THE STATE OF CONTEMPORARY LIBRARY DEVELOPMENT IN TANZANIA IN THE CONTEXT OF NATIS

1 INTRODUCTION

The purpose of this paper is to outline in a critical but constructive manner what we feel to be amiss in the coordination of information services in Tanzania today. It would be wise to emphasize at the outset that while the tone of much of what follows may seem to be unduly negative, we are well aware, as professionals in the field, of the constraints that restrict the range of possible courses of action for our policy-makers — financial, political, economic and social limitations cannot be sidestepped. Nevertheless, there are real alternatives available, and we must choose between cooperation and competition, between openness and secrecy, and between friendship and rivalry. There is no doubt that the choice must be made, nor, we hope, can there be any doubt as to which choice must be made. But to say this, is not intended in any way as a denigration of the substantial and impressive achievements of the libraries and information systems of Tanzania since independence, nor of the staff who have manned them.

2 THE NATIS CONCEPT: ITS ORIGIN AND IMPLICATIONS

In 1974 a number of international organizations concerned with information and documentation, meeting in Paris, unanimously adopted recommendations concerning the need for comprehensive systematization of information systems at the national level by the countries of the world. Subsequently the General Assembly of UNESCO, at its 18th session, also backed these proposals and authorized the Director General to draw up a programme and frame guidelines for individual states to follow. The concept of the national information system (NATIS) had since been launched [1-4].

Before examining in detail the background of the present confusion in Tanzania's library and information systems, and the courses of action open to the Party and Government of this country, it may be useful to provide a brief overview of the constituent elements of the NATIS concept, and later to indicate how the concept has been misunderstood by some Tanzanian information workers, with unfortunate results.

The following summary of the sixteen main objectives incorporated in the NATIS concept is taken directly from the 1974 UNESCO document "Objectives for national and international action" (COM.74/NATIS/3) [5].

1 A national information policy.
2 Stimulation of user awareness.
3 Promotion of the reading habit.
4 Assessment of users' needs.
5 Analysis of existing information resources.
6 Analysis of manpower resources.
7 Planning the organizational structure of NATIS.
8 Supplying manpower for NATIS.
9 Planning the technological needs for NATIS.
10 Establishing a legislative framework for NATIS.
11 Financing NATIS.
12 Universal Bibliographic Control (UBC).

These are the national objectives for NATIS: there remain four more points, which must be tackled at the international level.

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13 Assistance to member states (of UNESCO) for the planning and development of NATIS.
14 Promotion of UBC.
15 A long-term programme of action.
16 Convening of an intergovernmental conference.

These constituent elements of NATIS make-up the sub-facets of a programme which is, itself part of a multi-faceted system conjoining such projects as UNISIST, UBC, INIS, AGRIS, and so on. We shall refer to these objectives again in this paper.

Let us now examine the concrete situation in Tanzania.

3 THE PRESENT SITUATION IN TANZANIA
31 Adult education

The greatest challenge confronting our national leaders is to educate the masses of the people in the rural areas (constituting over 95 percent of the population), so as to tackle the more intractable problems of economic, social and political underdevelopment.

In independent Tanzania the main features of adult education have been mass literacy work; functional adult education programmes; academic courses based on the curricula for primary, secondary, technical and professional education, offered to drop-out adults through evening classes, and/or correspondence courses; community development and health programmes; vocational courses provided in government or private institutions through full or part-time evening classes; and finally, civic or political education.

Libraries have had to contribute to these programmes of extensive adult education. The process of raising, and then maintaining, the masses at a level of functional literacy, is only feasible with the supply of suitable and adequate reading materials. The activities of adult education centres in urban areas, and those of the National Institute of Correspondence Studies, require textbooks and various supportive reading materials. This support is provided by either the public library system, or by libraries based on the Mwanza Functional Literacy Programme (now taken over by the Directorate of Adult Education).

The public library system in Tanzania consists of Tanzania Library Services (established in 1963), which succeeded the East African Literature Bureau Services. Its duties include the establishment and management of a central library in Dar es Salaam, regional and district branch libraries, book box, postal and mobile library services for rural areas, and school library services in secondary and primary schools as well as the Colleges of National Education. Until the enactment of the Tanzania Library Services Board
Act, 1975, TLS had done a good job. It had managed to build the Central Library in Dar es Salaam, more than 10 regional libraries, and about 5 district libraries. It was giving some services to rural areas via the book boxes, postal service, and static libraries. Moreover, its School (Education) Libraries Department was offering mobile services in four regions and various other library services to other secondary schools in the country. Much remains to be done, however, in all areas: over half of the regional centres, almost all district centres, and particularly secondary and primary schools and the rural areas at large still receive either inadequate services or none at all.

