Libraries in Papua New Guinea

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Note – This is a draft of an article that later appeared in *Encyclopaedia of Library and Information Science*, vol. 70. There are numerous differences – so for citation you should refer to the print version.

As the print version is hard to find in developing country libraries – this draft article is being made available on www.pngbuai.com by the author

The article builds on the one provided by Leigh Baker for volume 21 of this Encyclopedia in 1977. The significant changes since then form the basis of this new contribution. Unfortunately, much of the potential of libraries in the country remains untapped and the progress reported is often "on paper" and a long way from implementation. Libraries in Papua New Guinea provide traditional services, and little in the way of active information service exists. This account, therefore, covers libraries in the main. The arrangement of the previous article has been used wherever possible for ease of cross reference.

Introduction

The Independent State of Papua New Guinea - it gained independence from Australia in 1978-forms the eastern part of the island of New Guinea, the second largest island in the world. It lies north of Australia and shares a land border with the Indonesian province of Irian Jaya. It extends from 141 degrees E to 156 degrees E longitude and from just south of the equator to almost 12 degrees south in latitude. The large land mass with a massive interior mountain chain, is fringed with islands to the north and east. The total land area is some 462,000 square kilometers. The marine area is a further 3,120,000 square kilometers including the exclusive economic zone. (1)

Human arrival on the island may date to some 50,000 B.C., and the colonial interlude began in 1828 for the western New Guinea with the Dutch and 1884 for eastern New Guinea, divided by Britain and Germany. Currently it is a parliamentary democracy, with the British sovereign as head of state, represented by a Governor-General elected by the National Parliament. There is also a level of 19 elected provincial governments and a system of over 160 local government councils. Changes currently mooted would tend to indicate a diminution of the elected provincial

system in favour of an enhanced local Government system.

The projected citizen population from the 1990 Census is 3,511,700 and a growth rate since 1980 of 2.3%. Some believe that under counting present in that figure may leave the real total for 1990 at 4.04 million, and a 2.6% growth rate. It is estimated that the population will reach 5.5 million by 2010. Throughout there will be a high proportion (40% in 1990) in the under 15 age group. This is coupled with a relatively short life expectancy (54.9 in 1990).

Few are to be found in the formal wage sector (9.7% in 1980) and the limited opportunities result in high levels of unemployment for those whose expectations have been raised by the educational system. A further 25.7% are in informal money raising activities. The vast majority of the population live, and will continue to live in the rural areas, it being noted that some 85% of the people live in the rural villages, mostly small containing 70-100 people. Many of urban centres are far from extensive as in Papua New Guinea anything above 500 persons is so denominated. Urban drift and squatter settlements are very much the norm for the larger cities. Population density is low (9 per sq. km.) and much of this scattered population is hard to reach. with physical geography presenting enormous problems and a limited road system (of some 19,000 km.). Communication to many parts is by air only to others by ship. A feature of an isolating environment is that populations have been isolated resulting in great linguistic and cultural diversity. Population density is low and only 7% of the country is used for agriculture on a regular basis. Some 70% of the land is estimated to be unsuitable for major development in the near future. Few citizens lack entitlement to land and about 97% of land is still traditionally owned and often unregistered. Mobilization of land for infrastructure and other projects is fraught with difficulty.

Communication is assisted to some extent by the use of English as the language of officialdom and the education system and by the existence of two general linguae franche, Police Motu and Pidgin English. In addition:-

"Of the nations 717 vernacular languages, approximately one third of the national population speak the 20 most populated ones. Approximately one fourth of the population speak the 10 most populated vernaculars. No less than one sixth of the nation's people speak the top five."(2)

The education system is complex and has been subject to change. The Government has an eventual goal of providing a basic education for all children up to Grade 6 via community schools. In 1984 there were 2,297 of these community schools, 56% operated by the churches and 44% by Government. With luck a child will enter Grade one at a community school, with an entry age of 7 years. Statistics indicate,however,that only some 90% of boys and 76% of girls at this age will enter the schools. In some areas where schools are only just opening parents may enrol older children first. Grade 1 may then consist of a considerable proportion of over sevens

and estimates of seven year olds enrolled could drop to 60%. While some children do not enter school, another problem is a substantial drop-out rate after entry (the percentage retention rate from Grade 1 to 6 was 68% for 1984). Participation in community schooling varies by region, being far greater in the Island provinces than in the Highland areas; rates vary from urban to rural (from almost 100% down to 40%).

Beyond the community school lie the provincial high schools, of which there were 113 in 1985. Here grades 7- 10 are taught. This sector, as have community schools has undergone great expansion since Independence. Their distribution now favours previously disadvantaged areas. Again Government and Churches are involved in providing these schools. Only one out of every three Grade 6 students enter the provincial high schools. Beyond this there is another layer, the National High School, which takes students for Grade 11 and 12. In addition other vocational colleges draw from the Grade 10 group. However the placement rate for Grade 10 is dropping alarmingly and was 46% only in 1984. Unemployed school-leavers are a common feature of society. Only 9.5% of Grade 10 leavers are selected for the National High Schools. At a tertiary level there are two Universities and many small colleges in different fields of study. The Universities draw from the Grade 12 pool of school leavers.

During 1992 the new Government has promised considerable expansion of the education system, with the aim of increasing access. The prospects of an increasing strain on the system is also inevitable.

In addition to these institutions there are also international schools operating at primary and high school level. A College of Distance Education caters for those who wish to study for grades 7-10 by correspondence. There are also University Extension Centres which provide classes towards university matriculation as well as some subjects towards degree study. Some emphasis is also placed on Non-formal education with 92 Vocational Training Centres and numerous projects of various kinds at provincial level - with very limited funding, unfortunately.

Another source has clearly set out the groups who not been reached by the education system, as follows:-

- 2/3 of adults who are illiterate
- 28% of children who do not start community school
- 54% of children who do not finish community school
- 84% who do not attend provincial high schools
- 95% who do not receive some form of higher education
- those who do not receive non-formal education

- the handicapped & impaired.

Disproportionately the unserved are rural, females, adult village dwellers, though there are other significant groups such as urban youths. (3)

Barriers to the flow of information within the country appear to be difficult physical environment, parochial sense of identity, numerous cultural patterns, vast numbers of languages often without written form, uneven social and educational development, use of a foreign language as a medium of school instruction, lack of vernacular literature, lack of professionally trained personnel in all fields.(4) To this list may be added a lack of co-ordination amongst the various agencies providing information.

The Papua New Guinea economy is strongly dualistic in nature, consisting as it does of an enclave mining sector and a large and high wage public sector in coexistence with the bulk of the population reliant on subsistence agriculture. Output growth has been slow in comparison with population growth since independence. Real GDP per capita increasing only marginally over those years. Papua New Guinea's growth has lagged behind comparable developing countries and developing countries in general. This low level of economic development is disappointing given the abundance of natural resources; the substantial growth of the mining sector, and the high level of Australian aid. Recent trouble in the mining industry, and the closure of the Bougainville copper mine in particular has caused additional problems for the economy. There is likely to be little marked improvement until 1993-95 when new mines and oil and gas fields come into operation. (5)

Libraries in Papua New Guinea

-Sources of information

The last account of Papua New Guinea libraries appeared in this encyclopedia in 1977.(6) This provides a concise history, which need not be repeated, and an overall chronological summary is given here in Table 1. Major events shown in this table are described in more detail in the text. Other comprehensive general accounts are equally outdated. (7-8) There is an increasing amount of thesis work being done.(9-16) A few slim volumes have appeared from the Administrative College when it was home to Library Studies. (17-18) but more recent overviews have been brief. (19-22) There have been numerous articles on particular aspects of library development in the country, mostly appearing in Tok Tok Bilong Haus Buk: Journal of Papua New Guinea Library Association - which has unfortunately not been published since 1988. However, the appearance of a compilation of papers presented at recent conferences does help to fill the gap.(23) The Association also has produced a bibliography (24) and directories. (25-27). The most complete statistical information is that in the 1986 directory. Another, later, directory was issued by the National Library in 1992. (28) This shows far fewer libraries as a result of the paucity of information collected.

The best statistical summary that can be provided from such sources is given in Table 2. Table 3 provides a further view of the increase in the number of libraries and compares figures derived from the directories produced by the Papua New Guinea Library Association.

As can be seen from Table 1 printing in Papua New Guinea started during the early part of colonialisation by missionaries and Government.(29) A reading room for the few officials and white residents of Port Moresby "where the Times, the illustrated papers, the leading Australian papers and a few periodicals can be seen" was another early feature (30). Possibly the motivation here was to provide some alternative to drink, to which the early colonists were inordinately attached - the motive was behind similar developments in Fiji. A Library Institute Hall existed from 1914 (31) and this, interestingly enough, is now the home of the Port Moresby public library-replacing the library at Ela Beach which burnt down in 1986. The development of libraries continued with a Public Library Service provided by the Commonwealth Library Service in 1936. This underwent quite substantial development to the extent that Avafia writing in 1974 was impressed by the service and could speak of a highly centralized service of 24 country-wide branches. (2) This service was based on the Western model of public librarianship and was felt by commentators as being mainly for the expatriate community and the Papua New Guinean elite. Others had, however, attempted to provide another service which had the needs of a broader spectrum of the population in mind. The village library scheme that began in 1949 (32) reflects an early, and not unsuccessful, attempt at the kind of provision which is still the subject of much discussion today.

Tertiary institutions developed during the 1960's. These generally have a positive attitude to libraries and in most developing countries these libraries are the most significant ones. This is certainly the case in Papua New Guinea and good libraries exist to serve Goroka Teachers College, University of Papua New Guinea, Administrative College of Papua New Guinea and Papua New Guinea University of Technology at Lae. Training of librarians within the country also dates from the 1960's and are outlined under education for librarianship below. A further important stage is reached when the Papua New Guinea Library Association was founded. Previously the professional link was to the Library Association of Australia which had a Papua New Guinea branch.

An idea floated at meetings of Papua New Guinea Library Association and its predecessor was that of a National Library Service. This idea was taken up by Government and worked on by an Interdepartmental Committee. The recommendations of this Committee (33) were accepted by the Papua New Guinea Cabinet and a decision setting up the National Library Service was made in January 1975. This decision also set up a Library Council of Papua New Guinea which first met in November 1976. During 1975 decisions were reached by Australia to provide a National Library building as an independence gift. This was duly erected and opened in 1978. More detail on these developments is given below. 1978 saw the decentralization of public library responsibility to the provincial governments making the idea of a National Library Service as originally conceived a most difficult one in practice. Another event which may be of consequence is the creation of a Book Council of Papua New Guinea in 1986.

