADVISORY BOARD

(xxxiii) The Library Advisory Board should be headed by the Director of the National Library. (Section VI, part I).

(xxxiv) The Board should co-ordinate and plan the services and resources of all types of libraries, including the National Library, university and college libraries, public libraries, special libraries and documentation centres. (Section VI, part I).

(xxxv) The Board's approval should be mandatory for standard plans for library buildings, for which Federal capital grants are requested. (Section VI, part V).

LAWS OF MALAYSIA
Act 80
NATIONAL LIBRARY ACT, 1972

ARRANGEMENT OF SECTIONS

Part I

PRELIMINARY

Section

1. Short title, commencement and application
2. Interpretation.

PART II

ESTABLISHMENT AND MANAGEMENT OF
NATIONAL LIBRARY

3. Establishment of National Library.
4. Management and control of National Library by the Director General and powers of Director General.

PART III

THE ESTABLISHMENT OF ADVISORY BOARD

5. Establishment of Advisory Board.
6. Meetings of the Board.

PART IV

NATIONAL LIBRARY FUND

7. Establishment of National Library Fund.
8. Moneys required to be paid into the Fund.
9. Application of moneys of the Fund.
10. Estimate.
11. Accounts and audit.

PART V

MISCELLANEOUS

12. Agreement respecting library services.
13. Transfer of library material.
14. Regulations.
15. Annual report.

LAWS OF MALAYSIA
Act 80
NATIONAL LIBRARY ACT, 1972

An Act to provide for the establishment of the National Library and for matters connected therewith.

BE IT ENACTED by the Duli Yang Maha Mulia Seri Paduka Baginda Yang di-Pertuan Agong with the advice and consent of the Dewan Negara and Dewan Ra'ayat in Parliament assembled, and by the authority of the same, as follows:

Part I

PRELIMINARY

1. (1) This Act may be cited as the National Library Act, 1972, and shall come into force on such date as the Minister may by notification in the *Gazette* appoint. Short title, commencement and application.

(2) This Act shall apply only to West Malaysia.

2. In this Act unless the context otherwise requires - Interpretation

"appointed date" means the date of coming into force of this Act;

"Board" means the Advisory Board established pursuant to section 5;

"Chairman" means the Chairman of the Advisory Board appointed under section 5 (2) (a);

"Director General" means the Director General of the National Library appointed under section 4 (1);

"Fund" means the National Library Fund established pursuant to section 7 (1);

"Library" means the National Library established pursuant to section 3 and includes the national library service established by the National Archives;

"library building" means any building or premises forming part of or used by the Library and any building or premises leased or let temporarily or otherwise by the Federal Government or Government of a State for the purposes of the Library and includes any vehicle or vessel used in any mobile library, forming part of the Library;

"library material" means any form of written, printed or graphic matter, including manuscripts, typescripts, books, newspapers, periodicals, music, photographs, maps, prints, drawings, and other graphic art forms, films, film strips, gramophone records, tape recordings and other recordings on paper, film, or other material and reproductions thereof;

"National Archives" means the National Archives of Malaysia established under the National Archives Act, 1966.

Part II

ESTABLISHMENT AND MANAGEMENT OF NATIONAL LIBRARY

3. There is hereby established a National Library of Malaysia (hereinafter referred to as the "Library") with the following purposes and objectives - Establishment of National Library
- (a) to provide leadership and promote co-operation in library affairs in Malaysia;
 - (b) to assist the Government in the promotion of the learning, use and advancement of the National Language;
 - (c) to support research and inquiry on a national scale;
 - (d) to provide facilities for the enlightenment, enjoyment and community life of the people;
 - (e) to contribute to the development of cultural relations with the people of other countries, and
 - (f) to provide or promote such other services or activities in relation to library matters as the Minister may direct.

4. (1) The Library shall be managed and controlled by the Director General of National Library who shall be appointed by the Yang di-Pertuan Agong; and for the purpose of such management and control the Director General shall have the following functions -
- Management and control of National Library by the Director General and powers of Director General.
- (a) to advise the Minister on all matters relating to libraries and library services;
 - (b) to promote a nationwide system of free public libraries and library services in Malaysia;
 - (c) to promote and co-ordinate the development and use of the library resources of the nation;
 - (d) to develop and maintain by purchase or otherwise a national collection of library material, including a comprehensive collection of library material relating to Malaysia and its people.
 - (e) to make library material available in such manner as best serves the national interest;
 - (f) to provide bibliographical services, including national bibliographical services and a union catalogue of library collections;
 - (g) to provide modern facilities for the storage, retrieval and communication of information;
 - (h) to promote the advancement of library science and the professional training of librarians;
 - (i) to act as the agency for the national and international lending and exchange of library material;
 - (j) to lend, sell or otherwise dispose of library material forming part of the Library;
 - (k) to do such other things as he may deem necessary, in order to give effect to the purposes and objectives referred to in section 3.
- (2) There shall be appointed from time to time, such

officers as may be deemed necessary or considered expedient for the purposes of this Act.

Part III

THE ESTABLISHMENT OF ADVISORY BOARD

5. (1) The Minister shall establish an Advisory Board (hereinafter referred to as the "Board") for the purpose of advising the Director General on the development of the Library. Establishment of Advisory Board

(2) The Board shall consist of the following members -

- (a) a Chairman who shall be appointed by the Minister;
- (b) the Director General;
- (c) a representative of the Ministry for the time being charged with the responsibility for the Library; and
- (d) not less than three and not more than six other members who shall be appointed by the Minister.

(3) The Director General may appoint any member of his staff to act as the Secretary of the Board who shall keep a proper record of all minutes of the Board's meetings.

(4) The Chairman and every member of the Board appointed under subsection (2) (d) shall, unless his appointment is sooner revoked, hold office for a period of three years but shall be eligible for reappointment.

(5) The Chairman and any member of the Board appointed under subsection (2) (d) may resign from his office by a written notice to the Minister.

(6) All members of the Board shall be deemed to be public servants within the meaning of the Penal Code.

6. (1) The Board shall hold meetings at any time and place as the Chairman may fix. Meetings of the Board.

(2) Three members of the Board excluding the Chairman shall form a quorum.

(3) The Board may make its own rules governing the procedure of its meeting and other matters connected therewith.

Part IV

NATIONAL LIBRARY FUND

7. (1) For the purpose of library development, there is hereby established and incorporated into the Second Schedule to the Financial Procedure Act, 1957 the following fund, namely -

Establishment of National Library Fund

"National Library Fund"

(hereinafter referred to as "the Fund").

(2) The Fund shall be controlled and operated by the Director General in accordance with the provisions of this Part.

8. (1) Notwithstanding the provisions of the Financial Procedure Act, 1957 and the Development Funds Act, 1966 there shall be paid from time to time into the Fund -

Moneys required to be paid into the Fund

- (a) such sums as may be appropriated by Parliament from the Development Fund or otherwise for the purposes of library development;
- (b) moneys received by way of donation or bequest for the purposes of the Library;
- (c) interest received from the investment of moneys standing to the credit of the Fund;
- (d) any other moneys received by the Government in such circumstances as the Minister of Finance considers appropriate to be paid into the Fund:

Provided that any balance of moneys received by the Government for the purpose of the Library before the appointed date which would have to be paid into the

Fund under this subsection had the moneys been received on or after the appointed date, shall be accounted for in this Fund.

(2) Payments into the Fund of moneys referred to in paragraph (a) of subsection (1) shall be made in such sums and at such times as the Minister of Finance directs.

9. (1) Notwithstanding the provisions of the Development Funds Act, 1966 moneys standing to the credit of the Fund may be applied by the Director General for the following purposes:-

Applica-
tion of
moneys
of the
Fund.

- (a) payment for the cost of site, construction of and extension to building, and equipment for the Library;
- (b) payment of consultation expenses for library development;
- (c) payment for the cost of library material and services acquired for the purposes of library development;
- (d) any other payment for the purposes of library development.

(2) Money standing to the credit of the Fund may be invested in accordance with the provisions of section 8 (3) (a) of the Financial Procedure Act, 1957.

10. Each year the Director General shall within such period as may be determined by the Treasury submit through the Minister to the Treasury a statement showing the estimated receipts and payments of the Fund in respect of the following year. In support of such statement the Director General shall submit details of the development programme which he proposes to undertake in that following year. Estimate.

11. (1) The Director General shall cause proper accounts to be kept and maintained in respect of the Fund.

Accounts
and
audit.

(2) The Director General shall as soon as the accounts have been audited submit to the Minister and the Minister of Finance the audited statements of accounts together with any observations thereon.

(3) The Minister shall cause the audited statements of accounts together with observations, if any, to be laid before both Houses of Parliament.

Part V

MISCELLANEOUS

12. The Director General may, on terms and conditions approved by the Minister, co-operate or enter into agreements with authorities or persons whether in Malaysia or elsewhere in respect of library matters.

Agreement
respecting
library
services.

13. The Minister may direct that any surplus library material in the care or custody of any department or agency of the Federal Government or Government of a State be transferred from that department or agency to the Library:

Transfer
of
library
material.

Provided that no such library material shall be transferred from a department or agency of Government of a State to the Library without the prior consent of the State Authority.

14. The Minister may make regulations not inconsistent with the provisions of this Act for the proper discharge of the functions of the Director General and for the management and control of the Library and library buildings and, in particular, without prejudice to the generality of the foregoing, such regulations may provide for -

Regulations.

- (a) the general supervision and conduct of the Library;
- (b) the preservation of order and prevention of nuisance in the library buildings and grounds;
- (c) enabling the Director General or the officers and servants of the Library to exclude or remove from the Library or the library buildings and grounds, persons committing any offence against this Act or the regulations made thereunder;
- (d) prescribing the amounts of fines that may be levied by the Director General for the late:

return of borrowed library material and for the waiving or refund of such fines;

- (e) prescribing the fees to be charged by the Director General for the making and certifying of copies of any library material in the Library, and for the exemption from payment in whole or in part of such fees.

15. (1) The Director General shall as soon as practicable at the end of each year prepare or cause to be prepared and transmit to the Minister an annual report dealing with the progress and activities of the Library.

Annual
report.

(2) The Minister shall cause a copy of every such report to be laid before both Houses of Parliament.

REPORT OF THE SUBCOMMITTEE ON PUBLIC LIBRARIES,
NATIONAL LIBRARY COMMITTEE

The National Library Committee, at its Meeting on May 5, 1969 appointed a Subcommittee on Public Libraries to study in detail the Blueprint for Public Library Development in Malaysia compiled by Mrs. Hedwig Anuar, Director of National Library, Singapore on behalf of the Persatuan Perpustakaan Malaysia, which had been submitted to the Government, and to make recommendations for its implementation. The following members were appointed to serve on the Subcommittee: Dato' Alwi Jantan (Chairman), Representatives of the Bahagian Peranchang Ekonomi, Jabatan Perkhidmatan Awam, Perbendaharaan, Persatuan Perpustakaan Malaysia and Universiti Malaya. The Bahagian Peranchang Ekonomi was, however, unable to send a Representative to attend its meetings. The Subcommittee was empowered to co-opt other members but this was not felt necessary.

2. This Subcommittee met four times on June 3 and 17, July 1 and December 4, 1969. After having studied the Blueprint in detail the Subcommittee makes the following recommendations in which so far as possible priorities are indicated:

RecommendationsI. Planning

(i) Full public library development is estimated to take 20 years to achieve. Library development five-year plans should be incorporated in the national plans, beginning with the next development plan for 1971-1975.

(ii) An interim plan is provided for 1969-70, using interim standards of library service which provide goals as well as guidelines for evaluation and action.

(iii) The first plan period, 1971-75, with minimum standards of service as a guide on priorities, should provide for central public libraries to be established in capitals. These central libraries will eventually serve as headquarters of the public library service of each state.

(iv) Once a National Library is established, planning of public library services, including periodic revision of library standards, should be undertaken by a national Library Advisory Board headed by the Director of the National Library. This Board will provide and co-ordinate the national planning of all types of library services."

The Subcommittee supports the recommendations of Mrs. Anuar as set out in this Section. In view of the importance and desirability of the project, public library five-year development plans should be prepared and incorporated in the national and state development plans, beginning with the next development plan for 1971-1975. As the National Library would play a major role in the planning and co-ordination of public library services, it is essential that the establishment of the National Library should also take place within the next Malaysia Development Plan. In the meantime, planning of public library services including periodic revision of library standards should be undertaken by a competent authority. The present imbalance in the provision of public library services should be corrected by the establishment of public libraries in those States which still do not have any.

II. Legislation

"(v) Legislation is recommended which will provide for the establishment, organization and financial support for public libraries."

This Subcommittee supports the above recommendation. It recommends that each State should be asked to pass adequate legislation for the establishment and organization of public libraries. Such legislation should incorporate the library services provided by local authorities if necessary by making amendments to local government laws. The Model Public Library Bill may be used by each State Government subject to certain amendments as at Appendix A. The future National Library legislation should empower the National Library to promulgate minimum standards for public libraries.

III. Structure and Organization

"(vi) Public libraries should be established and run by independent Public Library Corporations on a state basis, with representation of Federal, state and local government interests.