The libraries based on the Directorate of Adult Education originated from the libraries of the Mwanza-based work-oriented Literacy Pilot Project. Under this programme, static rural libraries are set up in villages. Village libraries are considered the ultimate goal in the creation of a viable rural public library system, which will integrate general library services with functional education programmes, and will generally take the books to the people to provide reading and study facilities. The programme has so far been confined to the Lake Zone regions, and has been a moderate success. Close coordination and cooperation in the creation and running of village library services between the TLS and the Directorate of Adult Education is absolutely essential.

32 Primary, Secondary and College Education

The education of youth, both in terms of the quality and the number of those educated, has been an important national issue since independence. National leaders and educators have often argued that, among other things, education was poor and inadequate; at each level it was not a complete preparation for life; the curriculum was European-oriented and inculcated subservient and non-socialist attitudes; it encouraged rote learning rather than the true acquisition of knowledge; it was dominated by a great concern for examinations; it was dominated by the teacher, his lecture-notes and his textbook, which led to an uncritical acceptance of anything said by the teacher. Since the promulgation of the Arusha Declaration and Education for Self Reliance (1967), some attempts have been made to correct this situation. These include increased facilities for formal education at primary, secondary and college levels, relevant changes in curricula and orientation, and finally, the launching of the Universal Primary Education programme.

However, we are all aware of the shortcomings and limitations of this country’s education programmes. There are still limited facilities for formal education at all levels, children still get ‘incomplete’ education, and primary and secondary schools still produce ‘robots’. In the face of all these educational problems and demands, fully integrated functional library services in educational institutions have much to contribute.

In the Tanzanian situation this task has been handled by the TLS. This was partly for historical reasons, and partly a logical solution, as the most urgent demands for public library services have invariably come from primary and secondary school pupils and students in connection with formal and informal education programmes. The TLS Central Library has been the centre for the country’s school library service, and TLS’s Education Libraries Department is charged with the responsibility of supporting and improving library services to schools and colleges. Over a period of time TLS has operated model school libraries in four regions, experimented with a school mobile library service, built three joint school-public libraries, and operated a book-box service to several secondary schools. However, the present school library service situation, in all respects, is very far from satisfactory, especially in the primary schools where practically nothing at all has been done.

33 Workers education

Since Independence, several directives have been issued to the effect that programmes of workers’ education should be started or strengthened. Besides normal in-service training, many employers have conducted literacy classes, seminars and short courses. These educational programmes have attempted to provide technical or professional education to impart or improve job skills, efficiency and productivity of the workers; gene-
tal education of the workers for literacy; continuing education as a stepping stone to secondary and even to higher education; and finally, political awareness, social responsibility and a general understanding of the country’s socialist policies.

Information services at the place of work, integrated with these programmes, have a great potential for the realization of such educational objectives. Consequently government departments, public corporations and factories have established special libraries for their workers, either through the intervention of expatriate administrators or of the TLSB, through its Advisory Committee for Special Libraries. An issue of major concern to librarians is the very large proportion of work-places (research institutes, farms, factories, and government and parastatal organizations) without libraries, and the number of established libraries which are far from functioning effectively. There is an urgent need for a coordinating body or overall authority for the establishment of special libraries, particularly with respect to their services to the rank and file of the workers. The public library system might well address itself to this problem through the book-box services, book centres, or mobiles.

34 Higher education

The greatest and most urgent need at Independence was for high-level manpower. In the context of the Arusha Declaration, higher education was expected to produce, among other things, self-sufficiency in high-level manpower in Tanzania by 1980, and men and women with the standards of public service and capacity for leadership which national self-reliance, in all respects, requires.

