

**THE
NATIONAL LIBRARY OF UGANDA**
**its inception, challenges and prospects
1997-2007**

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*For
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ABSTRACT

There are several reasons why national libraries have emerged. In some countries, they were established as symbols of national prestige and status, while others feel that a modern country should have a national library. Given the economic, social, cultural and political conditions in the developing countries that affect the establishment and maintenance of national libraries, the numerous functions of national libraries need to be assessed from these countries' point of view. There has been a debate on whether the developing countries should have national libraries; and alternatives such as university libraries were suggested. This thesis therefore aims at gaining an understanding of the establishment and development of the National Library of Uganda (NLU) as an institution. The study tries to examine the factors that influenced the establishment of the NLU; the motivations, actions and roles of the politicians and the professional library community that led to establishment of the NLU. It also investigates the present conditions shaping the NLU after its establishment and how it in turn shapes the library environment in the country.

I have chosen new institutional theory by DiMaggio and Powell, to analyse the reasons and process of the institutionalization of the NLU. The conceptual framework is drawn from Scott's institutional change perspective who argues that institutions do not emerge from a vacuum, but borrow from previous institutions and to a certain extent displace them. Oliver's pressures of deinstitutionalization provided the lens through which I analysed the political, social and functional pressures that triggered off the process of the institutionalization of the NLU. Additionally, I chose the coercive, mimetic and normative mechanisms through which institutional isomorphic change occurs as identified by DiMaggio and Powell. These helped me to analyse the institutional process and change in the library and information sector during and after the institutionalization of the NLU. The theoretical contribution is derived from adapting this theoretical approach which has for the first time been applied in a different context in the field of Library and Information Science. It has been used on the development of a national library in a developing country, Uganda.

The study is based on qualitative research consisting of in-depth face to face interviews of twenty (20) library professionals. They were purposefully selected as they held a leading position in the institutions involved in the establishment of the NLU or were directly affected by its establishment. I analysed documents such as the Hansard to study the political process of the legislation of the National Library Act, 2003 and other legal and primary sources. I made some observation of four (4) public libraries to find out their state after the decentralization of services to the districts.

The findings revealed that the NLU was established due to the decentralization of the public libraries to the districts which weakened the Public Libraries Board (PLB) and the staff were to be retrenched. Makerere University Library (MULIB) and the Deposit Library and Documentation Centre (DLDC) have weak, outdated legal deposit laws and inadequate resources to perform the national library functions efficiently and

effectively. The politicians approved and enacted the National Library Act, 2003 mainly to support the decentralized public libraries.

During the process of the institutionalization of the NLU, the library professionals tried to imitate other national libraries which they perceived to be successful in terms of legal deposit laws. Other ideas such MULIB and DLDC to update their legal deposit laws and collaborate with NLU; MULIB to become the second national library; the NLU to house the copyright office, ULIA to be represented on the NLU Board were rejected. The NLU apart from the collecting and publishing the National Bibliography of Uganda, is still performing most functions which were performed by the PLB such as supporting the public libraries, improving the reading culture, and participating in adult literacy campaign with the support of the development partners.

The challenges faced by the NLU include lack of mechanism to implement the National Library Act, inadequate resources, and lack of collaboration between MULIB, DLDC and NLU and duplication of the limited resources amongst the three institutions.

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Keywords: National Library of Uganda/ institutional change/public libraries/political aspects/Library development/ Uganda

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1. INTRODUCTION

The title of the thesis is “The National Library of Uganda: its inception, challenges and prospects, 1997-2007”. This is where I seek to study institutional changes of the national library services in Uganda, the reasons for the establishment of the National Library of Uganda (NLU) and the process of the enactment of the National Library Act, 2003 that led to its establishment. Furthermore, I examine how the library and information sector in Uganda was affected by the inception of the NLU.

This chapter discusses the background to the research, statement of the problem, aim of the study, research questions, scope and limits of the study, significance of the study and the structure of the thesis.

For over five decades, much has been written about the nature and functions of national libraries. There also have been discussions in regional and international conferences (Line, 1988). The conferences include National Libraries, their Problems and Prospects, Vienna, 1958 (UNESCO, 1958); UNESCO Regional Seminar on the Development of National Libraries in Asia and the Pacific, Manila, 1964 (UNESCO, 1964); the Quito Meeting of Experts on the National Planning of Library Services in Latin America, 1966 (UNESCO, 1966); and the UNESCO Meeting of Experts on the National Planning of Library Services in Asia, Colombo, 1967 (UNESCO, 1967) which highlighted among others essential roles and the major impact of the national library on the rest of the nations’ libraries.

This study is a continuation of the numerous efforts in clarification of the functions and roles of the national libraries with more emphasis on the situation in one of the developing countries, Uganda and its national library. The study focuses on the establishment of the NLU in the recent period of constant changes in libraries worldwide. All types of libraries are experiencing this change since the last quarter of the twentieth century, and there are signs that it will continue further into the twenty-first century.

The NLU is one of the newest national libraries that were established at the beginning of this 21st Century. It wa therefore, an opportunity to follow the recent process of the establishment of a new national library at its first stage of development as it was happening.

There are quite many issues about national libraries that are still a subject of discussion. These discussions are of interest to different groups, not only to librarians. One can find governments, policy makers, decision makers, law makers, professional associations, citizens and other interested individuals who deal with national libraries.

There is some consensus about the discussion on certain issues such as the role and basic functions of national libraries. Those were more or less defined through the debates in conferences and publications during the second half of the twentieth century. However, many others such as the issue of the form that a national library should take or whether it is necessary to have a national library in certain countries at all still cause debates. These debates are likely to become more pressing because of the changes affecting libraries throughout the world. The change affects the environments, in which national libraries operate namely, the political, administrative, legal, and technological. Since the common processes within library and information service sector in general are influenced by changes, this implies that national libraries' performance is also affected.

The NLU has been established during the period when Uganda was facing significant development challenges and when the library sector has undergone a restructuring. It emerged from this difficult situation under the new economic, political, and social situation and it is interesting to investigate how the NLU is shaped by all these processes.

1.1 Statement of the problem

The national libraries have emerged in certain circumstances and there are a number of reasons behind the establishment of each of them. The overall feeling is that a modern country should have a national library. Maurice Line has expressed this as follows:

“National libraries are not only of interest to librarians; they are of concern to politicians as national symbols or institutions of national significance. There has emerged a partial consensus as to the role and functions of national libraries, and a general view is that no country is complete without one” (Line, 1988 p.20).

International organizations, such as the United Nations Education, Scientific and Cultural Organization (UNESCO), have been active in promoting the establishment and development of national libraries in countries that did not have them (Line, 1988). The IFLA/UNESCO pre-session seminar on the role and objectives of the national libraries in the new information environment held in Moscow in August, 1991, encouraged national libraries without legal deposit acts or with outdated legislation to urge their governments to adopt laws ensuring efficient fulfilment of national library functions. Prior to this IFLA/UNESCO pre-session seminar and other major congresses concerned with plans for establishment and development of new national libraries greatly influenced the countries in Asia, and Latin America in this direction. They highlighted the essential roles and major impact of the national library on other libraries (Line and Line, 1979; UNESCO, 1967; 1968). This international opinion is a powerful catalyst for the development of national libraries.

National libraries were established in some countries as symbols of national prestige and status. During the 1960s and 1970s, several national libraries were set up in countries that became independent as a consequence of decolonisation after World War II. Feuntes-Romero (2003) explained the origin of national libraries as institutions of national pride, fostered by political independence and the desire to start a big new project. The cultural prestige of the nation and the understandable desire to use the national library as the cornerstone of an efficient nationwide library network are embodied in the enacted legislation. Many international observers also have expressed these impressions (Feuntes-Romero, 2003). Inevitably, the political independence strengthened the need to express national identity of a country. It put a strong emphasis on a national culture and evoked the emergence of national institutions as a sign of it. Together with a national museum and a national archive, a national library became a physical manifestation of a national culture as well as means for its dissemination and renewal. This is associated with prestigious status that a newly created national library acquires, and they are seen as institutions directly related to the survival of the country's culture (Feuntes-Romero, 2003).

Lor (2003) identified a group of libraries associated with this origin, as those that arose in the nineteenth and twentieth centuries in response to nationalistic and modernizing movements:

“This is where the national libraries placed emphasis on the development of national infrastructure, such as the national bibliographies, national union catalogues and national interlibrary lending schemes in order to support the work of the nation's libraries and information agencies” (Lor 2003 p.144).

Preceding these, national libraries were closely linked to the legal deposit and the acquisitions of bibliophile monarchs and wealthy individuals. Lor (2003) examined the national libraries that originated during the Renaissance as royal or private libraries, such as the national library in Netherlands, which is still called the Netherlands Royal Library. Other national libraries of this nature became more generally accessible and were eventually designated as national libraries as a result of political upheavals, for example, in France, or more gradual constitutional development such as in Sweden (Lor, 2003).

Lor further identified another group of national libraries such as that of Namibia which was called a 'National Library Service'. These offer services to the general public through a network of public, school and other libraries. In this case the origin of national libraries has its roots in orientation towards communication of local heritage, general information infrastructure, and/or comprehensive national service (Lor, 2003).

The functions of national libraries have been discussed and analysed several times, and although they exhibit a good deal of similarity, there are differences (Line, 1990). Lor and Sonnekus (1997) group the concepts of the functions of national libraries into three dimensions. Firstly, functions concerned with heritage, which emphasizes preservation of nation's literary production and treasures. Secondly, functions concerned with infrastructure, emphasizing coordination, facilitation, leadership, and services to libraries. Thirdly, functions concerned with comprehensive national library services, the delivery of services to end users throughout the country. There are additional functions concerned with international cooperation, which means access to the collections of documents produced in other countries, exchange programmes, international research and development.

Given the economic, social, cultural, and political conditions in the developing countries that affect the establishment and maintenance of library services, the numerous functions of national libraries need to be assessed from these countries' point of view. Lor (1997) asserts that in the developing countries there are certain roles and tasks that are of a greater importance than they would be in a developed country with rich panoply of libraries of diverse types. He then gives examples of such roles and tasks, such as building up the nation's total collection of library materials, particularly those imported at considerable cost and possibly with some difficulty. Thus, they differ from other national libraries, mainly in developed countries, by organizing the national system for providing access to the country's stock of information resources, and information provision. Lor put forward that in the countries with few and poorly developed libraries, the national needs identified by Line (1990) are likely to be particularly important. These needs include: service to libraries, leadership and advise, planning and coordination, education and training, and research and development. This seems to suggest that national libraries are crucially needed and appropriate for the developing countries (Lor, 1997).

On the other hand, Mchombu (1985) expressed the view that national libraries were not needed, especially in developing countries. There could be alternatives based on the premise that, while the concept of a national library is of vital importance to every country, no matter how small or how poor, the traditional form of a national library is questionable. He is supporting

“the discussions based on the conviction and ‘theory’ that not all underdeveloped countries need the ‘orthodox’ national libraries. That with a national strategy any underdeveloped country can provide the services associated with national libraries without painful necessity to invest too heavily on national library models existing in industrialized countries” (Mchombu, 1985 p. 228).

Mchombu (1985) further lists eight different options to the traditional national library as: the university library, national central public library, national subject libraries, national library commission, inter-regional national library, national library dependency, a library of a parliament, and national archives. Line (1989) agrees with Mchombu that there was nothing that a national library did that could not be done in some other way by another institution. The point here is that national libraries were seen as mere symbols of nationhood. In implicit recognition that the funds required to set up an adequate national library were not likely to be forthcoming in the near future, librarians began debating what national library functions could be performed without a national library.

Even before this discussion, following the Vienna Symposium on National Libraries in Europe (UNESCO, 1958), it became fairly clear that it was not viable or fruitful to establish a rigid model of what a national library should comprise and what its essential features should be, if indeed there were any at all. This symposium clearly stated that there was no need to determine the status and structure of the ideal national library which would never come into being. It suggested that the establishment of a national library clearly should take into account the tasks that it must accomplish in a certain country both for its own sake and with the aim of holding its deserved place in the international network of cultural relationships.