(vii) The proposed National Library of Malaysia should be the apex of the national library system and should provide leadership, consultant and other services for public libraries."

This Subcommittee supports the above recommendations. It recommends that the Federal Representative on the Public Library Corporation should be a member of the National Library staff.

IV. Finance

"(viii) Annually recurrent costs of public library service should be borne by the states and capital costs of buildings, equipment and initial bookstock by the Federal government. Local authorities should contribute towards public library services wherever feasible in the form of funds, premises and other such means.

(ix) The Federal government, through the National Library, should provide funds on an annual per capita basis to states which, because of low economic or population base, are unable to meet the full costs of library service.

(x) Local and other sources of funds for implementation of the public library development plan are recommended."

This Subcommittee supports the above recommendations with the proviso that both recurrent costs of public library service and capital costs of buildings, equipment and initial bookstock should be borne by the States. However, local authorities should contribute wherever feasible in the form of funds, premises or other such means. The Federal Government, through the National Library, should consider providing financial assistance to those states meeting the criteria which would be set up by the National Library. It is recommended that the

Federal Government makes a nominal provision for a sum of \$600,000 within the Second Five-Year Development Plan as contribution for the development of public libraries in the States subject to availability of funds.

V. Staff

"(xi) Librarianship should be recognised as a profession and qualifications defined.

(xii) Priority should be given to implementing a scholarship scheme for the training of librarians.

(xiii) A library school for Malaysia should be established to meet the need for qualified librarians. Such a library school could also serve as a regional library school for Southeast Asia.

(xiv) Improved library scales and schemes of service are recommended for professional and non-professional staff."

This Subcommittee supports the above recommendations. It recommends that the Public Services Department should study the question of library qualifications in consultation with the Director of National Archives with a view to stipulating them. Steps should be taken to implement a scholarship scheme for the training of librarians. Preferably a library school for Malaysia should be established in an existing institution of higher learning. This matter should be pursued by the Director of National Archives. The Subcommittee notes that the existing salary structure and schemes of service are being examined by the Public Services Department and Director of National Archives. Provision should be made as soon as possible by the State Governments for employing the minimum number of library staff required in public libraries. The proposed library scales of such staff should be referred first to the National Library to ensure uniformity.

VI. Collections

"(xv) The State central library should aim to provide a minimum basic collection of 100,000 books.

(xvi) Priority in building up the book collection should be given to books in the national language. A basic list of such books is provided.

(xvii) Policies are recommended for book selection and weeding.

(xviii) A centralised processing centre should be established."

This Subcommittee supports the above recommendations. It recommends that the State central library in each State should aim to provide a minimum basic collection of 100,000 books within the Second Five-Year Plan. One centralised processing centre should be established. This project is to be studied by the National Library in consultation with participating libraries. Projects which could be implemented now should be done so without further delay by the existing public libraries. This matter should be pursued by the Director of National Archives.

VII. Services

"(xix) Public library services should be provided freely and on equal terms to all members of the community.

(xx) Services should only be provided and expanded in keeping with availability of staff and adequacy of book resources.

(xxi) Priority should be given to the establishment and development of children's services.

(xxii) Service to rural areas, including mobile library services, should be provided separately by the Federal Land Development Authority and the Ministry of National and Rural Development for the first plan period initially and should be gradually taken over by the Public Library Corporation."

This Subcommittee supports the above recommendations.

VIII. Buildings

"(xxiii) Adapted or renovated buildings may be provided in the interim plan period, 1969-70, and in the first plan period, 1971-1975.

(xxiv) New buildings should be designed to allow for future extensions over a 20-year period and should meet with standards laid down by the National Library or National Library Advisory Board."

This Subcommittee supports the above recommendations. It recommends that adapted or renovated buildings may be provided in the Second Malaysia Plan and that new buildings should meet with standards laid down by the National Library.

IX. Role of the Persatuan Perpustakaan Malaysia

"(xxv) The Standing Committee on Public Libraries should provide basic lists of periodicals, reference books and children's books to assist libraries in meeting the Minimum Standards for 1971-75.

(xxvi) The Persatuan Perpustakaan Malaysia should continuously seek to educate the public on the role of public libraries in national development.

(xxvii) The Persatuan Perpustakaan Malaysia should provide courses for non-professional staff of public libraries. It should also provide courses for professional staff until a library school is established.

(xxviii) The Persatuan Perpustakaan Malaysia should be represented on Public Library Corporations, and on the National Library and the National Library Advisory Board."

This Subcommittee supports the above recommendations.

X. Role of the National Library

"(xxix) The National Library should be responsible for the co-ordination of public library services, the implementation and periodic revision of standards of

library service, and the channelling of Federal grants for capital expenditure on buildings, equipment and initial bookstock.

(xxx) The National Library should make Federal per capita grants to states which are unable to provide fully for public library services.

(xxxii) The National Library should be represented on all Public Library Corporations and should provide consultant services for public libraries, including the provision of basic lists of books and periodicals.

(xxxiii) The National Library should co-ordinate the rural library services provided by the Federal Land Development Authority and the Ministry of National and Rural Development with the library services provided by Public Library Corporations."

This Subcommittee supports the above recommendations. It recommends that Federal grants for whatever purpose should be channelled through the National Library and that the basis for these grants be determined by the National Library in accordance with the criteria it would draw up for this purpose and to be approved by the Treasury.

XI. Role of the Library Advisory Board

"(xxxiii) The Library Advisory Board should be headed by the Director of the National Library.

(xxiv) The Board should co-ordinate and plan the services and resources of all types of libraries, including the National Library, university and college libraries, public libraries, special libraries and documentation centres.

(xxxv) The Board's approval should be mandatory for standard plans for library buildings, for which Federal capital grants are requested."

This Subcommittee feels that the functions of the Library Advisory Board as outlined in this Section should comprise part of the functions of the National Library. It recommends, therefore, that

the National Library's approval should be mandatory for standard plans for library buildings for which Federal grants may be requested.

3. Conclusion

To sum up, this Subcommittee strongly recommends that those items enumerated above that could be implemented immediately be done so without delay. In particular

- (i) Public library development for which a provision of \$600,000 has been recommended should be entered in the Second Five-Year Malaysia Development Plan, 1971-1975;
- (ii) Provision for public library development should be made in the respective State Five-Year Development Plans for 1971-1975;
- (iii) The proposed National Library should be formally established within the Second Five-Year Development Plan, 1971-1975;
- (iv) Library legislation should be enacted in those States which do not have them; and
- (v) Public libraries should be established in those States which do not have them.

No.2 of 1972

ASSENT

(STATE SEAL)

Abdul Malik
Regent of Kedah

3rd June, 1972.

21st Rabiul-akhir, 1392.

An Enactment to provide for the establishment of a Corporation to be known as the Kedah State Public Library Corporation and for matters connected therewith.

IT IS HEREBY ENACTED by the Legislature of the State of Kedah as follows:

Part I

PRELIMINARY

1. This Enactment may be cited as the Kedah State Public Library Corporation Enactment, 1972, and shall come into force on such date as the Ruler may by notification in the Gazette appoint.

Short
title
and
commen-
cement

2. In This Enactment unless the context otherwise requires -

Inter-
pre-
tation.

"book" means any form of written or graphic, including manuscripts, typescripts, books, newspapers, priodicals, music, photographs, maps, prints, drawings and other graphic art forms, films, film scripts, gramophone records, tape recordings and other recordings on paper, film or other material and reproduction thereof;

"Chairman" means the Chairmna of the Corporation appointed under section 4;

"Corporation" means the Kedah State Public Library Corporation established under section 3;

"financial year" means a period of not more than twelve months and not less than six months ending on the 31st day of December.

"Fund" means the fund established under section 15;

"mobile library" means a library which moves from place to place within the State on vehicle adapted for the purpose;

"Public Library" means the Kedah State Public Library established, managed or maintained by the Corporation under section 8 and includes libraries and mobile libraries established, managed or maintained under section 9;

"State" means the State of Kedah.

Part II

THE CORPORATION

3. (1) For the purposes of the Enactment there is hereby established a body to be called "Kedah State Public Library Corporation" which shall be a body corporate with perpetual succession and which may sue or be sued. Establi-
shment
of
Corpor-
ation

(2) The Corporation shall have a common seal and may from time to time make, change, alter or make anew the said seal as it deems fit and until a seal is provided under this section a stamp bearing the inscription "Kedah State Public Library Corporation" may be used as the common seal.

(3) The seal or stamp of the Corporation shall be officially and judicially noticed.

4. (1) The Corporation shall consist of the following members - Consti-
tution

- (a) a Chairman;
- (b) a Deputy Chairman;
- (c) a Representative of the Persatuan Perpustakaan Malaysia;
- (d) a Representative of the body governing the National Library;
- (e) the State Secretary, the State Financial Officer and the Chief Education Officer or their representatives;
- (f) four other members of whom two shall be, in the opinion of the Menteri Besar the representative

of Registered Literary or Cultural Associations appointed by the Menteri Besar;

(g) four members of the Town Council, Town Board mentioned in the Schedule hereto appointed by the Menteri Besar.

(2) The Chairman and Deputy Chairman shall be appointed by the Ruler in Council and shall hold office for three years unless his appointment is sooner revoked or vacated or he sooner resigns.

(3) The members mentioned in paragraph (f) of sub-section (1) shall hold office for a period of three years unless his appointment is sooner revoked or vacated or he sooner resigns.

(4) The members mentioned in paragraph (g) of sub-section (1) shall hold office for a period of one year unless his appointment is sooner revoked or vacated or he sooner resigns.

(5) The members mentioned in paragraphs (a), (b) and (e) of sub-section (1) may be reappointed upon the expiry of his term of office.

(6) In the absence of the Chairman the Deputy Chairman shall have all the powers of the Chairman.

(7) During the temporary incapacity through illness or for any other cause whatsoever, or during the temporary absence from the Federation of the Chairman or Deputy Chairman, the Menteri Besar may appoint any person to be a temporary Chairman and shall have all the powers of the Chairman.

(8) Any vacancy may be filled by any person appointed by the Menteri Besar:

Provided that members appointed to fill the office of members in paragraphs (f) and (g) shall be from the same category of persons as mentioned therein.

Provided further that no act or proceedings of the Corporation shall be invalid or illegal in consequence only of any such vacancy existing at the time of any act or proceeding.

5. (1) The Chairman and Deputy Chairman shall be appointed upon such terms and conditions as the Menteri Besar may determine.

Appoint-
ment of
Chairman
and
Deputy
Chairman
and
allowances
of
members.

(2) There shall be paid to the members of the Corporation such travelling or other allowances in connection with attendance of meetings of the Corporation or the carrying out of any of the functions of the Corporation as the Menteri Besar may determine.

6. (1) The Corporation shall meet at least two times in a financial year.

(2) Meetings of the Corporation shall be held at such times and places as may be determined, or until determined, as convened by the Chairman.

(3) The Chairman may at any time call a meeting of the Corporation and shall upon the written request of not less than eight members call a special meeting thereof within one month of the date of such request.

(4) Minutes of each meeting of the Corporation be kept and shall be confirmed and signed by the Chairman as soon as practicable thereafter at a subsequent meeting.

(5) The Corporation may invite one or more persons to attend any particular meeting of the Corporation for the purpose of assisting or advising the Corporation but such invited person shall have no right to vote.

7. (1) The quorum at all meetings of the Corporation shall be eight members.

Quorum

(2) If on any question to be determined by the Corporation there is an equality of votes, the Chairman shall have a casting vote in addition to his original vote.

Part III

POWERS AND FUNCTIONS OF THE CORPORATION

8. The functions of the Corporation shall be -

(a) to establish, equip, manage, and maintain the Kedah State Public Library-

Functions
of the
Corpora-
tion

- (b) to promote and encourage reading particularly in the National Language;
- (c) to promote and encourage the use of books in the Public Library for reference and for loan subject to proper safeguards against loss or damage;
- (d) to acquire a comprehensive collection of books relating to or published within the State;
- (e) to obtain and provide central information on the sources and services of libraries in the State on behalf of the National Library;
- (f) to act as the organising agency for the lending and exchange of books on an inter-state basis and between the Public Library and the National Library;
- (g) to provide reference, bibliographic and inter-library loan services to the State departments and to the State Assembly;
- (h) to do all other matters and things as are reasonably necessary for the exercise or performance of all or any of the purposes of this Enactment.

9. The Corporation may -

- (a) establish, manage and maintain branches of the Public Library in any part of the State;
- (b) provide and maintain mobile libraries;
- (c) advise libraries of the State Government departments within the State;
- (d) purchase, exchange, borrow and receive books and other movable property incidental to the establishment and management of the Public Library;
- (e) purchase, exchange, lease and hold land, buildings and other immovable property for the establishment of the Public Library and for any purpose necessary for carrying out the functions of the Corporation;

Powers
of the
Corpor-
ation

- (f) take over any existing library in the State with the consent of such library, and in pursuance thereof may enter into contract or reasonable arrangement with any person, club, association or local government with the approval of the Ruler-in-Council;
- (g) enter into relations and co-operate to such extent and on such conditions as may be deemed desirable with other libraries, Institutions of Higher Learning or any International Organisation whether within the States of Malaya or otherwise;
- (h) provide for the training of persons to carry out the duties of librarians and other staff in library work;
- (i) appoint special committees to which it may delegate any of its administrative functions;
- (j) enter into any contract or do any other acts or things as may be necessary and proper for carrying into effect the purposes of this Enactment.

