John Evans

Extract 1 - Library services in Papua New Guinea / John Evans

Literature available

The two general and comprehensive articles on libraries in Papua New Guinea (Avafia, 1975: Baker, 1977) are, by now, seriously out of date. Also outdated now is a book (Baker, 1981) on the university libraries in Papua New Guinea, which does contain general information on other libraries. There have been a few brief recent accounts (Evans, 1992; 1993; Nicholls, 1989; Wright, 1990a) Numerous articles on particular aspects of library development in the country have appeared. Most, but by no means all, appearing in Tok Tok Bilong Haus Buk: Journal of Papua New Guinea Library Association, which, unfortunately has not been published since 1988. The Association has issued a checklist of publications on librarianship in Papua New Guinea (Crossland, 1985) and three editions of a directory (Lutton, 1974; Obi, 1976; Rannells, 1986). The latest directory from the National Library Service (Ikupu and Maguire, 1992) is not as comprehensive as the 1986 volume, unfortunately.

Brief historical summary

Printing in Papua New Guinea started, as in other colonies, with missionaries and with the Government. The missionary, W.G.Lawes, is stated to have produced a printed sheet in 1875. A Government Printing Office was set up in 1888 and there was a reading room for the few officials and white residents of Port Moresby in 1887. A Library Institute Hall existed from 1914, again at Port Moresby. 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 available and could speak of a highly centralized service of 24 country-wide branches.

This service was based on the Western model of public librarianship and has been seen 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 (Unesco, 1955) reflects an early, and not unsuccessful, attempt at the kind of provision which is still the subject of much discussion today. Despite the creation of the National Library Service and its activities no new services have been developed in the public library domain. Equally there has been no extension of services away from urban centers. Experiments with rural libraries in Papua New Guinea though heavily publicized from time to time have, in general, proved to be failures.(Evans, 1990a, 1990b)

Further important stages relate to the development of tertiary institutions. 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 here and good libraries exist to serve the three campuses of the University of Papua New Guinea (set up in 1965), the Administrative College of Papua New Guinea (set up in 1963) and Papua New Guinea University of Technology at Lae.

The Papua New Guinea Library Association was founded in 1973. Previously the professional link was to the Library Association of Australia which had a Papua New Guinea branch. One idea floated at meetings of Papua New Guinea Library Association and its predecessor was that of a National Library Service. This idea was worked on by an Interdepartmental Committee.(Papua New Guinea, 1974) The report of this Committee made various recommendations which 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. However that year also 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. In 1989 library education became a function of the University of Papua New Guinea. Prior to that courses of various kinds had been provide at the Administrative College dating back to 1968.

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 Bruce Roberts(1961), Grenfell Price (1964), Harold White(1965), Harold Bonny(1962), and Harold Holdsworth(1976).In addition,the contribution of Peter Biskup(1968) provides good ideas on what could have been.

Library statistics

Difficulty with data collection means that and the most complete statistical information is that in a 1986 Papua New Guinea Library Association Directory. While another directory was issued by the National Library in 1992 and this tends to show far fewer libraries - a function of the paucity

of information collected. The best that can be done is given in Table 1.

Table 1- Basic statistics on libraries in Papua New Guinea

	Number 1992	Number 1986	Vols in '000 1992	Vols in '000 1986	Book Fund '000 PNG Kina 1986	Staff 1986
National	1	1	60	85	60	79
Academic	34	50	34	845	1,366	174
Public	20	25	20	183	61	48
Special	44	70(94)*	44	183	175	108
High School	N/A	100	N/A	456	243	82

* - Figures in brackets is the number including branches.

N/A - Not available

Sources-

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National Library Service

A major development in the country has been the creation of the National Library Service of Papua New Guinea -whose building opened in 1978 - a sequence of events that has been well described (Yocklunn,1975; Membrey, 1980 and Chandler 1979) The ideas of such an institution had been raised at a 1972 Conference of the Papua New Guinea Branch of the Library Association of Australia in a paper delivered by Yocklunn (Yocklunn 1972) and credit is due to an Interdepartmental Committee for the seminal report (Papua New Guinea, 1974) on the issue. More recent information on its activities has been provided by (McConnell, 1986) and there is an account of the initial seven years of the National Library Service from its formal inception in 1978. (National Library Service, 1986) Despite doubts about the venture (Baker, 1979) this institution has played an increasingly 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 Friends of the National Library. It produces the Papua New Guinea National Bibliography and is the agency for ISBN in the country with 48 publishers in the latest manual. The School Library Service which existed before the National Library Service, and was later incorporated into it, continues to play a role in the provision of books to the schools and in arranging workshops and advisory visits. Funds under World Bank Education projects are administered and these have been significant injections of funds for library materials over recent years.

In addition advice is also available to the many small, generally inadequate, government libraries and the National Library distributes donated books in the south of the country.

Of the public libraries only those within the National Capital District are within the control of the National Library Service and there are only three of these. The provincial Governments (since 1978) operate those libraries that once formed part of the unified Public Library Service and an unfortunate situation pertains in most of the public libraries and new services are rare. The current (November 1992) moves by the Wingti government in Papua New Guinea towards reform or abolition of the provincial government system may well be an opportunity for the reunification and rebuilding of this system to take place. This may allow for the extension of services away from urban centres. Experiments with rural libraries in Papua New Guinea have been of limited success.

In its own analysis (National Library, 1985) and report the National Library Service listed the factors that prevented it realizing all of its enormous potential as:-

- decentralization of the provincial public libraries in 1978 and their consequent decline. While the National Library Service 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 National Library Service 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

In addition declining purchases by provincial public libraries and government libraries place extra burdens on the limited resources of the National Library Service. 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.

- a lack of policy on library and information matters requiring urgent attention.

While there has been much hard work and much in the way of progress 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 colonisers, 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." Lyakin, 1986.

Legislation for an Office of Libraries and Archives

Of recent note has been the setting up of an Office of Libraries and Archives, to be headed by a Director-General. Legislation (No. 31 of 1993) relating to this has been passed in a November 1993 session of Parliament. Relevant sections relating to functions are given below.

Functions of the Director - General are -

      (a)   to manage, control and direct the affairs of the Office;

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

(c)   to encourage and promote the publication and display of appropriate materials by the Office;

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

(e)   to undertake the necessary consultation and liaison to ensure that the functions of the Office are carried out effectively and efficiently; and,

(f)   such other functions as are given to him under this Act or any other law.

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 and may also set and enforce standards for libraries; and from time to time inspect the libraries.

The functions of the National Library Service are -

(a)   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;

(b)   to maintain and preserve materials acquired by legal deposit;

(c)   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;

(d)   to co-ordinate the bibliographical services of Papua New Guinea including -

(i)   publication of a national bibliography to include all library

materials published in Papua New Guinea;

       (ii)   compilation and maintenance of a national union catalogue to facilitate inter-library loan and the sharing of information resources in Papua New Guinea;

       (iii) publication of selective, retrospective, and   subject bibliographies as may be appropriate;

       (iv)   assistance to national and international bibliographic projects;

       (v)   establishment of national bibliographic standards in compliance with internationally accepted standards regarding bibliographic control of materials;

       vi)   provision of other bibliographic services as deemed appropriate.

(e)   to promote and encourage the organization of library and information services throughout Papua New Guinea;

(f)   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;

(g)   to set and enforce standards for libraries in Papua New Guinea;

(h)   to encourage the development and maintenance of literacy in Papua New Guinea;

(i)   to promote and to conduct in-service training and short courses in the field of librarianship;

(j)   to encourage and conduct research in librarianship and related fields;

           (k)   to   provide professional   advice and   assistance   to

library staff in any government instrumentality and other organization;

(l) on request, to provide information services to the National Parliament, authorities, institutions, government instrumentalities and the general public;

(m) 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;

(n) to initiate and promote co-operation between the National Library Service and other institutions in the discharge of the functions stipulated in this section;

(o) to operate the International Standard Book Number agency for Papua New Guinea;

(p) to carry out any other functions necessary for the development and maintenance of library and information services in papua New Guinea.

National Archives Service

The National Archives is closely linked to the National Library Service in the Office of Libraries and Archives. It moved to new and larger premises next door to the National Library in 1988 - the building being officially opened on the 2nd June. 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. The records in the Archives are those of the administration of Papua New Guinea and date back as far as 1884. Facilities in the Archives consist of a General Reading Room; a Microfilm Room; the Archives provides facilities for photocopying and for reproduction of microfilm.

Library Council of Papua New Guinea

Another heritage of the 70's is this Council (Evans, 1992) which was intended to be a Papua New Guinea version of the Australian Advisory Council on Bibliographic Services. However, its functions were only sketchily outlined in the original planning and as a result there have been

undoubted difficulties with the operation of this body. Its stated functions are to:-

-Discuss matters of mutual interest

-Promote library cooperation

-Advise Government on library matters including standards of library service

-Advise on professional matters relating to the creation of a National Library Service

Contact with government has, unfortunately, been minimal, and annual reports do not seem to have been produced prior to 1989. In 1991 the Government did act in so far as it did appoint a new Chairman for the Council.

The Council operates totally on a voluntary basis and receives no funding from the government. Organization of conferences by the Council in 1990 was a major co-operative undertaking - in the context of Papua New Guinea - which overcame several obstacles, and indicated the very strong role that the Library Council of Papua New Guinea can play. While Council played an unusual role it did demonstrate that it could produce results - something it has not always done in the past. During the Library Council meeting held prior to the Goroka Conference it was decided to contract Dr Donald Wijasuriya to produce a "Library development plan for Papua New Guinea."

A number of the new developments outlined in Chapter 11 have been the result of the Council's work over the last few years - there has also been a certain amount of friction between it and the National Library Service. The draft National Policy on Archives, Library and Information Services has in fact proposed that the functions of the Library Council are absorbed by a new National Library and Archives Board. Despite plans to absorb this body it is noticeable that the outside observers of recent events in Papua New Guinea have been very supportive of the continuation and enhancement of Council activities and the Council, given support, could do useful work.

Library education

The issue of training, which is felt to be a vital component of the library advancement process, is dealt with in chapter eleven.

Library technology

Fortunately the range of developments here have been featured in two recent articles.(Wright, 1990, 1991) 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 micro and word processing through to CD-ROM public access catalogues at the University of Technology, on-line 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. A consultancy has also been undertaken into the automation requirements of the National Library by Edward Lim of Monash University.

Professional associations

The association - the Papua New Guinea Library Association is in a curious situation at present in that while there are two active groups of the Association the National Executive is achieving little although voted in at a lively Papua New Guinea LA meeting at Goroka in 1990. A major casualty has been the publishing of Tok Tok Bilong Haus Buk - the journal of the association, this has not appeared since issue 42 of 1988. This journal did carry much information about the library scene and will be sorely missed if it does not resume publication. There was also a School Librarians Association active during the 70's and it is interesting to note that a new association, the Papua New Guinea School Library Association or SLAP, was formed in 1990 by students of the University of Papua New Guinea teacher-librarianship programme.

Networks

The Unesco networks ASTINFO 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 Centre.

Plans and proposals

It is safe to say that beyond the flurry of interest engendered by the work on the creation of the

National Library Service in the mid-seventies there has been very little else done until recently on the development of plans for the improvement of the library infrastructure in the country. As a result very little has happened in certain sectors. However, recently two useful reports have been prepared which offer a wealth of ideas and may even lead to results.

Public libraries

The first is a "Library Development Plan" commissioned by the Library Council of Papua New Guinea and funded by Unesco. The consultant was Dr D.E.K. Wijasuriya formerly Director General of the National Library of Malaysia. This was prepared in late 1990 and discussed at a seminar held in Port Moresby in May 1991. The plan concentrates on the very important, but unfortunately very run down, public library sector. It emphasizes that PNG has the major ingredients for library development but that considerable strengthening of the infrastructure is needed particularly for the public library sector. Main recommendations relate to:-

- development of standards

- service to rural areas

- development of the provincial library system

- a ministerial portfolio for public libraries

- implementation and coordination of a nationwide system

- development of a professional cadre

- development of policy

- legislation

- improved training

- preparation of new estimates of recurrent expenditure and capital

development for public libraries

- improved collection of statistics.