In some African countries, the tasks of national libraries are/were performed by other institutions, such as, the national archives (National Library and Archives of Zambia and National Archives of Zimbabwe Library), or the university libraries (Makerere University Library, Uganda and Addis Ababa University Library, Ethiopia), but the “ideal” national library does not exist. Line (1988) noted that national libraries may take one of several positions, or settle for a diluted form of a national library by having a wide range of functions but not fulfilling any of them in a way that would be desirable. Line gave the example of Sub Saharan Africa, where national libraries receive less funding, get little support from governments; have limited skilled technical and professional staff, experience difficulties in obtaining supplies and maintenance services needed to keep equipment operating. In addition, book trade is poorly developed, and there is the absence of reading culture. These problems perpetuate the state of inefficiency and ineffectiveness of the national library, and lead to a perception that the national library lacks relevance to national development (Line 1988). However, it can be noted here that national libraries have a useful role to play in the development of a country and, therefore, should be assisted in order to be able to carry out their appropriate functions

The National Library of Uganda was established at this particular period when the necessity of a national library in a developing country is questioned and other models of carrying out its functions have been presented and tested. Nevertheless, among the East African countries, Uganda is the first to establish a fully fledged national library

with an up to date legislation, the National Library Act, 2003. The process of arriving at this particular decision and subsequent formation of a new institution in the Ugandan library sector is of a great interest, especially, as other institutions in the country were already performing some of the national library functions. This is an occasion to explore what has led to the formation in Uganda of a national library. It is also good timing to investigate how that new institution is evolving and dealing with challenges as well as to consider the appropriate roles of the NLU under the socio-economic environments and the needs of the country it is expected to satisfy. A proper understanding of what is affecting the institutionalization of the NLU and how the NLU changes the environment in which it is developing may be of a great interest not only to Ugandan librarianship, but also to clarification of the processes of emergence and establishment of new national libraries in general.

1.2 Aim and research questions

The aim of the study is to gain understanding of the establishment and development of the NLU as an institution. The study tries to examine the factors that influenced the establishment of the NLU and the enactment of the National Library Act, 2003; especially, the political and professional influences that brought about the institutional change in the library and information sector of the country. It is also directed towards investigation of the present conditions shaping NLU after its establishment and how it in turn shapes the library environment in the country. Within this context, it investigates the politicians' and professionals' roles in influencing the process of the institutionalization of the NLU. The study also seeks to identify the environmental changes and challenges that prevail as a result of the institutional change in the library and information sector of the country and the institutionalization of the NLU.

The preceding paragraphs are formulated into the following more concrete research questions:

1. What were the factors in the library sector of Uganda that created the premises for the establishment of the NLU?
2. What was the motivation and actions of the politicians that led to the establishment of the NLU?
3. What were the roles, motives and actions of the professional library community that led to the establishment of the NLU?
4. What role does the NLU play in the library sector at present?

The politicians are the Members of Parliament (MPs) and the professionals are the professional librarians. The above research questions will be examined in the new institutionalism perspective by adopting qualitative research methods.

1.3 Scope and limitations of the study

The study covers the period from 1997 to 2007, which covers the process of the establishment of the NLU and the first years of its work. The focus of the study is the NLU. However, the Makerere University Library (MULIB) and the Deposit Library and Documentation Centre (DLDC) which formerly and to some extent currently are performing some functions of a national library, are also within the scope of research. The library sector is represented also by Kampala, Mbale and Masindi and Teso public libraries to examine the effect of the wider impact of the NLU. To some extent, Kenya and Tanzania as two other East African countries that belong to the East African Community (EAC) and have shared the history of the development of library services, serve as a background to the study.

1.4 Significance of the study

The focus of the study on the development of the NLU, and the challenges it is facing at its infancy stage is important for the understanding of the processes under which new libraries and especially new national libraries, come into being. The study of the politicians' and professionals' contribution to the establishment of the NLU and how they provided the capacity to implement its functions may help to understand other similar processes in other African countries. The NLU has been established at a time when Uganda is still gripped by economic, social, climatic, and political crises. The government has social services such as health, education and road construction as its priorities, and library services are not among them. There are institutions, such as the national archives and the national museum, which have already been established. An explanation of other non-priority institutionalization processes may gain understanding from this study.

The study on the institutionalization of the NLU provides a contribution to method and theory in Library and Information Science (LIS). Research using institutional theories in LIS is quite new. It is largely concentrated on public libraries and investigates libraries in developed countries, such as Norway (Audnuso, 1999) and Sweden (Hansson, 2006). By carrying out research on a national library in a developing country (Uganda) and using institutional theory, additional knowledge may be added to the existing studies on libraries as institutions. This study will offer a deeper understanding of how institutions are created and how they change with the environment. The challenges faced by the NLU outlined in this study will be relevant to the library professionals, the government and the politicians in Uganda.

1.5 Structure of the thesis

This study is organized into six chapters: following this chapter (introduction) is chapter two, the theoretical framework and previous research which defines the concepts and reviews literature. Chapter three is the historical context which deals with the history of library services in Uganda in relation to politics, economy, education and publishing. Chapter four is the description of research methods and

design used in data collection. Chapter five focuses on the results and analysis; and the final chapter six is about the discussions and conclusions of the study.

2. THEORETICAL FRAMEWORK AND PREVIOUS RESEARCH

This chapter aims at making an argument for the suitability of an institutional perspective in LIS and specifically for this study. The institutional theory, including some of its central concepts, is presented along with examples of how it has been used in the library and information science (LIS) research (Audunson, 1999; Hansson, 2004; Hansson, 2006). The theoretical framework provided by the institutional theory presents a useful lens through which I will examine and explain the establishment of the NLU. A distinction must be drawn between the old institutional theory and the new institutional theory and my study will adopt the new institutionalism perspective.

The new institutionalism perspective is derived from political science and is increasingly being used in LIS in the analysis of library development especially in the Scandinavian countries (Audunson, 1999; Hansson, 2004; Hansson, 2006). My study may be one of the few so far that is using the normative institutional approach in LIS, when studying a national library from quite a different environment of a developing country, Uganda.

This chapter discusses the background of the institutional theories, namely the old and new institutionalism. It then defines the concepts of an institution and the formation of institutions Meyer and Rowan (1977); Zucker (1977, 1983); DiMaggio and Powell (1983); Meyer, Scott and Deal (1983); Tolbert and Zucker (1983); and Scott (1987). The different types of institutional change namely, institutional formation, institutional development, deinstitutionalization and re-institutionalization are identified (Scott, 2001), Boin and t'Hart (2000). I also elaborate on the mechanisms, through which institutional change occurs, namely, coercive isomorphism, mimetic isomorphism, and normative isomorphism (DiMaggio and Powell, 1983).

2.1 Old and new institutionalism

There are differences and similarities between old and new institutionalism (Table 2.1). Peters noted that “the use of the word ‘new’ to describe contemporary development implies firstly that there was an old institutionalism and secondly, that the new version is significantly different from the old version” (Peters 2005, p. 3). The old institutionalism concentrated on large formal institutions in society trying to prescribe the best way for their functioning.

The new institutionalism reflects many features of the old version of this theory and also advances quite a number of new theoretical and empirical directions by focusing on individual members of institutions (Peters, 2005). Peters argues that “the new institutionalism utilises many assumptions of the old institutionalist thinking and enriches that thought with the research tools and the explicit concern for the theory that was informed by behaviourism and rational choice analysis” (Peters 2005, p. 2). In the discussion about the contrasts between the old and the new institutionalism in

sociology, Selznick points out that the new institutionalism addresses multiple and complex goals and therefore includes certain deconstructionist elements (Selznick, 1996).

The new institutionalism contains a variety of different approaches to institutional phenomena. Peters (2005) identifies six versions of new institutionalism in current use. The first approach, normative institutionalism, is advanced by March and Olsen who emphasize the norms of institutions as a means of understanding how they function and how they determine or how they shape individual behaviour (March and Olsen, 1984). Both authors place a great deal of emphasis on the 'logic of appropriateness' as a means of shaping the behaviour of the members of the institutions. The second approach, rational choice institutionalism, contrasts the assumptions of normative institutionalism. Rational choice institutionalists argue that behaviour is a function of the rules and incentives, instead of being guided by norms and values. Knight, for instance, suggests that institutions emerge to meet social and economic necessities (Knight, 1992). The third approach is historical institutionalism. Its representatives believe that choices are made early in the history of any policy or any governmental system. March and Olsen argue that the initial policy choices and the institutionalised commitments that grow out of them will determine subsequent decisions (March and Olsen, 1984). The fourth approach is pursued by the empirical institutionalism by trying to verify empirically if the institutions shape the behaviour of their members. The fifth approach, international institutionalism is one of the less obvious forms of institutional theory which explains behaviour of states and individuals. The international regime theory as advanced by Krasner (1983) and Rittberger (1993) assumes the existence of structured interaction as would be expected within state-level institutions. The sixth and last approach is societal institutionalism which is used to describe the structure of relationships between state and society.

Although the old and new institutional theories are related to one another, they differ in certain ways. The study of institutions is deeply embedded in the old and new institutionalism perspectives and a number of scholars who have written about institutions have often pointed out that institutionalism has different meaning in different disciplines. Institutional thinking comes from such fields as sociology, anthropology and history (Powell & DiMaggio 1991), political science and economics (March & Olsen 1983; Scott 2001; Peters 2005).

New institutionalism in organizational studies was developed by Meyer and Rowan (1991) in 1977, when they published two seminar papers. Meyer has done several studies within the new institutionalism approach: research on the world system and the research on school 'charter effects' in 1970 (Meyer and Hannan 1979). Meyer's (1968) preoccupation with macro influences on local phenomena is seen in his work on contextual effects in organizational research. His collaboration with Scott (1983) led to the clarification and development of institutional principles in the context of

formal organizations. Zucker (1987) is of the view that the effects of culture, ritual, ceremony and higher-level structures on organizations had reached sufficient mass for new institutional theory to be named and concretized.

New institutionalism is within Selznick's (1949) 'old institutionalism' but differs from that tradition although they share the same characteristics. Both new and old institutionalism doubt the rational-actor models of organization and view institutionalization as a state dependent process that makes organizations less instrumentally rational by limiting the options they can pursue (Selznick, 1949,1957 and Perrow, 1986 ch. 5). They emphasize the relationship between organizations and their environments, and they promise to reveal aspects of reality that are inconsistent with organizations' formal accounts. Both approaches stress the role of culture in shaping organizational reality. These similarities are an indication that there will be much continuity between old and new institutionalisms.

Table 2.1: The Old and New Institutionalism (Powell and DiMaggio, 1991 p.13)

	Old	New
Conflict of interest	Central	Peripheral
Source of inertia	Vested interests	Legitimate imperative
Structural emphasis	Informal sector	Symbolic role of formal structure
Organization embedded in	Local community	Field, sector or society
Nature of embeddedness	Co-optation	Constitutive
Locus of institutionalization	Organization	Field or society
Organization dynamics	Change	Persistence
Basics of critique of utilitarianism	Theory of interest aggregation	Theory of action
Evidence of critique of Utilitarianism	Unanticipated consequences	Unreflective activity
Key forms of cognition	Values, norms attitudes	Classification routines, scripts, Schema
Social psychology	Socialization theory	Attribution theory
Cognitive basis of order	Commitment	Habit practical action
Goals	Displaced	Ambiguous
Agenda	Policy relevance	Disciplinary

Scott and Meyer (1991) view the old institutionalism as political in the analysis of group conflict whereas new institutionalism underrates conflicts of interest within and between organizations, or else notes how organizations respond to such conflicts by

developing highly elaborate administrative structures. Although both old and new approaches share the view that institutionalization constrains organizational rationality, Zucker asserts, that the “old institutionalism emphasises the vesting of interests within organizations as political tradeoffs and alliances, while new institutionalism stresses the relationship between stability and legitimacy and the power of common understandings that are seldom explicitly articulated” (Zucker 1983, p. 5). In the treatment of organizational structure, Selznick pointed out that the old institutionalism highlighted the ‘shadow land of informal interaction’ influence patterns, coalition and cliques particularistic elements in recruitment or promotion (Selznick, 1949, p. 260). Meyer and Rowan (1991), Powell and DiMaggio (1991) assert that new institutionalism locates rationality in the formal structure itself, attributing the diffusion of certain departments and operating procedures to inter-organizational influences, conformity, and the persuasiveness of cultural accounts rather than the functions they are intended to perform (Meyer and Rowan, 1991; Powell and DiMaggio, 1991). Selznick, Gouldner, Dalton and Clerk describe the organizations as those that are embedded in the local communities which they are tied by the multiple loyalties of personnel and by inter-organizational treaties hammered out in the face-to-face interaction (Selznick 1949; Gouldner, 1954; Dalton, 1959; and Clerk, 1960a).