10. The Corporation may from time to time borrow, at such rate of interest and for such period and upon such terms as to the time and method of repayment and securing the repayment and otherwise as the State Government may approve, any sum necessary for meeting any capital expenditure for the following purposes - Powers of borrowing

- (a) compensation payable by the Corporation for acquisition of land;
- (b) the cost of acquiring land, buildings or other immovable property for the purpose of this Enactment;
- (c) the cost of constructing buildings for the Public Library and purchasing vehicles for the establishment of mobile library or renovating such buildings or vehicles and work in connection thereof;
- (d) the cost of purchasing books ; and
- (e) any other cost which is reasonably necessary in carrying out the purposes of this Enactment.

11. The Corporation may invest any part of its Fund which is not required for immediate use in any of the Investments authorised by the Trustee Ordinance, 1949, or in such manner as the Menteri Besar may approve. Power to invest

Part IV

OFFICERS, SERVANTS, ETC. OF THE CORPORATION

12. (1) Subject to the provisions of the Standing Order made under section 23, the Corporation may appoint as many officers and servants as may be necessary for the purposes of this Enactment. Officers and servants

(2) The officers and servants of the Corporation shall be under the administrative control of the Chairman or an officer appointed by the Chairman.

(3) The members, officers and servants of the Corporation shall be deemed to be public servants within the meaning of the Penal Code.

(4) The Corporation may with the approval of the Menteri Besar make rules for the establishment of a Contributory Provident Fund for the officers and servants appointed under this Enactment.

13. The Corporation may with the approval of the Menteri Besar employ and pay technical or professional advisers such as solicitors, bankers, valuers or library experts, to transact any particular business or do any special act required to be transacted or done in execution of the duties of the Corporation or for the better carrying into effect the purposes of this Enactment and pay all charges and expenses as incurred. Power to employ advisers

14. The Public Authorities Protection Ordinance, 1948, shall apply to any action, suit, prosecution or proceeding against the Corporation or against any member, officer, servant or agent of the Corporation in respect of any act, neglect or default done or omitted by the Corporation or such person in such capacity. Public Authorities Protection Ordinance, 1948 to apply to the Corporation.

15. (1) The Corporation shall have a principle office in Alor Setar or at such place as the Corporation may Office of the Corporation

from time to time determine and approved by the Menteri Besar.

(2) The Corporation may establish other offices as the Corporation deems desirable.

Part V

FUNDS AND REVENUES OF THE CORPORATION

16. The Funds of the Corporation shall consist of - Funds
of the
Corpora-
tion
- (a) such sums as are from time to time, appropriated by the State Legislative Assembly for that purpose;
 - (b) such sums as may be contributed by the authorities mentioned in the Schedule for the purposes of the Corporation;
 - (c) such sums as may from time to time be donated by the State or Federal Government, Government of any other State or by any other person for the purposes of the Corporation;
 - (d) such sums as may from time to time be raised by the Corporation by loan;
 - (e) such sums as may be collected by the Corporation by way of fees or fines;
 - (f) all interest on investments of any part of the Fund;
 - (g) all such sums as may be derived by the Corporation directly or indirectly from the movable or immovable property belonging to the Corporation.
17. The funds of the Corporation may be applied in defraying the following charges - Application
of Corpor-
ation
Funds.
- (a) the allowance of the members for attending meetings at such rate as may be approved by the Ruler-in-Council;
 - (b) the salaries, fees or remuneration of the officers, agents and servants, and technical or other advisers of the Corporation;

- (c) all costs, charges and expenses of and incidental to the exercise of the powers of the Corporation under this Enactment;
- (d) interest on any loan lawfully raised by the Corporation;
- (e) sums required for the repayment of moneys borrowed;
- (f) such sums as it may deem appropriate to set aside in respect of depreciation on the property of the Corporation.

18. (1) All moneys paid to the Corporation shall forthwith be paid into an account in such bank or banks as may be approved by the Corporation.

Bank
Account.

(2) All orders or cheques against the said account shall be signed by the Chairman and a member authorised by the Corporation.

19. (1) The Corporation shall keep proper accounts and other records in respect of its operations and shall cause to be prepared a statement of account in respect of each financial year.

Accounts
and
audit.

(2) The accounts of the Corporation shall be audited annually by the Auditor-General.

(3) At the end of each financial year, as soon as the accounts of the Corporation shall have been audited, the Corporation shall cause a copy of the statement of account to be transmitted to the Ruler-in-Council and to the National Library together with a copy of any report made by the Auditor-General on any statement of accounts of the Corporation.

20. (1) The Corporation shall, as soon as practicable after the end of each financial year, cause to be made and transmitted to the Ruler-in-Council and to the National Library a report dealing generally with the activities of the Corporation during the preceding financial year and containing such information relating to the proceedings and policy of the Corporation as the Ruler-in-Council may direct.

Annual
Report.

(2) A copy of every such report shall be laid on the table of the Legislative Assembly of the State.

Part VI
MISCELLANEOUS

21. Any person who, in any part of the Public Library established, maintained or managed by the Corporation, to the annoyance or disturbance of any person using the same - Offences

- (a) behaves in a disorderly manner; or
- (b) uses violent, abusive or obscene language; or
- (c) bets or gambles; or
- (d) who, after proper warning persists in remaining therein beyond the hours fixed for the closing of the Public Library

shall be guilty of an offence and liable on conviction to a fine not exceeding three hundred dollars or two months' imprisonment, or in the case of a second or subsequent offence to a fine not exceeding six hundred dollars or four months' imprisonment.

22. Any officer or servant of the Corporation appointed under section 12 may arrest without warrant - Arrests
without
warrant

- (a) any person who has committed or attempted to commit in his presence any offence against this Enactment or rules made thereunder involving a breach of the peace; or
- (b) any person who has committed in his presence any offence against this Enactment or rules made thereunder and who refuses or fails to give on demand his full and true name and address; or
- (c) any person against whom a warrant issued under this Enactment or rules made thereunder is extant, although such warrant is not in his possession,

and shall forthwith produce or cause to be produced such person before a police officer.

23. The Corporation may with the approval of the Menteri Besar make Standing Orders not inconsistent with the provisions of this Enactment. Power to
make
Standing
Orders.

- (a) prescribing the procedure at the meeting of the Corporation;
- (b) prescribing the manner in which documents and instruments of any description shall be signed or executed on behalf of the Corporation;
- (c) prescribing for the responsibility and control of officers and servants of the Corporation;
- (d) prescribing the circumstances in which the officers and servants of the Corporation may receive travelling expenses, subsistence allowances or other allowances and fixing the rates of such expenses and allowances;
- (e) generally for the exercise of the powers and duties of the Corporation under the provisions of this Enactment.

24. (1) The Corporation may by resolution at a meeting of the Corporation make Rules generally for the better carrying out of the purposes of this Enactment and in particular and without prejudice to the generality of the foregoing, make such Rules - Power to make Rules

- (a) to regulate membership of the Public Library;
- (b) to prescribe the form of application for membership of the Public Library;
- (c) requiring the giving of a guarantee or security by any person using the Public Library;
- (d) to provide for the suspension, cancellation, termination or disqualification of membership of the Public Library;
- (e) to regulate the use of the Public Library and provide for the protection of the Public Library and its contents from injury, destruction or misuse;
- (f) to regulate for the maintenance of proper standards and conduct of members of the Public Library and to deal with infringement of the same;
- (g) authorising the officers and servants of the Public Library to exclude or remove from any premises used in connection with the Public Library persons committing any offence against the Enactment or rules made thereunder;
- (h) to regulate the admission of vehicles to the grounds of the Public Library and the control of traffic therein;

- (i) to prescribe for the establishment of committees;
- (j) to prescribe the manner in which books may be used, referred to or borrowed, and the liability of members of the Public Library when books are lost or damaged ; and
- (k) for any other purposes whether of a similar nature to the foregoing or not, necessary or expedient in or about the management of the Public Library.

(2) Any Rule made under sub-section (1) shall not come into force unless confirmed by the Ruler-in-Council and published in the Gazette.

PART VII

WINDING UP OF THE CORPORATION

25. (1) The Ruler-in-Council may by order published in the Winding Gazette direct that the Corporation shall be wound up and up dissolved.

(2) Any surplus from the winding up of the Corporation shall be paid into the State Consolidated Fund and any deficit shall be defrayed out of monies provided by the Legislative Assembly.

(3) The winding up of the Corporation shall be conducted in such manner as may be prescribed by the Ruler-in-Council.

(4) Notwithstanding anything contained in this Enactment or Rules made thereunder, from the date of publication of the order under sub-section (1), any right or privilege of any member, officer or servant of the Corporation or member of the Public Library shall be deemed to have been lawfully terminated.

Passed in the Legislative Assembly this 25th day of April, 1972 corresponding to the 11th day of Rabi'ul-awal, 1392.

PAWAN BIN MOHD. HUSSAIN
Clerk of the Legislative Assembly, Kedah

MALAYSIA

List of Federal Ministries

Ministry	Minister/Dep.Min./Sec. Gen./Dep. Sec. Gen.	Departments/Institutions under purview of Ministry
1. Prime Minister	A. 1. Prime Minister 2. Deputy Prime Minister 3. Minister without Portfolio I, II 4. Dep. Minister B. 1. Chief Sec. to the Govt.	1. Prime Minister's Department 2. Malaysian Centre for Development Studies 3. Public Services Department 4. National Institute of Public Administration 5. Judicial Department 6. Public Services Commission 7. Education Services Commission 8. Statistics Department 9. Audit Department 10. Public Services Tribunal 11. Muslim Pilgrims and Management Fund Board 12. National Family Planning Board 13. PETRONAS (National Petroleum) 14. PERNAS (National Trading) 15. Malaysian International Shipping Corporation (MISC)
2. Federal Territory	A. 1. Minister B. 1. Sec. Gen.	1. Ministry of Federal Territory 2. Islamic Religious Department, Federal Territory 3. Land Office, Federal Territory
3. Trade and Industry	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II	1. Ministry of Trade and Industry 2. National Productivity Centre (NPC) 3. Malaysian Industrial Development Authority (MIDA) 4. Tourist Development Corporation, Malaysia (TDC)
4. Works and Public Utilities	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen.	1. Ministry of Works and Public Utilities 2. Public Works Department

Ministry	Minister/Dep.Min./Sec. Gen./Dep.Sec.Gen.	Departments/Institutions under purview of Ministry
5. Transport	A. 1. Minister 2. Dep. Minister 3. Dep. Minister B. 1. Sec. Gen. 2. Dep.Sec.Gen.	1. Ministry of Transport 2. Civil Aviation 3. Road Transport Department 4. Marine Department Peninsular Malaysia 5. Meteorological Service 6. Malayan Railway Administration 7. Penang Port Commission 8. Port Klang Authority 9. Johore Port Authority 10. Port Kuantan Authority 11. Lembaga Cukai Api Semenanjung 12. Pusat Kumpulan Wang Perkapalan 13. Malaysian Airline System (MAS)
6. Law and Attorney General	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen.	1. Ministry of Law and Attorney-General 2. Legal Aid Bureau 3. National Bureau of Investigations 4. Public trustee, Official Administrator and Custodian of Enemy Property
7. Science Technology and Environment	A. 1. Minister B. 1. Sec. Gen. 2. Dep.Sec. Gen.	1. Ministry of Science, Technology and Environment 2. National Council of Scientific Research and Development 3. Tun Ismail Atomic Research Centre (PUSPATI) 4. Department of Wildlife and National Parks (Perhilitan) 5. Standards and Industrial Research Institute of Malaysia (SIRIM) 6. Chemistry Department
8. Home Affairs	A. 1. Minister 2. Dep. Minister B. 1. Sec.Gen. 2. Dep.Sec.Gen.	1. Ministry of Home Affairs 2. Royal Malaysian Police 3. Prisons Department 4. Immigration Department 5. Registry of Societies 6. National Registration 7. Aborigines Department

Ministry	Minister/Dep.Min./Sec. Gen./Dep.Sec.Gen.	Departments/Institutions under purview of Ministry
9. Land and Regional Development	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep.Sec.Gen. I, II	1. Ministry of Land and Regional Development 2. Department of Lands and Mines 3. Survey Department 4. Federal Land Development Authority (FELDA) 5. Federal Land Consolidation and Rehabilitation Authority (FELCRA) 6. Pahang Tenggara Development Authority (DARA) 7. Johor Tenggara Development Authority (KEJORA) 8. Trengganu Tengah Development Authority (KETENGAH) 9. Kelantan Selatan Development Authority (KESEDAR)
0. Welfare Services	A. 1. Minister B. 1. Sec. Gen.	1. Ministry of Welfare Services 2. Department of Social Welfare 3. Social and Welfare Services Lotteries Board
1. Defence	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II	1. Ministry of Defence 2. Jabatan Ketua Hakim Peguam 3. Defence Research Centre 4. Armed Forces Provident Fund 5. Depoh Simpanan Pertahanan
2. Foreign Affairs	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II, III	Ministry of Foreign Affairs Political and Information Division Economic and Asean Division Administration and General Affairs Division Protocol and Treaty Division
3. Education	A. 1. Minister 2. Dep. Minister 3. Dep. Minister B. 1. Sec. Gen. 2. Dep.Sec. Gen. I, II	1. Ministry of Education 2. University of Malaya 3. Science University of Malaysia 4. National University of Malaysia 5. Agricultural University of Malaysia 6. Technological University of Malaysia 7. Mara Institute of Technology 8. Language and Literature Bureau