A summary of the main conclusions has been published (Wijasuriya 1992) and further details are given in chapter twelve. The main progress since then has been the creation of draft policy.

Higher Education libraries

The second is a report commissioned by the Commission for Higher Education into libraries in the Higher Education sector. This came about as a consequence of the fact that the Commission

had produced a Higher Education Plan which had not the slightest reference to libraries and their resources. It proved possible to get them to commission another report to supplement the first one. This report entitled "Library development, resource sharing and networking among higher education institutions in Papua New Guinea" became available in December 1991 and was based on a visit made to Papua New Guinea by Dr Hwa-Wei Lee in August/September 1991 funded by Asia Foundation. It has 37 recommendations many of which relate to the creation of a Papua New Guinea Library and Information Network based on six major libraries as building blocks. (Lee, 1992 - also see chapter twelve)

Papua New Guinea is now well placed for the enhancement of services should these various suggestions be carried through.

However, improved professional attitudes, acceptance of responsibilities and a climate of real cooperation will be essential if new services are to be provided. At present the reliance is still on the patterns established before independence and these may not now best serve a changing nation.

Policy

A draft Library, Archives and Information Services Policy has been prepared and approved by the Library Council of Papua New Guinea. The policy owes much to Unesco guidelines and to the policy for Malaysia which was used as a discussion document for the development of policy at the Library Development Seminar held in May 1991. An important facet of the policy development has been the involvement of senior government officials in the drafting process. It is believed that this policy will be approved during 1994. The National Library Service is also interested in developing a National Information Policy, which would appear from developments elsewhere to be a very long drawn out process.

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Extract 2 - Planning in Papua New Guinea and the role of a national library service

- Tuarong I. Tioti

In 1985, as a result of the World Bank Public Sector Management Report of 1984, the government of Papua New Guinea decided to establish a management unit to develop and co-ordinate government programmes based on policies and objectives of the Government. The Resource Management System

(RMS) process began in 1985 when problems of public administration were identified which derived from a lack of clarity in the roles and responsibilities of central, line and provincial departments and institutions. As a result of the problems there were uncoordinated policies, programmes and projects.

The basic framework and outline of the Resource Management System resulted from pilot programme work done by the government's Programme Management Unit (PMU). The PMU's first clients were four provincial administrations, particularly that of East Sepik Province. A prototype system to co-ordinate the management of national resources on a rational policy-led basis was then formulated. Following this the National Executive Council endorsed the Resource Management System as the basis for reform for public administration in Papua New Guinea.

The Resource Management System is an approach to government business which builds on existing systems and administration processes but which introduces major new concepts in terms of inter agency cooperation and overall system management, thus setting direction and mobilising resources to the maximum benefit for Papua New Guinea and its people.

It is a management and planning system which describes the methods used in planning for the most effective and efficient use of resources. It describes the tools for use for the review of all current activity and the planning of new initiatives. While many of the component parts of the Resource Management System have been in place for years (e.g. budget), they are not soundly based by being linked to explicit policy directives, and are managed in an ad hoc manner. The Resource Management System is far more comprehensive in scope than previous reform attempts by former governments, since it starts with issues and concerns that are faced by the people as the basis for determining government objectives, right down to the monitoring and evaluation of the impact of those policies on the people.

Such monitoring will then provide feedback to the National Planning Committee, the National Executive Council through the Resource Management Committee on the success or otherwise of

development initiatives. The former management process did not provide such a scope, and was not designed in such a way that properly linked together various activities. The Resource Management System represents significant shifts in the relationships between the agencies of government. It is in the definition of this changing relationship, and in the explicitly designed interrelationship, that the Resource Management System primarily differs from past practices.

At the heart of Resource Management System are the measures which have been taken to:

- improve the articulation of National and Departmental / Institutional objectives and priorities based on the real issues and concerns.

- reduce the incidence of piecemeal and ad-hoc "planning" processes which have resulted in poor linkages in the roles and responsibilities of Central, Line and Provincial Departments and Institutions.

- improve the quality of programme and project formulation.

- Give increased importance to management issues, especially management structures and management accountability.

- improve strategic planning and management by evaluating the performance and impact of national expenditures.

Issues and concerns addressed by the Resource Management System

In order to become more efficient and effective in carrying out its mandate to serve Papua New Guinea, there is a recognised need for substantive reforms in the way the business of government is carried out. Not only is significant skill improvement in technical and management fields a necessity, but the systems of planning, resource management and personnel management need to be reshaped as well. A key part of that reform is the reorientation of the way in which Government requires its many parts - Provinces, Central Agencies, Line Departments and Institutions - to plan and budget for their annual programmes and services.

The Resource Management System developed in response to a number of difficulties experienced within the current public administration process. Some of these problems occur frequently, and with very serious consequences.

-Lack of clearly stated policies and objectives

National policies and strategies, though stated, were not adequately developed to guide planning and implementation. Departmental objectives were either not clearly defined or not known to the those concerned with carrying out implementation. I refer here specifically to problems which relate to objectives and strategies relating to people (such as absence of clear performance standards; no task orientation; indefinite accountability; lack of a sense of ownership of problems, and unsuitable training practices).

-Lack of a coherent planning system

Planning in many Departments is currently done on a piecemeal basis which lacks coherence. It is imperative that a formal planning process is developed which incorporates procedures to deal with problem areas such as those occurring between departments in Central Agencies, Line Departments and Provinces. Problems relating to planning include for example, poor project design; lack of targets that relate to people's well-being; limited evaluation; and over-concentration upon economic planning.

-Lack of well defined linkages

In order to make the National Strategy a true reflection of how the country was approaching or meeting its development objectives, continued inputs from the Departments and Institutions as a part of the feedback system were required. Through Departmental and Institutional policies and plans it was envisaged that these inputs should help shape and reshape National Strategy which concerned the people of Papua New Guinea. Problems in this area relate to the lack of consultation between Central Agencies, Line Departments, Provincial Governments and the general public.

While some elements within the existing systems of some Departments do operate well, a definite general feeling exists that the ways in which Papua New Guinea's public sector serves the nation and its people need early and substantial review and reform.

The Resource Management System is potentially the most significant development in public administration in Papua New Guinea which builds on existing political and administrative systems and incorporates development planning management. It sets directions for mobilising resources to maximum benefits. As a programme - driven means of optimising public sector outputs, Resource Management System is aimed at operating at both the national and provincial levels in a co-ordinated manner.

The planning environment and achievement of the Resource Management System

What kind of planning environment is necessary to effectively implement the Resource Management System? The following are stages in the process for the identification of the policies and issues that will determine the subject areas of National and Provincial development plans:-

-Data Collection and Analysis

This stage will describe the concerns, needs, trends, opportunities, constraints, and issues using routine data and other information. It starts with the accepting that programmes will be doomed to failure unless there is discussion and agreement reached on programme content between the parties directly involved and affected by the proposals. The major objectives of this stage are to ensure:

--that there is a resource inventory;

--the kinds of services are available within the organisation are identified;

--the people's needs/concerns/problems are clearly stated;

--the trends/driving-forces are identified, and social, economic and political trends are clearly stated;

--the cross-organisational and sectoral needs are identified and clearly stated;

--the constraints are identified and clearly stated.

Once this information has been assembled, the identification of those areas and issues that will greatly affect the activities of the organisation becomes necessary. This will mean grouping and rearranging the information into priority areas which can be further grouped into those that will require direct involvement and those that require indirect involvement.

-Policy/Objective Development

It may not be surprising to find that in one department there is lack of clearly defined policy statements based on issues and on the people's needs. A good and meaningful planning process is

one where the objectives are based on those issues and concerns that are related to the development of the people and their political and socio-economic environment.

-Programme Identification

This stage provides the basis for appropriate groupings of action proposals and the linkages between the defined objectives and policies and the recurrent and on-going activities and available resources. What this means in terms of the planning system is that it:

--Ensures that objectives and strategies are reflected in the new programmes and projects, both recurrent/on-going activities and new initiatives.

--Provides guidance in determining the upper level of organisation structure. This ensures that a basis for organisational development/restructuring is established; that organisational development focuses on issues related to human interactions, linkages and development; and that organisational structure and procedural linkages are based on programme requirements.

--Provides the basis for appropriate groupings of action proposals. This allows for identification of the major activities of programmes, the performance criteria for the achievement of the major objectives, acting proposals required to meet performance criteria and support action proposals for achieving the major objectives.

It is worth noting that organisations usually exist because at some point in time someone or something had a need to satisfy and resources were assembled and structures defined to meet that need. Needs change over time but often the people do not. Sometimes organisations refuse to lie down and die. They continue with the original purpose long after the original need has been satisfied or becomes irrelevant.

The prime reason for the existence of any organisation is the accomplishment of the purpose for which it exists. All of the processes like motivation, leadership, control, performance identification and reward, are there to assist the people to drive towards the accomplishment of that purpose. All of these processes are fine and should be carried out where it can be seen that they will help in the meeting of the organisation's prime purpose, but they are not ends in themselves.

Using information derived from the Data Collection and Analysis stage, the primary purpose of the Programme Identification Stage is to ensure that:

--a complete mission statement for the organisation is developed;

--the key result areas (defining the general area in which the organisation is expected to perform) are identified;

--the principal goals of the organisation are identified

-Availability of Resources

As already observed, it is important to develop objectives and policies based on the issues and concerns of the people. On the same level, it is also important to note that there are existing systems and procedures (however ill-defined they may be) and that there are available resources attached to these systems and procedures in the organisation. Those resources are categorised into:

--financial resources - revenues, government allocations and aid allocations;

--physical resources - plant, land and buildings;

--human resources - operational staff, administrative staff, management and academic staff.

The broad purpose of this stage then is to complete a resource summary which includes:

--information on an organisation chart for all levels under a manager's direct control;

--numbers and grading of all staff identified on the chart;

--a skills inventory;

--a plant inventory including land and buildings;

--available funds and funding sources with a list of delegated levels of expenditure.

In other words, the purpose of this stage is to ensure that recurrent/on-going activities and resources are identified, clearly defined and documented. It will also identify the resources being used for these activities, and try to link these activities and resources to the objectives developed.

Development of a National Library Service plan and linkages with the national planning process in Papua New Guinea.

This section aims to link what task-related activities are required to accomplish a National Library Service plan. It will aim to identify the various tasks that can be done to accomplish each stage as outlined above and ultimately fit into the National Resource Management System.

To ensure that decisions are made on the allocation of resources for the achievement of the greatest impact, what is necessary is a full understanding of where the Library Service fits in the context of Papua New Guinea, what is expected of the Library Service, and who are the clients. Therefore, if the programme development of the Library Service is to be implemented with the greatest impact, we will need to make sure that all relevant background information is available. The following will then need to be considered:-

-National and Provincial budget documents and their relationships to National and Provincial Government policy statements. The "Papua New Guinea Literacy and Awareness Programme" could be the first national document to be analysed in relation to the Budgets.

-Cabinet decisions and other resources that reflect the policies and priorities of Government.

-Legislation and regulations that determine the range of activities which are required to be carried out by the organisation.

-Current reports on issues facing the communities which the library service can address.

-Departmental annual reports for those departments that are involved in existing library service projects and/or could be involved in future projects.

-Reports and other papers from within the library service organisations on existing activities and projects, as well as suggestions for new initiatives.

It is hoped that the library service will have the identified manpower to start up such an organisation, because such information as specified above will need to be assembled. Relevant consideration can then be given on the situation of the library service organisation and to proceed with the identification of those areas and issues that will be affected by the library service activities.

Once the data has been analysed and reduced by perhaps subject groups which are linked into common areas, and the rearrangement of the common areas into priorities, a submission could then be made for political endorsement. The process will serve as the base for all future activity in applying the Resource Management System.