The establishment and development of a functional university library system helps the University in its research and teaching roles. Besides these traditional functions, the university library in a developing country must acquire and store a high proportion of the enormous global output of scholarly, scientific and technical publications so as to enable the institution to function as the real centre for higher education and research for the whole country. The University Library in Dar es Salaam is a depository library for all Tanzania publications by virtue of the status conferred upon it by the libraries (Deposit of Books) Act, 1962; it is also the national repository for the publications of the United Nations and its specialised agencies, and for Organization of African Unity materials. The strength of these collections, added to materials acquired to support teaching and research, have enabled the University of Dar es Salaam Library to become, de facto if not de jure, the national reference library for Tanzania. Research workers in industrial centres, government departments or parastatal institutions turn increasingly to the University Library for information and documentation services at the post-secondary and tertiary levels.

35 Special Libraries

The role of special libraries (serving particular commercial organisations, parastatals, ministries, and government departments) has already been discussed in relation to workers’ education (see Section 33 above).

36 Experts, Planning and Decision-Makers

Efficient leadership, scientific management and research, and the training and re-training of scientists and specialists — politicians, economists, teachers, doctors, engineers, agronomists, — are all facilitated by libraries, documentation centres and other information services in general.

Special libraries at research stations, in government departments and parastatal organizations are created to meet this demand. Such libraries are also often the source of important research materials, particularly reports and papers produced within the institution that they serve, and which may not have been distributed to the general public. Examples which spring to mind are the Ministry of Agriculture Libraries in the regions, which are often the only source for the results of research conducted at the particular institute. Here in Dar es Salaam, the important series of reports and seminar proceedings produced by the National Institute for Productivity provide another example of materials which, while of specialised interest, are difficult to track down even for the professionals in the field. The coordination of the resources of these numerous institutions, and the establishment of
effective national bibliographic control, is a task of the first importance for Tanzanian information workers.

4 WHO MAKES DECISIONS?

Over the past few years innumerable expert documentalists, information scientists, and other professionals have visited East Africa from UNESCO [6,7] and from various national agencies in Germany, Sweden, and so on. They have conducted surveys and produced reports (often marked "Restricted" or "Confidential"). But below the top most levels of policy-makers and administrators, the professional Tanzanian information worker has continued to tackle his day-to-day tasks in more or less in complete ignorance of the issues involved or the solutions proposed.

Not only are the handful of professionals in the country not involved, broadly speaking, in the discussion of technical issues of the greatest importance to them and to the country, but, as we shall see in the next section, the major information-oriented institutions in Tanzania are often in direct conflict over legislative, policy, and technical questions; and such questions have in some cases been simply shelved as a result. The problem of responsibility for "documentation services", and the complexity of the legal provisions of various Acts, provide an excellent example of a confusing situation which has been allowed to drag on for years with no solution in sight.

Probably the most important single subject area in Tanzania is agricultural science. It is not possible to argue the case for this statement in this paper, nor is it necessary; it is sufficient to point out that the peasants in this workers' and peasants' state form a majority of the population, and that agricultural production constitutes by far the most important sector of the economy, by any scientific method of measurement.

Given that this is the case, we should expect to find, therefore, that in this subject area, above all, NATIS objectives 5 to 10 would have constituted a common target for all the concerned institutions in Tanzania. Indeed, in the Samaha report on "Establishment of a national focal point for scientific and technological informa-
general research publications. Researchers working in industry, institutes, government departments, or other public sectors, who need the latest information in their respective fields should be served by the University Library, the de facto National Reference Library. This Library actively participated in the training of local experts, and it is logical that it should assist in their retraining and in keeping them up-to-date.

42 National Scientific Research Council
The information needs of Tanzania's scientists, technologists and scientific research institutions are also to be catered for by the Tanzania National Scientific Research Council, set up under the 1968 Act. Its responsibilities have been enumerated in section 5 below, but briefly, it has been charged with the task of providing scientific documentation services for the whole country. This is being achieved through the activities of the Tanzania National Research Information System (TANRIS, which was established in 1978).

Considering the nature of the University Library's documentation and information resources and services, and the level and type of its clientele, both actual and potential (the University community, and the generality of researchers and academics in the country) there should ideally be a good deal of coordination and cooperation between the University Library and the TANRIS as well as with the special libraries, as called for above. While the University should operate as a national reference library (or documentation centre), the TANRIS should serve as a national referral centre for documentation. Relations between the institutions are, in fact, excellent.