Old institutionalism regarded organisations as units that were institutionalized and key loci of the process (Selznick, 1949). On the other hand new institutionalism view institutionalization as occurring at the sectoral or societal levels and as a result interorganizational in locus (Powell and DiMaggio, 1991; Zucker, 1991; Scott, 1991). The old institutionalism viewed organizations as organic whole, while new institutionalism treats them as loosely coupled arrays of standardized elements. In the old institutionalism, Selznick (1949, p.182; 1957, pp. 38-55) postulated that institutionalization established a unique organizational “character crystallized through the preservation of custom and precedent”, while in the new institutionalism, Powell and DiMaggio (1991, ch. 3), Zucker (1991, ch. 4) and Scott (1991, ch.7) assert that “institutionalization tends to reduce variety, operating across organizations it tends to override diversity in local environment”. Scott and Meyer (1991) view new institutionalism as charting non-local environments of societal sectors or organizational fields roughly associated with the boundaries of industries, and profession.

Zucker (1991, ch. 4) argues that new institutionalism emphasizes homogeneity of organizations and stresses the stability of institutionalized components. Selznick points out that for the old institutionalism, change was endemic part of the organization’s evolving adaptive relationship to its local environment (Selznick 1957, p. 39). Although both old and new institutionalisms reject a view of organizational behaviour as merely a sum of individual actions, they differ in some ways. The old institutionalism has fewer problems with the assumption that individuals pursue

material and especially ideal interests. Meanwhile Zucker (1991, ch. 4) and Japperson (1991, ch. 9) argue that the new institutionalism's rejection of intentionality is founded on an alternative theory of individual action. This theory stresses the unreflective routine, taken-for granted nature of most human behaviour and views interests and actors as themselves constituted by institutions (Zucker, ch. 4; Japperso, ch. 6). There is a big gap between the old and new institutionalism in their conceptions of the cultural or cognitive bases of institutionalized behaviour. In the old institutionalism, the salient cognitive forms were values, norms, and attitudes. Selznick (1957, p.17) is of the view that organizations became institutionalized when they were "infused with value" as ends in themselves.

2.1.1 The concept of an institution

One of the definitions of the institution in "The Oxford English Dictionary" is as follows:

"An established law, custom, usage, practice, organization, or other element in the political or social life of a people; a regulative principle or convention subservient to the needs of an organized community or the general ends of civilization."

However, there is no single and universally agreed definition of an 'institution' in the institutional school of thought. I have presented the following definition because it is composed of all the elements associated with institutions. It provides insight from the institutionalism point of view into the elements composing the institution and enabling them to function is suggested by Scott:

"Institutions are social structures that have attained a high degree of resilience. They are composed of cultural-cognitive, normative and regulative elements that together with associated activities and resources, provide stability and meaning to social life. Institutions are transmitted by various types of carriers including symbolic systems, relations systems, routines and artefacts. Institutions operate at different levels of jurisdiction from the world system to localized interpersonal relationships. Institutions by definition connote stability but are subject to change processes, both incremental and discontinuous". (Scott 1995, p.33, 48)

Teubner (1986) and Robinson (1991) refer to institutions in political science as formal structures such as a parliament, social class, law and markets, while in sociology March and Olsen refer to it as an organization and they also define it firstly as a collection of norms, rules, undertakings and routines. Secondly, 'collections of interrelated rules and routines that define appropriate actions in terms of relations between roles and situations. The process involves determining what the situation is, what role is being fulfilled, and what the obligation of that role in that situation is' (March and Olsen, 1989, pp. 21-26). Thirdly, 'political institutions are collections of

interrelated rules and routines that define appropriate action in terms of relations between roles and situations,’ and ‘institutions have a repertoire of procedures and they use rules to select among them’ (March and Olson 1989, pp.21-22). Fourthly, institutions are defined by their durability and their capacity to influence behaviour of individuals for generations (March and Olsen 1996, p.99). Lastly, institutions possess an inherited legitimacy that commits their members to behave in ways that may even violate their own self-interest (March and Olsen, 1989, pp. 22-23). However, Peters (2005, p. 29) argues that although these multiple definitions of an institution are clear in their subject approach, questions such as the boundary of ‘appropriate’ and the sort of relationships among rules and routines being spoken about remain unanswered.

2.1.2 Formation of institutions

Scholars of institutional theory, namely, Meyer and Rowan (1977); Zucker (1977, 1983); DiMaggio and Powell (1983); Meyer, Scott and Deal (1983); Tolbert and Zucker (1983); and Scott (1987), have contributed to the causes of institutionalization in organizations and the processes by which organizations acquire social acceptability and endorsement as a result of conformity to the norms and expectations of the institutional environment. The rules and norms are viewed by March and Olsen (1989), as important to the nature of institutions. They also argue that institutions derive a good deal of their structures of meaning, and other ‘logic of appropriateness’, from the society in which they are formed (March and Olsen 1989, pp. 17-19. They point out that all organizations establish routines and use them to monitor and react to changes within their working environment. The organizations spell out the routines in several ways, and as they become more established and have some greater meaning attached to them, the degree of institutionalization within the structure increases (March and Olsen 1989, pp.22-24).

According to Peters (2005, p.34), an institution is created when a formal structure has meaning for the members, and when those members begin to believe that the structure is something more than a means to an end. The institution will therefore be able to motivate the members – through its logic of appropriateness – to a greater extent than a simple mechanical organization would. He argues that in order for the process of institutionalization to take place there must be conscious decision to create an organization or an institution for a specific purpose and secondly to fashion the institution over time and to saturate it with certain values. He also sees the possibility of substantial deviation in values as the original founders must implement their ideas within the context of a developing organizational structure. This implementation process requires interactions with other individuals, and hence some value drift may be expected unless there are clear means of control over the members. No matter how careful the selection of those individual members of the organization may be, there are almost certain to be some differences in values and perceptions. That difference, Peters goes to say, will influence the way in which institutional values are interpreted, and

will generate a political process that will tend to result in some modifications of the initial constellation of institutional values (Peters, 2005, p. 34).

2.1.3 Institutional change

Scott argues that institutions do not emerge from a vacuum. They always challenge, borrow from the previous institutions, and to a certain extent displace them. He refers to institutional creation as the process and conditions giving rise to new rules and associated practices. He further defines the study of institutional change as an existing set of beliefs, norms and practices which comes under attack, undergoes delegitimation, or falls into disuse, to be replaced by new rules, forms, and scripts (Scott 2001).

Changes in institutions are identified by Boin and t 'Hart (2000) as those caused by crises that may arise from a growing mismatch between environmental conditions and demands, and the normative orientations of the institution. From this perspective, Peters argues that the principle task facing the leaders of an institution is the effective management of the crisis and the reformulation of the institutions by changing norms and expectations so that organizations could cope more successfully with external demands. He points out that leadership can also create change within an institution through the efforts of individuals. He then refers to the capacity of an individual either in a nominal role of leadership, especially within a large institution, or one possessing exceptional personal capabilities as being able to create institutional change (Peters, 2005 pp. 36-38).

Japperson (1991) and DiMaggio (1998a) identified four processes of institutional change which are based on the principle that every entry is an exit from some place else. The processes include institutional formation, institutional development, deinstitutionalization, and reinstitutionalization. Institutional formation is either from social entropy (a doctrine of inevitable social decline and degeneration), from non-reproductive behavioural patterns, or from reproduction patterns based upon 'action'. Institutional development also referred to as institutional elaboration, represents institutional continuation rather than an exit; it is therefore a change within an institutional form.

Oliver defines deinstitutionalization in several ways: first, as a process by which the legitimacy of an established or institutionalized organizational practice discontinues. Second, she sees it as a delegitimation of an established organizational practice that is a result of the failure of organizations to reproduce previously legitimate or taken for granted organizational actions when they face this challenge. Third, it is interpreted as a process whereby institutions become weak and then disappear. She identifies the possible pressures that cause deinstitutionalization as functional, political and social, which can be either internal or external. Oliver goes on to describe functional pressures as those that arise from perceived problems in the performance levels

associated with institutionalized practices (Oliver 1992). DiMaggio (1988a) and Zucker (1988) have identified several ways in which deinstitutionalization in relations to functional pressure may occur. They are of the view that it may be due to the redistribution of power when institutional structures are inadequate in their guidelines. There may be environmental changes such as competition on resources or unexpected events in the environment that challenge the sustainability of the institutional practices, norms and routines. However, Rowan (1982) argues that change may occur when an institutionalized activity is no longer rewarding. Political pressure is a result of shifts in political interests or underlying power distributions that provided support for existing institutional arrangements. Institutional practices will be displaced when the legitimacy of such practices is questionable. Furthermore he asserts that the political conditions under which this deligitimation may occur include performance crisis, growth in the criticality of the organizational members whose interests conflict with the status quo, pressure on organizations to adopt innovative practices, and a reduction in the dependence on the institutional constituents that have encouraged or enforced continuing procedural conformity with their expectations. He further defines social pressures are associated with differentiation of groups and the existence of differing and disagreeing beliefs and practices. The presence of multiple competing and overlapping institutional frameworks also weakens the institutions. Organizational practice is most likely to discontinue as a result of specific changes within an organization. State pressure for isomorphic change and conformity are powerful forces for deinstitutionalization of prior organizational traditions and customs. Reinstitutionalization represents an exit from one institutionalization and entry into another institutional from which is organized around different principles or rules (Rowan 1982)

2.1.4 Institutional isomorphism

The principle of isomorphism was first applied to organizations by Amos Hawley (1968) the human ecologist. He argued that the units that are subjected to the same environmental conditions and that interact frequently with it and between themselves acquire a similar form of organization. The ecologist argues that isomorphism was a result of competitive processes, as organizations were pressured to assume the form best adapted to survival in a particular environment. DiMaggio and Powell focussed on coercive, normative, and mimetic mechanism that “makes organizations more similar without necessarily making them efficient” (DiMaggio & Powell 1983, p. 147).

Scott argues that there is a similarity in the structural features of organizations that operate within the organizational fields. He gives an example whereby one university tends to resemble closely another university. He further emphasises that organizations must not only be recognized in terms of what competitive process they work at, but must show the structural features that make them both recognizable and in conformity with normative and regulative requirements. This goes a long way to explain observed similarities among organizations in the same arena (Scott 2001, p. 153).

Three mechanisms through which institutional isomorphic change occurs were identified by DiMaggio and Powell (1991 p. 67) as coercive isomorphism, mimetic isomorphism, and normative isomorphism.

2.1.4.1 Coercive isomorphism

Coercive isomorphism stems from the political influence and the problem of legitimacy. It is caused by either formal and informal pressures which may be executed either by force, persuasion, or invitations that are exerted on organizations by other organizations, upon which they are dependent, and by cultural expectations in the society, within which organizations function (DiMaggio and Powell, 1991 p. 67). In other circumstances, organizations may change as a direct response to government mandate. Pfeffer and Salancik have discussed how organizations faced with unmanageable interdependence seek to use the greater power of the larger social system and its government to eliminate difficulties or provide for needs. They observe that political decision makers do not experience directly the consequences of their actions, and political decisions are applied across the board to entire classes of organisations, which makes decisions less adaptive and less flexible (Pfeffer and Salancik 1978, p. 188-224).

2.1.4.2 Mimetic isomorphism

Mimetic isomorphism results from standard responses to uncertainty and it is one of the most powerful forces that encourage one organization to imitate another. March and Olsen (1976) assert that mimetic isomorphism may occur when the organizational technologies are poorly understood, or goals are ambiguous, or there is uncertainty in the environment. However, Cyert and March (1963) noted that mimetic behaviour is cheaper when an organization is faced with the problem of ambiguous causes or unclear solutions. There is a tendency for organizations to model themselves after similar organizations in their field that they perceive to be more legitimate or successful. DiMaggio and Powell (1991) are of the view that the ubiquity of certain kinds of structural arrangements can more likely be credited to the universality of mimetic processes than to any concrete evidence that the adopted models enhance efficiency.

2.1.4.3 Normative isomorphism

Normative isomorphism, also referred to as normative pressure, is derived from professionalization theory. Larsson (1977) and Collins (1979) interpret professionalization as the collective struggle of members of an occupation to define the conditions and methods of their work, to control “the production of producers” and to establish a cognitive base and legitimating for their occupational autonomy.

2.1.5 Summary: main concepts of new institutionalism used for the NLU investigation

This research seeks to study the background of the institutionalization of the NLU.

One of the key issues of the present development of the institutionalization of the NLU is sought within the theory of normative institutionalism (March and Olsen 1989; Peters 2005). I will therefore adopt the normative perspective because it relates to social environments and institutional development and plays a dominant role in the studies of organizational change.