Library Service Policy Developments

Managers often get so involved in the pressures of the day that they often do not get around to setting key principles for the business they are in and what their core values are. They allow crisis situations to overrun them and gradually drift into involvement in issues that are not part of their prime function, or else they just forget what their prime functions are.

It is not a case of theory versus practice. It is important for managers to remember to bring themselves back into line from time to time. The mission of the library service should be on the top of the check-list, because just as our world changes almost constantly, there is a need to keep the presence of mind to challenge the missions of the organisation when it is felt they are getting out of step. However, changes to the mission of the library service should be made in the light of analysis of changes in the future functions and values, not in response to daily pressures.

The mission statement will need to reflect the emphasis and values of the Library Service so that staff and the organisation and the clients will know what service is being contributed and where the organisation is heading. The mission statement will need to define the broad purpose of the library service in Papua New Guinea.

What is the library service expected to achieve that is not being achieved by some other organisations? Results are statements of what you are expected to achieve, not the process for getting here. They are the changes that take place through the consumption of resources - the key element is an accurate Key Result Area statement. Key result areas are different from missions, goals and objectives in that they indicate why and how. They are more of a description that defines the general area within which the Library Service is expected to perform.

Policy statements should also include the goals(s) of the organisation. Goals are statements of where the organisation wants to go. They indicate that you want things to get better but not how much better. Or they indicate the areas you will concentrate on to improve recurrent/on-going performances. Goals are based on what we want to happen not what we think will happen.

Programme Identification

It has already stated that the purpose of a programme identification process is to ensure that the key result areas - the changes that take place according to the consumption of resources - are identified according to the issues and concerns -changes in functions and values - and vision in which the organisation is to direct its resources. For instance, it is desirable that existing recurrent and on-going activities are aligned, redesigned or restructured to meet the identified objectives based on the issues and concerns.

The organisation will need to identify and translate its objectives and strategies -policy statements - into organisation programmes. It will also identify the demand for implementation, reflecting new activities and the redesign of recurrent on-going activities which are focussed on issues related to the library services in the country. Thus, the following will need to happen:

-the development of a set of criteria for the identification of what constitutes a library service programme;

-the identification of programmes based on library service strategies and personnel resources to implement the programmes;

-to identification of the priority programmes based on key result areas.

Available Resources

We cannot expect a National Library Service to start from a zero-based resource situation. Certainly there are already existing resources available which could be effectively utilised to ensure that the policies of the new initiatives are implemented. This section will therefore briefly summarise the resource requirements.

-Financial Resources

Financial resources are the most flexible. They are derived from: revenues (income from payment for services), government budget allocations (annual budget distribution from National Government) and aid allocations (funds from aid agencies).

It may be that future government allocations will be made on the strength of the organisational programmes. They may be allocated as related to investments and not as government expenses.

There are limits to the amount of funds available. Distribution of these funds at National and Provincial levels, will be made in the Resource Management System of programme priorities. There is a need for improved, clearer justification.

-Other Resources

The organisation will be required to state its size and composition as required to meet the programme needs. This is relatively easy to achieve in the area of financial resources but not so easy in other resource areas. Physical resources include land, plant and equipment. They may be owned or leased. Over time, they tend to accumulate but they are kept just in case they may come in handy one day. What is important is that all required physical resources are identified, documented and included in the presentation.

-Personnel Resources

Staff are the resource through which the organisation will achieve most if not all of its results. Top performance from top management is dependent on top performance from all staff at all levels. Managers often complain about lack of performance from their staff and back off from accepting accountability for the situation. The usual problem being that it takes three people with low skill levels or the wrong skills for the job, twice as long to do a job, half as well as it would take one person with the right skills and attitude. Such problems will need to be overcome and the organisation will need to:

-analyse the skills required to complete specific identified projects.

-identify the skills currently available within available staff.

-identify the skills the organisation does not have available when planning its programmes.

-take necessary action to develop the skills required to make up the shortfall in anticipation of the implementation of projects.

-give good reasons for staff to perform and make sure there are consequences for not performing.

Conclusion

This chapter has looked at the specific components and stages relevant to the development of a National Library Service plan. A brief explanation and description of the Resource Management System and the processes of the National Planning System are given as a background for the preparation of the a National Library Service plan. Comments are action oriented and it is hoped that they will be useful in setting the initial framework for the development of the plan. Given this concentration the chapter has not ventured into all stages of the Resource Management System or the National Planning Process for Papua New Guinea.

Reference

Full documentation of the Resource Management System is available in:-

Papua New Guinea. Department of the Prime Minister and National Executive Council. Resource Management System manual. Port Moresby: the Department, 1990?

Extract 3 - Libraries and community development planning

-Bruce Yeates

Community development planning is concerned with the planning of projects that meet identified needs of people at the local level. As such, it is concerned with the notion of 'bottom-up planning'. Here the local level is defined as:

> ... the first point of contact, interaction and negotiation between the people and government or non-government agencies... This definition allows for variations not only between countries and regions but also between different agencies or components of government and NGOs [non governmental organizations]... (United Nations Center for Regional Development, 1988:12)

Libraries are seen as a first point of contact in terms of information. It must be remembered that libraries are a component of government and NGOs and as such there maybe other information agencies that are able to provide direct services to the most disadvantaged isolated groups in the country.

This chapter will focus on the role of libraries in the planning of projects at the community or

local level. It will first distinguish the difference between plans, programmes and projects and establish the relationship between these concepts. Secondly, there will be a discussion of the local level project planning process. Finally, it will examine the role of libraries and the role of the professional librarian in that process.

Plans, Programmes and Projects

Plans are developed at the national and provincial level. They are usually concerned with broad human issues and are integrated in nature. For example, a plan such as the Papua New Guinea National Plan for the Prevention of Disability and the Integration of Disabled Persons in National Development is concerned at providing broad policy guidelines for government departments and NGOs which provide services to people with disabilities. It is integrated because it provides guidelines to several sectors - education, health, social services, labour and industry, transport, libraries etc. It is concerned with broad human issues as spelled out in the goals of the plan which were derived from the National Goals found in the Papua New Guinea National Constitution i.e.: Integral human development; Equality and participation; National sovereignty and self-reliance; Natural resources and environment; and Papua New Guinean ways.

The plan also provides a framework or methodology of how the goals should be achieved. This framework is derived from the Directive Principles outlined under each National Goal stated above. One of the weaknesses of a plan is that the goals and guidelines on how to achieve the goals are often vague and it is difficult to implement. In order for a plan to be implemented, it is translated into programmes.

The scale of a programme will vary but it tends to cover a wide geographic area, for example a province or region. The objectives of a programme can be derived from the goals of a broader plan. For each objective a strategy is worked out in order to achieve the programme's stated objectives. Resources are then allocated to implement the programme. Small-scale local level projects are listed in each programme. Project objectives are taken from the programme and then a list of activities and tasks are detailed in the project for a local area. The approach taken to achieve the project objectives should be appropriate to the local situation and reflect the cultural norms of the intended beneficiaries. Figure 1 illustrates the differences and relationships between plans, programmes, and projects stated above.

In community development, one can distinguish two types of local level projects - community-based projects and community-oriented projects. A community-based project originates from and is implemented by the people at the local level. There is an emphasis on participatory learning and community organization which leads to self-reliance. A community worker would help to facilitate the process of learning with the people and not do things for people.

Community-oriented projects originate from experts outside the community. The team of experts then take ideas, skills and resources to the people at the local level. The leaders are then persuaded to accept and participate in the project. Those who are to benefit from the projects are seen as recipients of a service.

Projects sponsored by government departments and divisions are, in reality, often community-oriented. Government personnel have specific skills and knowledge and are to provide a service for people. This service is provided at a specialist centre of some sort eg. a hospital or aid post, a library, the patrol post etc. NGOs on the other hand have greater scope and flexibility to go and live among people, to learn from them and to assist people in the community to initiate their own projects.

From this perspective, it is suggested that libraries and librarians will become involved in some form of planning for community-oriented projects. They will be involved as a part of a project that extends the library service to people. Librarians have specific skills learned from professional training and education. Libraries are centres of information and have traditionally been centres that people come to for information. Given these limitations, the question becomes one of how libraries and librarians can be involved in the process of planning local level project? The next section of this chapter discusses that process.

Local-level Project Planning Process

Local-level project planning is viewed as a learning process. It puts the local community first and includes the most disadvantaged people as people who will benefit from the project. Women, children and people with disabilities are often ignored when it comes to ask the question who will benefit from this project? From the outset then, it is necessary for project planners to include these groups. The planning process is participatory in nature. This means that people are involved from the very beginning in decision-making and deciding priorities. The projects should start from the knowledge that people have and build from that knowledge. And the projects should be ones that people can handle themselves and see tangible results from.

The collection of background information about past development projects in the local area is a good starting point in this process. What government and NGO projects have been successful and not successful in the area? Reports, evaluations, academic theses, and project proposals gather dust in many libraries and government offices. These need to be dusted off and read.

From this background information and discussions with local people, needs are identified (see Figure 2). Ideally, these would be the felt needs of the people; but when the needs are identified by the experts then it is necessary to ensure that they are a real and not a perceived need.

The next phase in the process is that of project definition. It is in this phase that objectives are set

which meet the needs of the people concerned. In other words, the objectives must be appropriate. Also, there will be decisions made as to the priorities of the objectives and as to which projects can be completed now with available resources. Then comes proposal preparation. The format of the proposal varies between government departments and NGOs. What is necessary to remember is that the people should be able to understand the proposals.

The assessment of the proposals will likely be made by an agency outside the community. The agency will conduct feasibility studies and attempt to determine whether or not the proposal is practical. If the resources are available and the objectives meet the needs of the people the proposal is allocated resources - financial and technical resources. This then is a commitment to action and implementation. During this phase a larger project can be divided into smaller projects which might be attractive to international funding.

An example of this phase can be taken from the University of Papua New Guinea. The UPNG-Morata College of Distance Education Centre has been combined with the training library of the Department of Library and Information Studies and it is proposed that a book distribution centre for the Southern Region will also be established. There are then three smaller projects which can be presented to funding sources and yet they all make-up one project.

Monitoring is done throughout all phases of the project planning cycle. Background information is kept, minutes of decisions are taken, small reports from team leaders etc. are techniques of monitoring. These techniques are used to guide decisions on a day by day basis. An evaluation should come at the end of a stated length of time eg. at the end of the first or second year of the life of a project. An evaluation is done in order to make a judgement as to how effective the project has been. What has been achieved? Have the resources been used properly? Have the objectives been reached and have they met the needs of the people? Who has benefited from the project? The answers to these questions come from an evaluation - a reflection on the planning process itself.

The Role of Libraries and Librarians in the Project Planning Cycle

Figure 2 illustrates where libraries and librarians can contribute to the different phases of the project planning cycle. It is probably not practical that one library or one librarian become involved in all the phases. Rather it is practical to suggest that the professional library system as a whole can be involved in the planning of projects which can have an impact at the local level.

The Library Council and the Library Association can initiate moves at the national and provincial level, while individual librarians and libraries can participate directly in the process of project planning and implementation at the local level. I would like to suggest that the library

system become involved as team members in this process rather than initiating a purely 'library' project. The reason for this is simply that there are too many projects competing for very scarce national and provincial resources. Project planning is as much an attitude as a technique. Librarians living at the local level can help to identify needs. They can be advocates through the library system in order to influence national plans and programmes to ensure that local-level needs are met.

Librarians can take the initiative to ask to be team members on other sector project planning committees. For example, professionals should seek invitations to agricultural, small-scale business, women's, youth and other social development project planning committees. While on those committees, they must be active members meeting the information needs of those committees.

Libraries, especially public libraries, can be a place where background information about a province is kept. Community members, and public servants could be encouraged to research this background information as a part of the project planning cycle.

At a recent meeting about the Social Development Newsletter produced from the Department of Anthropology and Sociology at the University of Papua New Guinea, it was noted that there were two purposes for the newsletter. The first was to create a network of individuals that were involved in participatory, small-scale development projects at the local level. The second purpose was to supply both international and local information about techniques and approaches to these development projects.