43 National Archives
Another very important information service for research purposes is that provided by the National Archives. Its function is quite clearly defined, in that it deals with archival materials. Among other things, the National Archives Act, 1965, empowered it to select, accession, process, appraise, and preserve national records (papers, books) of archival importance. There appears to be very little chance of duplication between it and other documentation and library services. But this, of course, does not mean that the National Archives can be safely left out of planning and coordination for NATIS. The service is, and must be regarded as an integral part of the "existing information resources" which have to be analysed under NATIS objective no.5.

5 THE LEGAL ASPECTS OF THE CURRENT SITUATION
Tanzania's library legislation has often been taken as a model for other African and Third World countries. It is true that individual acts that have been passed have shown a commendable concern on the part of the Government for information services, but the sum total of legislation taken as a whole does not present a coherent picture. One act may say one thing; another order may say something else. This section will deal briefly with some of the contradictions in the following pieces of legislation:

(a) The Libraries (Deposit of Books) Act, 74 of 1962
(b) The Tanganyika Library Services Board Act, 39 of 1963
(c) The Tanzania National Scientific Research Council Act, 51 of 1968
(d) The Tanzania Library Services Board Act, 6 of 1975.

Let us describe the provisions of these acts one by one. The present Libraries (Deposit of Books) Act, 74 of 1962, section 3, subsection (1) directs "The printer of every book printed in Tanganyika shall, within one month after the day on which any such book is first delivered out of the Press, and not withstanding any agreement, if the book is published, between the printer and the publisher thereof, deliver at his own expense one copy of the book to the librarian of the Deposit Section of the Library of the University College of Dar es Salaam and one further copy to such person at such place as the Minister may by order direct." This was later extended to the Tanganyika Library Board.

Tanganyika Library Services Board Act, 39 of 1963, made no mention of the deposit of books with the Board, but this act was sub-
sequently replaced by the Tanzania Library Services Board Act, 6 of 1975, which included in section 5, subsection 2, a clause about the deposit of books with the Board. The clause reads: “It shall be the duty of every person who prints or produces or causes to be printed or produced in Mainland United Republic of Tanzania any book of literary work intended for sale or public distribution or exhibition, whether in consideration of any fee or otherwise, to supply to the Board, free of charge, not less than two copies of such book or other literary work. In the case of any gramophone record or film, the Board may direct that the person producing it should supply the Board with one copy only.”

Parliament, by passing this Act, has granted very broad, almost unrestricted powers to the Tanzania Library Services Board in the matter of library services in Tanzania. The relevant provisions are reproduced below:—

(a) To promote, establish, equip, manage, maintain and develop libraries in the United Republic [Section 4, subsection 1(a)].

(b) To set up, establish, equip, manage, maintain and develop documentation centres and to provide documentation services. [Section 4, subsection 1(b)].

(c) To assume responsibility for the revival, production and presentation of indigenous and traditional literary works [Section 4, subsection 1(i)].

(d) To plan and coordinate library and documentation services in the United Republic [Section 4, subsection 1(j)].

(e) To advise the government and parastatal institutions on all matters relating to library and documentation services. [Section 4, subsection 1(e)].

(f) The Board may, with the consent of the Minister make by-laws:

(i) Requiring all or any category of public libraries in Tanzania to be registered with the Board, and providing for the form and fees for such registration [Section 5, subsection 1(a)].

(ii) Prohibiting employment of any person as a librarian of any public library unless he holds a degree, diploma or other award specified in such by-laws [Section 5, subsection 1(b)].

(iii) Requiring such schools and other educational institutions, including institutes of higher education, as may be specified in the by-laws to establish and maintain libraries in such manner and of such standard as may be prescribed [Section 5, subsection 1(c)].

(iv) Requiring public libraries registered with it to comply with such requirements as to the maintenance of indexes, the preparation of registers of members, the submission of financial and other returns and such other matters as may be prescribed. [Section 5, subsection 1(d)].

(g) It shall be lawful to the Board by notice in writing to require the person responsible for the management of any public library registered with it to make available in or to remove from any library such books and other literary works as the Board may in such notice specify. [Section 5, subsection 3].

Subsequently, the Parliament of the United Republic of Tanzania passed the Tanzania National Scientific Research Council Act, 51 of 1968, in which section 5, subsection 1(c) makes the relevant provisions. The act states that the function of UTAFITI is to promote documentation and dissemination of information on all research, and it may for this purpose publish any newspaper, journal or periodical or do any other act or thing designed to promote interest in science and its achievements.