Ministry	Minister/Dep.Min./Sec. Gen./Dep.Sec.Gen.	Departments/Institutions under purview of Ministry
4. Finance (Treasury)	A. 1. Minister 2. Dep. Minister 3. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II, III	1. Ministry of Finance (Treasury) 2. Accountant General 3. Official of the Special Commissioner of Income Tax 4. Royal Customs and Excise Department 5. Inland Revenue 6. Central Bank of Malaysia 7. Employees Provident Fund 8. National Savings Bank 9. Syarikat Kemajuan Perumahan Pegawai-Pegawai Kerajaan
5. Culture, Youth and Sport	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen.	1. Ministry of Culture, Youth and Sports 2. Dusun Tua Youth Training Centre 3. National Youth Training Centre 4. Sports Centre, Kuala Lumpur 5. Museums Department 6. Lembaga Seni Amanah Muzium Seni Negara 7. Merdeka Stadium Corporation
6. Health	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II	1. Ministry of Health 2. Institute of Medical Research 3. Leprosy Control Centre 4. Malaria Eradication Programme
7. Agriculture	A. 1. Minister 2. Dep. Minister 3. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II	1. Ministry of Agriculture 2. Department of Agriculture 3. Agricultural Bank of Malaysia 4. Farmers Organisation Authority 5. Muda Agricultural Development Authority (MADA) 6. Kemubu Agricultural Development Authority (KADA) 7. Fisheries Development Authority 8. Federal Agricultural Marketing Authority (FAMA) 9. National Livestock Development Authority 10. Cooperative College of Malaysia 11. Malaysian Agricultural and Research Development Institute (MARDI) 12. Peoples Bank of Malaysia

Ministry	Minister/Dep.Min./Sec. Gen./Dep.Sec.Gen.	Departments/Institutions under purview of Ministry
18. Information	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep.Sec.Gen.	1. Ministry of Information 2. Broadcasting Department 3. Information Department 4. Filem Negara Malaysia 5. Berita
9. Labour and Manpower	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep.Sec. Gen.	1. Ministry of Labour and Manpower 2. Labour Department, Peninsular Malaysia 3. Industrial Relations Department 4. Manpower Department 5. Social Security Organisation 6. Factories and Machinery Department 7. Registrar of Trade Unions 8. South Indian Labour Fund Board 9. Lembaga Kumpulan Wang Perpindahan Malaysia 10. National Industrial Training and Trade Certification Board 11. Industrial Courts
0. Primary Industries	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II	1. Ministry of Primary Industries 2. Forestry Department 3. Department of Mines 4. Geology Survey Department 5. Malaysian Timber Industry Board 6. Malayan Pineapple Industry Board 7. Malaysian Rubber Development Corporation 8. Malaysian Rubber Research and Development Board 9. Tin Industry (Research and Development) Board 10. Malaysian Rubber Exchange and Licensing Board 11. National Tobacco Board 12. Rubber Research Institute of Malaysia 13. Palm Oil Registration and Licensing Authority (PORLA) 14. Forest Research Institute, Kepong.

Ministry	Minister/Dep.Min.Sec. Gen./Dep.Sec.Gen.	Departments/Institutions under purview of Ministry
21. Public Enterprises	A. 1. Minister B. 1. Sec. Gen. 2. Dep.Sec.Gen.	1. Ministry of Public Enterprises 2. Road Transport Licensing Board 3. Urban Development Authority (UDA) 4. National Padi and Rice Authority 5. Lembaga Kerajinan Malaysia (LKM) 6. Bank Pembangunan Malaysia Bhd. (BPMB) 7. Food Industries of Malaysia Sdn. Bhd. (FIMA) 8. Malaysian Industrial Development Finance (MIDF) 9. Malaysian Shipyard and Engineering Sdn. Bhd. 10. MARA
2. Energy, Telecommunications and Posts	A. 1. Minister 2. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen.	1. Ministry of Energy Telecommunications and Posts 2. Postal Services 3. Telecommunication Services 4. National Electricity Board
3. Housing and Local Government	A. 1. Minister 2. Dep. Minister 3. Dep. Minister B. 1. Sec. Gen. 2. Dep. Sec. Gen. I, II	1. Ministry of Housing and Local Government 2. National Housing 3. National Printing 4. Town and Country Planning 5. National Archives 6. National Library 7. Fire Services 8. Civil Defence

Sources: Budget Book 1979

Malaysian Official Year Book 1976

Official Government Diary 1980

INTERIM STANDARDS FOR PUBLIC LIBRARIES, 1969-1970

I. STRUCTURE AND GOVERNMENT OF PUBLIC LIBRARY SERVICE

A. THE PUBLIC LIBRARY SHOULD BE GOVERNED BY A LIBRARY COMMITTEE OR BOARD

1. Members of the Library Committee should include representatives of the Federal, state and local governments as well as interested members of the public.

B. THE PUBLIC LIBRARY SHOULD BE GOVERNED BY CAPABLE AND INTERESTED OFFICIALS

1. Members of the Library Committee should be chosen not for partisan reasons, but for their value to the public library in interpreting the needs of the community and the policies of the library.

II. SERVICES

A. PUBLIC LIBRARY SERVICE SHOULD BE FREE AND SHOULD BE AVAILABLE TO ALL MEMBERS OF THE COMMUNITY.

B. THE PUBLIC LIBRARY MUST MAINTAIN WELL PLANNED HOURS OF SERVICE

1. Each public library should establish a regular schedule of hours that will permit all members of the community easy access to the materials and services of the library.

2. Each public library should be open for service at least 10 hours a week, including some evening hours. Minimum hours for service to the public should be:

<u>Population</u>	<u>Minimum hours per 6-day week</u>	<u>Served by</u>
below 5,000	$\frac{1}{2}$ hr. per stop	Mobile Library
between 5,000 - 10,000	10 hrs. per week	Part-time branch
between 10,000 - 25,000	15 hrs. per week	Part-time branch
between 25,000 - 50,000	24 hrs. per week	Full-time branch
between 50,000 - 100,000	36 $\frac{1}{2}$ hrs. per week	Full-time branch
between 100,000 - 250,000	48 hrs. per week	Central library
between 250,000 - 500,000	60 hrs. per week	Central library
over 500,000	72 hrs. per week	Central library

3. Mobile library stops should be made at regular intervals no greater than two weeks, and with stops of sufficient length to offer guidance to readers.
- C. THE PERIOD OF LOAN FOR MOST MATERIALS AND THE NUMBER OF ITEMS LENT SHOULD BE AS LIBERAL AS THE COLLECTION PERMITS
1. Readers should be permitted to request the extension of a loan period by telephone or by post.
 2. Readers should be permitted to make reservations or suggestions for books they wish to read which are not available in the library or are out on loan.
 3. Readers should be informed by post or by telephone when the books requested or reserved are available.
- D. THE PUBLIC LIBRARY SHOULD HAVE A TYPED OR PRINTED GUIDE TO THE LIBRARY TO INFORM READERS OF THE MATERIALS AND SERVICES OF THE LIBRARY
1. Every library guide should contain a brief description of the library and its resources, its opening hours, and its rules.
- E. THE PUBLIC LIBRARY SHOULD RECORD AND REPORT REGULARLY TO ITS GOVERNING AUTHORITY THE ESSENTIAL INFORMATION ON THE AMOUNT AND KINDS OF SERVICES RENDERED
1. Library statistics should be prepared and reported in order to inform the public and local, state or federal authorities of the work accomplished by the library.
 2. Records kept should be reviewed regularly and continued only if they serve a clear and useful purpose; for information not needed regularly, spot checks are often suitable.
 3. Library statistics should be collected monthly and annually and should include statistics of readership services e.g. circulation of materials; and collections.
 4. Library statistics should be forwarded monthly and annually to the governing authority of the library.
 5. The public library should issue an annual report on its work.

- F. EVERY PUBLIC LIBRARY SHOULD HAVE A TELEPHONE OR QUICK AND EASY ACCESS TO ONE

III. COLLECTIONS

- A. EVERY PUBLIC LIBRARY SHOULD HAVE A WRITTEN STATEMENT OF POLICY COVERING THE SELECTION AND MAINTENANCE OF ITS COLLECTION OF BOOKS
1. This statement should be approved by the governing authority and should define specifically what each library expects to have in its own collection and what it expects to obtain from other sources.
 2. It should state the purposes, level of quality, and community needs to be reflected in acquiring materials. It should define the scope, emphasis and limits of the collection, and the policies which govern withdrawals.
 3. The policy statement should be reviewed regularly and revised as needed.
- B. MATERIAL ADDED TO THE COLLECTION SHOULD MEET HIGH STANDARDS OF QUALITY IN CONTENT, EXPRESSION AND FORMAT AND SHOULD MEET THE NEEDS AND INTERESTS OF THE INDIVIDUAL COMMUNITY
1. Factors to be considered in judging the quality of material are: factual accuracy, effective expression, significance of subject, sincerity, responsibility of opinion, durability of paper and binding, attractiveness of the book, and legibility of print. The need for each item in relation to the rest of the collection and to the interests of the community should also influence selection.
 2. Priority in selection should be given to (a) books on Malaysia and Southeast Asia (b) books in the National Language (c) books on science (d) children's books.
- C. GIFTS ADDED TO THE LIBRARY SHOULD BE IN KEEPING WITH THE LIBRARY'S SELECTION POLICIES
1. The public library should reserve the right to dispose of unwanted gifts which it does not wish to add to the library's collections.
 2. Care must be exercised that groups or individuals do not unduly influence additions to or withdrawals from the collection.
- D. THE CHARACTER AND EMPHASIS OF THE COLLECTION IN A PUBLIC LIBRARY SHOULD BE INFLUENCED BY THE EXISTENCE OF OTHER LIBRARY COLLECTIONS IN THE COMMUNITY AND AREA

1. The public library should keep itself informed about other book resources in the area and make every effort to develop cooperative plans for the public use or interloan of special materials.

E. ALL MATERIALS IN A PUBLIC LIBRARY SHOULD BE ACTIVELY USED

1. A library's basic collection should contain only those items which have the most frequent and lasting usage. Books needed for shorter periods of time should be supplied wherever possible by borrowing from or referring the reader to the appropriate institution where he will be able to use the materials he requires.

F. SYSTEMATIC WEEDING AND DISCARDING OF MATERIALS NO LONGER USEFUL IS ESSENTIAL TO MAINTAIN THE PURPOSE AND QUALITY OF THE COLLECTION

1. Outdated and worn-out material should be discarded; items no longer of use or of interest should be weeded out.

2. All libraries should adopt a policy for weeding and discarding of their collections.

IV. STAFF

ALL PUBLIC LIBRARIES, NO MATTER HOW SMALL, SHOULD HAVE AT LEAST ONE PERMANENT PAID MEMBER OF STAFF (EXCLUDING CLEANERS, GARDNERS OR WATCHMEN)

1. All libraries, no matter how small, should be under the guidance of a professional librarian from either a neighbouring library or the central library of the State.

2. Guidance may take the form of written advice or periodical visits.

3. The staff of a public library should seek advice from the Persatuan Perpustakaan Malaysia on various aspects of library service.

4. Staff should be given every opportunity to undertake additional training, to attend meetings of the Persatuan Perpustakaan Malaysia, and to study professional literature.

5. The duties and responsibilities of each staff member should be clearly outlined.

V. ORGANISATION AND CONTROL OF MATERIALS

A. ALL LIBRARY MATERIALS SHOULD BE MADE AVAILABLE AS PROMPTLY AS POSSIBLE

B. THE COLLECTION OF LIBRARY MATERIALS SHOULD BE ORGANISED LOGICALLY, APPROPRIATE CATALOGUES AND SHEFLISTS SHOULD BE PROVIDED, AND RECORDS OF THE MATERIALS SHOULD BE KEPT UP-TO-DATE

1. Every library, no matter how small, should have a shelflist for each title, recording author, title, imprint and accession number of copies of the work held in the library.

2. Every full-time library should have an author/ title and classified catalogue, including a subject index.

3. Library materials for adults and young people should be classified according to the latest available edition of the Dewey Decimal Classification, and should be catalogued according to the Anglo-American Cataloguing Rules, North American Text, Chicago, American Library Association, 1967.

4. Library materials for children should be classified according to the latest available abridged edition of the Dewey Decimal Classification, and should be catalogued, with appropriate modifications, according to the Anglo-American Cataloguing Rules, North American Text, Chicago, American Library Association, 1967.

5. Fiction should not be classified nor should there be separate fiction collections for mysteries, Westerns and other types of popular fiction.

6. Records for items which are missing or weeded or discarded should be removed from the shelflist or corrected promptly.