Responses to the newsletter (distributed to 900+ readers) indicated that people at the local level were starved of information. They had access to very little information that would be of use in the projects that they worked on. Further the newsletter was only able to indicate sources of development information and there was no way for the reader to get the reference material they required. As individuals, librarians need to orient their thinking towards social development and to see libraries as a source of information for development projects at the local level.

In this way the library and librarian are contributing directly to the project definition and proposal preparation phase of the planning cycle. They are sharing and contributing as team members in project planning rather than competing against other projects.

Summary and Conclusion

This chapter has examined the differences and relationships between plans, programmes and projects. It has explained the project planning cycle emphasizing that projects be community-oriented in nature. The chapter suggests that the library system as whole should play the role of team member in local-level project planning, supplying the information needs for participatory,

small scale development projects at the local level.

Getting involved in community development planning does not require attendance at workshops or a professional training course. It does require professional individual effort and initiative. Action on the part of librarians at the local level is a necessary first step. Action and learning from that action will lead librarians to an understanding of the most appropriate roles they can play in the project planning process.

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The two figures that accompany this paper should be located in the book. Scanned versions will be placed here later.

Extract 4 - A participatory approach for the operations of a Papua New Guinea Public Library Extension Service

- Bruce Yeates

Introduction

The issue addressed in this chapter is the lack of an effective extension service provided by public libraries in Papua New Guinea. While a Public Library Extension Service (PLES) to be established under the Public Library Information Service is proposed in the Final Draft of the Papua New Guinea National Policy for Library and Information Services, it is not anticipated that concrete action will be taken in the short term to implement this, and the provision may even be deleted in the approved policy.

There have been numerous papers presented and discussions held about this issue at previous library conferences and examples of extension service projects have been highlighted in the literature (for reviews see Evans, 1990a, 1990b).

These include: the library service in New Ireland Province; the Gavieng Rural Library in the East Sepik; mobile book libraries in the Highlands Provinces; the book boxes distributed to school leaver centres in the National Capital, and presently the establishment of community information

centres in the capital's markets.

All these examples have demonstrated how library extension projects might work. What is needed in order to implement these or similar projects is the translation of the library plan and the policy being drafted at the national level into provincial extension programmes and community-oriented projects which are based on the information needs identified by the people at the local level.

A participatory approach for the operations of PLES means that the information needs of the people should be identified in the first instance, and before the planning of projects which involve the dissemination of information. Information is not an end itself. It is seen as a tool for the improvement of people's economic, social and cultural lives in the village. And if there is to be a meaningful improvement at the local level, the people themselves must be involved in the process of identifying their information needs.

PLES programmes and projects.

A library development plan for Papua New Guinea was prepared (Wijasuriya, 1990) and discussed at a library development workshop held in 1991. (Evans, 1990) From this workshop, the Draft National Policy for Library and Information Services was developed and is outlined in chapter 12.

When one studies the draft policy, the Public Library Extension Service is mentioned as one of the services that will be used as a strategy to achieve the broadly stated goal. It is anticipated that within two years following the endorsement of the policy measures would need to be taken to implement improved services within selected provinces.

The question for the librarian then is what are the national level programmes and projects which need to be defined in order to have an appropriate extension service? It is suggested that three major programmes ought to be established in the first instance. These are:

1.   Development Administration and Planning,

2.   Local Level Information Needs Identification, and

3.   Monitoring and Evaluation.

These programmes flow from three of the major policy objectives stated in the policy i.e.:

5.2   Access to information resources and services, and

5.4   Promotion of use and awareness of information.

5.6   Organization and coordination of Papua New Guinea Information Services

Within each programme, national projects must be planned for implementation to take place. In programme one Development Administration and Planning the following projects could be established:

1.1   General office administration

1.2   Over-all planning of programmes and projects

1.3   Budget and Accounting

1.4   Staff Recruitment and Development

1.5   Purchase of capital goods etc.

For programme two, Local Level Information Needs Identification these projects are suggested:

2.1   Selecting Target Provinces

2.2   Participatory Research of Local Needs

2.3   Needs Analysis

2.4   Selection of Information

2.5   Dissemination of Information.

Projects in programme three, Monitoring and Evaluation would include:

3.1   Provincial Data Base

3.2   Provincial Seminars and Meetings

3.3   National Data Base

3.4   Two Year Evaluation

The detailed activities and tasks for each project would then have to be specified. A time sequence of when the activities are to be completed should be worked out. Also the activities would be allocated human, material and financial resources. The commitment of time and resources to projects within programmes will lead to practical implementation.

Resource Implications

Each of these programmes will require professionally trained and educated personnel. Ideally those persons employed in programmes two and three would need to have in addition to library and information studies knowledge, skills in local social development work. People in these programmes will work directly with people at the local level and will have to use their own initiative in the work situation. Their responsibility will rest largely with the people and therefore will have to act with little or no supervision from the national level.

The participatory local-level development planning process outlines the type of generalist skills the worker would need. (Figure 1) The professional training of the worker can be completed at the tertiary level but the worker also needs to have values which reflect the principles of social justice, equality and participation. It is suggested that without these values a participatory approach to the extension programme will not eventuate.

Knowledge of the local area is of primary importance. There is a debate both within the literature and in practice as to whether or not a 'local' person should be recruited to fulfil the responsibilities of the information worker. In some instances customary practices mean that a local person may be restricted in what work they can do and who they can work with. In these instances an outsider may be more useful. However, a local person must also recognize that their knowledge must always be kept up-to-date hence the need for programme three.

The extension worker will have to depend on the national level to provide information to meet the needs of the people whom they serve. Experience points out that there is a lack of information at the local level and that people are 'starved' and 'hungry' for knowledge which will improve their lives.

Personnel employed at the national level in programme one will in addition to information studies and local social development knowledge need training in human organization services management and research. Training of this nature would make the national people more confident in policy making and planning and would assist them to negotiate resources at the national level which are in general scarce. It is essential that this programme embodies the notion of participatory bottom-up planning as there is a tendency for national planners to be top-down in their orientation. Particular attention should be given to the local community forms of

government in the provinces rather than just relationships between the national and provincial authority levels.

Figure 1: Participatory local-level development planning

process.

Steps

1. Analysis of the local situation;

2. Identification of local problems, needs and potentials;

3. Setting of local development objectives and targets;

4. Identification of local development projects;

5. Formulation of project proposals comprising all basic project information such as project inputs, activities, project outputs, costs, funding sources and execution schemes;

6. Writing up a programme of action which arranges the projects in terms of priorities (through an appraisal process) and time sequence;

7. Negotiation with the local and provincial government for funding support and for coordinated implementation;

8. Implementing the projects, and monitoring and adjusting the work as it goes along, to deal with unanticipated problems; and

9. Evaluating the immediate output of the project, and later the impact that it has had to see how successful it has been.

The selection of appropriate information technology is a further resource implication. The purported literacy rate in the country for 1990 was 52% (male 65% and female 38%). Written documentation is therefore not very appropriate for a large portion of the population especially women. Also, written information is often in English and may not be available in a local language. Audio and visual technology should be a dominate mode of transmitting information in the extension programmes. The use of the technology should also be controlled and used by the people themselves. While a technical education component will be built into the projects, modern technology is becoming user friendly enabling people to learn how to use equipment by themselves.

The use of the computer is now indispensable as an information technology. Solar power, compact personal computers and satellite communication make even geographically remote areas accessible to global information. The public library standards set by the National Library have to take into account the need for these technologies and build into the projects the use of computers. As each locality will have different information and technological needs national guidelines will have to be flexible to cater for the differences at the local level.

The funding of the programmes and projects is of crucial importance. One advantage of programme budgeting is that it allows the planner to select priorities among the various projects for implementation when funding is available. Similarly, projects not funded under the recurrent budget could be presented and attract money from regional or international sources such as Unesco.

The local level worker should also be encouraged to seek funding for information projects from the local level government, other national sectors and non-government organizations. For example, funding for a business information project about women's credit schemes might come from a national department responsible for women i.e.: Department of Religion, Youth and Home Affairs.

One mistake made in financing programmes is often over-funding the Development Administration and Planning programme at the national level. An extension programme must reach the people in forms of projects in the community. A minimum amount of the money

should be spent on programme one while the majority of the budget should be allocated to programmes two and three.

Salaries of workers is an aspect of the budget process. What is stressed here is the necessity to recognize the primary role and responsibility of the local information officer. The field level worker needs to be remunerated appropriately. There should be a career path for these officers independent of the public library system. A worker should not have to leave the field and transfer to the national centre in order to be promoted. This staff development policy should be introduced when the service is established.

A further financial implication is to build into the budget a local government information subsidy scheme. As information needs are identified in the community, the worker will assist local interest groups to formulate projects. These projects also need funding. Therefore a set of criteria can be established at the national level and locally supported projects could apply for funding in this scheme.

Empowerment

The promotion of use and awareness of information as a policy objective is a bold statement. The National Goals and Directive Principles contained in the Constitution calls for all citizens to have an equal opportunity to participate in, and benefit from, the development of our country'. Information and the manipulation of information by people themselves is a powerful way of giving a voice to the most disadvantaged groups in the society. Politically, this policy objective may be difficult for the public library extension service to implement. The claims for compensation by landowners over natural resource exploitation and the reaction of government to these claims has led to much conflict in the country. Information empowering people can be seen as a threat to the status quo and therefore only the transmission of information to the people maybe the underlying agenda of the policy.

Non-government Organizations often have more flexibility in being able to work with people in a partnership situation and thus are instrumental in empowering poor people in the society. The daily media contains examples of NGOs such as Green Peace which are very active in this field. An information extension programme ought to consider the notions of power and its relationships within communities and a country as whole in the planning of its programmes and projects.

Conclusion

This paper has attempted to outline possible programmes and projects of a proposed Public Library Extension Service. It is meant to provide guidelines which would translate policy into action for librarians. The resource implications of implementation have been outlined, as well as, the notion of information as power to the people.

With the rapid change of technology in the dissemination of information to the local community, libraries and librarians must change accordingly. The National Government has recognized that the majority of the people have been left out of the economic and social development in the country. Information is a key to people being able to transform their lives and improve their conditions. Without developmental information people will continue to loose out on the benefits of the country's resources. This is the challenge to the public library extension service - to meet the information needs of people at the local level.

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Extract 5 - Library development for the Papua New Guinea Provinces

-Felicitas Maris Toliman

Developing a provincial library plan

Planning is a key operation for success in any organisation, where ever it may be, in the government, churches, business, community - even to the village level and individual lives. Without proper planning you and I would never achieve the goal that we have set-up for our career or in our life. In this paper I will share some of the experiences that I have come across in my role as an administrative officer within the Division of Education in provincial government. This is the division which caters for all the administrative needs of librarians in the Papua New Guinea provincial libraries. Developing a provincial library plan is a very interesting topic especially when one can share experiences in planning and organising our own provincial libraries.

In 1978 all Papua New Guinea public libraries were decentralised and the unified Public Library Service of Papua New Guinea broken up. This event meant that all provincial governments were to be fully responsible for funding of provincial libraries in the country - rather than the national government. The National Library at Port Moresby remained as a "mother library" - giving advice, conducting short courses either at the National Library or in the provinces, and paying advisory visits to provinces, if funding allowed. However, its direct responsibility was limited to the public libraries in the National Capital District.

I would like to refer to my paper of the 1986 Papua New Guinea Library Association conference (Toliman, 1986) held at the Administrative College in which I highlighted a lot of problem areas within the library organisation in the provinces. These still remain for despite development and improvement in many centres today, librarians in others centres of the country are still struggling for better working conditions, financial support, further planning and development. They are still operating in the conditions of the 1980's. To librarians who have had improvement and further development - I give my heartiest congratulations. Keep fighting, keep smiling your perseverance will bear fruits - the fruit of your labour and improved attitude:-

"Many of us librarians tend to think that if we have a building full of books and other materials to be used in the library we can sit back and say, "Good, I have everything. Now I can show films, read books and wait for my library users to come and borrow books. If they don't come, I cannot be bothered.