Shortly afterwards during 1988 the provision of education for librarianship became a function of the University of Papua New Guinea, allowing long overdue improvements to be made. In 1993, long awaited legislation become available in the form of a Library and Archives Act.

In the context of library history in Papua New Guinea there have been a number of notable reports that are worth singling out for mention as important seminal documents. These were by A. Grenfell-Price (34), Bruce Roberts(35), Harold White(36-37), Harold Bonny(38), and Harold Holdsworth (39). In addition, the contribution of Peter Biskup(40) provides good ideas on what could have been. Since the interest engendered by the work on the creation of the National Library Service of Papua New Guinea (41) in the early-seventies there has been very little else done until recently to further advance the library infrastructure in the country. As a result very little has been achieved in certain sectors:-

"After over sixteen years of independence, Papua New Guinea has slowly built on the library and archives systems inherited from the Australian colonial administration. Most of the growth in libraries, however, has been random and quantitative, and in the field of tertiary and government departmental libraries, where small collections proliferate and a low level of service is provided." (42)

Recently two reports have been prepared which do offer further ideas. There have been positive developments on the policy and legislative fronts. A Library Development Plan was commissioned by the Library Council of Papua New Guinea and funded by Unesco in 1990. (32-34) This placed special emphasis on the public library sector and provided major recommendations. It is thought that the implementation of the plan will begin after the National Policy on Libraries and Archives is approved. The plan emphasizes that Papua New Guinea has the major ingredients for library development but that considerable strengthening of the infrastructure is needed particularly for the public library sector. Given the very limited resources of the National Library and the inadequacies of the present public library services the major information resources of Papua New Guinea are to be found in the country's higher education institutions. Here there are collection strengths and centres of excellence but these are often not widely used or known outside the institutional user community. Another important document for the enhancement of the library infrastructure is a report commissioned by the Commission for Higher Education into libraries in the Higher Education sector. This report is entitled "Library development, resource sharing and networking among higher education institutions in Papua New Guinea". (35-36)

National institutions

-Office of Libraries and Archives

While the issue of creating an Office of Libraries is raised in the Interdepartmental Report, the National Library Service has come under the Ministry of Education. Only in June 1990, did the

National Executive Council (Papua New Guinea's Cabinet) approved in Decision 118/90:-

-the establishment of an Office of Libraries and Archives, headed by a Director who reports directly to a designated Minister, and

-the drafting of the National Library & Archives Bill

This new Office is intended to carry out the role of co-ordinating, directing and planning libraries and archives development in the country. Initially, the National Library and the National Archives will be the major components of the Office.

Within the Office the functions of the Director - General, as stated in the Act of 1993, are:-

-to manage, control and direct the affairs of the Office;

-to co-ordinate the planning and implementation of a national policy on libraries, archives and information services;

-to encourage and promote the publication and display of appropriate materials by the Office;

-to administer grants to promote the Office and to advise government on the allocation of priorities for projects funded by outside agencies;

-to undertake the necessary consultation and liaison to ensure that the functions of the Office are carried out effectively and efficiently;

-and such other functions as are given to him under this Act or any other law.

-and to act on behalf of the government in relation to the administration of a trust relating to library and archival materials.

The Director-General has power to approve the allocation of aid assistance to libraries and

archives in order to assist national library and archival development. In addition the Director - General may set and enforce standards for libraries; and from time to time inspect the libraries.

-Legislation

Legislation relating to the Office has only recently passed through Parliament as the Libraries and Archives Act of 1993.(37) The legislation emphasizes the many points of contact felt by the National Library Service to exist between libraries and archives, and provides the necessary statutory powers for the operations of the National Library and National Archives. The legislation was felt to be needed (66) in order:-

- -To give the National Library and National Archives a separate legal status in dealing with other departments, organizations, the public, and to establish them as legal entities'
- -To define the respective roles and functions of the National Library and National Archives in serving the people of Papua New Guinea.
- -To establish the machinery to plan and co-ordinate libraries and archives development in Papua New Guinea, and promote effective co-operation between such services;
- -To confer necessary powers to enable the National Library to carry out its many designated functions:
- -To provide the powers to enable the National Library to set and enforce standards for libraries, and permit regular inspectional visits;
- -To permit the National Library to enter into agency agreements with government instrumentalities to administer their libraries, provided that adequate resources are made available by the requesting office or agency;
- -To permit the National Archives to preserve records of permanent value, promote better records keeping practices, ensure proper disposal, lay down rules of access to information, and coordinate archives administration

Legal deposit legislation, which has been much delayed, finds itself as a part of the Act of 1993.

The National Library is the official depository for the purposes of this Part of the legislation. The Minister may, by notice in the National Gazette, declare any institution or institutions; or any library or libraries,to which the public has access, to be a depository or depositories for the purposes of this part of the legislation.

The legislation requires that:-

- -A publisher carrying on business in Papua New Guinea shall, before releasing a publication for sale, lease or free distribution to the public, deposit with the National Library at his own expense and without request by the National Library, two copies of the publication in an undamaged condition.
- -A person importing a new publication into Papua New Guinea which -
 - (a) deals wholly or substantially with Papua New Guinea subjects; and
 - (b) is imported in reasonable quantities for sale, lease or free distribution to the public, shall, before releasing the publication for sale, lease or free distribution to the public, deposit with the National Library at his own expense and without request by the National Library, two copies of the publication in an undamaged condition.
- -A citizen who is the author of a publication published outside Papua New Guinea shall deposit with the National Library at his own expense and without request by the National Library, two copies of the publication in an undamaged condition.
- -The administrative head of a government instrumentality shall, before issuing a government publication, deposit with the National Library at the expense of that government instrumentality and without request by the National Library, two copies of that government publication in an undamaged condition. These provisions do not apply to a government publication which is classified by the administrative head of the government instrumentality issuing it as secret.
- -The Director-General may require an author, resident in Papua New Guinea, of an unpublished work; or a composer, resident in Papua New Guinea, of an unpublished score of musical works, which has been performed, to deliver to the National Library at the expense of the author or composer one copy of the work or score of musical works in an undamaged condition.

National Library Service

The National Library Service of Papua New Guinea was set up in 1975 and a major event of the independence celebrations in 1978 was the opening of the National Library building.(38-42) The idea of a National Library such an institution had been raised at a 1972 Conference of the Papua New Guinea Branch of the Library Association of Australia in the paper delivered by Yocklunn and credit is due to an Interdepartmental Committee for the seminal report (23) on the issue in 1974. More recent information on its activities has been provided by McConnell (43) and by the National Library's own comprehensive report for its years 1978 - 1985 (44) - figures given below are from this source. Further reviews of the origins and work of the National Library Service have recently been published, and there promises to be a growing literature. (45, 46) Issues of planning still require attention, for example. (47)

Four collections are maintained under the care of the Reader Services Branch, reference and general, Papua New guinea, film, serials. The reference collection shares the same reading room as the general collection which consists mainly of non-fiction plus a small literature collection. Cataloguing is by AACR2 with classification by the latest edition of Dewey. This practice began in 1981 and there are, therefore, some materials from old collections yet to be incorporated into the new catalogues. The familiar library scene of separate card catalogues and sequences of materials, old and new, is expected to remain for a new more years until osmosis is complete. The general collection was originally built up to serve the inter-library loan requirements of the outlying public libraries. However, it was under-utilized in this respect and a lending policy was adopted for the collection in 1984 leading to increased use and in changes to the selection criteria for the collection.

The Papua New Guinea is of some 25,000 items in various media. The accent is placed on the preservation of these valuable research materials through a controlled environment and no loaning of materials. The topic of the various collections of Papua New Guinea materials is an interesting one. This is no place to digress on the riches contained in these but descriptions are available. (48-52)

Most of the titles received for the Serials Collection go to the Papua New Guinea Collection as emanating from Papua New Guinea or relating to it. Out of the 800 titles received some 360 are maintained on a browsing-lending basis in an area adjacent to the Reference Collection reading room.

The library has a notable collection of films based on that of the former Office of Information. There are some 4000 films and 600 video tapes. Films of Papua New Guinea interest form a separate archival collection. The Film Unit of the Institute of Papua New Guinea Studies is a welcome advisor and collaborator in this work. Cine-Vans of the Department of Information and Extension Services once visited communities. Bulk borrowings for film showings in villages were made by the Office of Information up to 1982. After then a lending programme to registered borrowers throughout the country has been operated. While a significant number of films are still despatched this is much less than the years of extension activity (eg. films

despatched 1979, 13,939; 1985, 3,369). The collection is fully catalogued. The collections naturally have the relevant services provide to maximize their in-house use. There are also Inter-Library loan services provided by the National Library for the smaller libraries of the nation. The National Library of Australia has provided free computer searching for enquiries of the National Library. The National Library also maintains an union list of serials and published a second edition of this in 1981. (53-55) Exhibitions, tours of the library, film and video shows are important activities. These activities are particularly noticable during special events such as National Book Week.(56-59)

The National Library provides advisory services, via a Government Advisory Services Branch to special libraries, public libraries and schools throughout the country. As such libraries are often one-man bands operate by persons without experience advice is often needed. The Government Advisory Services Branch also deals with the administration of the three National Capital District public libraries that are still be responsibility of the National Library. The School Library Service is also housed at the National Library as a transferee of 1978.

There is an integrated Technical Services Branch. Books and library materials are bought (and processed) not only for the central collections but for all provincial public libraries who choose to use the service. The National Library serves as a central agency for donations from organizations such as Asia Foundation, Canadian Organization for Development through Education and the Ranfurly Library Service. Donations form an important source of books for Papua New Guinea Libraries. Thus the ratio of purchases to donations for public libraries in 1985 was 3,476 to 4,757; for the reference/general collection it was 350 to 3,183; and for the Papua New Guinea Collection 224 to 1,203.

Prior to the existence of the National Library Service some of its national functions, the compilation of the national bibliography, maintenance of union list of serials and the development of Papua New Guinea collections were being undertaken by the Universities. While being still actively engaged in the latter the former functions have been transferred. The presumably healthy rivalry between institutions over these matter is illustrated by an exchange of letters in Australian Academic and Research Libraries. (60,61)

While the idea of a National Library Service was readily accepted and got through the Government machinery and became established quite readily, there have been some comments made about the necessity for such a Service in the literature. Baker(62) has questioned the need for a National Library and its contribution to existing library service. The remarkable difficulties of providing a rural library service, the almost complete lack of suitable reading materials, an the inadequacy of the existing government libraries are noted. He comments that, on the positive side, the whole project had created an awareness of library matters amongst government and senior public servants, and that the planned services of telephone reference and postal lending would reach out to unserved areas (though as was noted above the service has been under used). Improved service should lead to a much needed rise in the status of the profession. The National Library Service as an arm of government could press directly for development.