C. THE LIBRARY SHOULD ISSUE REGULAR LISTS OF NEW BOOKS ADDED TO THE LIBRARY. THESE MAY BE MONTHLY, BI-MONTHLY OR QUARTERLY AND SHOULD BE AVAILABLE FREE TO READERS.

D. ALL MATERIALS IN A LIBRARY SHOULD BE ARRANGED SO THAT THEY CAN BE FOUND EASILY.

Not all library materials need to be catalogued and classified. Paperbacks and other similar materials may be used without cataloguing.

- E. EACH ITEM OF MATERIAL IN A LIBRARY'S COLLECTION SHOULD BE IDENTIFIED AS LIBRARY PROPERTY AND MARKED FOR EACH RETURN TO ITS PROPER LOCATION.
- F. ALL LIBRARY MATERIALS SHOULD BE KEPT IN USABLE, ATTRACTIVE CONDITION
 - 1. Inspection, shelf-reading or other means should be used regularly to ensure prompt attention to need for remarking, repair or rebinding of materials. Books should be dusted frequently.
- G. THE PUBLIC LIBRARY SHOULD REPORT TO ITS GOVERNING AUTHORITY INFORMATION ON THE SIZE AND USE OF THE LIBRARY'S COLLECTION INCLUDING:
 - a. Number of books added to the collection per annum by (a) source: purchase, gift or exchange (b) language and use: adult, teenagers', children's reference.
 - b. Number of books withdrawn or discarded from the collection per annum.
 - c. Number of periodicals added to the collection per annum by subscription, gift or exchange.
 - d. Number of new adult, teenagers' and children's titles added to the collection per annum.

VI. PHYSICAL FACILITIES

- A. THE PUBLIC LIBRARY BUILDING SHOULD BE ATTRACTIVE AND WELL MAINTAINED
 - 1. Security and cleanliness of the building and grounds should be maintained.
 - 2. Sweeping and dusting of the library, including shelves, chairs and tables should be done regularly at least one hour before the library is open for public service.
 - 3. Wastepaper baskets should be provided for the use of readers.
- B. THE LIBRARY BUILDING SHOULD BE EASY TO USE
 - 1. The outside of the library building should have a notice giving the name of the library and its hours of opening.

2. The library should display a floor plan for the guidance of readers.

3. Signs should be provided inside the library building to denote the various areas.

4. Wherever possible, an exhibit area should be provided for the display of books and other library materials.

5. Book shelves should be appropriately labelled for easy use.

C. STANDARDS OF PHYSICAL COMFORT IN PUBLIC BUILDINGS SHOULD BE MAINTAINED.

1. Furniture and equipment should be kept clean and in usable condition.

2. Adequate lighting should be provided and glare avoided.

3. Toilet facilities with adequate supervision should be provided.

4. Staff control at the entrance and exit of the library should be provided.

D. THE PUBLIC LIBRARY, NO MATTER HOW SMALL, SHOULD HAVE WORK AND STORAGE AREAS NOT VISIBLE TO LIBRARY USERS

1. Efficient work areas should be provided which may be screened from the areas for public use.

2. Space should be available for the storage of library and cleaning equipment and supplies.

E. WHEN A PUBLIC LIBRARY IS LOCATED IN A BUILDING WHICH ALSO SERVES ANOTHER FUNCTION, THE LIBRARY MUST HAVE ITS OWN ENTRANCE AND RETAIN CONTROL OVER ITS OWN WATER, LIGHTING AND AIR-CONDITIONING.

MINIMUM STANDARDS FOR PUBLIC LIBRARIES, 1971-1975

- I. STRUCTURE AND GOVERNMENT OF PUBLIC LIBRARY SERVICE
 - A. THERE SHOULD BE A CENTRAL PUBLIC LIBRARY WITHIN :
EACH STATE
 1. Every individual should be able to have free access to a public library service in his State through (a) the headquarters or central library. Where staff and resources permit, such service may be provided through (b) a full-time branch library; (c) a part-time branch library; (d) a deposit station; (e) a mobile library (f) a book box service.
 - B. THE PUBLIC LIBRARY SHOULD HAVE A CLEAR LEGAL BASIS FOR ESTABLISHMENT; ORGANISATION, AND FINANCIAL SUPPORT
 1. State law is the legal basis for establishing library service at public expense.
 - C. THE PUBLIC LIBRARY SHOULD HAVE ITS OWN INDEPENDENT GOVERNING AUTHORITY
 1. The public library should have its own separate board or corporation, funds and staff.
 2. Federal, state and local governments should be represented on the Public Library Corporation as well as interested members of the public.
 - D. THE PUBLIC LIBRARY SHOULD BE GOVERNED BY CAPABLE AND INTERESTED OFFICIALS
 1. Members of the Public Library Corporation should be chosen not for partisan reasons, but for their value to the public library in interpreting the needs of the community and the policies of the library.
 - E. FUNCTIONS OF THE PUBLIC LIBRARY CORPORATION AND OF THE CHIEF LIBRARIAN AND STAFF SHOULD BE CLEARLY DIFFERENTIATED
 1. The corporation has legal responsibility for the library and is its policy-making body. The Chief Librarian should have definite responsibility for recommending policies and for bringing to the attention of the Corporation the desirability of formulating policies. Library policies should be reviewed regularly.
 2. The Public Library Corporation should appoint a

Chief Librarian as chief administrator with full responsibility for services, book selection, personnel management, and physical facilities. The Corporation should refrain from active management of the public library.

F. THE FINANCING OF PUBLIC LIBRARY SERVICE IS THE JOINT RESPONSIBILITY OF THE FEDERAL, STATE AND LOCAL GOVERNMENTS

1. The greater part of public library finance should be found from state financial resources. The public library is primarily a state government function.

2. The Federal government should bear a substantial share of the total cost of public library service. The guiding principle behind federal financial contributions to state library service should be that of ensuring adequate service for all citizens.

3. Federal government assistance to public library service may be in cash or in kind and should be given in such a way that state support for the library is encouraged and strengthened.

G. THE HEADQUARTERS OR CENTRAL LIBRARY WITHIN EACH STATE SHOULD SERVE AS THE CENTRE OF THE PUBLIC LIBRARY SERVICE IN EACH STATE AND SHOULD BE LOCATED IN THE STATE CAPITAL

II. SERVICES

A. PUBLIC LIBRARY SERVICE SHOULD BE FREE AND AVAILABLE TO ALL MEMBERS OF THE COMMUNITY

1. Subscriptions and entrance fees should not be charged.

2. Overdue charges to encourage the prompt return of books within a reasonable time may be imposed but should not be regarded as a source of revenue. Overdue charges do not serve as a deterrent to children and may put them off from using the library, so they should be kept to a nominal amount.

3. A small deposit may be required for the loan of expensive materials at the discretion of the librarian.

B. WELL PLANNED HOURS OF SERVICE MUST BE MAINTAINED BY ALL UNITS WITHIN THE PUBLIC LIBRARY SYSTEM OF THE STATE

1. The central library should be open 6 days a week for the full range of services during morning, afternoon and evening hours.
 2. Hours of opening should be extended in keeping with the addition of professional staff.
 3. Mobile library stops should be made at regular intervals no greater than 2 weeks; weekly where it is possible and useful. Stops should be of sufficient length to offer guidance to readers.
- C. THE PERIOD OF LOAN FOR MOST MATERIALS AND THE NUMBER OF ITEMS LOANED SHOULD BE AS LIBERAL AS THE COLLECTION PERMITS
1. Lending of materials for home reading should be as generous as possible. All the collections should be available for lending except:
 - (i) Rare, fragile or expensive books which the library could not afford to duplicate or replace.
 - (ii) Works of a reference character which are required for frequent consultations in the library, or work in sets, loans of part of which might destroy the usefulness of the whole.
 - (iii) The loan period should be varied easily to meet special demands.
 - (iv) Readers should be permitted to request the extension of the loan period by telephone or by post.
 - (v) Readers should be permitted to make reservations or suggestions for books they wish to read which are not available in the library or are out of loan.
 - (vi) Readers should be informed by post or by telephone when the books requested or reserved are available.
- D. EACH PUBLIC LIBRARY SHOULD DESIGN LENDING AND OTHER LIBRARY PRACTICES WHICH MAKE FOR UNIFORM, CO-ORDINATED SERVICE OVER THE WHOLE AREA SERVED
1. Readers should be able to borrow library materials from any library service point within the state and return them to the same or any other service point in the same state.

2. Readers should be able to borrow books from outside the state's public library system through the headquarters or central library.

3. Information about the collection of the total public library system within the state should be readily available to each unit. Material needed for temporary use should be transferred through a regular delivery service.

E. THE PUBLIC LIBRARY SHOULD PROVIDE A COMPREHENSIVE REFERENCE AND INFORMATION SERVICE

1. Each public library should be able to supply information either by:

- a. using its own resources
- b. borrowing from the headquarters or central library within the state
- c. borrowing from the National Library through the headquarters or central library
- d. referring the borrower to the appropriate institution where he will have access to the materials he requires.

2. The staff in every library, no matter how small, should know the library resources of not only its own library but those of the libraries in the area and state, and should know how to obtain such materials through the use of photocopying or interlibrary loan facilities.

F. THE HEADQUARTERS OR CENTRAL LIBRARY SHOULD OFFER MATERIALS AND SERVICES TO GROUPS AND TO INSTITUTIONS

1. The library should actively seek to bring its services to the groups and organisation in its area.

2. Services which may be given to groups are: providing books, booklists, displays and other library materials related to group programmes; providing speakers and discussion leaders from the Public Library Corporation or the library staff; assistance in planning programmes of groups and institutions; assistance in the promotion of cultural and educational activities of groups in the community; inviting groups to visit the library to become informed about its services.

G. THE PUBLIC LIBRARY MAY SPONSOR OR CO-SPONSOR GROUP ACTIVITIES WHICH CLEARLY RELATE TO THE FURTHER USE OF LIBRARY MATERIALS

1. Library-sponsored activities should not duplicate or compete with similar activities in the community.
2. Appropriate group activities which can be sponsored by the public library include: story-telling, film shows, discussion groups, exhibitions, play-readings, lectures, gramophone recitals and music programmes.

H. THE PUBLIC LIBRARY SHOULD HAVE A PROGRAMME ON GUIDANCE TO READERS IN THE USE OF THE MATERIALS AND SERVICES OF THE LIBRARY

1. Every library should have a typed or printed guide to the use of the library.
2. Every library should guide and stimulate use of materials by personal consultation, list of materials, displays, instruction in use of the library, organised visits to the library, press, radio and television publicity, talks to individuals and groups.

I. THE PUBLIC LIBRARY SHOULD RECORD AND REPORT REGULARLY TO THE PUBLIC LIBRARY CORPORATION THE ESSENTIAL INFORMATION ON THE AMOUNT AND KINDS OF SERVICES RENDERED

1. Library statistics should be prepared and reported in order to inform the public, the Public Library Corporation, and local, state or federal authorities of the work accomplished by the library.
2. Records kept should be reviewed regularly and continued only if they serve a clear and useful purpose; for information not needed regularly, spot checks are often suitable.
3. Library statistics should be collected monthly and annually and should include statistics of readership; services, e.g. circulation of materials; and collections.
4. Library statistics should be forwarded monthly and annually to the Public Library Corporation.
5. The Public Library Corporation should include this information in an annual report.

6. The Public Library Corporation should forward a copy of its annual report to the State Legislative Assembly and to the National Library.

J. EVERY PUBLIC LIBRARY SHOULD HAVE A TELEPHONE OR QUICK AND EASY ACCESS TO ONE

1. A telephone is essential to allow for quick reference and informational enquiries to be made.

2. A telephone is essential to link the various units within the public library system of the state.

III. COLLECTIONS

A. EVERY PUBLIC LIBRARY SHOULD HAVE A WRITTEN STATEMENT OF POLICY COVERING THE SELECTION AND MAINTENANCE OF ITS COLLECTION OF BOOKS AND OF NON-BOOK MATERIALS

1. This statement should be approved by the public Library Corporation and should define specifically what each library expects to have in its own collection and what it expects to obtain from other sources.

2. It should state the purposes, level of quality, and community needs to be reflected in acquiring materials. It should define the scope, emphasis and limits of the collection and the policies which govern withdrawals.

3. The policy statement should be reviewed regularly and revised as needed.

B. MATERIAL ADDED TO THE COLLECTION SHOULD MEET HIGH STANDARDS OF QUALITY IN CONTENT, EXPRESSION AND FORMAT AND SHOULD MEET THE NEEDS AND INTEREST OF THE INDIVIDUAL COMMUNITY

1. Factors to be considered in judging the quality of material are: factual accuracy, effective expression, significance of subject, sincerity, responsibility of opinion, durability of paper and binding, attractiveness of the book, and legibility of print. The need for each item in relation to the rest of the collection and to the interests of the community should also influence selection.

2. In a new or expanding library, subject collections should be built up systematically by concentrating on one or two a year. Priority should be given to (a) books on Malaysia and Southeast Asia (b) books in the National Language (c) books on science and technology (d) children's books.