I can tell you honestly, I used to think, feel and do exactly what I have mentioned. In the end, I got tired of it."

(Toliman, 1986:16)

Today there should be enormous changes in the operation of your libraries. You should have taken steps to make plans - taken steps for remedial changes for further development.

There should be more money flowing in; more books and expansion of your library facilities - a new provincial library building and branches. If you have not experienced any of this then something must be wrong somewhere.

I will keep challenging you fellow librarians that our role as professionals in our field is not to be behind the desk all day - shelving books - smiling at our customers.   Remember! We play an important role too - as much as anybody else - in the education of our people whatever the age group, races and denominations are. It is extremely hard and more challenging when your immediate supervisor does not have the time or interest in what you are doing; despite the fact that you have done your best. I encourage you to initiate changes. Set up a library committee just like a "Friends of the library". Focus your services on various extension programs - school libraries in your province. If there are tok ples skuls use this to involve the community. Initiate a community library - attract attention from your provincial minister for education, politicians, leaders of the community, the councillors. The men and women who are interested and can support your operations in your province.   Highlight your problems, your plans, your programs, your services - don't hold on to them - it is not your problem alone. This is unless you are so timid about it that people can just walk over you and this is what is happening in many of our libraries in Papua New Guinea today.

Remember that all provincial libraries are under the provincial government in each respective province. It is you who is going to prove to your province that a library is an information and educational centre. It is you who can expose the true meaning of the library operation in your province. It is you who is going to initiate changes - new extension programs - probably set up a community library in the district level as an information centre so people especially those with limited educational background can have access to easy reading materials.

Planning for development can be on short term or long term basis. If we do not plan then everything, our programs, our activities, our time, our career will be in chaos because we would not know where to start and when to complete a particular task. To be successful in life you must be realistic in your plans. Seek advice - seek assistance - initiate new ideas to be implemented in your plan - what further improvement you are looking at in terms of library and literacy development.

Library service in the province is a direct and free government service to those who care to develop them selves intellectually and for self-enrichment. What should be include in a five year plan of action. We should ask what are our aims and objectives in this plan and why are they important for our organisation. Aims and objectives are a guide-line for future achievements.
        I have here a few examples of the Rabaul Public Library aims and objectives to assist you in your future plan:-

-To provide adequate educational and recreational reading materials for effective learning and need for readers.

-To promote literacy in the province.

-To set-up rural libraries.

-For storage of reference material.

-For the provision of available space for quiet study.

Some provincial libraries today have the support of their provincial government. By doing this funds are made available for the purpose of further development of library operation; improvement of the current facilities; ordering and purchasing of more library books and training programs for librarians. Despite some centres getting support from their provincial government. I believe there are many centres that need a revival. At conferences, for example, we can talk, argue and discuss problems and interested areas to assist one another. In the end we come up with resolutions. But; do we as librarians implement or carry out these resolutions when we return to our provinces?

You have a limited budget. Your aim after attending conferences is to put a constructive proposal to the assistant secretary those in authority and secure the necessary funds for it. To make this point seem closer to your working environment in your provincial libraries I will share with you my own experience.

In 1979 I attended my first library conference at the Administrative College Assembly Hall. When I was sitting amongst the participants listening to all the papers that were being delivered I was discouraged. This was because even though these papers were presented by experienced people they forgot to come down to the grassroots level where the problem and frustration exist. I made a commitment there and then to work from bottom up - develop, improve and publicise my library operation, attract attention where needed motivate my library users - initiate extension programs such as "Buk I wokabaut" to the inmates of the correctional institutions; provide a radio program "Taem bilong ol pikinini" - to children in the province.

I presented a written report on the theme of the conference to my Assistant Secretary with recommendations for further development and presented the report personally. Sometimes a personal approach has a far more impact on what you are presenting. Many divisional heads in our provinces are often taken up with other educational matters but this does not mean that they

are not aware of our needs.

The Division of Education in East New Britain Province has come up with a draft five year Education Plan. This includes the Rabaul Public Library - Rabaul is the provincial capital. The draft plan is now being reviewed to be presented to the provincial executive council for approval - this gives the plan the government blessing and enables projects to be carried out and implemented.

To further develop our library plan, first we must develop ourselves. It is very important to have training programs for librarians who have been too long in the field. Short courses have been introduced and conducted by the University Department of Library and Information Studies and by the National Library to inform librarians of the current changes and upgrading their library knowledge.

The importance of short courses is that it enables working mothers who cannot afford to leave their children for too long to go back to school. It also gives some training to those who would not have met the criteria set by selectors for long term courses. In your planning make sure to cater for your staff needs in your budget so funds can be made available. You and your staff need to be kept abreast with the changes to better serve and to be able to maintain library services in the province more effectively.

The issue of the budget is very important. Many librarians have had to chop down their opening hours causing inconveniences to library users especially the home scholars who frequent the library to study. This problem arises because of the shortage of funds for overtime. To prevent disruptions to your library services you should cater for such needs in your plan - make allowances for over-time; roster your staff according to your opening hours and budget for it.
        When you have exhausted your allowance request for additional funds through your provincial administrative officer for budget review.

Figures on your book stock are very important especially when making a submission for more funds to purchase library books. An annual report is expected of you at the end of the year and statistical reports are very important. By doing this you are convincing your assistant secretary and your Provincial Administrative Officer that your need is genuine and so funds can be made available to enable you to add more books to your present collection. Figures may drop and you have your reasons! But make sure your reasons are valid.

There are many library extension programs that you can further develop in your province. You may request for a book mobile; an example is the Rabaul Public Library book mobile. The librarians in Rabaul are utilising this particular service to schools, prisoners, the hospital and to individual disabled library users in the community. The program has proved successful as the Division of Education in the province gives all the support the librarians need to promote their activities.

Another extension program is the tok ples skul. Teachers and students of tok ples skuls need you. Your assistance with easy reading materials or charts can be of great value to promote literacy from the village level.

A community library is an ideal extension activity that you may want to initiate through your five year plan. To fight illiteracy from the base level - and that is the village level - a community library will to help in organising the community to participate and contribute fully to the operation of such programs. We talk about reaching out to our people in the rural areas - a community library is just the place.

To have a successful five year plan you must develop your own policies - what are these policies and how can they be valuable to you?   I will give you a couple of example from the Rabaul public library to give you some ideas on this area.

-to improve and increase book stock.

-to celebrate National Book Week.

-to encourage usage of public library.

-to open the library for customers for longer hours and at appropriate times.

-to provide advisory visit to schools.

-to help establish proper school libraries.

-to provide mobile library service to schools.

-to improve the children's section of the public library to be a model to schools.

-to equip the main library with study carrels and air conditioning.

You must point out your strategic objectives. By this you know and the authority is convinced that the librarians means business. The Rabaul Public Library has the following strategic objectives:-

-to write off old and out-of-date, lost and badly damaged books and increase book stock by 500 items yearly.

-organise National Book Week events every first week of August.

-make a quarterly radio broadcast to publicise the opening hours and services provided by the public library. Advise the public on new books of interest received during that period.

-re-direct opening hours to the appropriate hours and budget annually for over-time allowances.

-make follow-up advisory visits to remote schools twice yearly.

Besides strategic objectives: Point out your urgent needs, those that you require urgent attention for the smooth running of your library services to the people in authority in your province. List your urgent needs in order of priorities.

Planning for libraries and literacy

I believe that literacy is the key to development - being able to read and write plays a very important role in our lives. Through reading of library books users from all walk of life, races, denominations and age group all over the world search for information or enjoyment. Provincial libraries in the country should be seen as promotional centres for literacy through reading. This section concerns ideas on how you can plan or further develop these activities in your own province. Planning is challenging but I feel that I must share some of my experiences to help my fellow librarians who are still fighting a battle for future development in their profession. Planning as we understand is a key to success. To be successful in our career we must know how to plan and organise our work, or programs in our everyday life. Planning and organisation are two of the most important roles one must play to achieve a successful and a beneficial future. Many librarians today are still operating in their small library set-up with very little support and encouragement. Others have been recognised for what they are doing and are encouraged and supported by those in authority in their respective provinces.

When we look into the future: We as librarians must set our priorities. If we want to advance further in our library career we must ask ourselves a some questions:

-Am I ready to fully commit myself as a librarian?

-Am I fully involved in the activities within the community that promote the use of library for literacy?

-Do I do my job professionally to the best of my ability.

What is the future of librarianship and provincial libraries in line with literacy in our provinces, in Papua New Guinea? What important role do we play in the education of our people against illiteracy?   Are we just sitting back in our cosy office, stamping books all day and pretend that no one needs us out there?   You and I are needed in the community and the province we operate in.

We are needed because of the types of services we as librarians can provide. We are the supplier of materials that can be useful to our people. We are the sources of information. We are the backbone for literacy in our province. But we cannot be effective resources if we do not fully involve ourselves. Libraries and literacy must be always be linked together. For the future development of literacy in our provinces: Let us all pull together: Every effort! Our mind, our physical being and our commitment to plan and promote literacy in Papua New Guinea.

There are many extension programs we as librarians can be involved in. Many have been set-up in provinces: others have to be initiated by us. As librarians we must be creative and have the ability to motivate our users. Because of the quiet nature of the library - with a sign - "Silence" - and the mild personality of librarians; people think that we cannot contribute to the planning of our operation. They underestimate our capabilities. Of course they have been proven wrong. Many of our colleagues have surprised their divisional heads in their provinces and divisional heads should take note of initiatives coming from the provinces.

Tok ples skul is one of your extension activities in your province. This is a program that is being encouraged to promote literacy in a local language. Tok ples skul is a means of maintaining a language and culture within a province. Furthermore the tok ples skul has a significant contribution to the raising of the standard of education in the provinces.It is providing children eight years of education (two in tok ples skull and six in the community schools). It is achieving one of the provincial objectives - which is knowing your culture.

As an example, East New Britain tok ples skul was first opened in 1983 following support from the Summer Institute of Linguistics - Ukarumpa in the training of staff. Tok ples skul as it was originally intended was for the village to be in full control of the program with the provincial government would providing curriculum materials and teacher training. The village would

decide on the teacher candidate; students eligibility and a suitable classroom. The five year education plan of the province in 1979, called for immediate establishment of tok ples skul where children at the age of seven and eight would learn to read and write in their own language. There are now more than one hundred tok ples skuls in East New Britain Province. This number is still growing - the five year education plan of the province when approved will enable the coordinators to further develop and improve their current resources and program for the next five years.

Besides East New Britain: tok ples skuls have been encouraged elsewhere, like the North Solomons, Enga and Oro provinces as a means of promoting literacy for the new generation. It is achieving its primary aim and objectives of teaching the children the culture and language of their own people. They must know the cultural activities; have the confidence and courage to talk and read in their own tok ples.

Now the question is what are we as librarians planning in our future development plan to do to assist in this program. Tok ples skul is an organisation of its own. In some provinces they are budgeted for and have their own functions; as in the East New Britain province.

Finance is always a major problem especially with the current economic situation in Papua New Guinea. Many of the teachers have volunteered to teach because of personal interest in keeping the pride of their heritage. But this can also be discouraged if support is not maintained. Librarians we can be supportive with reading materials. When ordering and purchasing with the limited funds you have, how can you contribute fairly to your users and those you are extending your services to? So be selective in the search for your resources and seek advice from the literacy coordinator in your province; from the National Library; your Assistant Secretary for Education on how you can be of assistance - not only in terms of materials, but in giving some of your time, probably with the story-telling session? Or as a member of the Provincial Literacy Awareness Committee. Librarians must work closely with the literacy coordinator and teachers of tok ples skuls in your province and venture deeply into this program of literacy.

We as librarians must be friends of our people in our province; in our community and in our village. We know the problems affecting literacy- we grew up with the problem and we have lived with it. Yet what remedial steps have we taken to fight illiteracy? Have we sought advice and assistance from the Papua New Guinea Library Association; from the Library Council; the National Library; the Division of Education or the community government? Literacy requires access to easy reading material. Have we catered for this in our library: In our plan for the future?