"... the oft proposed Statutory Deposit Act, development of improved bibliographic control, links to overseas data bases, extensions to national information services, development and implementation of national information policies and infrastructures, all of these are possible out comes of an aggressive and wide-ranging approach by the officers of the NLS."(62)

This would appear to be a formidable list for a new institution to achieve.

In its own analysis (63) and report the National Library Service listed the factors that prevented it realizing all of its potential as:-

- decentralization of the provincial public libraries in 1978 and their consequent decline. While the NLS continues to provide centralized processing services and advice these services are barely taken up.
- continuing lack of statutory deposit hampers its work as a national depository.
- the NLS has been transferred between ministries, from Ministry of Education, to Ministry of Broadcasting and Information, and back to the Ministry of Education, and thus a lack of consistent ministerial direction and support has been felt.
- staffing reductions, eg. from 62 in 1980 to 53 in 1984, have occurred, awkward recruitment procedures and a shortage of qualified candidates resulting in an inability to run at full strength.
- variable funding, and problem areas within that funding (total budget has varied from K405,914 in 1979 to K695,300 K134,900 for materials & supplies in 1985). In 1985 that represented 1.65% of the Education budget and 0.08% of the National budget. The imbalance between funding on the higher education sector K400 available for books per university student) and the schools (K0.34 available for books per community school student) also needed correction. In addition declining purchases by provincial public libraries and government libraries place extra burdens on the limited resources of the NLS. The National Library has suffered phases of variable funding as is clear from figures given in their 7 year report (44) and the amount available to spend on the all important materials and supplies item has remained relatively constant despite significant inflation in prices of books and periodicals over the years (1980-1985).
- a lack of policy on library and information matters requiring urgent attention. (The lack of communication policy in Papua New Guinea having been already made clear by the Information Review Committee)

The Cabinet decision, (11/75) gave six functions for the National Library which are mentioned in the Baker article. This decision provided a basis for the service to operate. From these functions and prior to a longer list being provided by the legislation(66), the responsibilities of the National Library Service have been stated as being:-
- the co-ordination and rationalization of resources and services of government libraries;
-the national collection of Papua New Guinea materials, and the provision of national reference and information services (including computer database services) to assist the development process:
-advisory, information and bibliographic services to libraries of government departments and statutory bodies;
-advisory, centralized processing and bibliographic services to the community, provincial and national high schools;
-public library services in the National Capital; District (comprising of three public libraries);
-national film and video library collection to support both formal and non formal education, and assist in the dissemination of information for development;
-national bibliographic services that facilitate the retrieval and dissemination of information for development, including the Papua New Guinea National Bibliography and the National Union List of Serials;
-preservation of public records od permanent value;
-microfilming and conservation of government records and printed materials;
-ISBN agency;

- coordination of countrywide ASTINFO activities.
The functions, as stated in the legislation, of the National Library Service are:-
-to develop and maintain national collections of library materials, including a comprehensive collection of library materials relating to Papua New Guinea, its people and its resources;
-to maintain and preserve materials acquired by legal deposit;
-to make library materials in the national collections available to such persons and institutions in such manner and subject to such conditions as the Director-General may determine, with a view to making the most advantageous use of those collections in the national interest;
-to co-ordinate the bibliographical services of Papua New Guinea including -
- publication of a national bibliography to include all library materials published in Papua New Guinea; and
- compilation and maintenance of a national union catalogue to facilitate inter-library loan and the sharing of information resources in Papua New Guinea; and
- publication of selective, retrospective, and subject bibliographies as may be appropriate; and
- assistance to national and international bibliographic projects; and
- establishment of national bibliographic standards in compliance with internationally accepted standards regarding bibliographic control of materials; and
- provision of other bibliographic services as deemed appropriate;

- to promote and encourage the organization of library and information services throughout Papua New Guinea;
- to initiate and plan the development and co-ordination of national library and information services, and to enter into agreements in relation to library matters with bodies within and outside Papua New Guinea and
- to set and enforce standards for libraries in Papua New Guinea;
- to encourage the development and maintenance of literacy in Papua New Guinea;
- to promote and to conduct in-service training and short courses in the field of librarianship;
- to encourage and conduct research in librarianship and related fields;
- to provide professional advice and assistance to library staff in any government instrumentality and other organization;
- on request, to provide information services to the National Parliament, authorities, institutions, government instrumentalities and the general public;
- to administer and library run by a government instrumentality when requested by that government instrumentality so to do, provided that adequate resources are made available by that government instrumentality;
- to initiate and promote co-operation between the National Library Service and other institutions in the discharge of the functions stipulated in this section;
- to operate the International Standard Book Number agency for Papua New Guinea; and
- to carry out any other functions necessary for the development and maintenance of library and information services in papua New Guinea.

As may be seen the new legislation gives a considerable number of powers to the National Library Service. The role of the service has been praised by Wright who believes that it has played a significant role in the library scene with activities such as National Book Week (once a Papua New Guinea Library Association activity); publication of a newsletter; fund raising activities through the medium of the Friends of the National Library. (13) Whether it will be able to carry out this encyclopedic list of functions, legislation notwithstanding, could be a matter of doubt, given its lack of progress in the past and its limited resources. This concentration of powers makes the country very dependent on a very centralist agency. There were reservations expressed when the National Library was first mooted and it is doubtful if this debate has been silenced yet. The issue of the role of national libraries in other countries of the Pacific has been the subject of an interesting, if inconclusive, range of articles in a recent issue of the Fiji Library Association Journal. (65). As with many endeavours there is a sense of missed opportunities. As Timil Lyakin states:-

"Australia was very wise, perhaps far wiser than any other colonizers, to give us what is now our National Library as part of her independence gift. In so doing, she has taught us how to hunt and generously given us the hunting gear. If we had been wise over the past 11 years since she offered us the hunting gear, we would by now be partly self-sufficient using the gear." (67)

Thus, even the important event of the opening of the National Library was to an extent negatived by events that took place in the same year, when important changes were made with regard responsibility for the provincial public libraries, responsibility for which were devolved to provincial authorities in support of a policy of decentralization.

National Archives Service

The National Archives has been subject to a few transfers; from the Interior Ministry to the new National Library Service in 1975; from the National Library to the Department of Administrative Services in 1985 (and then back again in the same year. Currently it is more firmly linked with the National Library within the Office of Libraries and Archives and thus a brief note is provided for completeness.(68)

In 1905 the then Government Secretary of Papua saw the need for proper records management but there was no attempt to establish an Archives. Neither did German New Guinea have an Archives, nor its successor Australian New Guinea. Indeed, the records were considered to belong to the colonial power and in the 1930's, the captured German New Guinea records were sent to Australia. As it happened, this was fortunate, for in 1942 all Australian New Guinea records were destroyed by enemy action. In Papua, there was time to save most of the records,

and they were sent to Australia in 1942, but much was still lost.

After the war, with the administration now centered in Port Moresby, the Government Secretary's Office resumed its records keeping role, but then a fire destroyed most of the records in 1949. At this time, the Commonwealth Archives Office in Canberra considered itself the archives for Papua New Guinea and it was certainly concerned about the fire at the Government Secretary's Office. In 1955 they sent an officer to Papua New Guinea to survey the records and make recommendations. This he did, recommending that an Archives Office be established in Port Moresby.

The first Archives Office, established in 1957, was located in the basement of the then Legislative Council, later House of Assembly building in MacGregor Street, and remained there till 1972 when the Archives became the first government building to be erected in Waigani. Within a decade, that building was full, and a new building was erected and opened in 1988. The old building is still retained as a repository and the present arrangements are that the older or most frequently used records are housed in the new building, in which there is also an attractive reading room and full archival service. Records less than 30 years old, some of which may not be retained permanently, are now housed in the old building.

The Australian Archives have agreed that the pre-war records of Papua New Guinea that they were holding should be returned after microfilming. The German New Guinea archives have been more difficult to arrange, but recently the German Archives in Bonn, offered to provide a German speaking indexer to work on the records if Australian Archives would provide a microfilm. This has been the subject of a recent international agreement between the three parties concerned. A difficult task within the country is the appraisal and transfer of public records in the various government departments. Most offices are poorly organized and without system and therefore it is difficult to identify which records should be culled for destruction or for permanent retention. There is also the endemic problem of lack of sufficient trained staff to cope with he movement of records within the departments.

Once the records arrive and become archives, much work needs to be done to gain intellectual control over them so that researchers can make use of them, or we can locate them for loan back to the department concerned. Because National Archives has had only one professional archivist at any one time, and often none, until as recently as 1986, researchers in Papua New Guinea have had to laboriously wade through lists of files under departmental accessions, to find what they want. There would be in the vicinity of 200,000 files at National Archives. Recently it has been possible to commence the professional archival technique of series description, which involves researching administrative histories, description of the contents of series, and identifying index terms relating to place, ethnic groups and people. Computerization is expected to improve on this situation.

The National Microfilm Laboratory is part of the National Archives. Its functions are to advise government departments on their microfilming needs and to carry out microfilming projects. At present there is a major project underway in the filming of all Patrol Reports(over 30,000 items)

held by the National Archives assisted by the University of California, San Deigo.

Conservation is an area in which there is little progress - the new archives building not having a conservation laboratory.

The 1993 legislation gives the functions of the National Archives and Public Records Service as:-

- (a) to ensure the conservation and preservation of the existing and future public and other archival resources of Papua New Guinea; and
- (b) to control the disposal of public records; and
- (c) to inspect and appraise all public records (including those restricted to normal access); and
- (d) to accept the deposit of public archives and be responsible for their safe custody; and
- (e) to accept the custody and management of non-public archives that are considered to be of National significance; and
- (f) to have responsibility for the custody, regulation and management of public records which are required so infrequently in the conduct of current business that they can be transferred to a separate storage area; and
- (g) to promote better management of public records and archives in an efficient and economical manner in government instrumentalities by providing advice and assistance in a way that will facilitate their use as part of the country's informational and archival resources; and
- (h) to provide advice and assistance to individuals and institutions having custody of non-public records; and
- (i) to promote and facilitate the use of archival sources, including arranging for

publication of significant archives and indexes or other guides to archival material; and
(j) to provide assistance and facilities for persons using the archives; and
(k) to record details regarding the structure and function, or changes thereto, of any government instrumentality; and
(l) to take measures for conservation and restoration of archives; and
(m) to make copies of archives and other records by microform or other means; and
(n) to make arrangements for the acquisition, copying or custody of archival resources of Papua New Guinea, whether the resources are held in Papua New Guinea or overseas; and
(o) to ascertain the material that constitutes the archival resources of Papua New Guinea and produce a national register or archives in Papua New Guinea; and
(p) to train and assist in training of persons for the purpose of this Act; and
(q) to plan and develop the co-ordination of activities relating to the management and preservation of public records and archives throughout Papua New Guinea; and
(r) to maintain contact with overseas experts and institutions to further the development of archives in Papua New Guinea and exchange information on holdings

(s) to carry out other functions that are necessary for maintenance, care, custody and control of public archives in Papua New Guinea.