The new institutionalism consists of different approaches and embraces a variety of definitions of the central concepts. Therefore, it is important to create a coherent conceptual framework that could be used as a foundation for this particular study of the National Library of Uganda.

New Institutionalism that was introduced in the previous chapter signifies a number of approaches to the understanding of the institutions in society. It is mainly a theory of individual action, which stresses the unreflective routine, taken-for granted nature of most human behaviour and views interests and actors as themselves constituted by institutions (Zucker, 1991). These are the most important aspects of new institutionalism that have determined the choice of the theory for this particular study. The individual actions of different actors and their perceptions of the situation as results of institutional influences that lead to institutional change is the focus of this study.

More concretely, the *normative institutionalism* approach is applied in this study. Normative institutionalism is one of the approaches to institutional phenomena, which views the norm of institutions as a means of understanding how they function and how they determine or how they shape individual behaviour (March & Olsen, 1984).

A number of concepts that are of importance to this study are explained in this sub-chapter. It focuses on the meanings of the basic concepts of the normative institutionalism (March and Olson, 1989) used in this research and depicts the relations between them that are essential for thesis design and the interpretation of its results.

Institution

One of the definitions of an institution within normative institutionalism is used in my study. It defines an institution as “a social structure that is composed of cultural-cognitive, normative and regulative elements that together with associated activities and resources provide stability and meaning to social life” (Scott 2001, p. 48). This definition equips a researcher with several analytical concepts that help to distinguish an institution and explore the transformations of it under a variety of pressures.

Within this definition we meet the concept of *Cultural cognitive elements*. These are understood as shared conceptions that constitute the nature of social reality and the frames through which meaning is constructed (Scott 2001, p. 57).

Normative elements are interpreted as normative rules that introduce a prescriptive, evaluative, and obligatory dimension into social life. Normative systems include both values and norms (Scott 2001, p. 54).

Regulative elements are the third central concept in the definition of an institution. They are conceptualized as the capacity of an institution to establish rules, inspect others' conformity to them, and, as necessary, manipulate sanctions – rewards or punishments – in an attempt to influence future behaviour (Scott 2001, p. 52).

There are two other important concepts that pertain to the concept of an institution. They are implied in the definition of normative elements provided above - and these are values and norms. *Values* are conceptions of the preferred or the desirable, together with the construction of standards to which existing structures or behaviour can be compared and assessed (Scott 2001, p. 54-55). *Norms* specify how things should be done; they define legitimate means to pursue valued ends (Scott 2001, p. 55).

Scott (2001, p. 52) has provided a comprehensive picture of how these three basic elements constitute an institution and manifest themselves within it (Table 2.2).

Table 2.2: Three Pillars of institutions (Scott 2001, p. 52)

	Pillars		
	Regulative	Normative	Cultural-cognitive
Basis of compliance	Expedience	Social obligation	Taken for granted Shared understanding
Basis of order	Regulative rules	Binding expectations	Constitutive schema
Mechanisms	Coercive	Normative	Mimetic
Logic	Instrumentality	Appropriateness	Orthodoxy
Indicators	Rules Laws Sanctions	Certification Accreditation	Common beliefs Shared logic of action
Basis of legitimacy	Legally sanctioned	Morally governed	Comprehensible Recognizable Culturally supported

I have chosen the normative elements as the central element of the study (in accordance with the normative institutionalism), however, regulative and cultural-cognitive elements will be explored whenever they emerge as relevant and enhance understanding of institutions under research. In addition to these elements of the institution the following processes constitute the core of the conceptual framework of this study:

Institutionalization

Institutionalization is a process by which organizations acquire social acceptability and endorsement as a result of conformity to the norms and expectations of the institutional environment (Meyer & Rowan, 1977; Zucker, 1977; DiMaggio & Powell, 1983; Meyer, Scott, & Deal, 1983; Tolber & Zucker, 1983; Scott, 1987).

Institutional change

Institutional change in my study is defined as a process, during which the existing set of beliefs, norms and practices comes under attack, undergoes deligitimation, and falls into disuse, to be replaced by new rules and forms (Scott, 2001).

Institutional development

This is a process of institutional change which can also be referred to as institutional elaboration. It is defined as a continuation of an institution rather than an exit from another institution; it is therefore means a change within an institutional form (Japperson, 1991 & DiMaggio, 1988a).

Deinstitutionalization

This is another process of institutional change which is defined in my study as a process by which the legitimacy of established institutionalized practices discontinues, as a result of challenges and failure of the institution to reproduce previously legitimated or taken-for granted institutional actions (Oliver 1992). There are various pressures that can cause deinstitutionalization namely: *functional, political and social* which can either be internal or external (Oliver 1992).

--*Functional pressures* are defined as those that arose from perceived problems in performance levels associated with institutionalized practices (Oliver 1992). The functional pressures in my study are identified by DiMaggio and Zucker as those which are due to the redistribution of power when institutional structures are inadequate in their guidelines. There may be environmental changes such as competition on resources or unexpected events in the environment that challenges the sustainability of the institutional practices, norms and routines (DiMaggio 1988a; Zucker, 1988).

--*Political pressure* is a result of shifts in political interests or underlying power distributions that provided support for existing institutional arrangements. Institutionalized practices will be displaced when the legitimacy of such practices is questionable. The political conditions under which this deligitimation may occur include performance crisis, growth in the criticality of the organizational members whose interests conflict with the status quo, pressure on organizations to adopt innovative practices, and a reduction in the dependence on the institutional constituents that have encouraged or enforced continuing procedural conformity worth their expectations (Oliver 1992).

--*Social pressure* means institutional practices discontinue as a result of specific changes within an institution (Oliver 1992).

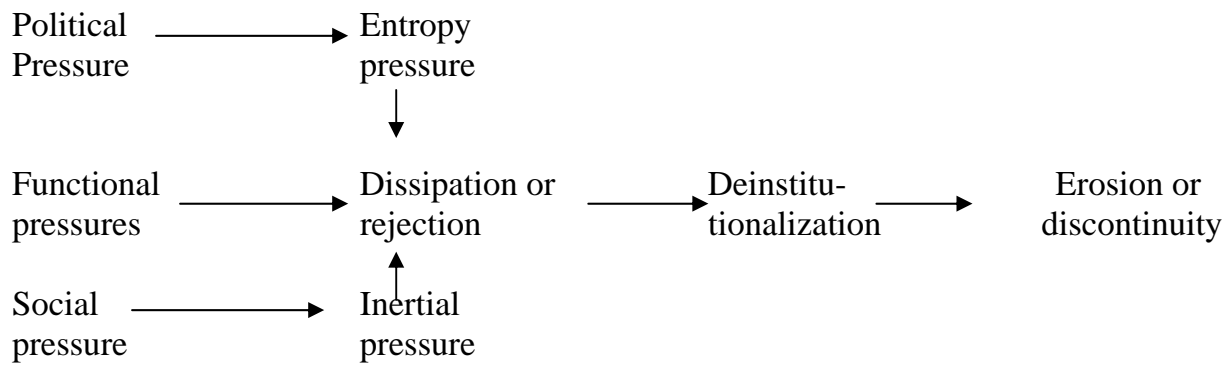


Figure 2.1: Pressures of deinstitutionalization (Oliver 1992, p. 567)

The causes of deinstitutionalization as outlined by Oliver are summarized in Figure 2.1 as political, functional and social pressures. The entropy pressures tend to accelerate the process of deinstitutionalization while inertial pressure tends to block it. The five pressures namely political, functional, and inertial and entropy determine the dissipation or rejection of an institutional practice. Dissipation is the gradual deterioration in the acceptance and use of a particular institutionalized practice. Indicators of deinstitutionalization include a significant reduction in either frequency of pervasiveness of an established organizational activity or a discontinuity in its use altogether (Oliver 1992, p. 566).

Table 2.3: Antecedents of deinstitutionalization (Oliver 1992, p. 567)

Level of analysis	Political pressure	Functional pressure	Social pressure
Organization	Mounting performance crisis	Changing economic utility	Increasing social fragmentation
	Conflicting internal interests	Increasing technical specificity	Decreasing historical continuity
Environment	Increasing innovation pressures	Increasing competition for resources	Changing institutional rules and values
	Changing external dependencies	Emerging events and data	Increasing structural disaggregation

Table 2.3 is a summary of political, functional and social pressures within an organization and its environment that are assumed to cause the deinstitutionalization of an established organizational practice. Both levels of analysis will be investigated in

this thesis. At the organization level of analysis, the political pressure includes mounting performance crisis, while the social pressure includes increasing social fragmentation. Under the environment level of analysis, the political pressure includes increasing innovative pressures; the functional pressure is composed of increasing competition for resources; while the social pressure include changing institutional rules and values, and increasing structural disaggregation (Oliver, 1992, p. 567).

Reinstitutionalization

This type of institutional change in my study represents an exit from one institutionalization and entry into another institutional form which is organized around different principles or rules.

I will also use the concepts of *Institutional isomorphism* that will guide the study through the process of change. Institutional isomorphism is a result of competitive processes, as institutions are pressured to assume the form best adapted to survival in a particular environment (Hawley 1968). DiMaggio and Powell focussed on *coercive, normative and mimetic* mechanisms (as defined in 2.1.4.1., 2.1.4.2, 2.1.4.3) that “make institutions more similar without necessarily making them efficient” (DiMaggio & Powell 1983, p.147).

Thus, the theoretical framework for my study consists of new institutional perspectives, which are explored in this chapter. This research is within the LIS field; but, I have employed new institutionalism approach which is derived from the field of political science. However, I postulate that national libraries are institutions within a society and, therefore this theoretical framework is applicable to their research.

2.2 Libraries and national libraries as institutions

Libraries and national libraries in particular are regarded as institutions. According to Scott (2001p. 48) an institution is a social structure that is composed of cultural - cognitive, normative and regulative elements that together with associated activities and resources provide stability and meaning to social life. National libraries are institutions which are defined according to their functions, applied standards of work, practices, tasks and methods. They are established by legislation and are affected by a variety of laws, e.g., legal deposit laws which outline their functions, resources, and rules. There is a specific necessity to understand the essence of a national library as an institution. The following overview of research and literature on national libraries will provide additional theoretical elements that serve this understanding and ground this research within library science. In addition, it should be noted that institutionalism approaches though limited or intuitive have been used for investigation of libraries. This sub-chapter also serves as a review of previous research and discussions.

2.2.1 Institutional approach in library research

Scott and Meyer (1991) view new institutionalism as non local environments or organizational sectors, or fields roughly associated with the boundaries of industries, profession, or rational societies. The library sector fits within this understanding as it is composed of organisation with certain common features and is associated with profession as well as certain type of service sector (industry).

Normative institutionalism as a theoretical framework (March and Olsen, 1989) is increasingly being used in the field of library and information science since the last decade, especially in the Scandinavia. Normative institutionalism has particularly been used in public library research, and specifically, on changes in public libraries.

In his study Audunson (1999, p. 523-524) based his research on the assumptions, that public libraries have to handle changes, which systematically occur in developed countries due to digitization, new media and information society; and that public librarianship constitutes an institutionalized professional field with norms and standards describing appropriate professional behaviour. He examined and compared three metropolitan public library systems in Oslo, Budapest, and Gothenburg (Audunson 1999, p. 524). His conclusion was that the institutional theory which deals with structural power of norms and standards was for the first time tested in the differing contexts characterised by varying degree of administrative and political turbulence. This made a theoretical significance of the research. The institutional approaches, which were tested, made a contribution to theoretical approaches in LIS. In addition, this study was of practical importance for the public library managers who are trying to cope with change (Audunson 1999, p. 549).

In the study that emanated from the experience of establishing joint use libraries in Sweden, Hansson (2006) claimed that creating a joint use library from one public library and one academic library can be challenging due to differences in institutional logic and affiliations. This is because public libraries are viewed as political institutions while academic libraries as belonging to “science” or “education”. The study employed normative institutionalism by March and Olsen (1989) as suitable for the analysis of libraries and issues related to their institutional characteristics. Furthermore, “it combines reciprocity of social environments and institutional development with the importance of shared values and meaning between members of an institution, to create an understanding of the problems that make joint use libraries something more than just issues of administration” (Hansson 2006, pp. 551-552). He concluded that “the processes and conflicts described in the study are a result of conscious choices by professional participants in the creation of joint use libraries. The normative foundation and the establishment of logic of appropriateness of joint use libraries are complex issues, which must be carefully considered and studied within librarianship and future LIS research”(Hansson, 2006, p. 565).