Tok ples skuls have contributed and will keep contributing to the standard of education in all the provinces and Papua New Guinea as a whole. Children who can read and write in their own vernacular are then able to understand and learn english as a second language easier and with understanding. Furthermore the customs, language and culture will grow in the heart of our children to be passed on from generation to generation - the pride of our heritage.

Many schools have been encouraged to set-up their own school libraries. The kina for kina scheme has been very supportive and has encouraged a lot of schools especially those in the remote areas. Few librarians do a follow up on these projects today. Because of financial difficulties and lack of support in many of our libraries in the country-books are deteriorating in schools because of lack of proper care and handling. This is a challenge to us. Let us not be discouraged. Keep requesting for funds, initiate extension activities programs and do something constructive. Keep challenging the authority that we have an important role to play in the lives of our young people.

The Division of Education in East New Britain Province has a successful project in coordinating the ordering and purchasing of library books for all community schools in the province. The library and the division have a common role, a common aim - and that is to encourage school libraries, to organise library workshop for teacher librarians, to develop reading skills in schools and to promote literacy.

A community library is an ideal name for a program that can be initiated to unite the provincial library with the community in provinces. We have discussed school libraries and tok ples skuls. What about those who left school after six years or ten years of education? What about the elderly of our community? To have a community library is to encourage those in the grassroots level with little or no education at all to have access to easy reading material.

Now put yourself in this situation. What guarantee of success do you have in inviting a wantok or a brother who went as far as grade six a couple of years ago to visit your library to read? Will he agree and come? Maybe for one day - after that no more interest - why is this? They are shy - they do not want to be seen by their class mates who have jobs or who have furthered their education either in high schools, vocational centres or the College of Distance Education. They have this typical Papua New Guinea mentality - no one cares. Why worry, I have a home and land to go back to. Perhaps someone may have seen them going to the library and may have joked about it.

A community library would just be the place for this group of people. They belong to the community. The types of library materials should be relevant to their way of life and they can associate themselves easily with those materials and are able to be at ease with each other. Bear in mind that, this category of our people have very limited educational background. Therefore, provincial libraries need to adopt the above extension program in its simplest form. The bulk of library material should be informative and practical - e.g. books and pamphlets in Pidgin, Motu, Kuanua, etc. on recipes, hygiene, nutrition, the proper method of raising chicken - or pigs. This will encourage the community to use the centre. When the need arises people will look upon the community library as an information centre where their needs can possibly be answered. This is promoting literacy at the base level.

East New Britain tok ples skul and the Rabaul Public Library have come up with their five year

Education Plan. When the five year education plan is approved by the provincial executive council, the library and tok ples would have a steady budget for the next five years. Other programs and activities in regards to further development, improvement of current facilities would be catered for to achieve the provincial aims and objectives. Finance is always a major problem everywhere. Because of this; firstly we must prove our capability to carry out projects and programs that have been planned for and achieve results. Our proposals and submissions must be convincing. This is a tough world. As professionals in our field we know what is best for our people. If we want to work for the development of literacy then budget for it. If we want a book-mobile then we must be convincing. We must check our plans, our submission. Have we planned for this in our budget?

To conclude - the library is for literacy and literacy has power. The power to change our lives. As librarians what are we planning to achieve to advance literacy within the next few years, or by year two thousand.

Reference

Toliman, 1986. Toliman, Felicitas M. "Public library and the rural community - whose problem" Tok tok bilong haus buk, 38, 1986, pp. 16-30.

Note

Tok ples schools are schools that teach through the medium of the vernacular or talk-place. Early experiments with these took place in the East New Britain Province.

Wantok - or "one-talk" someone from the same language group - this forms a very close linkage in Papua New Guinea society.

Extract 6. Plans need people - problems in education and training of library / information workers

-John Evans

Historically, the librarianship courses in Papua New Guinea, with a few minor exceptions, have been provided by the Administrative College of Papua New Guinea. These courses began in 1968 and developed as may be expected in line with the requirements of the Public Service and, as they were dependent on numbers, grew in a bottom up fashion - beginning with courses for library assistants.(Evans, 1988a)

Courses were transferred in their entirety to the University of Papua New Guinea in 1989, and the Library Studies Section in the College closed.(Evans, 1988b, 1989a) The Department of Library and Information Studies at the University is now the only provider of courses in Papua New Guinea. It is also the only Department in this discipline in the developing countries of the South Pacific - although the University of the South Pacific Library has done sterling work with extension courses within its region.(Simmons, 1987, Evans, 1989b)

Features of programmes

Programmes have "evolved" from an initial basic level and the following have been provided:

- 1968-1981 Library Assistants' Certificate, 245 graduates.

- 1970-1980 Library Officers' Certificate/Certificate in Library Studies, 160 graduates.

- 1981- Library Technicians' Certificate, 89 graduates.

- 1978 - Diploma in Library and Information Studies 98 graduates.

- 1988 - Bachelor of Library and Information Studies - only one graduate so far - more graduates will be produced in 1993.

Progression from one programme to the next has been possible after suitable work experience. This enables staff to upgrade their qualifications and move to higher levels of the profession

during their careers. The long delay in providing a professional course at degree level (Evans, 1989c) has been a considerable block to the provision of a cadre of locally trained staff. As a result higher level manpower has been provided by overseas training.

Continuing education opportunities have been provided. (Evans, 1988c) This has been particularly necessary given the very limited education that some of the programmes provide.

Courses are traditional librarianship courses and have not kept up with developments as a result of constraints outlined below. However, programme structure allows students to take courses offered by other Departments at the University. This allows for potentially an interesting and relevant mix of courses.

Recently we have introduced rather more innovative methods of course delivery and attendance, and these have concentrated on specific groups for which no training was readily available. The Diploma in Educational Studies (Teacher - Librarianship) and the Certificate in Information Studies (Records Management) are examples of such programmes. The model will certainly be used more in future.

Both of the last two programmes are supported by link schemes with institutions in the UK and Australia respectively.

Student characteristics

Menou (Menou,1979) has provided an interesting analysis of features he sees to be common to Schools of Library and Information Studies in developing countries. These certainly reflect the situation in Papua New Guinea.

The number of applications for study and student numbers are small compared to the needs of the country but too large with regards the capacity of the school. Alumni and the annual output is too small and scattered to have a real effect on infrastructure. Neither are students prepared for the broader information field. However, over the long term Papua New Guinea output has been sufficient as to ensure that libraries are staffed, in the main by national staff, and are developing slowly. In some instances, such as the Universities, excellent progress has been possible.

In terms of quality rather than quantity it is noted that the level of intake does not fit requirements of programmes with a resultant need to make up deficiencies. In Papua New Guinea, for example, there are difficulties in reaching very basic requirements of mathematics and english with the Certificate course. This has to accept Grade 10 students because of a complete absence of Grade 12 applicants. As a common rule higher calibre students and science students are not attracted. As will be seen below a hoped for outcome of the changes suggested by the current review would be to attract science students into the field. It is true that students in

other disciplines have little exposure to information activities - although this need not remain the case given the structure of most programmes within the University of Papua New Guinea.

It is also the case that positions taken up in the work force have a wider range of responsibilities than is covered by the education given. The consequent lack of performance at work is very noticeable.

Another common feature is that the award of a Diploma is considered as an end in itself. While this is evident in many cases, this is a less daunting proposition as with the progressive series of courses many students are quite ready to embark on the next level - often just in order to learn more.

Constraints on improvement

The review of British schools (Davinson and Roberts, 1985), indicates what may lie in the way of desirable change. The effects of administrative structures and "of being trapped by the bureaucratic machinery" are very familiar in Papua New Guinea - as the Administrative College experience indicates. There are also the views of the peer group and the traditional employment market - these can be quite formidable and can prevent change taking place. Equally it can prevent a more extended view of information work developing. There is the lack of suitable expertise in emerging areas such as information technology . Shortages of resources are also apparent. "Making do" being a hallmark of the discipline:-

"It is argued that years of "making do" with inadequate resources has had a debilitating effect upon the ability of senior SLIS staff to formulate effective long-term plans. Some SLIS staff were seen to be relatively content with their present level of funding which, having been modestly increased in recent years, appears adequate to those who have been used to less. The contentment can only be alarming, however, in the context of the needs of information education for the future..."(Davinson and Roberts,1985: 162)

While in Papua New Guinea such contentment is not evident, the meagre budgets of 1989 and 1990, plus the fact that no resources were allowed to be transferred from Administrative College, are major constraints that seem likely to continue at least within the context of the University. Any hope for the future in terms of resources will need to rely on what can be obtained from external sources.

The problems and issues identified in a recent paper (Vallejo, 1990) supplement the comments made above. While some of the problems are observed, there would appear to be certain brighter spots on the Papua New Guinea scene. Obviously not all countries could suffer from the difficulties mentioned.

-Lack of full time faculty and teaching staff

With six staff the school is currently at about the minimum acceptable level. The inexperience of some of the staff is evident but all have post-graduate qualifications. Localisation is an important policy objective and the relatively long span of library education in the country means there is a fair pool of talent from which to recruit. Part-time staff have to date been little used.

-Heavy teaching loads

This currently not the case. However, for most years in the past this has been the case, as a result of large staff turnover, and a reluctance to recruit by the Administrative College.

-Lack of adequate physical facilities: classrooms, laboratories and libraries.

The first two certainly apply. However, with the University of Papua New Guinea's Michael Somare Library we are well catered for. There are also other quite good libraries at hand for fieldwork practice.

-Lack of computer hardware and software for teaching.

This is the case. This is particularly difficult as applications do abound in several libraries. The limited budget makes it hard to improve on this other than gradually. Staff competencies in this area also need to be enhanced.

-Lack of reference tools and other materials for teaching.

This true within the Department but the UPNG library is well endowed - at least up until the recent budget cuts.

-Lack of opportunities for Faculty development.

This is not the case at present as there is an active staff development programme. Reductions in staffing would however result in inability to take up opportunities available.

We have had invites to short courses which we have been unable to take up.

-Lack of standards for library schools.

This can be assisted by adopting a nationally recognised curriculum.

-Lack of scholarships for working students.

Given the high priority placed on staff development and localisation this is generally not the case. Some employers, however, seem less than generous in release of staff. There is also a National scholarship scheme which applies to courses.

-Low salaries of library educators.

This is not true here as salaries are uniform through the University and are relatively competitive, Generally teaching is a relatively attractive package. National 'high fliers' are very likely to get creamed off by government and there may be other pressures as more opportunities arise in the private sector.

-Need for short term courses, and more continuing education activities.

Something has been done, but there is a call for a more systematic approach. The need for evaluation of what is provided is necessary.

-Textbooks.

There is a need for more material that is pertinent to the region. The production of extension material at the University of the South Pacific for its extension course provides a source of material at an appropriate level.

-Information technology courses.

The ability to provide these depends on the existence of expertise in this area. It is an area in which we have recruited and have introduced new courses.

Reviews of programmes in Papua New Guinea

An outside evaluation conducted by John Dean (Dean, 1976), resulted in one significant change, the introduction of a Diploma course. Subsequent attempts to improve matters through internal review at the Administrative College went nowhere and it is through the next external review that progress was made. The reviewer Pauline Atherton-Cochrane saw clearly that a major need was to move programmes from the College to the University of Papua New Guinea.(Cochrane, 1987) All subsequent changes spring from that key recommendation and its implementation.