Library Council of Papua New Guinea

and research in archival administration; and

The idea of having a Library Council of Papua New Guinea was raised in a paper delivered by Yocklunn to the Seminar on Priorities in Library Service in Papua New Guinea. The paper concerned the formation of a National Library Service (42) and the Council was introduced as a device for control and co-ordination.

The idea of a National Library Service was further worked on by an Inter-Departmental Committee on this issue. This also suggested the idea of a Library Council:-

"In a developing country ,cooperation between libraries is essential to make the best use of available resources. One way of increasing cooperation is to establish a Papua New Guinea Library Council consisting of representatives of major libraries ,including the two Universities and representatives from the Papua New Guinea Library Association...

It is envisaged that the Council would report to the Minister responsible for the National Library Service. However, to ensure that cooperation is not just talk, it may be necessary for officers of the National Library Service to take the initiative by investigating the areas that would best benefit from cooperative action and submitting concrete plans for such cooperative activities. The vital need for cooperation between the Universities and the National Library has already been mentioned."

The report of this Committee recommended the setting up of this body amongst its other recommendations. These recommendations were accepted by the Government and the relevant Cabinet decision includes this as follows:-

The establishment of a Library Council of Papua New Guinea ...responsible to the Chief Minister, with the following functions:-

- to discuss matters of mutual interest;
- to promote library cooperation;
- to advise the Government on Library matters, including standards of library service; and
- to advise on professional matters relating to the establishment of a National Library Service.

The Council, despite being set up in 1975 did not meet until November 1976. The following

revised list of functions was adopted in 1982:-

- 1. To advise the Government on library policy and related matters.
- 2. To plan library and related services in Papua New Guinea on a national basis.
- 3.To advise on standards of library provision, particularly in relation to public and school libraries
- 4. To facilitate library cooperation both within Papua New Guinea and on a regional/international basis
- 5. To promote libraries and librarianship in Papua New Guinea .
- 6. To promote literacy in Papua New Guinea.

At the same time the following membership was adopted:-

- 1. National Librarian
- 2. University Librarian, University of Papua New Guinea
- 3. University Librarian, Papua New Guinea University of Technology
- 4. Chief Librarian, Administrative College of Papua New Guinea
- 5. Principal School Libraries Adviser, National Library Service
- 6. Principal Public Librarian, National Library Service
- 7. Government Libraries Adviser, National Library Service
- 8. Head, Library Studies Section, Administrative College of Papua New Guinea
- 9. Two representatives of provincial and special libraries
- 10.Up to four coopted members with a special interest in the work of the Council.

This has been a Council without finance. No allocation has ever been made for its operations and maintenance. As the Secretary varied so did the institution involved in meeting various running expenses. While small sums have thus been covered there has been no provision for more substantial ventures such as research, publication, and funding for attendance for members from outside Port Moresby. The latter has certainly been a prevented balanced attendance at meetings. Much of the work of the Committee has been attempted through a system of ad-hoc Working Parties. Sometimes this has worked; sometimes these groups never reported; sometimes an

irregular schedule of meetings has resulted in deferment of their reports and rendered the work useless. The following have existed:-

Advisory Committee on Library Education
continued by Working Party on Library Education
Working Party on IFLA Core Programmes
National Bibliography Committee
Bibliographic Standards Working Party
Working Party on Functions and Membership of Library Council

The issues raised at the various meetings have been outlined in two recent articles (69, 70). Articles by Baker(71), Yocklunn(72) and Shimmon (73) have also appeared on the Library Council. In addition comments have been made in a review of the communications sector in Papua New Guinea (74). These comments all well illustrate the difficulties of this body. An outline plan for an enhanced and quite elaborate Council appears in a dissertation by Rod East who obviously considered such a device useful as part of his plan for PANGIS-the Papua New Guinea Information System (75). The Library Council has not proved too popular with the National Library Service who look upon everything as devolving to it. As a result problems continue and the current policy and legislation provides for the abolition of this body and for the creation of other mechanisms. Effectively the Council has not met since 1992, and this may well be a great misfortune. In retrospect, Sir John Yocklunn, explains what was expected, before the clouds of suspicion and of territoriality overcame it:-

"To involve the non-government libraries, particularly those of the universities and the non-government colleges, I envisioned a Library Council which would be a forum for cooperation between the major libraries in the country as equal and willing partners. At the same time it was to be a real force for promoting library development, and the membership should consist largely of prominent leaders and decision makers, rather than largely of librarians. It was not my intention that the Council should have executive functions, but rather that it should be a policy

-advisory and lobbying body.

However, the role of the Library Council and the role of the National Library are still the subjects of current debate. Back then, I envisaged the relationship between these two bodies as complementary and equal, rather than as a position of dominance of one over the other. Whatever decisions are made on these questions, the way these decisions are reached is just as important. Very early in my political career in this country I learnt the paramount importance of communication, consultation, compromise and consensus."(76)

National Library and Archives Board

In the legislation it is stated that the responsible Minister may establish such a Board to advise on archives and library matters. The Board is to consist of the Director General and not more than eleven members appointed by the Minister. One of the members other than the Director-General is to be the Chairman. In addition to being able to advise the Minister on policy matters in relation to the co-ordination, planning and management of libraries, archives and information services, it can also recommend to the Minister:-

- policies in relation to the co-ordination, planning and management of libraries, archives and information services;
- -a national plan for the development of libraries and archives and information services.

In practice this Board has yet to be set up. Additionally in the National Information and Communication Policy of Papua New Guinea a National Information and Communication Council is recommended.

National Library and Information Services Policy.

The National Library had made some efforts in engendering interest in a National Information Policy.(77) This has not been successful and it was reasonable to suppose that production of such a policy would be a very long drawn out process given the many parties involved and potential clashes. Australia, for instance, has abandoned such as approach after 15 or so fruitless years. However, as a result of a Library Development Seminar held in May 1991 it was decided that a Library and Information Services Policy was a possibility, and could be initially drafted within the library community itself. The very poor state of library services in most parts of the country was such that delay in policy formation was felt to be unthinkable.

The example of the Papua New Guinea Science and Technology Policy was closely followed as regard the overall structure of this policy. The policy contains a set of statements on Major Policy Objectives for information in Papua New Guinea. These are drawn from Unesco guidelines and provide a set of statements forming a mini-information policy. These will allow for the articulation of this policy with related policies in the field as they develop. The major policy objectives are followed by a detailed strategy for library and information services in Papua New Guinea. This maintains the strands of the major policy statements and has drawn on the experience shared conferences and workshops held in 1990 and 1991. The policy developed in Malaysia has been of great service in the drafting of the policy in Papua New Guinea - and its use was approved at the Library Development Seminar in May 1991.(77) The draft policy has

been approved by the Library Council and has since gone through further drafting by a Working Party at the National Library Service which has entitled it a "National Archives, Library and Information Services Policy" and it is anticipated that it will be approved by Government in 1994.

On the provincial level a seminar on Provincial Information Services Seminar was held in East New Britain in November 1991 and at this a set of Provincial Information Service Guidelines were produced. These are being worked on further by a drafting committee at the provincial level and these offer the potential for a model policy which could be considered for adoption at other provinces.(79) However, problems are faced in that the provincial government system is at present being reviewed and there is little enthusiasm for new initiatives.

In the meantime, also, work has been completed by the Ministry of Communications and Information on a National Information and Communication Policy. This was approved in November 1993. (80) It is a composite in that it contains several extant policies, and has obvoiusly drawn on the that for Library and Information Services.

The goal of the National Policy for Libraries and Archives(81) to enhance the social, economic and educational development of the people of Papua New Guinea through the provision of coordinated and comprehensive library, archives and related information services. The policy provides statements and detailed strategies in relation to:-

- -the role of information in Papua New Guinea development
- -access to information resources and servcies
- -the development and use of Papua New Guinea information resources
- -promotion of use and awareness of information
- -organization and coordination of the policy
- -information technology and systems
- -regional and international information participation.

The policy is to be monitored and initiated by a National Library and Archives Board. The Office of Libraries and Archives is to co-ordinate existing agencies to be responsible for the implementation of the policy and to provide secretarial service to the Board. A senior Minister will oversee the policy and assume responsibility in consultation with the Board to provide comprehensive library, archives and information services.

Academic libraries

The major tertiary institutions were set up in the 1960's. True to form elsewhere these had a positive attitude to libraries and these tertiary institution libraries became the most significant ones in Papua New Guinea. Thus good libraries exist to serve the University of Papua New Guinea campuses, the Administrative College of Papua New Guinea and the Papua New Guinea University of Technology at Lae. (82-90) Some basic facts are given in Table 4.

Currently the higher education sector in Papua New Guinea is characterized by a large number (62 are covered by the National Higher Education Plan) of small and generally inefficient institutions - an outcome of its colonial past which it has not yet been possible to rationalize. There has been much concern shown over the system and reports and recommendations for its improvement have been made - but little in the way of results have been achieved. The latest investigation has been the work behind the 1990 National Higher Education Plan (91) produced by the Commission for Higher Education of the Papua New Guinea government. There was no coverage of the role of libraries and their resources within the Higher Education Plan. However, it was felt that improvement in the library infrastructure was essential to meet the vision of the National Higher Education Plan, and a separate plan on the library sector in higher education was commissioned. (35,36)

Outside these major libraries the situation is very poor and Papua New Guinea high school libraries at their best can be considered to be generally better than the libraries of many of the post secondary institutions. The collections in most of the sub-standard institutions have become outdated owing to a lack of recent relevant purchases and stocks have been mainly been built up from gifts. Few libraries subscribe to journals and few have audio-visual materials or equipment. Library premises are small and in need of repair and with the exception of the teachers colleges many colleges did not have a full time trained librarian to run the library. Most libraries show serious signs of neglect by the college administration.

Dramatic efforts are needed to compensate for the past deficiencies and lay the foundations for networking and resource sharing. Benefits of such enhancement would be:-

-strengthened support for quality academic programmes

- -identification of resources and the highlighting of collection strengths and deficiencies
- -development of relevant norms for progressive and systematic improvement of resources
- -creation of a database of national information resources

The creation of a centralized database of information resources will be considerable benefit to the higher education institutions and also to private and public sector agencies and that this will assist them in contributing to the development process. The following national approaches to improvement have been suggested within the report:-

- -Appointment of a coordinator within Commission for Higher Education
- -The National Library to play a key role in the development of libraries in government agencies, community and high schools as well as public libraries in the capital and in all provinces which compliment and support the development of libraries in higher education institutions.
- -A formula for funding libraries to be developed to ensure that, even in difficult economic times, the libraries will not be stripped of minimum funding. The suggested criterion is that a minimum of 5% of the institutions operating budget should be spent for library resources. To correct the long time neglect of the many college libraries in recent years, special funding from the Government should be specifically designated for library improvement.