2.2.2 The origins of national libraries

Looking through the literature I have realized that little research has been published in English on national libraries as organisations and institutions. Most of the literature retrieved describes various national libraries, their functions, norms, values, and activities without relating them to any theoretical approaches. As I am investigating the process of the establishment of a national library, I was interested in previous explanations of their origin.

The history of the national libraries of the world is categorized by Goodrum (1980) into three generations. The first generation of national libraries was established in the spirit of nationalism and came into existence between the sixteenth and the seventeenth centuries. Their collections began with acquisition of royal holdings, e.g, in France, while others with acquisition of large private libraries namely the Library of Congress with Thomas Jefferson volumes in the United States, and the British Museum with Sir Hans Sloane collections in Britain. At the beginning of the twentieth century, some national libraries were divided into separate elements, located in various parts of the nation, namely the British Library decentralized its services, by establishing the National Library of Wales in 1909, and the National Library of Scotland in 1925 (Goodrum, 1980p. 392). This first generation of national libraries were established according to the *regulative* pillar of institution where the *basis of compliance* was *expedience*. This means that these countries took the advantage of the already existing collections to establish their national libraries.

Goodrum's second generation of national libraries came into existence between after the Napoleon period and the end of the World War II. Although their development is similar to that of the first generation, they emerged as quite different institutions. In Latin America, national libraries were started as literary and historical collections housed in splendid buildings, but changes of governments led to reduced funding and variation of staff. The collections were frequently dispersed and were forced to begin all over again. Most Latin American national libraries had old history but their collections were quite new (Goodrum, 1980, pp.392-393). The *mechanism* of the establishment of these national libraries was *mimetic* because they closely resembled the first generation of national libraries in reasons of creation and origin from the elitist book collections. However, the *mechanism* of establishing the national libraries became *coercive* because of the change in governments, reduced funding, variation of staff and frequent disperse of the collections that led to starting new collections from the beginning over and over again. National libraries of Canada, Australia, and New Zealand were established by governments to support parliaments and to aid the legislature. The *logic* of establishing these national libraries was *instrumentality* as they were established to serve the parliamentarians.

The third generation of the national libraries were established at the end of World War II, mostly in the newly independent countries of the Sub-Saharan Africa. They came

into existence as integrated systems with headquarters at the national capital and a network of libraries in the provinces and districts. These libraries were government institutions and were expressions of emergent nationalism, symbols of national pride, prestige and status together with national archives, national theatres, and national museums (Goodrun, 1980 p. 393). The establishment of this third generation of national libraries grounded in the *basis of compliance* was a result of *social obligations and binding expectations*. This means that the libraries were imposed on Sub-Saharan countries by the colonialists and were obliged to have national libraries

There are several reasons behind the establishment of the new generation of national libraries. The IFLA/UNESCO pre-session seminar on the role and objectives of the national libraries in the new information environment, held in Moscow in August 1991, used the *coercive mechanism* when it suggested that every country should establish a national library as *a social obligation*. It further encouraged national libraries without legal deposit acts or with outdated legislation to urge their governments to adopt laws ensuring efficient fulfilment of national library functions. This was done on the *basis of legitimacy* so that the national libraries became *legally sanctioned* and *morally governed*. Together with the national museum and the national archives, the national library became a physical manifestation of the national culture. Thus the national library acquired the status of an institution on the *basis of legitimacy*; it became *comprehensible, recognizable and culturally supported* not only on the national but also on the international level.

2.2.3 The concept of a national library

Various conferences and publications have discussed the concept of a national library. It is difficult to determine a common definition which makes a national library national as they differ greatly from one another in distinguishing of their origins, functions and status in respective countries. However, Schick (1971) provides a definition of a national library which is still widely cited and puts emphasis on the functions related to heritage and to the infrastructure:

“Libraries which, irrespective of their title, are responsible for acquiring and conserving copies of all significant publications published in the country and functioning as a 'deposit' library, whether by law or under other arrangements. They will also normally perform some of the following functions: produce a national bibliography; hold and keep up to date a large and representative collection of foreign literature, including books about the country; act as a national bibliographical information centre; compile union catalogues; and publish the retrospective national bibliography” (Schick 1971, pp.8-9).

As we see, the national libraries are basically defined according to their *activities (functions), values, legislation* and other *norms*. As we have seen the existing

overview of the origins of national libraries can easily be interpreted in the light of new institutionalism. Therefore, we can assume that there is an underlying intuitive understanding of a national library in this institutional sense. My institutional approach to the concept of a national library will deepen this understanding of the national library as an institution, which is defined by Scott as a social structure that is composed of cultural cognitive, normative and regulative elements that together with associated activities and resources provide stability and meaning to social life (Scott 2001).

2.2.4 Functions of a national library

National libraries perform different roles depending on the historical, social and economic background of the country. Humphreys (1966 p. 159) identified several functions of a national library by dividing their activities into three categories (Table 2.4). The essential functions include outstanding and central collection of the national and foreign literature, legal deposit, publication of the national bibliography, national bibliographic information centre, publications of catalogues and exhibitions. The desirable functions include inter-library lending, collecting manuscripts, and research on library techniques. The non-essential functions include international exchange service, distribution of duplicates, books for the blind, professional training and assistance in library techniques. This categorization failed to satisfy many national libraries.

Table 2.4: Categories of the functions of a national library Humphrey 1966, p.159)

Essential	Desirable	Non-essential
Collection of national and foreign literature	Interlibrary lending	International exchange services
Legal deposit	Manuscripts collection	Distribution of duplicates
Publish national bibliography	Research on library techniques	Books for the blind
National bibliographic centre		Professional training
Publish catalogues and exhibitions		Assistance in library techniques

Several seminars and meetings of experts in Asia and Africa discussed among others the functions of national libraries. During the Manila Regional Seminar on the Development of National Libraries in Asia and the Pacific Area in 1964 by UNESCO (1964), the delegates came up with several functions. These functions included providing leadership among the national libraries, serving as a permanent depository for all publications issued in the country, acquiring other types of materials, providing bibliographic services, serving as a coordinated centre for cooperative activities and providing services to governments.

The Meeting of Experts in Asia, Colombo, 1967, laid emphasis on the role of national libraries in planning for library and development (UNESCO, 1968). The experts described the national library as an organization with dynamic leadership geared towards the preservation of the national culture, the development of appropriate systems and procedures which would make available the total library resources of the community, and the establishment of the relations with national libraries of other countries. In 1970, the meeting of Experts on National Planning of Documentation and Library Services in Africa held in Kampala considered the national library as performing the coordination of library development (UNESCO, 1970). The Meeting of Experts on National Planning of Documentation and Library Services in Arab Countries, held in Cairo in 1974, supported the views of the Kampala Meeting, though it had introduced the concept of Universal Bibliographic Control with the objectives that should be achieved by a national library (UNESCO, 1974).

Line (1988) revised Humphreys' (1966) statements on the functions of a national library as a central collection of nation's information media built up by legal deposit and including duplicates for purposes of loan and photocopy, a central loan/photocopy collection of foreign literature designed to satisfy a high proportion of the more vital and urgent documents needs of the population efficiently and speedily. He further outlined the functions of a national library in planning and coordination of inter-library loan as a supporting system to the duplicate national and foreign collection, as a publisher of the national bibliography both current and retrospective, and as a national bibliographic centre. Other functions included planning and coordinating access to databases and the use of bibliographic information resources, national repository for the receipt, storage and preservation and supply by loan or photocopy of items withdrawn from other libraries, and exchange centre for national and international publications. The by-product functions include publication of catalogues of national libraries, exhibitions, research into library techniques, professional training, collecting of information media relating to the country but issued elsewhere, books for the blind and collections of manuscripts. In some countries, the functions of national libraries such as collection of national imprint and compiling national bibliographies are carried out by other institutions, such as national press archives or university libraries (Line 1988).

In his study, Al-Nahali suggested three goals that can be achieved in terms of operational functions in the developing countries:

“The first goal is to provide a comprehensive central collection of the country's literature, including all information production, and to conserve it as a national heritage for future generations; and to ensure the availability of and accessibility to the world's literature on the country and other subjects in accordance with the nation's needs. The second goal is to provide the necessary bibliographic tools that will make foreign

literature accessible inside and outside the country, control the country's literature and information production, and record bibliographic data in a unified, standard form. The third goal is to provide dynamic leadership in the establishment of a nationwide system of library and information services, and to supply the techniques, technologies and manpower required for their development.” (Al-Nahali 1987, p. 36-37).

The functions related to the three goals have been elaborated in Table 2.5 below:

Table 2.5: Functions of a national library

Central collection of national literature	National bibliographic centre	Leadership
Legal depository	Production of a national bibliography	Provide leadership to other libraries
Act as a the central collection of foreign literature: about the country and by the country's authors living abroad	Development and maintenance of a bibliographic data base relevant to the country	Participate in the planning of library services in the country
Provide access to the national union catalogue	Production of a national Union catalogue	Provide assistance in information handling techniques
Collection and preservation of the country's manuscripts	Planning and Coordinating inter-library lending	Conduct research on library techniques
Access to international data bases	Administration of a program for generation of cataloguing as a part of a published book and other information sources	Provides services to the government
Provide books for the blind and handicapped	Formulation of national standards for information handling	Provide professional training
	Provide indexing services to articles in the country's periodicals and newspapers	
	Acting as a centre for the exchange of publications nationally and internationally	

The challenges faced by national libraries in Africa were identified by Lor as: multiplicity of language, poorly developed book industry, low literacy rates, lack of reading culture, poorly developed transport, communication and telecommunication infrastructure, low education standards, unfavourable exchange rates for the importation of books, and the general public unaware of the role that libraries and information services play in national development (Lor 2003, p. 143). He identified three national library orientations:

Heritage orientation is whereby the clients of a national library are *learned* scholars and *researchers*. The emphasis is on the collection. The services offered by the national library with heritage orientation include: collecting the country's output of non-print materials, collecting material published in other countries about the country and produced by the country's writers, or in the country's unique languages, recording and documenting indigenous knowledge, recording and documenting oral history, preventing the loss of heritage materials such as the manuscripts and archives of the nation's famous authors by sale to foreign collectors and institutions.

Infrastructure orientation of national library has *librarians* as clients and the emphasis on *leadership*. The services offered by this type of library include compiling the national bibliography, serving as a national bibliographic agency administering ISBNs and ISSNs, producing national union catalogue, organizing international inter-lending, building a collection of foreign literature, and coordination exchange of publications in the country.

Comprehensive national services orientation has people as clients and the emphasis is on *service delivery to end users*. The services offered by this orientation include: public libraries, legislature libraries, government ministries, prison libraries, hospital libraries and book mobiles and book boxes.

Lor posed a question: "given the challenges faced by national libraries in Africa, which of the three orientations would best meet Africa's needs?" (Lor 2003, p. 143) The three orientations of the national libraries and the services they offer, I have tabulated the order of the appropriateness to the African libraries (Table 2.6).

Table 2.6: Roles and functions of national libraries to be considered most appropriate in Africa

	Orientation	Client	Emphasis	Services
1.	Comprehensive national library service	People	Service delivery to end users	Public libraries
				Legislature libraries
				Government ministries
				Prison libraries
				Hospital libraries
				Book mobiles
				Book boxes
2.	Infrastructure	Other libraries	Leadership	Compile national bibliography
				National bibliographic agency
				Administer ISBNs and ISSNs
				National Union Catalogue
				International inter-lending
				Collection of foreign literature
				Coordinate exchange of publications in the country
3.	Heritage	Learned scholars and researchers	Collections	Collect the country's output of non-print materials
				Collect material published in other countries about the country by the country's writers, or in the country's unique languages
				Record and document indigenous knowledge
				Prevent loss of heritage materials manuscripts and archives of the nation's famous authors by sale to foreign collectors and institutions
				Repatriation of published and unpublished materials reflecting the history and culture of the country

Looking at the various functions of national libraries as outlined by different authors, one can see that national libraries are institutions according to the *logic of appropriateness* of the *normative elements* (Scott, 2001). Normative elements are defined as the rules that introduce a prescriptive evaluative and obligatory dimension into social life and in this case regulate the life of the national libraries. Humphrey (1966) outlined the functions of national libraries according to essential, desirable and non-essential. He, therefore, divided the functions of the national libraries according to the *values* – that is according to the conceptions of preferred or desirable. At the same time he constructed certain standards, which can be used for the comparison and assessment of the national libraries. On the other hand, Lor (2003) divided the functions of national libraries into three categories: comprehensive national service, infrastructure and heritage. He therefore defined the functions of national libraries according to the *norms* by specifying how things should be done.