In this connection it may be observed that UTAFITI is a parastatal organization established with the view of promoting scientific activities in the country. Such organizations exist in one form or another in most of the countries of the world, whether industrialized, socialist, capitalist, Third World, or whatever. For example, special mention may be made of CSIR (Council of Scientific and Industrial Research in India); JICST, (Japan Information Centre.
for Science and Technology, Tokyo); IRANDOC (Iran Documentation Centre); CSIRO (Council of Scientific and Industrial Research Organization, Melbourne, Australia); DST (Department of Science and Technology, UK); VINITI (USSR); BANSDOC (Bangladesh National Scientific Documentation Centre, Dacca) and INSDOC (Indian National Scientific Documentation Centre, New Delhi). TNSRC (Tanzania National Scientific Research Council) like other such organizations in other countries, is engaged in promoting scientific and information science activities in the United Republic of Tanzania. Although they have only recently began to engage directly in documentation activities on their own account, TNSRC have continued to maintain close relations with other institutions in related fields, in order to avoid wasteful duplication of effort.

51 Future Prospects for Information Services

M K S Mvaa, in his paper “The Tanzania library scene since 1960 and the need for rationalization in the context of NATIS” [11] has aptly remarked that the Tanzania Library Services Board Act of 1975 has been given “Sweeping powers over all matters pertaining to libraries and documentation services in the country. It is the National Library, the National Documentation Centre — and everything else” (p.5).

The framers of the Tanzania Library Services Board Act intended that the TLS should act as a public library system for the United Republic of Tanzania, with a view to promote reading habits among the masses, and inculcate literary habits among the inhabitants all over the country. Unfortunately, the 1975 Act has virtually given a monopoly of unlimited powers to the TLS Board in the matter of library systems in the country, as well as in the matter of documentation.

According to the provisions of the Act the TLS Board is the be-all and end-all for matters of library science in this country. The Act has, in fact, not left any library in the country with any legal power whatsoever to act independently in organization, maintenance, appointment of librarians or stock building.

The future of the independent information systems in the country is unclear in the wake of the Act of 1975. These library systems in the country cannot prosper, and their work can never run smoothly, until the Act is amended to empower TLS to operate only in the specific areas for which it is equipped; its appropriate aims might be the eradication of illiteracy in the country and promoting literature among the general masses. This would enable other libraries to operate in an open atmosphere with the necessary degree of autonomy.

It is high time that the framers of Acts of Parliament were thinking along these lines. The existing legislation has created chaos among institutions, and duplication of work is bound to follow; it is exactly this kind of situation that NATIS was formulated to avoid. Until there is order at the national level, international cooperation will be extremely difficult.

In order to safeguard the interests of proposed new systems, now in the planning stages, it is necessary to enact legislation which will incorporate the essential provisions, with respect to the establishment, procedures of appointment, training, and finance, for such networks in the United Republic of Tanzania. The existing Tanzania Library Services Board Act of 1975 should be amended to allow that library system to pursue the aims appropriate to its structure, and for which it was originally set up.

6 CONFUSION AND DUPLICATION OF EFFORT

As we have seen, there are at least three bodies performing some of the traditional functions of a “national library of Tanzania.” The University is a depository library, and the de facto national reference and research collection; TIS compiles the national bibliography (printed in Tanzania) and as a public like system provides literary materials, as well as operating school libraries and helping special libraries; the TNSRC is empowered to operate documentation centres. This is, in itself, not an unsuitable division of labour. Yet the situation is not one of active cooperation but of confusion and competition. As a result, very little of documentation work is actually done. Let us examine the confusion in more detail.

Library and documentation services in Tanzania have only just been started. However,
in their creation it seems that no attention has been paid to coordination or possible cooperation. Special libraries in the same field or subject area are started and operated independently of each other. In spite of similarities in service and clientele between the University Library System, the TNSRC and special libraries, there is little coordination or cooperation, formal or informal, between any of these. But, certainly, there is a great potential for rationalization of resources between them. There is a similar lack of coordination of the services provided by TLS and the Directorate of Adult Education to rural areas.

A more serious phenomenon is the granting of sweeping legal powers to individual information, library or documentation services, without proper consideration of similar existing services in the area. The Tanzania National Scientific Research Council Act of 1968 and the Tanzania Library Services Board Act of 1975 are cases in point, as we have seen.