A further review was conducted in 1990 (Dickson, 1990a), though there are pertinent points within the reports of other visitors. (Lim, 1989, Wijasuriya, 1991). Lim's comments point to the lack of teaching of computer applications to library work in the Department, while Wijasuriya's concerns are in the more general direction of provision of training for the public and rural library sector, but he makes more comment on training provisions in the context of his "Library Development Plan". This notes that while training provisions have been moving in the right direction, there is a need to further enhance the staffing and other support provisions within the Department and that a detailed survey of manpower needs may also be necessary to assess existing and potential needs, not only within libraries, but also within related work areas, including bookselling and publishing, data processing, research and development activities. Some review of training provisions may be necessary as well, keeping in mind the rural environment within which public libraries will increasingly operate. (Wijasuriya, 1990)

Dickson noted that:-

"The courses offered by the Department of Library and Information Studies are very traditional Librarianship courses. These are valid areas of study but are restrictive in that the graduates from those programmes have a limited access to the broader information profession. As is well known, the information profession has expanded greatly over the last two decades and librarianship is now only a part of the information profession and is not generally the area on which economic activity (both public and private) is based."(Dickson, 1990a: 2)

Dickson, who has experience of the innovative courses provided at Victoria College in Melbourne(Dickson, 1990b), has a five point plan, involving:-

- The modification and enhancement of existing courses for the Bachelor of Library and Information Studies.

- The provision of a model which will allow science students to select an "information management" path rather than stick with their traditional range of bench science programmes.

- The initial stages of the information management programme would be taught at UPNG, with the final year in Victoria.

- An exchange of teaching staff between UPNG and Victoria.

- After staff development has passed a certain critical stage then the whole course would become available back at the University of Papua New Guinea.

This certainly meets other major recommendations (Menou, 1979: 10) in terms of the most beneficial kind of joint and interactive venture with a school in another developed country. The major features of such a venture is to:-

-       develop a suitable curriculum

- run in the developed country the courses which can not be run in the less developed country

- progressively transfer courses to the less developed country

- produce material and teaching aids needed

- use joint and innovative programmes

The costly alternative to this approach, which there is a likelihood of Papua New Guinea adopting in the absence of any rapid innovation within the existing Department of Library and Information Studies, would be for another institution to enter the field. The Papua New Guinea University of Technology may well embark on programmes as this is where the majority of computing studies is taught. It could equally be a role for Administrative College.

Further comments on the needs for a broader spectrum course has been provided by the visit of Professor Neelameghan in mid 1992. His recommendations tend toward higher level programmes and is recommending consideration of a regional programme at Masters level in Information Science. This programme will use internationally accepted curriculum and reflect

current trends in the thinking as regards to a core curriculum in information studies with branches into specialities - rather than a multiplicity of courses. (Saunders, 1987) Also within this visit progress was made on a course for provincial planners on "Information for Policy Support" and for a short course on "Information for small business". These may be provided in the continuing education programme of the Department next year.

Current issues and concerns within Papua New Guinea.

Currently the highest priority is accorded providing people who can fill the existing library positions - i.e. supporting the existing structure. Within all of this it is agreed that a manpower analysis is needed and also this is not to say that the existing structure does not have to change, the Department is as involved as the rest of the profession is working towards real improvements here.

After this the next priority is given to teacher-librarians, it being felt that the school system does extend nationwide, and that while money has been expended on school libraries. Training for the teachers has just not been provided. As the library school is part of the Faculty of Education we have been able to achieve some success in this (Evans, Isikel and Raddon, 1992).

A high priority is also placed on developing information awareness particularly among students. While this is possibility through the inclusion of specific courses within programmes of undergraduates, not much has as yet been possible. In this instance being in the Faculty of Education is disadvantageous - the Faculty of Arts reaches the most students. This aspect could come about through better courses, an attempt at policy at an University level, and the involvement of the library in the hoped for courses.

Next in rank of priorities is continuing education - some form of after sales support to the graduates. While it may be thought this should be amongst the mandates of other authorities at present it is not - and most of what is done is the result of departmental initiatives.

There is no provision for the training of rural library/information workers. Rather one would like to see this cadre develop as a national priority and then get involved in the requisite training. Attempts to gain funds externally for what one could consider an important initiative have failed - so one awaits further guidance on this issue.

The success or failure of the Department will depend on institutional factors. Universities are political entities and UPNG is no exception. The Department needs to secure acceptance for its continued existence. This is no easy thing given the position on student numbers and a tendency to merge Departments. Once a Department lacks vigour it is prone to be moved in with another one, much to the detriment of both in some instances.

The Department of Library and Information Studies began work at a low point in the overall university budget, and resources crucial to its work are difficult to get hold of. This effects the quality of programmes and the success of students. A significant amount of time at present needs to be devoted to adaptation to the university climate and to make the Department a good department in the eyes of administrators.

Given the above the amount of time that has been devoted to research has been limited. Similarly, research experience is slight. A high priority rests on this activity, rightly, in the eyes of the University and significant improvement in Departmental activity is needed.

Duplication of effort has managed to be avoided so far. However, this is always a point on the horizon and is far too common in other areas of activity in the country. The prospect of small sections or Departments concerned with library/information training cropping up at the Goroka Teachers College, the Administrative College, or the University of Technology remains. This can only be wasteful of resources, but the desire may in some cases be based on a genuine need to improve matters - possibly in some cases in ignorance of the work of the Department of Library and Information Studies, - in other cases where the Department is not seen to be fulfilling expressed needs - such as in the information technology area.

Given that no one has given a attached much concern to it for some years some of the department staff have had, in addition, to the regular issues to the involved in issues of library development. This is crucial if the best, or indeed any, coherent pattern of services is to emerge.

Conclusion

Given an optimistic scenario sensible and sustainable upgrading of education and training for library and information workers can continue in Papua New Guinea. The Department, weak as it is, is receptive of ideas, and the long neglect of this discipline has been obvious to some aid agencies and the Department is currently benefiting from a grant from IDRC to assist in upgrading the teaching of the information sciences at the university and this has enabled advisory visits to be secured. There are certainly dangers within the institutional framework that could effect the continuing existence of the Department and sound steps must be taken to ensure that it does survive and adapt to take up the increasing challenges.

Major faults, however, remain in the infra-structural provisions in Papua New Guinea, and currently the Department has been involved in attempting to remedy these as will. All in all this places a strain on the more active members of its small staff and means that some things are being neglected. How we can handle the numerous responsibilities that face us in enabling the people of Papua New Guinea to have the library and information services they deserve is a major problem for us to present?

Another issue is how to move from the librarianship "enclave" in which we are now and move into the more general field of education for information. A move towards this is beginning with the intended creation of a South Pacific Centre for Communication and Information in Development at the University of Papua New Guinea. This will absorb the Library and Information Studies and Journalism Studies functions at the university.

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Extract 7. Recent advances in plans and policy for library development in Papua New Guinea

-John Evans

The aim of this chapter is to try and outline how some of the ideas raised in the earlier chapters have taken root and have led to sounder plans and policy for libraries in Papua New Guinea. To each his own - but one expects that in order to improve matters similar work would need to be done in other developing countries, consistent of course with the intrinsic patterning of politics and bureaucratic structures and administrative processes that have to become an essential study for the library promoter.

It is safe to say that beyond the flurry of interest engendered by the work on the creation of the National Library Service of Papua New Guinea (PNG, 1974) in the mid-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." (Nicholls, 1992: 15)

However, recently two useful reports have been prepared which offer a wealth of ideas and may even lead to results. Positive developments on the policy and legislative fronts can also be recorded. There has been modest enhancement of education and training provisions and this is the subject of chapter ten.

Library Development Plan, 1990

This plan was commissioned by the Library Council of Papua New Guinea and funded by Unesco. The consultant was Dr Donald Wijasuriya who visited Papua New Guinea in connection with the conferences held by the Library Council in 1990. The terms of reference were to prepare a Library Development Plan for Papua New Guinea within the context of the present state of library development in the country giving an overall perspective for the decade 1990-2000 - special emphasis being placed on the public library sector and incorporating major recommendations for the consideration and approval by the Government. The following paragraphs summarise the main conclusions of the report.(Wijasuriya and Evans, 1992) At the time of writing it is being suggested that the implementation of the plan will begin after the

National Policy on Libraries, Archives and Information Services is approved.

The plan was prepared in late 1990 (Wijasuriya, 1990) and discussed and endorsed at a representative Library Development Seminar (Evans, 1991a) held in Port Moresby in May 1991. The plan emphasises 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 - which is the main focus of concentration of the plan. The major ideas and concepts are summarised below.

It is noted that struggling public library services (Evans, 1990) serve the urban population in the majority of provinces but that there is no policy base for the service, neither is it properly directed, funded or coordinated on a nation-wide basis, despite the existence of the National Library Service at Port Moresby. These inadequate public library services in Papua New Guinea need to evolve into a form better suited to the country and able to fill a real need in the lives of the people. The traditional orientation of public libraries in Papua New Guinea to the literate population and therefore to books and other printed material needs to be reviewed in order to serve the community more effectively. These libraries serve a very tiny minority and existing levels of provision in all areas of resources will not result in the realisation of the full potential of libraries and associated services in assisting national development.

Library services are not provided on an organised or systematic basis for the all important rural areas, where 80% of the people live. There have been a number of projects in Papua New Guinea (Evans, 1991b) that demonstrate various ways in which library services could be delivered to the rural population - but very few could be said to have been successful. This beginning should allow provinces to develop their special approaches, combining one or more methods as circumstances dictate. As indicated in chapters seven and eight above full advantage should be taken of community initiatives and community acceptance of a service. Services in the unique form in which they should develop in Papua New Guinea, should have real meaning and be highly valued by the rural community if is to contribute to their lives. Provision of public library services to the rural population will have to be far more innovative and unconventional and may need to be closely associated with literacy programmes as indicated in chapter 8 and 9. To assist in this emphasis could be on literacy materials, on pictures, posters and audio visual materials rather than on books alone - with more materials in the main indigenous languages rather than in English alone. The oral tradition, story telling, dance and drama should be integrated with the rural library service.

Public library services in Papua New Guinea have a serious image problem partly contributed to by the use of inadequate buildings. Many of these will need to be progressively refurbished, renovated and equipped more appropriately. In some cases they may need to be relocated in more strategic terms, in which case new purpose built buildings should be constructed - a situation which is being contemplated in Lae, Morobe Province. Services will also need to appeal to a wider cross section of the population and the passive approach of the past of waiting for users to come to the library must be actively supplemented by taking information to the user, as we are reminded by Felicitas Toliman's contribution. The public library services need to be aggressive in packaging, display, promotion and delivery of information and appropriate services

to the public. It is imperative that no matter at what point a user accesses the system, it should be possible to tap into the overall information resources of the nation.

A problem in advancing library development at 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 is 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 organisational 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.

There will also be a need to create a key position within the National Library Service for the overall development of the public library sector. Provision will also need to be made for some support staff. At the same time staffing provisions in the provincial libraries will have to be augmented, not only for the provision of acceptable levels of service, but far more important, to develop the rural library service.

On the question of finance with decentralisation 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.

With reference to standards for service the plan notes that

while public library standards for Papua New Guinea were published in 1983, these applied to the urban areas and were never really implemented by the provincial authorities. 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.

When the report was prepared there was no policy basis for the provision of public library services in the country. Yet without a clear statement of policy, the public library tends to be viewed as an end in itself, rather than as an instrument with the potential to contribute to certain national goals. Policy is quite fundamental for it underpins the nature and extent of provision as well as the policy goals to be realised. Policy, however, can only be effective if it is approved by the highest levels of the Government. Policy therefore, should take cognisance of national development policies and priorities. It has to be politically acceptable and economically viable. In 1990 some work has been initiated under the ASTINFO Programme towards the formulation of a National Information Policy for Papua New Guinea. In the report and subsequent discussions it was felt that this would be a very long drawn out exercise, albeit a valuable one. It was felt to be more practical to concentrate efforts in the first instance on the formulation of the policy for public libraries with the broader framework of the overall policy for libraries. Such a policy could be treated as part of the National Information Policy when it is finally completed.

As can be seen below this is a step that has been taken.

Draft legislation has been prepared in Papua New Guinea, but nothing has yet been enacted. The plan points out that it is also important that public library services are 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 development process in any sector is greatly facilitated by effective coordination and the cooperation of all concerned. This also applies to the library sector, where there is little effective coordination and not much cooperation at the present time. There are two bodies that play a crucial role in this respect, namely the Library Council of Papua New Guinea and the National Library Service, both of which were established by Cabinet decision in 1975. The plan foresees an important role for the Library Council as a think tank - a view which is not shared by the National Library Service.