As a remedy for past neglect major enhancement is necessary to bring each to a minimum acceptable standard. As a particular instance the transitions of the community-school teachers colleges from a two year to a three year programme requires that the libraries of these colleges be greatly improved. Major remedial infusions of funding for additional staff and information resources should be considered a priority for a period of five years. Minimum quantitative standards and performance measures should be established and enforced. To realize economies of scale many of the small colleges with inferior programmes and library resources should be merged into larger units or incorporated with the universities or better established institutions.

Other than this it is recommended that for each teachers' college library a minimum of 300 new books and 20 audio-visual kits of relevance to the curriculum should be added to the collection each year and at least 50 journal subscriptions be maintained. For each nursing, technical and special library, the minimum requirement should be 150 books and 15 kits and 25 journal subscriptions. These materials are to be specially selected - rather than being happenstance gifts as is often the case at present - to support the curriculum and be catalogued for easy access. As most libraries had some 90% of collections in the shape of outdated collections major attention needs to be paid to acquisitions and cataloguing. Effective use of shared acquisitions and cataloguing could afford savings in manpower and cost. Vendors and the National Library could provide such service.

Further recommendations relate to provision of an A-V room and equipment and to adequacy of college library buildings, equipment and furniture. A survey of the situation is called for. Other recommendations relate to staffing and training where again enhanced provisions are set. It is suggested that the staff classification and fringe benefits should be made equitable with university libraries. Opportunities for in-service training and continuing education should be made available to college librarians.

There are also recommendations regarding improved collection of statistics and publication of directories. As an incentive for resource sharing it is suggested that libraries with net inter library lending should receive a subsidy of 5 kina(approx 5US\$) per item from a special fund. The National Library and the Department of Education should promote indigenous publications in all subjects, especially for children and young adult audiences.

Instruction in library and learning skills should be a part of the regular college curriculum and available to all students, this is considered especially important for those college students who will be transmitting these skills to future generations. It is recommended that the Department of Education and the Commission for Higher Education develop necessary guidelines and implementation plans for such library instruction. There should also be assistance from the Department of Education and the National Library in the development of model collections for school libraries as future teachers need to be familiar with such collections. Such model collections should also be placed in every community (or primary) school library in the country and updated annually. At the High School Level the Department of Education, the National Library and the Goroka Teachers' College should develop a model collection for all the high school libraries. Such a collection to be placed in each high school library and updated annually.

As the University of Papua New Guinea has a network of University Extension Centres which it is intended will cover all provinces eventually it was thought advisable to make some recommendations within the higher education libraries plan as to the future of the library development for these centres. Obviously the application of this recommendation will vary according to the circumstances of the individual province but it is suggested that the library in some centres should be ideally be established as a cultural centre combining the public library, the vocational centre library, and the University Centre library as one joint facility. Since the funding of all these is borne by the provincial government such a shared facility will eliminate unnecessary duplication and be more cost effective. Both the National Library and University of Papua New Guinea Library should assist in the design and establishment of these cultural centres.

Public and rural libraries

A Public Library Service was set up in Papua New Guinea in 1936. Earlier articles(6,7) outline

the history of this. The literature relating to public and rural libraries has also been surveyed (92, 93) and there has been a recent reflection on early developments.(94) The system developed into quite a comprehensive one. In 1974, Avafia wrote of a highly centralized Public Library Service of 24 country wide branches with selection, ordering and processing taken care of at a central point. Although those in charge were not as optimistic about the state of the public libraries (95),he commented:-

"With an annual budget for books/periodicals and other library materials during 1974/75 amounting to \$A74,000 the Public Library Service could be considered rather well placed... The total books stock of 155,000 and about 1000 different periodical titles with an average 8,000 per annum book stock growth rate are all impressive indeed."(96)

When the idea of a National Library Service was being discussed the objective was not merely to create a national library in the conventional sense but to set up a truly national service extending country wide. When a National Library was built it incorporated facilities to back up the public libraries elsewhere in the country with, for example, a general collection to back up loan requests from outlying libraries. Currently books and materials are bought and processed not only for its own collections - but also for all the provincial public libraries who choose to use the service. In addition the National Library also serves as a central agency for donations from organizations such as Asia Foundation, Ranfurly, Canadian Organization for Development through Education, etc. It was felt that the National Library Service could incorporate the Public Library Service and branches, and this event did take place in 1978. However this aspect of the National Library Service was not to endure owing to the impact of a policy of decentralization of Government functions pursued by the Papua New Guinea government. After independence in 1975 moves towards the decentralization were made and a system was introduced in 1976 to bring administration closer to the people. Nineteen Provincial Departments were created plus a National Capital District. Each province has a provincial government with control over its administration and budget.

In 1978 the Public Library Service was split up with the responsibility for each library being given to the respective provinces. Only Hohola, Waigani and Port Moresby (Ela Beach) Public Libraries remained with the National Library Service as they are located within the National Capital District. Waigani public library is housed within the National Library building. Port Moresby (Ela Beach) Library itself was burnt down on 13 December 1986 and replaced by a temporary service operated from the old Library Institute building in Port Moresby. The National Capital District libraries are administered by the Government Advisory Services Branch of the National Library Service.

Whatever may be said of the effect of decentralization in other areas of government it has resulted in complete stagnation of most of the provincial public libraries. Comparative figures for the public libraries from 1973- 1985 show this. (92). While an encouraging growth is seen between 1973 and 1977 this trend halts or is reversed in the period to 1985. Funds are mentioned, but generally these seem to have been unprovided or unspent. Further evidence of

decline is provided by the National Library Service and comparison with standards. A survey (97) indicates declining usage for the unfunded libraries.

The National Library Service has produced another analysis of the problems it faces in realizing its potential.(63) Problems relating to the public libraries are stated as being:-

-decentralization of the provincial public libraries in 1978 and their consequent decline. While the NLS continues to provide centralized processing services and advice these services are barely taken up.

-variable funding and problem areas within that funding (total budget has varied from K405,914 in 1979 to K695,300 - K134,900 of that for materials and supplies - in 1985.) In 1985 that represented 1.65% of the Education budget and 0.08% of the National budget. Declining purchases by provincial public libraries and government libraries place extra burdens on the limited resources of the NLS.

It would appear that decentralization left the libraries in the hands of those who had a lack of understanding of this basic service. It is not exceptional in Papua New Guinea for local politicians to be without a great deal of formal education or for the public servants to have no personal experience of what good library and information services could provide. The educative role on these matters that could be provided in a centralized system by the National Library Service was too soon withdrawn. It would appear that from the Kavieng experience this role must now to be taken up by the provincial librarians themselves.(98)

There are numerous accounts of what has, or more commonly what might have happened, and these are well worth referring to. (e.g. 99-115) The public libraries are based on the western model of public library service (if you can imagine this being possible in the context of very limited funds) and are concentrated on the urban centres - generally the provincial capitals which are often rather small towns. A debate has raged amongst PNG librarians as to what provision should be made beyond the urban centres into the vast rural hinterland of Papua New Guinea where some 80% of the population live.

A start was made during the colonial period through the work of the Territory Department of Education which resulted in a network of centres throughout the country - "a special and separate library organization to meet the needs of the native people, whose standard of general education, with some few exceptions, is not such as to enable than to take advantage of the public library service."(22) This network is stated to have reached 260 centres and apparently was discontinued during a change of control of services in 1962.(116) The pilot project began at the village social club at Hanuabada (near Port Moresby) in 1949.

In 1961, Roberts could comment on the "basically European style library service freely and equally available to the indigenous people" and felt that the rural network might well be taken care of by an active school library service if developed under the auspices of the Education Department.(25) The idea of using school libraries as rural libraries continues to be suggested. (117-121)

Holdsworth's survey of PNG libraries, as might be expected, gave a very realistic analysis of the rural library problem. He felt that a network of these would have to depend on cooperation of:"...agencies which are already there and which have permanent staff. There seem to be schools, rural aid posts and health centres, recreation and community centres, local government and area authorities, churches and missions and so on, but mainly schools."(28) In addition to this,the district public libraries would be involved in an extension role as rural centres. Local library staff would service the surrounding country through schools and directly. They would however be insufficient to manage without the help of teachers and other rural workers. These,he suggests, would benefit from a basic knowledge of librarianship.

While the above would point a way to a likely mechanism for rural library provision, there have been other ideas - rural reading rooms, information centres of various types (district, village, community), bookmobiles and other forms of extension. The village information centre model has also found favour. (122-127)

Rural reading rooms have also been advanced, both rural and urban. (128-130)

A self help approach has on a few occasions, been applied. This worked for school libraries such as Lumi and for a handful of rural libraries.(131-140) These have been created at Bogia in Madang, Siwai in North Solomons, Masingara in Western Province and at Gavien near Wewak. There are also some community libraries in Southern Highlands Province such as the one at Nipa which have some provincial government input. Another library was added at Gabagaba in late 1986. It is unlikely if many of these libraries still operate. Rural self help was to be supported at by the creation of RULAG, Rural Libraries Advisory Group, a branch of the Papua New Guinea Library Association. (141-144) This is now inactive.

Examples of extension activities have been described in the literature. (145-

150) It would appear that the few successes to date have derived from direct community action, from a project where a trained local successor has been assured, and from linking service in the area to an existing village institution such as the school. The viability of any service would depend on size and literacy of the communities, many areas, as yet, may not be in any great need.

The potential for co-operation with the many other government agencies traversing the rural areas is high but this co-operation has not often been attempted. The possibility of extension from the existing public libraries can not be overlooked given that the right conditions could, for once, exist at these. Mainly it is the trained, enthusiastic and necessarily dauntless local personnel who need to be developed to continue to contribute ideas and more importantly

provide services taking full notice of the lessons provided by the failures of the past.

The reasons for the failures can be attributed to a lack of communication with those meant to be served, to the ready abatement of enthusiasm and probably many other subtle factors.