The 1975 Act appointed the TLS Board as the overall authority of all other institutions, and in all matters relating to library and documentation services, of all types and for all types of users. It was also consequently empowered to control and coordinate all activities relating to library and documentation services in the country.

Unfortunately the TLSB, in an historical and logical perspective, is supposed to deal primarily with matters relating to the establishment, promotion and provision of public library services to cater for the needs of readers at and below the college and secondary school levels, and for the generality of public readers. To make things worse, the TLS Board itself does not include representatives, professional or users, of library and documentation systems outside the public library services.

7 RECOMMENDATIONS

In 1978 the office of the Prime Minister of Jamaica published the report of the Jamaican National Council on Libraries, Archives and Documentation Services [12]. This report, entitled Plan for a national documentation, information and library system for Jamaica, lays out over nearly 100 large pages a detailed description of the planned development on a phased basis of all types of libraries on the island, together with systematic programmes of user education and training in the exploitation of information resources.

This document is a model of its kind, and indeed, is one of the first post-NATIS plans to appear. It was drawn up by ten working parties on:

1. National priorities, legislation and financial resources
2. The National Library
3. Archives and record management
4. Public, school and teachers' college libraries
5. Government and special libraries, exclusive of science and technology
6. Information services for science and technology
7. Libraries of the University
8. Manpower resources
9. Data bases and automation in libraries

It seems to us that this is the kind of systematic overall approach that must be adopted in the United Republic if a truly rational organization of information services is to be achieved. The Caribbean is not Africa, and Jamaica is not Tanzania: clearly local conditions are of paramount importance, and we are not arguing for the adoption of Jamaican conclusions, but of Jamaican methodology. We would recommend that the Government consider setting up a Commission, with representatives drawn from all information services including TLS, TNSRC, TLA, the University, the Special Libraries, the Ministry of National Education, and the National Archives, to draw up a detailed plan for inclusion in future national plans, phase by phase, on the development of a National Information System.

In particular, such a Commission should consider the following points. There is certainly an urgent need for the coordination of library and documentation services in this country. This is particularly urgent in view of the country’s policies for the rationalization of resources.
and for avoiding undue duplication of services. Two levels of coordination are possible:
(a) There is a need for a coordinating body to deal at the highest level with cooperation between all types of library and documentation services in the country. Such a body should be representative of all types of library and documentation services, and should be inter-ministerial. Ideally it could be based at the TNSRC.
(b) Below this level, there could be some degree of centralization, through an effective form of united control of library and documentation services. Library or documentation networks in a given area should be organised around one institution, generally the best, so that it becomes the leading library or documentation centre, while the others operate as its branches in that system. Such centralization could cover all the main types of library activities or subject areas: agriculture, science, literacy, and so on. This will be in keeping with the principle that leadership should be based on specialization. Possible tasks in such centralized or coordinated systems would include the selection of, and building up of comprehensive collections; the use of the book stock for all readers in the subject area; methodological and bibliographic services, and assistance to all libraries within the area of specialization.

From the above, we can see at least two clearly defined areas of specialization, quite separate from each other:
(a) Coordination and close cooperation between the University Library system on the one hand, and the Tanzania National Scientific Research Council and various special libraries on the other;
(b) Coordination, or even better, centralization of library services between the TLS on one hand, and the College, School, and Directorate of Adult Education libraries on the other. These services have much in common and talking of cooperation alone among them leaves much to be desired, and much to be achieved.

This will leave an almost limitless field of operation to the TLS and its Board. The greatest challenge for the TLS public library system lies not so much among the well-educated urban elite, but among the 99 percent of the remaining population, semi-literate or often illiterate, who live in scattered settlements, in poor environment, untouched by modernization. This is where the government's crash UPE, literacy and adult education programmes are most intensive. Let TLS build more regional, and district libraries; libraries at Ward and village levels. Even more urgently, let TLS involve themselves in the establishment and efficient running of primary, secondary and college libraries. TLS should not embark on grand and expensive documentation projects, for which they are ill-prepared, and for which they lack both the human and material resources. All public library authorities in Africa should heed Fanny Laland-Isnard's advice "Lack of funds and staff means that the (public) libraries can never satisfy every need, and must therefore choose between the elite and the people at large, between specialized documentation and semi-educational reading" [13].

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