2.2.5 Institutional changes in national libraries

This section discusses the research done on the institutional change process of which the national libraries of Europe have undergone over time. The national libraries do not remain static after creation. Occasional research reveals that they are bound to change under a variety of circumstances in many places. Some of this research revealing the reasons and pressures that led to these changes is presented below.

Most national libraries of Europe belong to Goodrum's (1980) first generation of national libraries. They were established during the fifteenth and the sixteenth centuries comprising of first collections that belonged to the royal families; and from the new institutionalism perspective, these national libraries underwent institutional change (Scott, 2001). This means that they did not emerge from a vacuum; rather, they displaced the previous institutions namely the royal libraries. One of the late arrivals on the stage, the Swiss National Library, was established by the Federal government in 1895 (Jauslin 1996) and was legally sanctioned by law of 1911 to collect literature produced in Switzerland, written by Swiss authors, or published about Switzerland. From the 1970s institutional changes occurred in the Swiss National Library

“Due to financial situation of the national government, on which the library depended, forced it to cut back its services sharply. Drastic budget reductions, a strict freeze on personnel, an inefficient global strategy, and a total failure to anticipate the age of information technology led to a disastrous situation. The smooth harmonious development previously enjoyed by the institution ground to a halt. As the national library let itself fall further and further behind the other libraries in the country, its role as a leader rapidly eroded” (Jauslin 1996, p. 113).

The Swiss national library was deinstitutionalized due to the functional pressure in 1989, when it was merged with the Swiss National Museum, and the Office for the Promotion of Culture to form the Federal Office of Culture.

Institutional changes occurred in national libraries of Europe through mergers with or a separation from university libraries by parliament decrees as was identified by Cotta-Schonberg and Nielsen (2008, p.2). The Icelandic National Library was founded by German and Danish benefactors in 1818 and the legal deposit was enacted in 1874. The university library was established in 1940 and was legalized as a depository in 1941. A committee was nominated by the Minister of Education in 1956 to explore the advantages of merging or partial merging the national library with the university library. The committee proposed amalgamation of both libraries. In 1957, the Icelandic Parliament, (Althingi) resolved to do so with the national library as the main library and the university library as a reference and students library integrate the National Library of Iceland and the University of Iceland Library. The collaboration was to start immediately to be followed by subsequent integration. From the start, both libraries faced *functional pressure*, because of the growing problems of lack of accommodation and resources to maintain the two big research libraries separately. It was realized that it would be better to merge the two libraries organizationally and financially in order to obtain better use of the the collections, better use of staff and merging of the offices of teh national librarian and the university librarian In 1966 the Ministry of Education recommended the integrated library to be placed in a new building near the university. It took a whole generation before a new building was finished in 1994 when the national and university library of Iceland opened as one library institution (Cotta-Schonberg and Nielsen (2008, p. 3).

The Danish Royal Library acquired legal deposit in 1697 and was opened to the public in 1793, and these two measures formed the basis of its development as the national library. In 1938, the University of Copenhagen library split into two parts namely the UL1 for humanities, social sciences, law and theology and UL2 for the natural sciences and medicine. The UL2 moved to a separate building on the new science campus of the University of Copenhagen. The Ministry of Culture merged the Royal Library with UL1 in 1989. The motivation of merging these two institutions was basically *social pressures* due to the presense of mulitple competing and overlapping institutional frameworks regarding the fields of theology, humanities, law and social sciences. However, according to Cotta-Schonberg and Nielsen, the major factor of the decision process was *normative isomorphism* due to the insistence of the new Royal Librarian who made it a condition for staying in the job. He struggled to define the conditions and methods of his work by making a clear division between the functions (Cotta-Schonberg and Nielsen, 2008, p. 49). In 2005, the Minister of Culture merged the Royal Library with the UL2 at that time the Danish research library for science and medicine in order to consolidate the cultural institutions uner the Ministry. The motivation for this merger can be explained as the *politcal pressure* exerted on the libraries in order to adapt innovative practices, thus stringthening libray services to the University of Copenhagen and to create a new organization with an extensive resource base for innovative development and quality improvement. In Switzerland, Iceland and

Denmark, social pressure of deinstitutionalization occurred because of the disruption of the institutions' historical continuity during the mergers (Oliver 1992, p575).

In Sweden the legal deposit to the royal library was decreed in 1661, thus creating the basis of its functions as a national library which was formally established in 1877. In the same year, the Stockholm University Library was established. In 1953, the Royal Library became the university library for humanities and social sciences. Cotta-Schonberg and Nielsen (2008, p. 5) noted that over the years, staff at the university increasingly felt the need for a clear division of responsibilities between the Royal Library and the library function at the university. There was normative isomorphism as the library professionals at the university collectively struggled to define their occupational autonomy from the royal library (Larsson & Collins, 1977). The Royal Library gave up its functions as Stockholm university library in 1977, and Stockholm University Library was established as a separate institution.

The University of Oslo was established by a royal decree in 1811 and in 1815 it was given the function of a national library. This arrangement as noted by (Cotta-Schonberg and Nielsen (2008, p. 6) ceased to be advantageous. This was firstly due to the *functional pressure* of the competition for funds between the national and the university library function of the library, which led to the underdevelopment of the national function consistently. The rationale of one major library evaporated due to more than 400 academic libraries built all over Norway. One also can detect some *mimetic isomorphism*, because the importance of the national library function had developed to such an extent that it could easily justify the existence of a separate institution as was the case in most European countries. Thus, Norway wanted to have an institution similar to the other national libraries of Europe. In 1984, the Parliament agreed to establish a separate national library. This decision was taken also due to the economic and unemployment pressures after the closure of the steel mill in Mo i Rana, in the northern part of Norway and the region was facing economic disaster (Rugaas 1990, p. 42). A solution was found by using the the premises of the steel factory for housing essential functions of the national library, namely, for archiving the legal deposit and equipping the laboratories for digitization processes. It had to be paid by the wealthy Ministry of Business and not by the poor Ministry of Culture and Education. In 1994, the National Library of Norway was located in Oslo and in Mo i Rana (Cotta-Schonberg & Nielsen 2008, p. 6). In 1999, the university library functions were moved into a new building. In 2005, the national library opened in a restored new national library building. This is an indication that the fully fledged National Library of Norway was established due to the *functional pressure* (Oliver, 1992) of the changes in the economy of the country. These functional pressures (DiMaggio 1988a; Zucker 1988) were a result of the environmental changes such as competition for resources and unexpected events in the environment that challenged the sustainability of the institutional practices, norms, and routines. Secondly, there was the *political pressure* due to the shifts in political interests and underlying power distributions that

provided support for existing institutional arrangements. In conclusion, many national libraries of Europe belong to the first generation of national libraries as they initially were established on the basis of royal collections. They went through the process of *functional and political pressure* to merge with or disassociate from the metropolitan university libraries under a variety of external and internal pressures.

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I have tried in this chapter to combine together the theory of new institutionalism with the studies of national libraries and reflect on the suitability of this theoretical framework for investigation of this specific type of libraries. The previous research and the interpretation of many different examples presented in this part shows that it is

possible to apply the institutionalism for understanding the change processes in national libraries. I decided that it may be suitable not only in the context of Western countries, but also for African library sector, as the concepts of institutionalism are quite abstract and seem to be culture and environment independent.

3. HISTORICAL CONTEXT OF LIBRARIES IN UGANDA

This chapter introduces a short overview of the historical setting in Uganda, in which the first libraries were created and then developed into a complex library sector. Within it the idea of a national library was born and efforts to implement it were undertaken over the years.



Uganda is set in the heart of Africa across the equator with 236,860 sq miles (91,249 sq. km). 17% of the country is covered by swamps and water, while forest reserves and national parks cover about 12% (Figure 3.1). The population is 31.9 million with 89% living in the rural areas. The annual growth of the population is 3.1% (UN 2008, p.90).

Figure. 3.1: Map of Uganda

The library sector in Uganda was developing from 1922 to 2007 within certain political, economic, educational, and cultural environment. A closer look at the development of the library sector and national library ideas reveals four periods that differ significantly from one another mainly with regard to the role played by the libraries in this complex societal environment of a particular time.

The first period started from the 1840s and ended in 1945. At this time Uganda was opened to the outside world by explorers, missionaries and traders. The private book collections mainly served the needs of the white colonists. However, from 1922 to 1945, the first libraries were established in the country and the foundations for library work were laid out.

The second period from 1946 to 1962 is marked by the establishment of public libraries and their spread until Uganda achieved its independence from the British rule.

The third period from 1963 (after getting independence) to 1985 was characterized by the development of various libraries in very unstable and dangerous environment. In 1971 Amin took over government through military coup. Confusion reigned within the country, but also long-term planning was introduced as an idea and practice into all

sectors of life, including libraries. In 1972 the Asians were expelled from the country and the regime of Obote II lasted till 1985.

Finally, the fourth period started in 1986 when Museveni took over government through a guerrilla war and a more stable period in the country started. This period was beneficial for the development of library sector that grew and diversified. This period lasts until present time. In 1997, the Local government Act was put in place and led to the decentralization of public services. Local governments took over most public services, including public libraries. Illomo (1985, p. 98) suggests that the history of libraries in sub-Saharan African countries is quite short; because Africa's economic development was held back and started late. Therefore, the limited resources were invested in agriculture and industry that produce material goods quickly. The same is true for Uganda.

3.1. First period: emergence of the first libraries (ends 1945)

The first period is longest, but from the point of view of librarianship it is the poorest one. I present here a short overview of the country's history to illustrate the tradition of governing, education and culture that has been established to a large extent during these formative years. The review is based on the historical material published elsewhere. It includes the most important facts of political and economic life of the period as a background to the state of education and publishing that serves as an immediate context for establishment of libraries.

3.1.1 Politics/economy

Uganda consists of people of different nationalities and religions just like other African countries. There two major linguistic groups namely, the Nilotics in the north and the Bantu in the south. The Bantu speaking peoples migrated to the area now called Uganda in 500B.C. and by the fourteenth century the kingdoms of Buganda, Bunyoro and Ankole were dominant in the area (Uganda, 2009). They were politically well developed with centralized political systems. These states had kings, *nkiiko* (parliaments), a hierarchy of chiefs and laws that governed the relationship between the rulers and the ruled. In the north and east there were segmental societies (Mutibwa, 1992). The first outsiders to enter Uganda in the 1840s were the Arabs in search of slaves and ivory. They were followed by the British explorers Speke, in 1862, and Stanley, in 1875, searching for the source of the River Nile. Although Speke and Stanley came as explorers, their arrival signified the start of the colonial era. The political, social and economic changes in the kingdoms triggered by these first visits were further accelerated when the missionaries arrived by the invitation of Kabaka Mutesa I. The Protestant missionaries came to the country in 1877 and were followed by Catholic missionaries in 1879. In 1894, Buganda was declared a British Protectorate and by 1896, the British protectorate administration had extended its authority in most of the region and the name Uganda was adopted (Mutibwa, 1992). Protectorate here means that the British Government, as a governor of a strong nation, protected the weaker nation of Uganda.

In 1899, The British government appointed Harry Johnston as special commissioner to Uganda who had a mandate to recommend the most effective form of administration. The evident power of the local African kings convinced Johnston that control must be exercised through them. Buganda was the most affective kingdom; consequently, the Johnston policy became effective with the Buganda Agreement of 1900 (Uganda, 2007) With the signing of the Buganda Agreement, Buganda was put under the British rule, though most of the administrative structures were left under the native government of the Kabaka. Policies were made by the British and implemented by the Kabaka's government. In this agreement the British recognised the Kabaka's status and the authority of his chiefs and this rendered Buganda the political autonomy and turned it into a constitutional monarchy. In 1902, the Uganda Order in Council formalized the legality of British administration in the Protectorate (Kasozi, 1994).