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 the bureaucracy and other relevant agencies.

Library development, resource sharing and networking among higher education institutions in Papua New Guinea

Given the very limited resources 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. In addition to strengths there are also deficiencies in resources and some overlap and duplication.

Therefore 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". It became available in December 1991 and was based on a visit made to Papua New Guinea by Dr Hwa-Wei Lee in August/September 1991 funded by Asia Foundation.(Lee, 1991)

The agreed terms of reference for this visit were:-

- to undertake a survey of higher education information resources in Papua New Guinea; the survey was to identify strengths and centres of excellence

- to suggest norms for the upgrading of resources

- develop guidelines for more effective resource sharing through the phased introduction of automation and networking and the creation of a database of information resources.

Within this higher education library sector, as with the public library sector, this report concludes that dramatic efforts are needed to compensate for the past deficiencies and lay the foundations for networking and resource sharing.

The report sets out recommendations that if carefully considered could lead to such efforts being made and for very necessary plans to be laid for a phased introduction of library networking to allow for effective sharing of resources and much improved library services.

The higher education sector in Papua New Guinea is characterised by a large number (62 are covered by the plan) of small and generally inefficient institutions - an outcome of its colonial past which it has not yet been possible to rationalise. 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 (PNG, 1990) produced by the Commission for Higher Education of the Papua New Guinea government.

While the National Higher Education Plan was in draft form it was widely circulated for comment amongst institutions within the country. It was during this phase that the University of Papua New Guinea expressed disquiet at the lack of any coverage of the role of libraries and their resources within the Higher Education Plan. Improvement in the library infrastructure is essential to meet the vision of the National Higher Education Plan as the quality of education in the institutions is largely dependent on the strengths of their respective library and information resources. Only thus will the appropriate and much needed quality human resources become available for Papua New Guinea's further economic and social development.

As such the major anticipated benefits of implementation of the report are:-

-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

It is felt that the eventual creation of a centralised 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. Higher education information resources which are coordinated, further upgraded and conveniently accessible can provide effective support for key development sectors in Papua New Guinea as well as more effectively serve teaching and research requirements.

To assist in this the study was able to identify six major library resources within the country and these are suggested as the major building blocks of a potential library and information network(PNGLINET). In addition a small number of special libraries were identified with reasonably good collections.

In the remaining libraries the situation could only be described as very sad. The high school libraries are thought 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. 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 evidenced serious signs of neglect by the college administration. However discussions at the various institutions did indicate a strong desire to improve the current situation.

The net results of this inadequate situation is a poor quality of education received by the students

at these institutions one which could not live up to the name of higher education.

The following national approaches to improvement are suggested:-

-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 realise 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.

Network development

In the Lee report certain libraries are identified as having major collections and should be recognised 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 specialisation. To house the growing collections of the key libraries adequate and functional library buildings with sufficient space for growth will need to be provided. For economical storage and preservation of less used research materials which must be maintained a central storage facility is suggested.

A well developed library systems software capable of networking for the key libraries should be selected and installed. Selection of the package would be undertaken by a committee of all participating libraries with the advice of an experienced and unbiased consultant. The needs and requirements for the system should be communicated through a planning document and a "request for proposal" prepared by the committee. There should be a national database of the resources within the Papua New Guinea Library and Information Network using the MARC format - which should be developed by the National Library in close adherence to major international standards. The on-line national union catalogue should contain all resources including books, serial title and holding information, audio-visual materials, indexed journal articles, archival materials, local databases, etc. of the key libraries.

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, etc.

Policy and legislation

A draft Library and Information Services Policy has been prepared and approved by the Library Council of Papua New Guinea. The policy owes much to Unesco guidelines and to the policy for Malaysia which was used as a discussion document for the development of policy at the Library Development Seminar held in May 1991. An important facet of the policy development has been the involvement of senior government officials in the drafting process. This should mean that the policy will succeed in getting to Cabinet and become the government policy on library and information services. The National Library Service is also interested in developing a National Information Policy, which would appear from developments elsewhere to be a very long winded process.(Obi,1990)

National Library and Information Services Policy.

The National Library had made some efforts in engendering interest in a National Information Policy. This has not been successful and it is 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. A Library and Information Services Policy, it was decided was a possibility, and could be produced within the library community itself. The very poor state of library services inmost parts of the country was such that delay was 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 width 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 in 1990 and 1991 from Malaysia. The Malaysian policy outline (which is to be found at the end of chapter 6) has been of great value in the creation of the draft policy in Papua New Guinea - and its use was approved at the Library Development Seminar in May 1991. The draft policy has been approved by the Library Council and has since gone through further drafting and it is believed that it will go the National Executive Council shortly. The main policy statements are to be found at the end of this chapter.

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 (Evans and Peni, 1992). 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. This might be preferable to a national approach as the provincial authorities, from the East New Britain example are exceedingly interested in improving provincial information services. This process may be repeated in the Highland provinces.

Legislation

In June 1990, 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

The new office will carry out the important role of co-ordinating, directing and planning libraries and archives development in the country. Initially, the National Library and the National Archives will form the major components of the office. The powers to permit the office to function will be detailed in the legislation, which is presently in its third draft. A combined legislative approach emphasising the many points of contact felt by the National Library Service to exist between libraries archives is being pursued to provide the necessary statutory powers for the operations of the National Library and National Archives.

The legislation is felt to be needed (Nicholls, 1992) in order:-

1.	To give the National Library and National Archives a separate legal status in dealing with other departments, organisations, the public, and to establish them as legal entities'

2.	To define the respective roles and functions of the National Library and National Archives in serving the people of papua New Guinea.

3.	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;

4.	To confer necessary powers to enable the National Library to carry out its many designated functions;

5.	To provide the powers to enable the National Library to set and enforce standards for libraries, and permit regular inspectional visits;

6.	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;

7.	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 co-ordinate archives administration.

The resultant legislation, as far as functions are concerned is covered in chapter 2.

Libraries and literacy - some developments

In Wijauriya's report it is felt that the effectiveness of the public library development programme in Papua New Guinea is 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 a range of audio visual material.

Libraries in the country have not been noticeable contributors to the literacy effort - although 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

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

4. to promote community participation in development and government

5. to document all existing and proposed literacy and awareness activities at both the government and NGO level

6. Rationalise 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 book production needs to be stepped up. A Book Council of Papua New Guinea exists but is much in need of review. 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 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.

Book development is also at a limited stage of development. While there is a Book Council - formed in 1986 - and one of the few developments in this important area of recent years. This Council, which has a prominent place for the National Librarian, 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.

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 level including, possibly, two new universities. To this end numerous meetings and discussions have taken place and even the library sector has been included. If the expected expansion is to prove purposeful in terms of quality as well as quantity the opportunities for libraries is very considerable.

There is considerable potential for enhancement of library services in the country and despite setbacks 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 however glaring weaknesses as recent reports have indicated. Equally there are remedies for improvement and the promulgation of the policy would be a great boost for the sector as a whole.

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Main features of the National Policy on Library, Archives and Information Services

    1.   Role of information in Papua New Guinea development

It shall be the policy of the Government to promote the development of national information resources and services as an integral part of national development planning.

1.   The Policy will allow for the provision and progressive improvement of library and archives facilities and services in order to contribute effectively to the intellectual development of the people, their economic activities, their cultural and recreational activities.

2.   The Policy will ensure equal and open access to services for all members of the community without regard to cultural grouping, sex, age, educational level, economic status and or any other qualification or conditions.

Strategy

i)   This objective will be achieved through

a)   formulation of appropriate policies

b)   improved decision making process

c)   conduct of research

d)   participation in educational process both formal and informal

e)   development and implementation of programmes and projects.

2.   Access to information resources and services.

It shall be the policy of the Government to facilitate access to information in all parts of Papua New Guinea.

1.   Library, archives and information resource and facilities provided by agencies in the public and private sectors are part of the overall national provisions for the people and shall be made available subject to priority access that may be needed by the primary users of the facility, as far as possible, access to records should be freely available.

2.   Library materials produced within the country as well as abroad shall be acquired in accordance with national standards to provision, giving due consideration to the need

to avoid unnecessary duplication of resources.

3.   Emphasis shall be placed on the sharing of resources in order to maximise benefits from public investments. In this regard the latest in information technology will be applied where appropriate.

Strategies

i)   This objective will be achieved through the provision of library, archives and information services to serve:

        (a)   The National Parliament, provincial assemblies, government ministries and departments, local and community level governments, universities, colleges, research and other tertiary education institutions and schools and as far as possible, all members of the urban and rural communities.

        (b)   The underpriviledged, handicapped and the institutionalised members of society.

(ii)   through ensuring access to computerised data bases at the national and international levels;

        (iii)through lending reference and referral services,   information analysis and consolidation, bibliographic services, selective dissemination and document copying facilities;

(iv)   through proper documentation of resources in country in conformity with national standards, so as to facilitate the creation and maintenance of an integrated national data base.

3.   Development of Papua New Guinea Information Resources

It shall be the policy of the Government to strengthen the Papua New Guinea production of all types of information, to widen range and scope and to improve its quality.

1.   Publishers in public and private sectors shall be encouraged to substantially increase publications in their respective fields to suit all interest levels in accordance with national needs.

2.   As part of the intellectual and cultural heritage of the nation, copies of all materials published or produced within the country shall be deposited and conserved in accordance with legislative provisions and made as accessible as possible.

Strategies:

The objective will be achieved through the adoption of the following strategies ensuring:

i)   the effective use of external sources of information;

ii)   the effective use of national sources of information;

iii)   the establishment of national data bases, particularly in major development sectors;

iv)   the establishment of specialised information centres and systems in areas deemed to be of national importance;

v)   better access to and promotion of the use of the considerable wealth of oral and traditional information resources that are part of Papua New Guinea's information heritage.

4.   Promotion of use and awareness of information

It shall be the policy of the government to maximise the use of information resources and services through positive programmes of assistance.

Strategies:

The objective will be achieved through the adoption of the following strategies by:-

i) creating an awareness of the importance of information through user education programmes;

ii) ensuring that users receive maximum benefits from the use of information materials;

iii) developing programmes that will encourage literacy and inculcate the reading habit;

iv) ensuring effective participation by the people in appropriate programmes.

5. Human resources for information services

It shall be the policy of the government to promote an support the development of qualified personnel for the efficient management and operation of information resources and services in papua New Guinea.

1. The successful development of the nation's library, archives and information services will depend on the provision of an adequate number of staff with requisite knowledge and skills.

Strategies

The objective will be achieved through the adoption of the following strategies ensuring that:

i) staffing of library, archives and information services is in keeping with national standards;

ii) library, archives and records management education and training and required supporting facilities are rationalised and that opportunities for continuing library and archives education are encouraged to meet appropriate standards;

iii)   manpower needs are satisfied.

6   Organization and coordination of The National Policy for Library Archives and Information Services.

It shall be the policy of the Government to establishment and strengthen the national coordination to ensure effective implementation of a national policy for libraries, archives and information services

1.   That a suitable organization structure is established whose main functions will include carrying out the provisions of this policy;

Strategies

i)   Establish an organisational structure to oversee the development and implementation of the policy

7   Information technology and systems

It shall be the policy of the Government to encourage the modernization of information handling methods and technology.

1.   In developing and implementing services due attention will be placed on the opportunities for enhanced services and sharing of costs and resources made possible by technological developments.

Strategies:

This objective will be achieved through:

i)   coordinated automation of library and archives systems to facilitate information exchange;

ii)   encouragement of better use of telecommunication advances;

iii)   provision of appropriate training/research in information technology.

8   Regional and international information participation

It shall be the policy of the Government to play a key role in regional and international information programmes and systems.

1.   The development and improvement of services will be achieved through full participation in regional and international initiatives.

Strategies

This objective will be achieved through:

i)   membership of appropriate regional and international organizations;

ii)   organization of and participation in related regional and international meetings including conferences, workshops, etc.;

iii)   developing regional and international initiatives.