"There has been sporadic attempts by individuals and groups of individuals to go it alone, only to find it fall by the wayside when they leave the area. In other words there was lack of initiative on the part of those who were left to run the project. Perhaps another contributing factor for the failure of the schemes comes from the community itself. They were never made to realize the importance of such library project in the first place."(151)

Development plan for public libraries

The present situation is of struggling public library services, in old buildings and antiquated stock, serving the urban population in the majority of provinces but without a policy base, nor proper direction or funding on a nation-wide basis, despite the existence of the National Library Service. There is no apparent relief to this dismal scene. Although plans are being laid for a new library building for Lae, and a possible new library for the Port Moresby suburb of Gerehu, they seem likely to founder amongst bureaucratic rubble for a considerable time. The report commissioned by the Library Council has also provided recommendations for improvement. These recommendations are summarized below. Policy and legislative developments may create an atmosphere in which more can be achieved towards their implementation.

A problem in advancing library development has been that present is that libraries do not appear to be within the portfolio of any Minister of the National Government. The result is that neither a Minister, the National Executive Council or Parliament are apprised on a regular basis of the state of development of public libraries within the country. The plan suggests that the subject of public libraries is placed within a Ministerial portfolio to underscore the Government's recognition of its importance, ensure that the Government is kept apprised of its development and facilitate the better allocation of resources.

Another issue felt to need urgent remedy was to designate an institution as the Public Library Authority for the country. Such an institution should be placed under the Minister concerned in order to serve as the executive instrument for the implementation of the Minister's portfolio responsibility. In this regard it would be logical for the National Library Service to be so designated and charged with the responsibility for implementing a nation-wide system of public libraries. For this purpose it powers and responsibilities will have to be specified. This may necessitate some changes to the organizational structure of the National Library Service. An interim measure suggested is that public library services should be placed under the purview of

the National Library Service until such time that the public library infrastructure has been placed on a firm foundation. A related requirement is to create a key position, plus support staff, within the National Library Service for the overall development of the public library sector. Staffing provisions in the provincial libraries will have to be augmented, not only for the provision of acceptable levels of service but to develop the rural library service.

On the question of finance with decentralization and the placement of public libraries under the provincial governments in 1978, the funding of transferred services or functions, including public libraries, was effected under Minimum Unconditional Grants (MUG), calculated on the basis of the expenditure by the National Government for such functions, in the "base year". This formulae was quite unrealistic for public libraries, as such services had hardly been developed at that time even in the urban centres, while services to the rural areas were virtually non-existent. Even the allocation derived from the MUG is clearly not put to public library use within most provinces. More realistic financial provisions for public libraries nation-wide, falls in line with the Government's priority areas, namely education and training and rural development. More realistic estimates for public library services covering both the urban and rural areas need to be prepared for a new "base year" to facilitate adequate funding provisions.

It was also felt that new standards are needed applicable both to the urban and rural areas. These standards will have to be approved by the Government at the national and provincial level while implementing agencies will have to be provided with the means to implement or facilitate implementation of the standards. Currently the minimum standards for public libraries are those adopted by the National Library Service and the Library Council of Papua New Guinea in 1983. (152) These provide for a certain minimum stock and seating space for the various categories of library. The standards also specify a convenient location for the library. Medium and large libraries are expected to have a range of a/v equipment and to operate extension services. Qualifications are also specified. Standards were to have been reviewed every two years.

It is also pointed out that public library services need to be supported by appropriate legislation to facilitate the necessary support in terms of finance, manpower and other facilities. In this respect, a separate Public Libraries Act for the country is highly recommended, as the subject impinges on national-provincial relations with legal, financial and administrative implications.

The lack of effective coordination and cooperation is also noted. This plan concludes that the problem of literacy, the lack of libraries, the inadequacy of their resources, the relative absence of a reading habit are manifestations of a major socio - economic problem and needs major socio - economic solutions, endorsed and supported fully by the Government at the highest levels and executed effectively by relevant agencies.

School libraries

The overall situation has a recent review (153) but up-to-date figures are needed. The issue of information resources and the schools needs further development, but the role of the library and information in the school has been raised in the literature and at recent conferences. (132-133, 154-167)

The School Library Service (168) which predated the National Library Service, and was incorporated in it, continues to play a role in the distribution of books to the schools and in arranging workshops and advisory visits. Funds under World Bank Education projects are also administered from the School Library Service and these have been significant injections of funds for library materials over recent years. Another phase of this sequence of education projects is now underway providing more funds for the schools in the form of book grants (K200,000 on a kina-for-kina basis) and equipment grants (K20,000) to community schools; book grants to high schools (K122,600) and vocational centres (K50,000); book grants to public libraries (K40,000) and a further K30,000 to public libraries to support courses run by the College of Distance Education.

Due to the availability of such grants the situation in the school libraries is occasionally brighter. Almost all high schools have a library, and a proportion of community schools also, and the grants ensure that at least some materials are bought.

Library skills are taught at grades 7-10 in schools, but the syllabus has still to be fully developed. A modicum of training is available for teachers in library matters, either via workshops; initial training and the teachers' college or via a Diploma programme for teacher-librarians at the University of Papua New Guinea. (169-170) The numerous problems of the teacher-librarians have been enumerated if not resolved. (171)

Special libraries

A wide range of libraries exists, the majority concentrated in Port Moresby. They are generally small and inadequately resourced and staffed, but potentially of considerable importance if networked and supported. (172-176) They are mainly within Government Deapartments but are growing slowly in the public sector. Some support is provided by the Government Libraries Advisor at the National Library Service. Little practical rationalization or coordination has, however, been possible. Major libraries are listed in the table.

Standards

Standards for public libraries adopted by the National Library Service and the Library Council of Papua New Guinea which were produced in 1983. (152) These provide for a certain minimum stock and seating space for the various categories of library, as shown in Table seven. The standards also specify a convenient location for the library. Medium and large libraries are expected to have a range of a/v equipment and to operate extension services. Qualifications are also specified, librarians in charge being expected to have the Diploma in Library Science (large units), Certificate in Library Science, or Library Technicians Certificate (small unit). Minimum annual purchases are to be introduced when the basic level of provision is reached, actual suggestions of titles per 1000 population purchased each year are small 175, medium 100, large 100. Standards were to be reviewed every two years but this has not occurred. Instead standards are sometimes issued by the National Library Service. For example, basic standards for high school libraries, were published in their Tok Save no. 16:-

.... remainder of standards....(177-178)

Technology and networks

The range of technological developments here have been featured in two recent reviews. (179, 180) There are also earlier articles. (181-183) Automation at the National Library has been the subject of a consultancy (184) which is yet to be implemented. Applications that have been introduced are described. (185) As might be expected the library at the Papua New Guinea University of Technology has been innovative both in terms of library automation and also media production. (186-187) While many of the smaller libraries have not adopted any form of library automation there is are a range of activities from the spread of micros and word processing through to CD-ROM public access catalogues at the University of Technology, online searching of overseas databases and integrated library systems. At the larger libraries quite sophisticated systems have developed providing a high level of service. The spread of computers and the reasonable telecommunications infrastructure in the country should also assist with further enhancement. The library school has been retrograde in its provision for this field and this is a situation that has only recently been corrected.

The Unesco networks ASTINFO (188) and APINESS have recently had National Advisory Groups and Focal Points established in the country - at the National Library and the University of Papua New Guinea respectively. While not much activity has yet resulted from their operations, this does place the rather isolated Papua New Guinea more to the forefront of regional events. Other specialized networks are also in place but it is apparent that Papua New Guinea has still to make the same breadth and range of contacts as the rest of the South Pacific where the University of the South Pacific Library has been particularly active in forging links

and which is the home of the Pacific Information Center (itself the subject of a mini-literature but see references 189, 190). On the regional library front there has been the recent intention to revive SCOPAL - the Standing Conference of Pacific Libraries (191-193) This could join the recently formed PIALA (Pacific Islands Libraries and Archives Association) in working for the libraries of the region.(194). Given the vast area involved and the concentration of PIALA activities in the old US Trust Territory areas then the danger of overlap may not be too great.

On an historical note a dissertation by Rod East outlines a plan for PANGIS-the Papua New Guinea Information System (75). At the University of Papua New Guinea there has been a four part project for a PNG Information Network.(195; 196) This had four aims:-

- The publication of a retrospective bibliography of printed New Guinea materials;
- The establishment of a bibliographical database for New Guinea materials;
- The microfilming of the New Guinea materials listed in the data bank and the distribution of, initially, 5 sets of the microfiche at different locations in Papua New Guinea;
- The automation of the UPNG cataloguing system.

With the exception of the microfilming project all these elements have been completed. While it increases the access to records of New Guineana at the university and has been a successful automation project, it is doubtful, if this really counts as a network.

The Medical Library at the UPNG has been acting as the de-facto medical library for the country and as such has been actively involved in networking (197) Similarly the National Court library system has been one of the few areas to undergo systematic development and there is a spreading network of libraries in that system. (198) The Pacific Law Information Network (PALIN) is a regional network based on the excellent Law Library at the University of Papua New Guinea.(199) It used to be funded by the Asia Foundation.

In 1991 the Lee report (36) identified certain libraries as having major collections and could be regarded as centres of excellence. The report recommends that adequate funding be provided for these libraries and that these libraries, each with strengths in certain subject areas, together with the National Library and the Administrative College, should be considered as major building blocks of a proposed Papua New Guinea Library and Information Network. These libraries have little duplication of information resources and could each in their turn serve as the national

resource centre for other libraries in the same field of specialization. Suitable library systems software should be selected for this system and there should be a national database of the resources within the Papua New Guinea Library and Information Network using the MARC format. The network will serve as the gateway to library and information services outside the country. PACESAT and other advanced telecommunication technologies should be used to access world-wide databases including OCLC, Medline, Dialog.

//// Possible Figure /////

Another plan, also on paper only at present, was developed at a seminar (200) held in 1992 on "Library Networking in the South Pacific" which was funded by the IDRC and held by the Department of Library and Informtion Studies at UPNG. In this context it should be noted that SCOPAL had intended to hold a regional networking conference in Port Moresby in 1985 but this never eventuated (see 201 and 202 for earlier endeavours). The 1992 meeting was attended by representatives of six Pacific island nations who agreed that a South Pacific Regional Development Information Network (SPARDIN). Funding for the latter is being sought by the National Library Service. The project will be supported as a regional initiative during the next financial biennium according to a decision taken at an Unesco consultative meeting held in July 1993. The overall objectives of the network are:-

- -To share and exchange development information resources and experiences among countries of the South Pacific region and between them and other information systems and networks with a view to promoting and supporting the socio-economic development of the region:
- -To promote and support the establishment of development information infrastructure in the countries of the region;
- -To promote the utilization of available information sources, databases, information networks and expertise in the region.