The British respected the natives' claim to lands they cultivated and the British Crown claimed all lands not under cultivation. The British administration respected native law and left the traditional political institutions intact. To some extent this arrangement may be regarded as institutional development because it was a continuation of the Buganda administration rather than an exit from it to the British administration. Well organized administration of the kingdoms was recognized by the British as a convenient tool for governing of the territories. The chiefs' collective approval of the British Protectorate over the region was eased by Johnston's acknowledgement of their freehold right to the land, which was agreed upon by the chiefs although this concept was alien to African tribal traditions (Uganda, 2009). Similar agreements were made with the kingdoms of Toro in 1900 and Ankole in 1901, thus making a clear pattern of administration for the Uganda Protectorate. Kampala, the capital of Buganda was established by the British as the seat of their administration The British employed the Baganda as agents in the extension of colonial rule. By 1914, British administration was extended to the North and East of the Nile, but the lack of centralized local governing in these regions required that it executes direct administration of these territories (Mutibwa, 1992).

Two world wars did not affect Ugandan territory significantly, though some fighting between British and German soldiers broke out in the North of the country during the first one. During the second one, the troops from Uganda have fought in Ethiopia and Burma and a small number reached Europe as a part of allied forces. It is more important to mention that the war time (especially, the World War II period) required that British protectorates become as sufficient as it was possible and British policy was directed to this goal. This and the emergence of the first local educated generation led to the gradually increasing power of local actors in political sphere (in 1945 the first Africans were nominated to the Legislative Council) (Uganda, 2009)

White settlers never have become a significant power in Uganda, as they were encouraged to move into Kenya's highlands. From the beginning of the 20th century, the commissioner was of the view that Uganda was not suitable for the European settlement and, a few years before World War I, it was pointed out in principle that Uganda was to be an African state. The white settlers' choice of Kenya was made

because of the relatively cool climate, the fertile volcanic soil of the rift valley. Additionally, it was not easy for the British to take over the land in Uganda, since, according to earlier treaties; most of it belonged to the kings and the chiefs. However, in the 1920s, plantations were established by Asians who employed workers from other regions and outside Uganda (Uganda, 2007).

The British focussed heavily on the economically promising tracts of Buganda and Bunyoro and relied on the Baganda as administrators and tax collectors in the outlying areas. The British showed little interest in other areas of the country. Uganda grew prosperous as cotton, which was introduced by the British in 1904, was grown with great success by African peasant farmers. The introduction of cotton in Uganda improved the standards of living of the peasant farmers, and a source of raw materials to feed the increasing textile industries in Britain. In turn, the textile was imported into Uganda and bought by the peasants. Later on, coffee and sugar cane were also introduced. The main food crop grown by the Baganda was the bananas. Uganda was connected by railway with Mombasa port in Kenya in 1901. The construction of the railway line connected a landlocked country (Uganda) to Mombasa port, so that products, such as coffee and cotton, could be transported cheaply to Great Britain. Immigrants from British India came in, many of them as merchants and as construction workers on the railway (Uganda, 2007)

In 1915, the British government ceased to subsidize the Protectorate, as revenue from increasing exports of cotton and coffee made Uganda economically independent. From the late 1920s to late 1930s, Uganda started exporting tin, gold, tin-niobium-tantalum ores and wolfram. The emergence of the cotton ginneries emerged led to the establishment of rudimental textile industry. In 1927, tobacco, which became a major export product, was introduced and cultivated by natives in Bunyoro and West Nile. There was little impact on Uganda's economy by The Great Depression of the 1930s since the farmers simply grew food for their own consumption and switched back to export crops when the crisis was over. When World War II broke out in 1939, Uganda increased the food production, timber and rubber thus contributing to the Allied war effort. Between 1941 and 1945, the Uganda Protectorate had a budget surplus and the major exports included cotton, coffee and tobacco. The East African shilling was introduced and the government's labour department supervised the working conditions of the labourers (Uganda, 2007).

3.1.2 Publishing/Education/Libraries

Uganda is inhabited by many ethnic groups speaking at least 32 languages, though at present there are two official state languages: English and Swahili. Cultural life and communication were and to a large extent still are dominated by oral tradition. The Church Missionary Society and the White Fathers started the publishing of books in Uganda in 1877 and 1879 respectively. The publishing in Uganda continued to be dominated by the missionaries during the whole period as they published books to communicate religious information, local language translations into English and vice-versa and also books to be used in schools (Tumusiime, 2008).

The study of the development of literacy in Uganda Kigongo-Bukenya (1990) revealed that, in 1877, the Church Missionary Society and, in 1879, the White Fathers set up classes for teaching literacy to the converts so that they could teach the Bible or Scriptures to others. The Arabs followed suit when they also advocated literacy for the purposes of reading the Koran Mission schools were established in the 1890s. Different religious denominations competed to impose their religions to the Ugandans through teaching literacy. Education was not universal as it was meant only for those who belonged to some religious denomination, thus leaving the pagans uneducated (Kigongo-Bukenya, 1990).

Mission schools were established in Uganda in the 1890s and in 1924 the colonial government established the first secondary school for Africans (Uganda, 2004). The colonial government took over education in 1920. In 1924, it established the first secondary school for Africans and, in 1925, the education department created. At that time, the education was accessible for those who could pay fees or gain scholarships. Education was modelled along the British system and this heritage is still evident today (Kigongo–Bukenya 1990, p. 128).

Makerere University was first established as a technical school in 1922 with 14 students to study carpentry, building and mechanics. In August the same year, it was renamed the Uganda Technical College in order to reflect the wider scope of courses which had to be introduced, such as medical care, agriculture, veterinary sciences and teacher training (Macpherson 1964). These courses were relevant as they trained the Ugandans to cater for the growing needs of the country. They could be teachers for the growing number of schools and develop the economy that relied heavily on agriculture. As a result of these developments, Uganda acquired its first educated local administrators who joined government institutions (Macpherson, 1964).

By 1923, the Uganda Society provided library services for the reading needs of the colonial expatriates in Entebbe, who at that time were almost the only people literate in English (Kigongo-Bukenya 1990). Additionally, books were in English and most Ugandans were illiterate. Nevertheless, the developing economy required increased education levels and the need for the libraries was realised by the authorities. In 1944, Elspeth Huxley was commissioned to tour East Africa, survey and recommend what the East African governments should do to improve the provision of books and libraries (Ilomo 1985, p.98).

3.2 Second period: spread of public libraries (1946-1962)

This period in the development of libraries was rich in political events leading to the independence of Uganda from colonial powers. For us it is more interesting because of the essential changes in the library sector that was established and came into existence. Therefore, though short in time it is marked out for its significance for future development of libraries in the country. For this reason and because the economic development was still proceeding in the same direction as before, I concentrate on the education, publishing and the library development as such and only briefly sketch the political situation in the country.

3.2.1 Politics/Economy

After World War II, the federal system of semi-independent monarchies proved to be less appropriate when all African colonies were moving towards independence. The young educated Africans who were the future leaders had no sympathy with the feudal Uganda. Buganda, which was the most powerful kingdom caused imbalance in Ugandan politics – with much talk of possible secession by Kabaka and his council of chiefs. The East African High Commission consisting of Kenya, Tanganyika and Uganda was formed in 1948 and Economic and social development was the focus of the protectorate administration (Uganda, 2008)

The British rule in Uganda lasted for almost 70 years and the type of administration was a European bureaucracy superimposed on a federation of kingdoms and tribes. It worked relatively well until the independence movements and political parties of the 1950s, when Buganda demanded separation from Uganda and it was only possible to proceed with a united government after Kabaka Mutesa II was exiled for two years in 1953 (Uganda, 2003)

The economy of Uganda was boosted by high prices for cotton and coffee that were the most valuable export products. There was also significant development in energy sector with a hydroelectric project on the River Nile in 1950s. The biggest change was evident in the social and cultural development of the country (Uganda, 2009).

3.2.2 Publishing/ education

After World War II, the British colonial government commissioned Elspeth Huxley investigate and report on the book production and the library facilities relevance to the Africans in East Africa. Huxley (1945) recommended the establishment of a literature bureau responsible for publication of general and educational books and popular magazine, as well as for the promotion and encouragement of African authorship.

In 1948, the East African colonial government formed the East African Literature Bureau (EALB), which was part of the East African High Commission. By the middle of the 20th century, multinational publishers started coming into East Africa and established offices in Nairobi, Kenya in order to take advantage of the regional cooperation in education between Kenya, Tanzania and Uganda (Tumusiime, 2008). They were catering for the needs of changing education in the region as well.

By the end of World War II education was biased towards religious teaching and academic learning and aimed at producing a class of elites, destined to be leaders or employees in the civil service. (Kigongo-Bukenya, 1990)

Julius Nyerere summarized such education system thus:

“The education provided by the colonial government was not designed to prepare young people for the service of their country; instead it was motivated by a desire inculcate the value of the colonial society and to train individuals for the service of the colonial state. In these countries the state

interest in education therefore stemmed from the need for local clerks and junior officials, it was modelled on the British system, but with even more emphasis on subservient attitudes and on white-collar skills” (Nyerere 1968, p. 69)

Kigongo-Bukenya (1990, p. 127) asserted that wrong emphasis and selective targeting in education contributed to wrong skills and segregated the majority, the victims of illiteracy. By 1950, the government operated three out of the 53 secondary schools for Africans, three others were privately funded, and 47 were operated by religious organizations. Both the rural farmers and the urban elites eagerly sought education (Uganda, 2004)

In 1949, Makerere University College was founded as a college for higher education affiliated to the University of London. However, the relationship with the University of London came to a close when the University of East Africa was instituted in 1963. Its constituent colleges included the Makerere University College, University College of Nairobi and University College of Dar es Salaam. Makerere University College was the oldest and largest institution of learning in East Africa (Lwanga 1971, p.131).

3.2.3 Library sector

3.2.3.1 Public libraries

The provision of public libraries services in Uganda, in mid-1940s was part of wartime and subsequent post-war efforts to improve social services in the country including public libraries. These efforts were included in the ten-year development plan 1946-56, but were abandoned because of poor initial planning and under-funding (Kigongo-Bukenya 1990, p. 131).

In Huxley’s recommendations from 1946 the East African Literature Bureau (EALB) should be responsible for the establishment of public libraries in each of the three East African states. The original plan was to establish public libraries with headquarters in Nairobi and branches in Kampala and Dar es Salaam (Huxley 1945). However, it was impossible to implement the recommendations due to the limited funds. Alternatively, book-boxes of about 200 books were loaned to schools and community centres, and postal services to individuals were launched as cheaper forms of library services. Many schools, community centres and individuals took advantage of these services, although their quality and range were hindered by limited funds (Huxley, 1945).

In 1946 UNESCO published the public library manifesto recommending that free public library services should include library materials in all languages of the served community in order to enhance literacy. The EALB was set up: ... ‘to meet and indeed foster ever-increasing demand among Africans for books of all kinds, and to encourage African authorship, all of which cannot adequately be met by the ordinary publishing trade’ (Bell 1967, p. 69).

The EALB started a public libraries programme in 1948 with headquarters in Nairobi and branches in Kampala and Dar es Salaam. Libraries run in Uganda by the EALB comprised of branches in towns, circulating book-boxes, loaned to subscribing institutions and a post loan service to subscribing individuals. Writing on the purpose of the EALB libraries, Hockey stated:

“... if the work of the Bureau which was mainly concerned with basic literacy – was to have a lasting effect, it must be supported by library services which would provide follow-up reading materials for the people in the rural areas to who the Bureau publications were directed” (Hockey, 1971 p. 163).

The main breakthrough in the establishment of public library services in Uganda, like in Kenya and Tanzania, came with the despatch from the Secretary of State for the Colonies, ‘... offering capital aid to public library services upon acceptance by the governments of viable plans for the initial establishment and development of such plans’ (Hockey 1971, p. 165). In 1960, S.W. Hockey was entrusted with the duty of working with library committees in each of the East African country to appraise library services and to initiate further development. Hockey (1971) recommended the setting up of national library services with headquarters in the capital city in order to maintain and develop library services. These library headquarters were to be authorized by a statute to become library boards with wider powers. This era was the beginning of the public library services in Uganda, when after the World War II, the British colonialists deemed necessary to extend social services to its colonies.

3.2.3.2 Library education

The idea of establishing library education institutions in East Africa was also a major break through in library development for Uganda and other African countries.

During the UNESCO seminar on public library development in Africa held in 1953 in Ibadan, Nigeria, it was resolved that: “a limited number of library schools of high calibre be established in Africa to provide full scale training at leadership level as soon as practical circumstances permit” (UNESCO, 1954)

Furthermore, at the regional seminar on the development of public libraries in Africa held at Enugu, Nigeria in 1962, the participants stressed the need to teach in library schools, subjects relevant to the African environment (UNESCO, 1963). They therefore suggested:

- *“The provision of library education and qualifications which would make librarianship a profession worthy ranking alongside other traditional professions.*
- *The emphasis on special library needs of the future*
- *The adaption of existing teaching practices to suit local circumstances*
- *The publication at library schools and elsewhere of original material dealing with African problems”* (UNESCO, 1963)

In his report on the development of library services in East Africa of 1961, Hockey stressed the need to have well trained indigenous librarians and recommended that: “if the proposals for the establishment of central library services are approved, at the same time consideration should be given to the establishment of a School of Librarianship for East Africa” (Hockey, 1960 pp. 4-5). The East African Governments accepted in principle to meet the recurrent expenditures of the national library services, however, a school of librarianship was thought to be beyond their financial means.