C. GIFTS ADDED TO THE LIBRARY SHOULD BE IN KEEPING WITH THE LIBRARY'S SELECTION POLICIES

1. The public library should reserve the right to dispose of unwanted gifts which it does not wish to add to the library's collections.
2. Care must be exercised that groups or individuals do not unduly influence additions to or withdrawals from the collection.
3. The central library should be responsible for soliciting gifts for all public library service points within the state.

D. THE CHARACTER AND EMPHASIS OF THE COLLECTION IN A PUBLIC LIBRARY SHOULD BE INFLUENCED BY THE EXISTENCE OF OTHER LIBRARY COLLECTIONS IN THE COMMUNITY AND AREA

1. The public library should keep itself informed about other book resources in the area and make every effort to develop cooperative plans for the public use or interloan of special materials.

E. ALL MATERIALS IN A PUBLIC LIBRARY SHOULD BE ACTIVELY USED

1. A library's basic collection should contain only those items which have the most frequent and lasting usage. Books needed for shorter periods of time should be supplied by changing collections from the central library, supplementing the basic collection in the local library.

F. THE PUBLIC LIBRARY SHOULD HAVE MATERIALS WHICH FURNISH THE INFORMATION MOST FREQUENTLY REQUESTED ON A WIDE RANGE OF TOPICS AND SHOULD HAVE STAFF ABLE TO LOCATE FACTS IN THESE RESOURCES

1. The staff in every library, no matter how small, should know the library resources of not only its own library but those of the libraries in the area and state, and should know how to obtain these materials.

G. SIZE OF THE COLLECTION

1. The central library should have a minimum of 100,000 books. Approximately 40% of these should be for children 10 to 15% for teenagers and the remainder for adults.

2. Once a basic collection of 100,000 has been reached, at least 1,000 new titles should be added annually to the basic collection, including approximately 300 adults and teenagers nonfiction titles; 200 fiction titles; 100 reference titles and 400 children's titles.

3. In relation to the state as a whole, the aim should be to reach a minimum of one book per head of population within a 20-year period.

H. THE PUBLIC LIBRARY SHOULD HAVE A SUFFICIENT NUMBER OF STANDARD REFERENCE BOOKS TO SUPPLY INFORMATION MOST FREQUENTLY NEEDED

1. The small public library's reference collection should contain as little duplication of information as possible.

2. The central library should have a large collection of encyclopaedias, dictionaries, bibliographies, periodical indexes, atlases and other standard reference works.

3. Each library service point needs a periodical collection which should include a minimum number of titles as follows:

<u>Population</u>	<u>Number of Periodical and Newspaper Titles</u>
Under 5,000	20
5,000 to 10,000	20 - 40
10,000 to 25,000	40 - 100
25,000 to 50,000	100 - 200
50,000 to 100,000	200 - 400
100,000 to 250,000	400 - 1,000
250,000 to 500,000	1,000 - 2,000
Over 500,000	2,500 - 3,000

I. SYSTEMATIC WEEDING AND DISCARDING OF MATERIALS NO LONGER USEFUL IS ESSENTIAL TO MAINTAIN THE PURPOSE AND QUALITY OF THE COLLECTION

1. Out-dated and worn-out material should be discarded; items no longer of interest should be weeded out.

2. Materials not actively used in small libraries but still occasionally needed should be withdrawn from the collection, and sent to the central library from which they can be borrowed for future use.

3. Annual withdrawals from the basic collection should average 5% of the total collection.

4. All libraries should adopt a policy for weeding and discarding of their collections.

J. SELECTION OF MATERIALS SHOULD BE DONE COOPERATIVELY BY REPRESENTATIVES OF ALL UNITS WITHIN THE PUBLIC LIBRARY SYSTEM OF EACH STATE

1. Each branch library within the state should have regular opportunity to see, discuss and select from the new books being published.

2. Each branch library within the state should forward suggestions to the central library for selection and purchase of material for its library.

3. The central library should contain at least 1 copy of every title within the public library system in the state. Additional copies should be duplicate with regard to demand.

4. Certain basic titles should be available in all library service points throughout the state. Titles in limited demand should be kept in a reserve collection in the central library and should be available on request to the library service points through the central library.

IV. STAFF

A. ALL PUBLIC LIBRARIES SHOULD OBSERVE STANDARDIZED PERSONNEL ADMINISTRATION PRACTICES, RECOGNISED IN FEDERAL, STATE AND LOCAL GOVERNMENTS

1. Appointments, promotions, discharges, and demotions of employees in libraries should be on the basis of ability and performance.

2. Political considerations or other irrelevant factors should be rigidly excluded. Each employee's performance should be evaluated once a year. The evaluation of the Chief Librarian is the responsibility

of the Public Library Corporation. All employees should serve a specified probationary period.

3. The duties and responsibilities of each library position should be clearly outlined, recognizing the distinction between professional and non-professional activities.

B. ALL STAFF MEMBERS SHOULD HAVE CONDITIONS OF EMPLOYMENT THAT ENSURE JOB SATISFACTION, HIGH MORALE AND HARMONIOUS RELATIONSHIPS BETWEEN THE PUBLIC LIBRARY CORPORATION, THE CHIEF LIBRARIAN AND THE STAFF

1. The Chief Librarian should serve as the principal channel of communication between the Public Library Corporation and the library staff.

2. Clearly defined channels of 2-way communications between the librarian and staff members for discussion and adjustment of individual and staff problems should be set up.

3. Outstanding performance of work should be recognised.

4. Increased responsibility in any position should bring increased salary.

5. Favourable working conditions should be provided that meet accepted standards and a staff area for rest and lunches. Work space should be efficiently laid out with proper tools and equipment.

6. All employees should be covered by a Provident Fund scheme and by insurance against accidents on the job. Specified retirement age should be mandatory for all employees.

7. Vacations for professional librarians should not be less than three weeks annually, and for non-professionals should conform with prevailing employment practices in the State.

8. Provision should be made for daily rest periods for staff working in public service departments for 3 or more consecutive hours, sick leave with pay, leaves of absence for study, attendance with pay and expenses at professional meetings, participation of staff in workshops and training institutes within the area and at the state and national level, and study of professional literature.

C. ONE QUALIFIED LIBRARIAN SHOULD BE THE MINIMUM PROVISION FOR EVERY 50,000 POPULATION IN THE SERVICE AREA

1. There should be approximately $\frac{1}{4}$ staff for every 1,000 population in the service area.
2. The rate of professional staff to nonprofessional staff should be approximately 1:4.
3. The minimum number of staff in libraries serving 2,000 to 100,000+ population (excluding maintenance staff, i.e. cleaners and watchmen) should be:

<u>Population</u>	<u>Served by</u>	<u>Staff</u>	<u>Maximum total</u>
Under 2,500	Mobile library or deposit station	1 Library Attendant 1 Mobile Library Driver $\frac{1}{2}$ to 1 Clerical Staff	3
2,500 - 5,000	"	1 Mobile Library Driver $\frac{1}{2}$ to 1 Clerical Staff $\frac{1}{2}$ to 1 Library Attendant	3
5,000 - 10,000	Part-time Branch	$\frac{1}{2}$ to 1 Clerical Staff 1 to $\frac{1}{2}$ Library Attendant $\frac{1}{2}$ to 1 Probationer Librarian	3
10,000 - 25,000	" "	1 Probationer Librarian 1 to 2 Clerical Staff	5
25,000 - 50,000	Full-time Branch	1 Qualified Librarian 1 Probationer Librarian 2 to 5 Clerical Staff (incl. 1 Typist) 2 to 4 Library Attendants	11
50,000 - 100,000	" "	2 Qualified Librarians 2 to 3 Probationer Librarians 3 to 6 Clerical Staff (incl. 2 Typists) 5 to 9 Library Attendants	20

<u>Population</u>	<u>Served by</u>	<u>Staff</u>	<u>Maximum total</u>
100,000 - 250,000	Central Library	2 to 4 Qualified Librarians 2 to 3 Probationer Librarians 6 to 8 Clerical Staff (incl. 2 Typists) 10 to 13 Library Attendants	28
250,000 - 500,000	" "	4 to 7 Qualified Librarians 3 to 8 Probationer Librarians 8 to 10 Clerical Staff (incl. 3 Typists) 13 to 17 Library Attendants	42

4. All libraries, no matter how small, should be under the guidance of a professional librarian, from either a neighbouring library or the central library of the State.

5. The staff of a library service point should seek advice from the National Library or from the Persatuan Perpustakaan Malaysia on various fields of library service through the central library.

D. AS THE LIBRARY STAFF GROWS, PROFESSIONAL LIBRARIANS SHOULD BE PROVIDED FOR SPECIAL AREAS OF SERVICE, USUALLY A CHILDREN'S LIBRARIAN FIRST AND A REFERENCE LIBRARIAN SECOND

V. ORGANIZATION AND CONTROL OF MATERIALS

A. ALL LIBRARY MATERIALS SHOULD BE MADE AVAILABLE AS PROMPTLY AS POSSIBLE.

B. THE COLLECTION OF LIBRARY MATERIALS SHOULD BE ORGANIZED LOGICALLY, APPROPRIATE CATALOGUES AND SHEFLISTS SHOULD BE PROVIDED, AND RECORDS OF THE MATERIALS SHOULD BE KEPT UP-TO-DATE.

1. Every library, no matter how small, should have a shelflist.

2. Every full-time library should have an author/ title and classified catalogue, including a subject index.

3. Library materials for adults should be classified according to the latest available edition of the Dewey Decimal Classification, and should be catalogued according to the Anglo-American Cataloguing Rules, North American Text, Chicago, American Library Association, 1967.

4. Library materials for children should be classified according to the latest abridged edition of the Dewey Decimal Classification and should be catalogued, with appropriate modifications, according to the Anglo-American Cataloguing Rules, North American Text, Chicago, American Library Association, 1967.

5. Recataloguing and reclassification should be done only for books being retained permanently in the library.

6. Fiction should not be classified or should there be separate fiction collections for mysteries, Westerns and other types of popular fictions.

7. Records for items which are missing or weeded or discarded should be removed from the catalogue and shelf-list or corrected promptly.

8. The catalogue must be well lighted and easily accessible for both public and staff use. Its contents should be clearly labelled with an adequate number of guide cards (1 or 2" apart). Crowding in the trays should be avoided.

9. Directions for use of the catalogue should be posted nearby.

C. THE ACQUISITION, CATALOGUING AND PROCESSING OF MATERIALS SHOULD BE CENTRALISED FOR ALL PUBLIC LIBRARIES WITHIN THE STATE

Centralized acquisition, cataloguing and processing of materials secures better discounts in purchase of materials and supplies, avoids purchase of expensive bibliographic tools, prevents duplication of effort, saves staff time and labour and results in a uniform system of benefit to staff and readers.

- D. ALL MATERIALS IN A LIBRARY SHOULD BE ARRANGED SO THAT THEY CAN BE FOUND EASILY

Not all library materials need be catalogued and classified. Pamphlets, clippings and pictures may be kept in folders in vertical filing cabinets. Paperbacks and other similar materials may be used without cataloguing.

- E. EACH ITEM OF MATERIAL IN A LIBRARY'S COLLECTION SHOULD BE IDENTIFIED AS LIBRARY PROPERTY AND MARKED FOR EASY RETURN TO ITS PROPER LOCATION

- F. ALL LIBRARY MATERIALS SHOULD BE KEPT IN USABLE, ATTRACTIVE CONDITION

1. Inspection, shelf-reading, or other means should be used regularly to ensure prompt attention to need for remarking, repair, or rebinding of materials. Books should be dusted frequently.

2. Special provision should be made for the preservation of easily destructible materials and those liable to damage by light, dampness, and dust, or requiring humidity control.

- G. DATA SHOULD BE RECORDED TO PROVIDE INFORMATION ON THE SIZE AND USE OF THE LIBRARY'S COLLECTION, TO AID IN MAKING ADMINISTRATIVE DECISIONS AND TO REPORT TO THE PUBLIC LIBRARY CORPORATION, INCLUDING:

- a. Number of books added to the collection per annum by (i) source: purchase, gift or exchange (ii) language and (iii) use: adult, teenagers', children's reference.
- b. Number of books withdrawn or discarded from the collection per annum.
- c. Number of periodicals added to the collection per annum by subscription, gift or exchange.
- d. Number of new adult, teenagers' and children's titles added to the collection per annum.

VI. PHYSICAL FACILITIES

- A. EACH LIBRARY BUILDING SHOULD OFFER TO THE COMMUNITY A COMPELLING INVITATION TO ENTER, READ, LOOK, LISTEN AND LEARN

1. The library building should be located in or near the central area of the town and at street level if possible. It should be near bus stops, schools, shopping centres and offices. Adequate parking should be available nearby.

2. Security and cleanliness of the building and grounds should be maintained through use of maintenance staff, i.e. cleaners, gardeners and watchmen, where necessary.

3. The maintenance staff should sweep and dust the library, including shelves, chairs and tables, at least one hour before it is open for public service.

B. THE LIBRARY BUILDING SHOULD BE EASY TO USE

1. The outside of the library building should be well lighted and identified with appropriate signs and outside exhibits. The name of the library and the hours of opening should be clearly stated.