Priority areas for the region include agriculture, forestry and fisheries, health, sanitation and environment, literacy and education, appropriate technology and renewable energy. PNG participates in CARIS. (203)

Education for librarianship

Papua New Guinea has the earliest and most developed provision for education for librarianship

in the Pacific Island states. Initially provision took the form of short part time training courses at a basic (library assistants' level) from 1962-67. This was followed by a major breakthrough by the commencement of full time courses and their institutionalization at the Administrative College of Papua New Guinea. These programmes evolved to reach sub-graduate diploma level in 1978.(204-211)

Through most of the period courses have been provided by the Administrative College of Papua New Guinea (212-213), which is a training institution for the Public Service. A few courses had been run in the past at the Goroka Teachers College. The sub-graduate Diploma that became available in 1978 was provided jointly with the University of Papua New Guinea who taught approximately half the material on the course.(214) It eventually became clear that the function of education for librarianship had outgrown the College and an external review recommended the transfer of the discipline in total to the University.(215-217) This transfer took place during 1988 and leaves the University of Papua New Guinea as the sole provider of courses in this discipline within Papua New Guinea. This has been done through the University's Department of Library and Information Studies. This has recently been reconfigured to form a major part of the University's Centre for Communication and Information in Development.

Some basic information on Papua New Guinea programmes (past and present) is given in Table 7.

Currently there is a offer are a Library Technician's Certificate which is a one and a half year basic programme, for routine level library workers with an intake of 20 students per year (not offered after 1994, until syllabus review is complete). There is also a Diploma in Library and Information Studies which for ten years was the highest level programme available. Moving on from the Diploma stage has been quite a difficult exercise, mainly due to the limitations at the Administrative College. (218, 219) This is a two year sub-graduate course with approximately 45% of subjects taken from Arts/ Education and the remainder in Library and Information Studies. Intake is 20 per year, though usually somewhat less. Most students are upgrading earlier courses (e.g. the Library Technician's Certificate) and the majority are employed. A few school leavers at Grade 12 are attracted.

Given the considerable numbers of librarians holding the Diploma in Library and Information Studies, the tradition of providing upgrading routes, plus the need for a higher basic education, the issue of a Bachelor's degree in the subject has been a lively one. However, only with the transfer of programmes to the university that a degree did get introduced, starting from 1988. Slowly but surely, this is becoming a popular option. While much of the content is at present similar to that on the Diploma the returning students can take the opportunity of developing another academic strand, plus other optional studies. (220) The degree is a four year course with a major in Library and Information Studies and a major (or minor) in one other subject. In addition to upgrading of Diploma students, but it is also will be the preferred option, as opposed to the Diploma, for the brighter school leavers. A Bachelor of Science (Information Management) is to be introduced during 1994, the intention being to introduce science students into the information field. The course will draw on students after science foundation year. It will offer a much different range of subject matter form the traditional course offerings and as such

the new matter may well provide interesting options within the other programmes. The programme has been developed in association with Deakin University in Australia, and promises a new direction to programme provision in Papua New Guinea. (221)

At present there is no postgraduate programme. The view has been that it is useful for students to take up the relatively generous allowance of scholarships and study further in Australia or New Zealand, and gain experience of well developed library systems in addition. This has proved to be a popular option and many post-graduate awards have been secured overseas. Undergraduate studies overseas have also been followed. (222) However, eventually as staff capabilities and interests change, there would be some in-country postgraduate provision. The university has a quite flexible post-graduate diploma option that could readily be followed, and there are provisions for Masters and PhD's by research.

The issue of training for teachers in library matters has not been successful one. Courses had been provided at Goroka Teachers College and at Administrative College. However, these never continued for very long. It was something of a breakthrough therefore when it proved possible to introduce a programme based on the Diploma in Educational Studies model at the University of Papua New Guinea.(147, 148) This began in 1991. The Diploma is a two year programme intended for Teachers in Charge of Library at Papua New Guinea High Schools. There are two six week Lahara (or summer school, November and December) sessions and two years of distance education material completed back at the school. There is also provision for supervisory visits. All students (25 per year quota) are teachers sponsored by the Papua New Guinea Department of Education. Another possibility on offer, which has yet to be made much use of, is one of a minor sequence in teacher-librarianship within the context of a Bachelor of Education (In-Service) degree - a two year qualification.

There is, finally, a one year programme intended for those in records sections in Papua New Guinea. For the Certificate in Information Studies (Records and Archives Management) there are two six week Lahara sessions and one year of project assignments at work in between, with supervisory visits. All students are employed and recommended by their employers. The course is at a basic level but is proving popular and it is likely that higher levels may be made available in the future.(223)

There have been two major periods of activity in the field of continuing education namely 1981-84 at the Administrative College and 1991-93 at the Department of Library and Information Studies.(224-229) Little has yet been done toward the provision of distance education elements of programmes, but it is planned to have the first enrollments in 1994. (230) Another aspect which needs attention is the issue of workforce planning - not assisted by the reluctance of thsoe concerend to answer questionnaires! (231) This issue is currently being looked at by Margaret Obi at the University of Papua New Guinea.

In the context of limited resources, it may be claimed that much has been done in Papua New Guinea. This has occured mainly at two institutions in Port Moresby, but Goroka Teachers College has also run courses. (232) The regional aspects and comparisons are intersting ones.

(233-236). The Department of Library and Information Studies has benefitted from a grant from IDRC, as have the group at the University of the South Pacific in Fiji.(237) Traditional areas are covered and various levels of courses are provided. Evaluation and review has been thorough and there is good potential for constructive change.

The notion of a merger of the Journalism Section (dating from 1974) of the Department of Language and Literature and the Department of Library and Information Studies had been mooted in an internal UPNG restructuring document drawn up by past Vice-Chancellor Lynch and had been the subject of occasional discussions between the two groups. In early April 1993 the proposals to combine these two into a new, more dynamic entity made cosiderable progree. A Proposal and Draft Development Policy was drawn up for a South Pacific Centre for Communication and Information in Development (SP-CenCIID) and accepted in 1994.

The Centre will incorporate the programmes, focal points and research activities that have developed with journalism and library and information studies. As the focus will be on developmental activities rather than concentrating resources on static or declining areas of training a considerable rethink of activities and of courses provided is needed. Here guidance is provided by recent policy which states:-

"The national communication system can only perform as well as the people who run it. Training in a wide variety of communication skills is the key to success. The purpose of training embraces the entire communication system. Authors, script writers, journalists and editors must prepare for the content of the media. Engineers, technicians and maintenance personnel are required for the telecommunication and broadcast networks; printers and compositors for the press rooms of newspapers, magazines and books; camera-man, directors and technicians for the film and television studios. Information and extension officers need training in the process of communication and persuasion, and teachers in the utilisation of technological aids. Granted the complexities and rapid changes in modern communication, expertise are needed in economic evaluation, system planning and management." (80)

As the majority of the activities at UPNG which will be covered by the Centre do not have a parallel elsewhere in the developing South Pacific, this is reflected in the regional title given to the Centre.

The mission of the Centre is to assist in national development through enhancing professional capabilities and service attitudes in the fields of communications (journalism and media studies) and library and information services and by providing a facility for research and study in this field.

The goals of the Centre are:-

- a. to produce qualified staff at para-professional: junior-professional and professional levels for the nation's library and information units and qualified journalists for professional media roles in the nation's Press and broadcast services, government information agencies and public relations units.
- b. through continuing education provide courses and seminars to extend the ability of professional journalists, and other information workers and to provide development communications courses.
- c. to provide courses to enhance the ability of those in charge of school libraries and enhancing the information skills of school students;
- d. to provide courses to enhance information skills at University level and to develop the institutions information culture;
- e. to provide research on PNG and South Pacific media and mass communications issues; to develop knowledge and understanding of library and information science in PNG and the region and through this research to develop new approaches to village and community information services;
- f. to provide expertise through consultancy and other means to Government, industry and the community

Associations

The Papua New Guinea Library Association (PNGLA) was founded in 1973, as a result of important events in 1972. (238) Previously the professional link was to the Library Association of Australia which had a PNG branch. A constitution was adopted at the General Meeting held in Port Moresby on 30th September 1981.(239) This states the objectives as being:-

- -To encourage the development of libraries, librarianship and other related professional activities within Papua New Guinea;
- -To create, maintain and strengthen the links between librarians;

- To establish and publish a journal or periodical as a means of communication between members, and also other publications as the Executive may from time to time determine;
- -To hold meetings and conferences and to establish branches within the Association;
- -To advise and assist on education and training for librarians;
- -To liaise with other bodies both within and outside Papua New Guinea;
- -To secure redress through arbitration or any other means for any injustices suffered by members in relation to their employment;
- -To administer the Gabriel Sarufa Memorial Fund, as set out in the resolutions of the 1975 Conference;
- -To do all such acts or things as are conducive to the development of the association.

The membership can comprise individuals and institutions who are interested in the development and promotion of libraries in Papua New Guinea. The National Executive Committee comprises a President, Vice-President, Secretary, treasurer, Publications Manager and four Committee members. These are elected by the General Meeting for a period of two years. The last election appears to have taken place in September 1990. As a result the PNGLA is in a curious situation at present in that while there are two active groups of the Association; less is being arranged on the national level. A major casualty has been the publishing schedule of Tok Tok Bilong Haus Buk - the journal of the association. This began in 1972 but has not appeared since issue 42 of 1988. (240-243) A PNGLA Nius has also appeared. Another casualty has been the routine of the biennial PNGLA librarians conferences - intact until 1986 - and sometimes productive of voluminous proceedings (244-248).

Then there was unfortunate gap and no one arranged these gatherings. In 1990 the Library Council arranged two conferences in September. One, at Port Moresby, was on library planning, while the second at Goroka, was joint event with the PNGLA, was on Libraries for Literacy. It also provided for a business meeting and elections for the PNGLA. (249) This was the last formal national event of PNGLA. It should not prove impossible to revive it as interest continues. Other activities of PNGLA (250, 251) have included the publication of directories (15-17); convening working parties (252); and issuing policy statements (207). Rural self help was to be supported at by the creation of RULAG, Rural Libraries Advisory Group, a branch of

the Papua New Guinea Library Association. (141-143), this has long been inactive. It also originated the National Book Week, now being run by the National Library Service. (56-59; 254-255)

A School Libraries Association of Papua New Guinea was formed in 1970, thus predating the PNGLA (256, 257). Its aims were:-

- -To provide a forum for the exchange of ideas about the role of libraries in schools in this country;
- -To give practical assistance and some in-service training to teachers and library assistants in charge of libraries in schools;
- -To improve the quality and increase the number of libraries in schools;
- -To encourage an understanding in the community generally and among teachers in particular of the reading interests of children.

While it formed a branch in Rabaul and avoided the possibility of becoming a special interest group of PNGLA, it must have gone dormant during the late 1970's. However, given the many problems faced by school libraries, students on the teacher-librarianship programme at the university, decided to form another association, the Papua New Guinea School Libraries Association (SLAP). This was formed at the end of 1991.