2. Books and reading areas should be visible from the outside and easy to reach by users upon entering the building.

3. The library should display a floor plan of the library for the guidance of readers.

4. Signs should be provided inside the library building to denote the various areas.

5. Consideration should be given to providing facilities for the return of library materials during hours when the library is normally closed.

C. THE LIBRARY BUILDING SHOULD PROVIDE SPACE FOR THE FULL RANGE OF LIBRARY SERVICES

1. All libraries should have designated areas for children's, teenagers' and adult materials.

2. Efficient, attractive shelving, exhibit and bulletin board space should be provided for display of a wide range of books and other materials.

3. If possible, a room should be provided for meetings of cultural, educational and civic groups unless such facilities are readily available elsewhere in the area.

D. STANDARDS OF PHYSICAL COMFORT IN PUBLIC BUILDINGS SHOULD BE MAINTAINED.

1. Furniture and equipment should be functional, of good quality and in harmony with the architecture of the building.
2. Adequate lighting should be provided on reading surfaces, and in addition, light must be evenly distributed and glare avoided.
3. Toilet facilities with adequate provision should be provided.
4. Staff control at the entrance and exit of the library should be provided.

E. THE PLANNING OF A NEW LIBRARY BUILDING OR THE REMODELLING OR RENOVATING OF AN EXISTING ONE SHOULD BE DONE WITH THE COOPERATION OF A QUALIFIED LIBRARIAN AND A QUALIFIED ARCHITECT

1. The library building should be planned for a minimum of 20 years expansion of service and population growth, and for enlargement if and when needed.
2. The planning should start with a carefully drawn statement prepared by the Chief Librarian and approved by the Public Library Corporation, covering objectives, activities and requirements, before even preliminary plans are drawn.

F. THE PUBLIC LIBRARY, NO MATTER HOW SMALL, SHOULD HAVE WORK AND STORAGE AREAS NOT VISIBLE TO LIBRARY USERS

1. Efficient work areas should be provided.
2. Space should be available for the storage of library and cleaning equipment and supplies.

G. WHEN A PUBLIC LIBRARY IS LOCATED IN A BUILDING WHICH ALSO SERVES ANOTHER FUNCTION, THE LIBRARY MUST HAVE ITS OWN ENTRANCE AND RETAIN CONTROL OVER ITS OWN WATER, LIGHTING, AND AIR-CONDITIONING

H. THE MINIMUM SPACE REQUIREMENTS FOR LIBRARIES ARE DETERMINED BY SIZE OF POPULATION AND OF BOOK COLLECTIONS. THE FOLLOWING TABLE SHOULD ACT AS A GUIDE:

1 reader seat per 1,000 population

1 reader seat = 25 sq. ft.

15 books per sq. ft. of bookstack space

1 staff office space: 100 sq. ft.

PERSATUAN PERPUSTAKAAN MALAYSIA
STANDARDS FOR PUBLIC LIBRARIES IN MALAYSIA

The Standards for Public Libraries in Malaysia have been confined only to the following areas:

- I. Planning
- II. Finance
- III. Staff
- IV. Collections
- V. Services

Standards for buildings are being drawn up by a separate committee and are therefore excluded from consideration here.

I. PLANNING

1. One of the first duties of a Chief Librarian should be to draw up a detailed plan of library development, if this has not been done, for the consideration of the Library Authority. If library development is to be carried out in the most effective and economical manner, it is very important that it should proceed according to an agreed plan.
2. The development plan should include the following:
 - (a) provision for an adequate headquarters building from which a state-wide service can be efficiently operated
 - (b) provision of full-time branch libraries in the larger towns within the state
 - (c) later extension of the service to small towns and rural areas by means of part-time branch libraries and mobile libraries
 - (d) provision of adequate staff at the professional and non-professional level for the entire library network
 - (e) provision of adequate stock

- (f) types of services required
 - (g) detailed financial implications.
3. There should be only one State Library Authority responsible for all public library services within the State. This has a number of advantages:
- (a) it would help to ensure uniformity of standards in stock, staff and services
 - (b) it would make the most economical and efficient use of professional staff
 - (c) it would promote economies and standardisation in the purchase of library equipment and furniture
 - (d) it would result in a more efficient use of bookstock, by means of frequent and regular exchanges from a central pool
 - (e) it would ease problems of book ordering and processing, and possibly enable larger discounts to be obtained.
4. The State Library Authority should enter into negotiation with any independent library authorities within the State, with a view towards eventual take-over of services. This is particularly important in the case of local authorities having a population of under 100,000, as it is considered unlikely that a local authority below this size will be financially able to provide an adequate range of library services.

II. FINANCE

1. State Public Library services should be financed by the State Government. Local authorities within the State however, may contribute financially towards library services based upon the following alternatives:

- (i) local authority to provide library building, and State the books and staff
 - (ii) local authority to provide building and staff, and State the books
 - (iii) local authority to provide building, staff and part of expenditure on books.
2. The Federal Government through the National Library should meet capital development expenditure of State Public Library Authorities and should where necessary provide annually recurrent funds to those Authorities unable to make adequate provision on their own.

III. STAFF

Chief Librarian

1. A State Library Service should be headed by a Chief Librarian, who should be appointed by the State Library Authority as a matter of priority, in order to facilitate proper planning and implementation. The Chief Librarian who should be well-qualified and experienced should be accorded the salary and conditions of service commensurate with the responsibilities of the position.

Other Professional Staff

2. All staff in a State Public Library service should be employed under a recognised scheme of service.
3. It is considered that an adequate service cannot be provided unless there is at least one librarian per 25,000 population served. The effect of this is shown in outline in the following table:

<u>Population Served</u>	<u>Minimum Number of Librarians Required*</u>
Up to 25,000	1
Up to 50,000	2
Up to 100,000	4
Up to 250,000	10
Up to 500,000	20
Up to 750,000	30
Up to 1,000,000	40

*Refer also to the IFLA Standards and the Blueprint for Public Library Development in Malaysia.

4. A 'Librarian' is defined as:

A person with a professional qualification in Library Science which is recognised by the Government of Malaysia or the Persatuan Perpustakaan Malaysia.

Non-Professional Staff

5. The ratio of professional to non-professional staff cannot be precisely determined as this may necessarily vary according to the nature of the service provided. However a ratio of one librarian to every five non-professional staff can be regarded as adequate.
6. The number of staff provided at each service point will vary according to the population served, the communication facilities, physical terrain and other factors. In the initial stages of operating a library service, the number of staff provided at each service point should be regularly reviewed.

IV. COLLECTIONSPolicy

1. The Chief Librarian should be responsible for drawing up a statement of policy relating to the acquisition of library materials based on surveys of actual community needs, for the approval of the State Library Authority.

This statement should cover:

- (a) the objectives of the State Library Service.
- (b) the scope, emphasis and limits of the collection, to serve the needs of the community at all levels, paying particular attention to:
 - (i) children and young adults. At least one-third of the collection should be oriented towards the requirements of the group;
 - (ii) the acquisition of as comprehensive a collection as possible in Bahasa Malaysia;

- (iii) the acquisition of an adequate collection of materials in English;
 - (iv) the acquisition of materials in other local languages in accordance with the needs of the community served;
 - (v) the acquisition of reference materials. Between 5-10% of the collection should consist of such materials;
 - (vi) the acquisition of periodicals and newspapers. A provision of one newspaper or periodical title per 1,000 population is recommended;
 - (vii) the acquisition of materials related to the State or its inhabitants;
 - (viii) the acquisition of other types of library materials (tapes, records, films, microfilms, etc.) No precise guideline can be given as to the rate of acquisition of such material. However in areas where literacy levels are low, consideration should be given to using such types of materials from the very inception of service.
- (c) the acquisition of material by gifts and exchange. When considering the acquisition of library materials due note should be taken of the resources of other libraries.

Stock

2. In order to start an effective State-wide Library Service:
- (i) An initial collection of 50,000 volumes should be built up at the State Central Library,
 - (ii) An initial collection of 10,000 volumes should be built up at each branch library,

- (iii) A separate pool stock should be built up to service branch and mobile libraries. At any one time the residual pool stock should not be less than 10,000 volumes.

Rate of Acquisition

3. Once a basic minimum collection in accordance with the above standards has been built up, the collection should be increased annually at the rate of not less than 1 book per 50 head of population served.

Withdrawals

4. Library materials which are outdated or physically worn out should be withdrawn from the collection and discarded.

V. SERVICES

General

1. Public Library Services should be planned to reach all sections of the community particularly those in the rural areas, through the provision of static and mobile libraries, based on the following formula:

<u>Population Concentration</u>	<u>Size of Library</u>	<u>Space (sq.ft.)</u>
Over 100,000	Large (L)	35,000
50,000 - 100,000	Medium Large (ML)	20,000
20,000 - 50,000	Medium Small (MS)	12,500
5,000 - 20,000	Small (S)	7,500
Below 5,000	Mobile	-

2. Public Library Services should be provided free without the imposition of subscription or entrance fees.
3. Public Library Services, procedures and practice should be so designed as to make for a uniform and co-ordinated service and facilitate access to the total resources of the system at all static service points.

Hours of Opening

4. Well-planned hours of service must be maintained by all units within the public library system in relation to the demands and convenience of readers as a whole.
5. The Central Library should be opened 6 days a week with a minimum of 48 hours a week.
6. Full-time branches should be opened 6 days a week with a minimum of 36 hours a week.
7. Part-time branches should be opened for a minimum of 16 hours per week.
8. Mobile library stops should be made, at least once every 2 weeks.

Types of Services

9. The State Public Library System should provide the following services:
 - (a) Lending Services. As far as possible all library materials in the collection should be made available, for home reading. Materials not in the collection may be obtained on inter-library loan.
 - (b) Information Services. The State Public Library System should function as the primary information resource for the State and services should be developed to meet information and reference requirements of the policy making, planning, industrial, agricultural or other sectoral interests within the State.
 - (c) Reference Services. Reference services should be geared not only to directing users to sources of information and to compilation of reading lists but also provide user education in the use of the catalogue, reference materials and bibliographic aids and provide effective reader adviser service.
 - (d) Reprographic Services. This could cover at least the provision of photocopying facilities.

(e) Extension Services. Extension services should be designed to cater to the requirements of all user categories through the provision of talks, discussion groups, clubs, book reviews, exhibitions, story telling sessions and other book or culturally oriented activities.

(f) Children's Services.



RUBBER

RICE

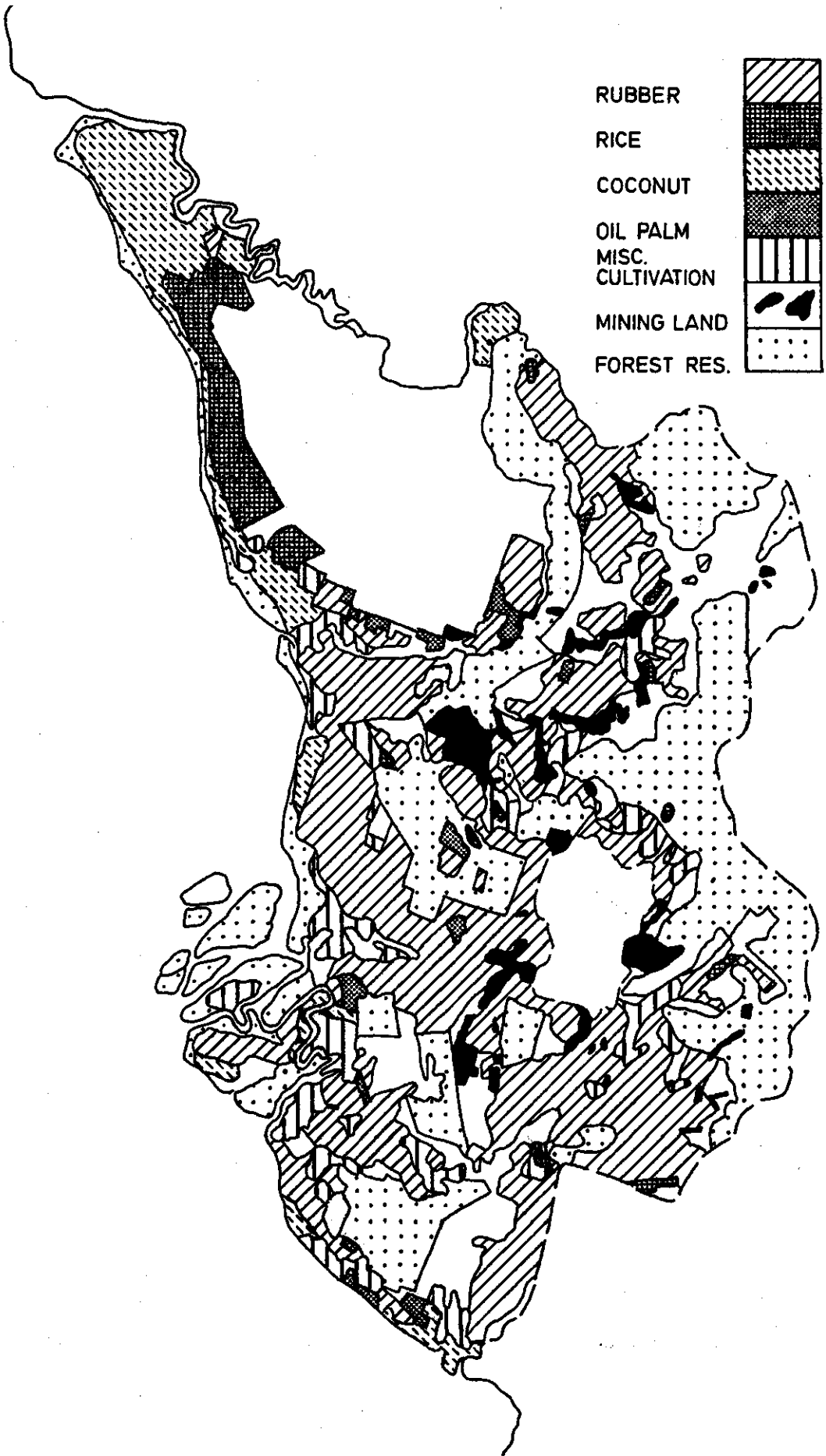
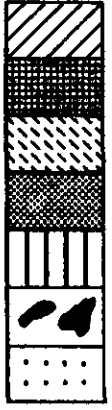
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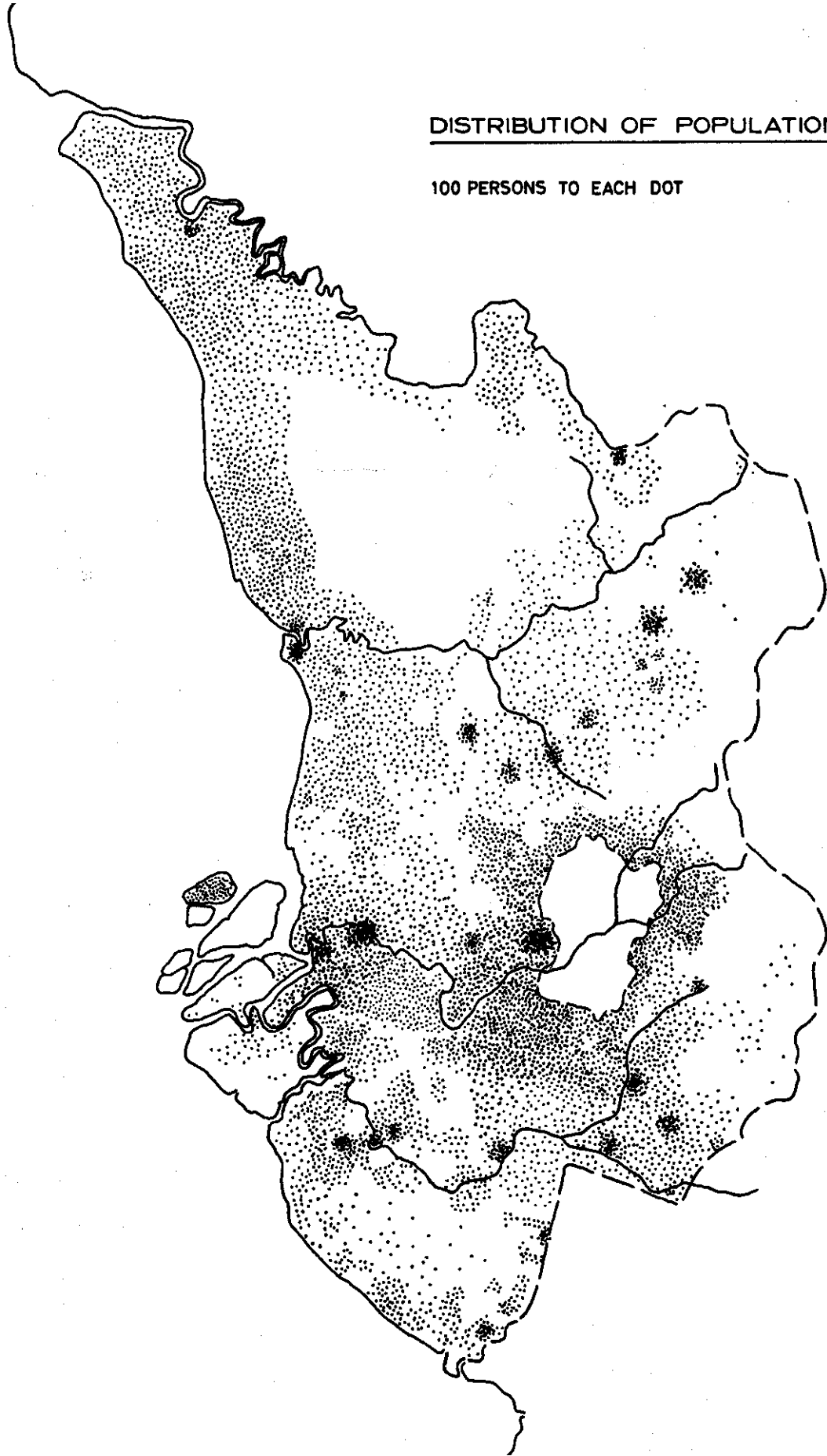
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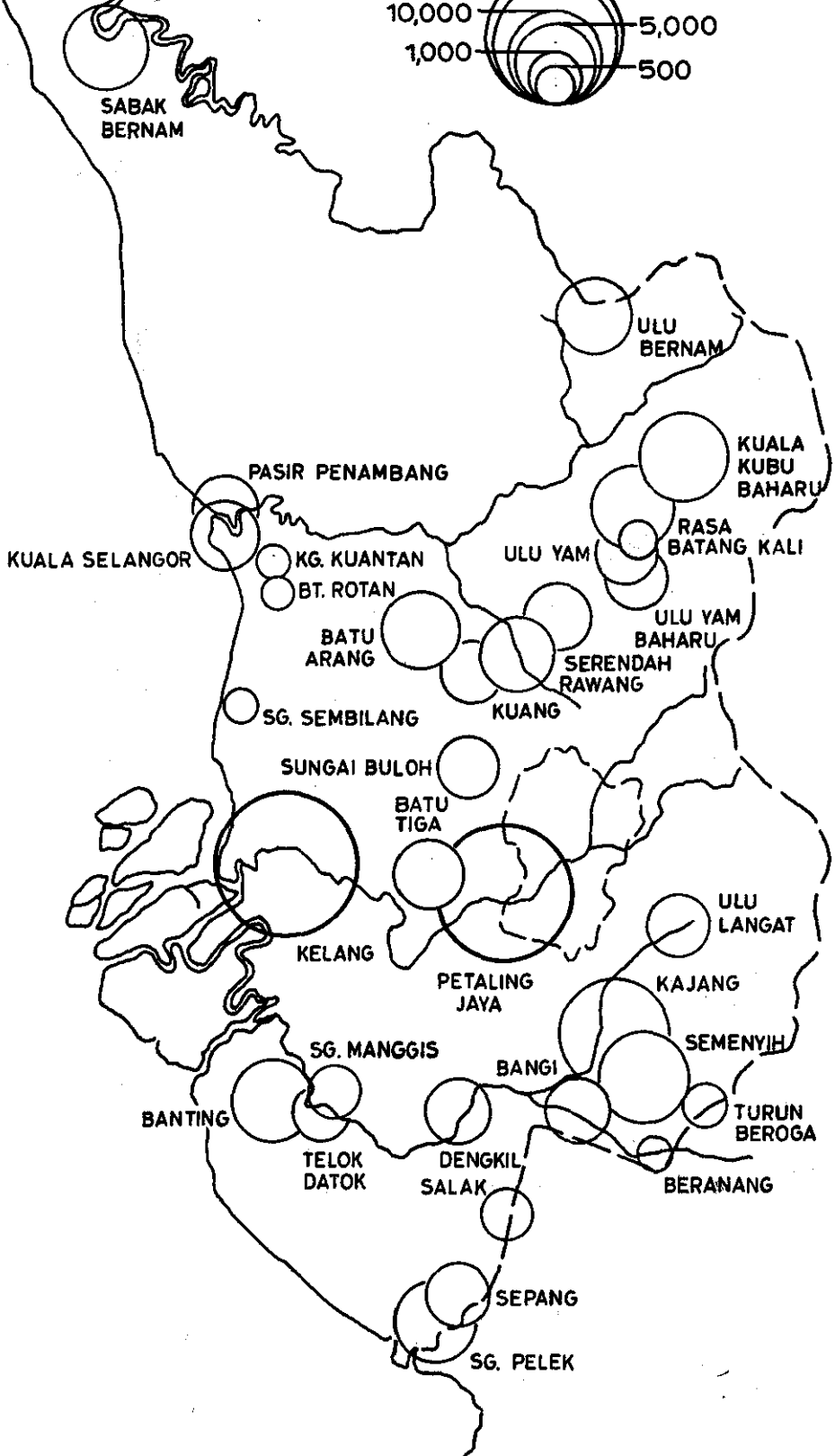
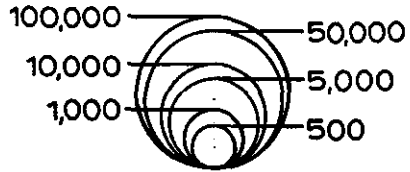


DISTRIBUTION OF POPULATION

100 PERSONS TO EACH DOT

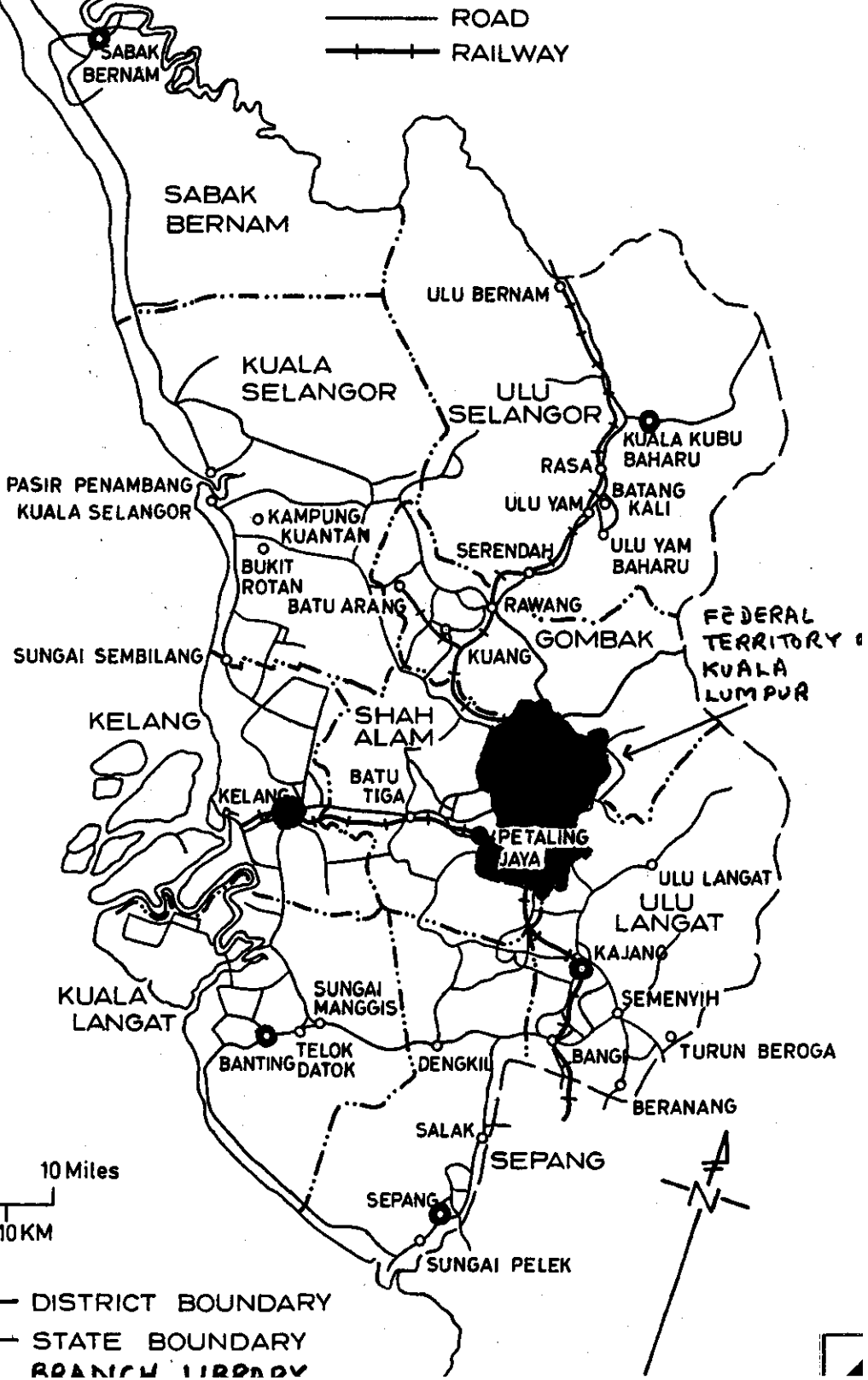


POPULATION



SELANGOR

- TOWN BOARD
- MUNICIPALITY
- ROAD
- +— RAILWAY



0 10 Miles
0 10 KM

- DISTRICT BOUNDARY
- STATE BOUNDARY
- RANCH BOUNDARY