The association runs annual meetings and publishing a periodical - the SLAPper, which began in 1993 and is produced 4 times a year. As opposed to the earlier entity it is national in scope have members in many provinces. It has made representations on the problems of school librarians. (169)

A constitution(258) was approved at a meeting held in Lae in 1992. Objectives are:-

- To promote the functions of the school library in PNG schools and colleges;
- To develop and improve the quality of teaching library skills in schools and colleges;

- To develop and improve the quality of library services in PNG schools and colleges;
- To facilitate and / or provide practical assistance and in-service training to teacher-librarians, members of the association and others involved in the management and operations of a school or college library;
- To provide a forum for the exchange of ideas about the management of school libraries and teaching of library and information skills;
- To act as a medium through which professional concerns may be channelled and pursued;
- To liaise with other bodies within and outside Papua New Guinea.

Membership can consist of teacher-librarians; individuals (and institutions) other than teacher-librarians involved in operating school and college libraries; individuals (and institutions) who are interested in the development and promotion of resource centres and libraries. There is a National Executive Committee that consists of a President; Vice-President; Secretary; Publications Officer and four committee members.

Book development

The book trade (259-262) is also at a formative stage, although substantial printing capacity is available. While there is a Book Council - formed in 1986 - and one of the few developments in this important area of recent years. This Council (263) has yet to make any real contribution but its objectives are ambitious, namely:-

- 1. To bring together bodies and individuals who have private and professional interest and concern for books.
- 2. to promote literacy and encourage the reading of books amongst all sections of the population in Papua New Guinea for the purposes of education, information, culture, recreation and

inspiration.
3.to assist in the promotion and development of the book industry in all aspects.
4. to foster National, Provincial, Local and Community Government support for the whole book industry and to ensure its freedom from unreliable imposts and restrictions.
5. to encourage the free flow of books.
6. to cooperate and liaise with members of the national and international book world.
As there are numerous other agencies involved a Book Sector Study would be an extremely useful exercise in Papua New Guinea in order to determine the actual facts and allow for progress. A book development policy could also be an issue. There is no dearth of demand it seems a question of getting existing authors into better communication with agencies for the publication of their works. In the absence of a sufficient supply of appropriate books, libraries have developed extensive donations networks. (264-265) Currently there is no copyright in PNG. The issue of censoship is sometimes in the limelight as provisions are strict. (268-270)
Although often discussed libraries in the country have not been noticeable contributors to the literacy effort (271-278). Literacy is a very major item on the current and future national agenda. A Literacy and Awareness Programme has been launched by the government and a Literacy and Awareness Council constituted. The concerns of this are in assisting people to make sense of their lives, to maintain family, community and national solidarity, and to increase the peoples ability to participate in government and the feel part of the development process. The aims are:-
1. To increase literacy

2. To develop a management structure, patterns of operation and materials

4. to promote community participation in development and government

understanding of changes

3. to integrate local knowledge and awareness of information to increase interest in and

- 5. to document all existing and proposed literacy and awareness activities at both the government and NGO level
- 6. Rationalize all existing and proposed literacy and awareness activities at both the government and NGO level for maximum efficiency.

Libraries however are not mentioned in the Literacy and Awareness Programme, due perhaps to their traditional orientation to the literate population and therefore to printed materials.

At the same time, literacy and book production programmes need to be complemented by programmes spearheaded by libraries to inculcate the reading habit. School and public libraries play an especially important role in this respect. Unless the reading habit (279) is well inculcated, the literate, especially the new literates could lapse into illiteracy. If such lapses assume significant proportions, either because of the lack of libraries, suitable reading materials or a failure to inculcate the reading habit, the Literacy and Awareness Programme will be fighting a losing battle. The effectiveness of the public library development programme in Papua New Guinea will be closely linked and to some extent dependent upon the literacy programme and the production of reading and information material in the major local languages as well as in English - this includes simplified books as well as wide ranging use of media. (280)

Bibliography in Papua New Guinea

Current information on Papua New Guinea material is available in the Papua New Guinea National Bibliography.(281-284) The production of this has been the responsibility of the National Library Service since 1981. Before that the New Guinea Bibliography was published by the University of Papua New Guinea.

One major effect of the change over has been a reduction in geographical scope, as Irian Jaya and the Solomon Islands were included in the New Guinea Bibliography. The Papua New Guinea Bibliography now includes only items published or produced in Papua New Guinea. Frequency is now two issues a year, as a result of this reduced coverage. It is produced by the Bibliographic Services Section of the Technical Services Branch, AACR2 and DDC standards are used. A Cataloguing In Publication Service is being promoted.

All titles in the bibliography are available at the Papua New Guinea Collection at the National Library. Legal deposit provisions have only just become available.

Of a retrospective nature is the New Guinea Bibliography in 4 volumes (19 -plus an index volume (1990). This has been produced by the University of Papua New Guinea library as part of the Papua New Guinea Information network project. It is an attempt to list in subject order all the monographs, pamphlets, theses, reports, government documents, seminar papers, journals,

which were published either in New Guinea or which deal with Papua New Guinean or Irian Jayan topics - material up to the end of 1983 is included. Most of material is available in the New Guinea Collection at the university. Material not held there has locations given.

There is a serials directory and guides to sources are being produced. Baker has noted some of the older bibliographies that are available. As with much else here there is every prospect for an enterprising bibliographer to improve on what is available. Sir John Yocklunn has discussed the availability and the potential of resource sharing in a number of papers. (285-289)

With regards the adaption of cataloguing standards, a series of interesting working papers has been produced. These have been written in the main by Fraiser McConnell has also been active in ensuring far better provision for Papua New Guinea within the Dewey Decimal Classification. (290-297). The same author is also responsible for an useful guide to information sources on Papua New Guinea.

(298)

Issues and concerns

Numerous problems have been identified at a recent seminar (299) with regards to information services, including library services. These may be summarized as follows:-

- -A vacuum has been created by the closing of the Office of Information and Extension Services. This had been compounded by subsequent events.
- -There is a lack of clear objectives for services leading to an inability to plan or identify core issues and appropriate strategies, channels and levels of communication
- -There is a low priority for information and subsequent neglect and a lack of policy support.
- -Despite a lack of interest in improved services there was also interference in services from the political masters and the need to obtain higher level approval (which was not all that easily obtained).
- -Infrastructure was ineffective and inappropriate.

- -There was duplication of resources and an accompanying lack of co-operation and coordination and communication amongst those providing services.
- -Extension service and face to face work was either not being done or being done on an ad-hoc basis. As a result officers were talking down to people and liaison officers were not contributing fully.
- -Distribution of printed materials and also of oral information was often poor so that some of what was being made available was just not being passed on.
- -This was a ear oriented rather than a reading society; in addition the oral system had its own characteristics, favoured rumours and was prone to abuse.
- -There was a lack of evaluation and research.
- -Problems were faced with the nature of material available, propaganda, foreign and uninformative matter, a lack of timeliness, and television and video programmes that affected literacy and other development.
- -Ineffective, old fashioned and inappropriate methods of information dissemination and inadequate processing of information for use and the level of jargon used.
- -Within Government reports and policies were being produced but not being fully debated making it very difficult to inform people about them.

In addition the following problems had been identified at workshops within the library community (224):-

- -Difficulty with level and availability of training; problems in getting access to management and communications courses
- -Large sections of the community not catered for by the present pattern of services, noticeably rural dwellers, the handicapped, blind (see 300), plantation workers and the illiterate.

- -Library promotion and marketing a low key activity. As a result people were not aware of services and a good image could not be provided.
- -Lack of knowledge of organization and operations within the library; no knowledge of where to buy books locally, of how to start a library, catalogue maintenance, library security and circulation problems.
- -Problems with book stocks and equipment, with shortage and outdated materials; lack of catalogues and funds; equipment unsuited to conditions; irrelevance of many children's books and textbooks to the local situation.
- -An overall lack of planning and a noticeable lack of cooperation or even interaction amongst libraries.
- -Lack of support for libraries, from teachers, provincial governments and the respective education departments.
- -Lack of assessment of failures and of user study; more consideration needed for resource sharing; need for long term objectives and the most effective use of government assistance.

Conclusions

The previous article on Papua New Guinea in this encyclopedia ends on this note:-

"The basic structure of a library system has been bequeathed by Australia - the challenge now remains of turning this structure to meet the needs of an independent Papua New Guinea." (301)

Intervening years have seen a growth in services, but no inherent change in direction. Discussion on role and purpose has taken place at conferences particularly (302-306), but there has yet to be a "Melanesian way" for libraries. Philosophical and theoretical attitudes have always been a weakness in the field and in such an unfamiliar situation are unlikely to develop rapidly. Similarly the direction for the profession (and its localization) and association activities is worth more discussion than it occasionally receives. (307-317)

There is considerable potential for enhancement of library services in the country and despite

setbacks some development of the infrastructure is taking place. While the percentage of expenditure on libraries is not high in overall terms a substantial amount of money is devoted to library related matters in Papua New Guinea. There are numerous programmes under development by government that have an information component and these are likely to increase and should command the attention of the library community. However, as the higher education plan exercise shows, it is very likely that libraries will be ignored or bypassed. There is expected to be a major expansion of educational provision at all levels. If this expansion is to prove purposeful in terms of quality as well as quantity the opportunities for libraries is very considerable.

There are however glaring weaknesses as recent reports have indicated. There are remedies for improvement and the promulgation of the policy should be a great boost for the sector as a whole, given adequate means for the implementation of policy. Great faith in placed in legislation by the Office of Libraries and Archives. The question remains as to how highly centralized approaches, and ill resourced, approaches are to work in decentralized society. Neither will faith will not replace the need for detailed planning.(318) Nor will it improve professional attitudes and induce real leadership rather than an imposed hegemony.

Unfortunately the following observations still apply, and seem likely to apply for sometime longer until a broader base of support is developed or that a higher levels are sufficiently interested in information issues to create proper structures, with plans and resources for phased improvement.

"Attempts at initiating cooperative ventures are regarded with suspicion because the individuals concerned regard each other as potential rivals. Those with similar qualifications working in the same field regard anything achieved by anyone else as a threat to their own position in this imaginary but fierce struggle for survival. It is very rare indeed to come across anyone prepared to subordinate his own interests to some broader social goal." (319)

"[Libraries] will not change until those in positions of leadership responsibility recognize that to bring about change is their responsibility. Not until the effectiveness and the contribution of the organization is seen as the responsibility of leadership rather than the rationalization of inadequacy will change become possible."(320)

Notes and References

These are again based on a draft - for correct version please see the print version. There are occasional gaps in the sequence of numbers.

There is also a bibliography of PNG libraries available on the www.pngbuai.com web site.

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