3.2.3.3 National library ideas and functions

This period was also characterised by the emergence of the idea of legal deposit and national library in Uganda. This process was related to the Makerere College Library.

In 1946 attempts were made to make Makerere College Library a deposit library for the whole of East Africa, but they were opposed by Kenya and Tanganyika because both countries were about to have their own colleges and they felt that this function should be under their own jurisdiction (Macpherson 1964, p. 138). Despite the opposition a good number of publications produced in these countries were deposited at Makerere College Library. The well developed college entered into a special relationship with the University of London in 1949 and began to prepare students for degrees and diplomas of that university. In 1956, the library has become an official depository for documents from the United Nations and its agencies such as FAO, UNESCO and others (Macpherson, 1964).

The first legal deposit act in Uganda appears in the University College of East Africa (Deposit Library) Ordinance No. 26 of 1957 which was passed by the then governor F. Grawford. The Ordinance was “to make provision for the deposit and preservation of copies of books printed and published in the protectorate” (Ordinance, 1957). One of the reasons for making Makerere College Library a legal depository related to the scope and quality of the collections (Lwanga 1972). The book production sources in East Africa sent most of their publications to the Makerere College Library and it became necessary to create a section which was named “East Africana and Special Collections.” After the independence of the East African countries, the section was renamed “Africana/Special Collections Section” and it contained materials from the 1890s, government documents and some East African Community publications. The section also included private archives, and manuscripts in local languages and English, (Lwanga 1972, p. 40).

The other reason to turn Makerere University College Library into a legal depository and *de facto* a national library of Uganda was that the University was the oldest and largest institution of higher learning in East Africa; the library was lauded as the “largest concentrated collection... in East and Central Africa” their holdings “second only to Ibadan University Library in all of Black Africa” (Lwanga 1972, p. 40). There are several reasons why national or deposit libraries are established in the designated institutions. In this case, it was obvious that the colonial government legitimized Makerere College Library to be the legal depository of the country was because it

already had a rich collection of not only the national imprint but also books from the East African region.

3.3 Third period: laying foundation for the library sector (1962–1985)

The period immediately after the establishment of the independence resulted in high political instability that affected all spheres of life, including education, culture and library development. On the other hand, this was a time when the basis and traditions of further development of independent Uganda was laid. The country emerged from this period with better understanding of its own values and needs that was also beneficial to the expansion of library services in later period. The system of public libraries, school libraries, the education for professional librarians were established, the first library acts were adopted and the importance of libraries for the development of the country were realized by different local actors during this turbulent period.

3.3.1. Politics/ Economy

Before the acquisition of independence, the Buganda conservatives were worried about the prospect of democratization and the possibility of the East African federation of Kenya, Uganda and Tanganyika, which would reduce the political importance of the kingdom. In the early 1960s, Milton Obote was the leading Uganda politician and founder of the Uganda Peoples Congress (UPC), a party which drew support from the northern regions of the country where the leader also comes from. This party opposed the hegemony of the southern Buganda kingdom. It can be viewed here that this situation widened a gap between the northerners and the southerners introduced by the British policy to concentrate most institutions and consequently develop the southern region, but recruit administrators and officers from the northern ones (Uganda, 2009).

Other political parties emerged, namely, the Democratic Party (DP) and the Uganda Peoples Congress (UPC). They held elections in March 1961 after Britain had granted Uganda self-government. Benedicto Kiwanuka of DP became the first Chief Minister. In April 1962, in the second round of elections, members to the new national assembly were elected and Milton Obote, the leader of the majority coalition became the prime minister, thus, leading Uganda to independence on October 9, 1962 (Uganda, 2009).

Obote was confronted by the problem of Buganda; he accepted a constitution which gave a federal status and a degree of autonomy to the four kingdoms namely Buganda, Bunyoro, Tooro and Ankole of which Buganda was by far the most powerful. He then approved the election of Kabaka Mutesa II to the president and head of the state, a position which was largely ceremonial. This collaboration was short lived and in May 1966, Obote sent the army led by his newly appointed army commander Idi Amin to attack the Kabaka's palace and drove him into exile in Britain. Obote immediately introduced a new constitution, and abolished the kingdoms which ended Uganda's federal structure and provided for an executive president, a post which he appointed himself as well as holding the portfolio of a prime Minister. With the help of the army and police, he terrorized the political opponents. This era was the beginning of reign of terror and insecurity, which affected the political, economic and social development of the country (Uganda, 2009).

On 25 January 1971, Obote's government was toppled in a coup led by Idi Amin. Obote went into exile in neighbouring Tanzania where he maintained a small army of Ugandan exiles. Idi Amin's regime is commonly referred as 'the reign of terror'. The economy was severely damaged especially when in 1972 he suddenly expelled all Uganda's Asians who were the nation's trading middle class. By 1979, Uganda was bankrupt in a grip of warfare and the government depended on massive loans from the Arab states friendly to Amin. He persecuted all the tribes except his own, and it is estimated that between 100,000 and 500,000 Ugandans were reported to be murdered or tortured during his seven years rule. In 1978, Amin took a step further and invaded Tanzania which gave an opportunity to Julius Nyerere the president of Tanzania not only to repel Amin's army but also to conquer him completely. Consequently, the Tanzania's troops together with Obote's private army, reached Kampala in April 1979 which forced Amin into exile in Saudi Arabia (Uganda, 2009).

In 1980, Uganda experienced two interim governments led by the returning Ugandan exiles. Yoweri Museveni was briefly minister of defence during the interim government. However, in May 1980 General Tito Okello Lutwa organized a coup which brought Obote back into power. General elections were held six months later and UPC Obote's party won the majority and Obote was confirmed president. These elections were widely regarded as rigged and Museveni refused to accept this turning back of the clock. Consequently, he withdrew into the bush and formed a guerrilla group, which was subsequently known as the National Resistance Army (NRA). Consequently, Uganda swayed back from dictatorship to a repressive regime held in check only by anarchy. During this regime Obote used violent means to reimpose his rule, while the country continued to suffer economic chaos and tribal massacres which were carried out by the armed factions that went beyond control. During the 1980s the NRA steadily controlled the southern and western Uganda. In 1985, Tito Okello Lutwa again intervened and drove Obote back into exile in Zambia. Tito Okello Lutwa became the president of Uganda (Uganda, 2009).

In regard to the economy, soon after independence the Uganda first development plan was to raise the standard of living for all Ugandans in order to eliminate poverty altogether. As Uganda's economy rested on agricultural sector, the government put more emphasis on it by subsidising the agricultural equipment and fertilisers, by expanding services in the rural areas, and by supporting agricultural research. During the first decade of post-independence the public sector also expanded. This brought the employment to educated Ugandans who received good wages and improved their standards of living (Uganda, 2009).

The export economy was flourishing until Idi Amin ruined the economy in 1970s. The fertile Uganda's soil allowed people to grow food and survive the economic breakdown, though the black market flourished. After the overthrow of Amin's regime, the leaders of the country tried to reconstruct the economy with the help of the International Monetary Fund (IMF) and other donors, but the troubled political process and economic hardships obstructed this process (Uganda, 2009).

3.3.2 Publishing/Education

Soon after independence in 1962, Uganda, like many newly independent African countries, prioritized education as a fountain of future social and economic development. The government built many schools and purchased books to support the increased enrolment at the different levels of education. Multinational, state and local publishing firms took advantage of the boom years that characterized most of the 1960s and early 1970s (Tumusiime, 2008). Tumusiime described the social-political environment of the time that favoured book publishing as follows: the government's heavy investment in education targeting low student book ratios in schools and colleges; competition between publishing houses which ensured competitive prices and high quality books; freedom to publish and respect given to scholars who were well paid and had time to do research, teach and write books; the existence of public and institutional libraries, which were well funded and could afford buying books; the existence of professionally managed chain of bookshops which provided outlets for publishers; and trained book professionals who were deployed in various publishing houses, bookshops and libraries. As a result, the book industry was vibrant, and the reading culture improved due to the the variety of books available both in English and indigenous languages. The publishing industry played an important role in the national development by supporting education programmes, providing employment enhancing intellectual debate especially at Makerere University, and increasing literacy levels (Tumusiime, 2008 p.2).

During the 1970s and early 1980s Uganda lost its economic potential which affected publishing industry in various ways. There were few multinational publishers and local writers, loss of foreign exchange, high production costs, limited government support, limited local and international markets, poor government policies, high tariffs, ineffective education policies and laws (Mutula and Nakitto 2002, p. 119). According to Tumusiime, the collapsing of the book publishing industry during this period were due to lack of support for books and education from Amin's military government, reduction of education budget, the fleeing of the authors and academicians from the country, the massive photocopying and other forms of infringement of copyrighted materials, especially in education, and the closure of bookshops due to lack of books to sell (Tumusiime 2008, p. 3).

After independence, many villages especially in the south, built schools, hired teachers, and appealed for and received government assistance to operate their own village schools (Uganda, 2004).

The school system was structured in a hierarchical manner in 7-4-2-3. This included 7 years of primary, 4 years of secondary 'ordinary level', 2 years of secondary 'advanced level' and a minimum of 3 years at university level. However, there was only one university, Makerere University with over 4,000 students. At the end of each stage, there was a national examination. Education was free at the college level but students had to pay fees for primary and secondary education. The formal school system was not capable of providing educational facilities for many school-age children. Additionally, there was a high rate of school dropout. This structure,

therefore, made the education system highly selective and pyramidal in nature. Consequently, illiteracy was high and this caused tremendous problems for the public librarians, whose patrons were mainly the small number of elite graduates of high school and colleges (Kibirige 1977).

According to the Common Man's Charter, 1969 the government planned to eliminate illiteracy in Uganda by the year 2000 (Obote, 1969). To achieve this in 31 years, it targeted of 200,000 new literates annually. Ali (1978, p. 8) was of the view that this policy was based on the assumption that the birth rate would be constant and that the educational system would expand. But due to political problems, educational institutions did not grow in numbers and this might have worsened the drop-out rate to 68% between classes' 1 to 7 (age 6-13) (Ali 1978, p. 14).

The 1969 sessional paper justified the 'pay and be educated' policy as follows:

'... the limitation of our resources demands cautious planning ... As long as education is available only to a proportion of the population it seems equitable that those enjoying the privilege should make a contributions to its cost'. (Ministry of Education, 1969)

The result of the policy was low intake numbers in the primary schools. One out of every seven children who joined primary school got admitted into a secondary school, while a few more went to technical schools, leaving the majority to drown in illiteracy. Free education was offered in the advanced level schools, but harm had already been inflicted. After all, the dropout rate, even at this level was alarming. Of those who qualified to enter institutions of higher learning, only 2-3% could be actually admitted.

Originally, most subjects in schools were taught according to the British syllabus until 1974, and the British examinations measured a student's progress through primary and secondary school. In 1975, the local curriculum was implemented by the government and for a short time, most school materials were published in Uganda. School enrolments continued to rise and as the economy continued to deteriorate and violence increased, local publishing almost ceased and examination results deteriorated (Uganda, 2004).

During the 1970s and 1980s, the education system suffered because of the economic decline and political instability. The administrative structure was based on regional offices, a national school inspectorate, and centralized and national school examinations. More and more children were enrolled in schools and expenditures increased, which was an indication of the high priority Ugandans attached to education. However, at all levels of the education system, there was lack of the physical infrastructure and consequently, the quality of education declined. The school standards suffered, teachers fled the country, the morale and productivity deteriorated along with incomes, and facilities were damaged by wars and vandalism. The liberation struggle caused many areas to be declared war zones, and education ceased. Teachers,

students abandoned teaching and learning to join the struggle for survival (Uganda, 2004).

After the fall of the Amin's regime, the World Bank and other donors came in to help revive Uganda's education sector. Between 1982 and 1988, US \$35 million was spent on procuring books mainly for government-aided primary schools. The books were purchased from multinational publishers. While some of these books were adapted from editions in other countries to include Ugandan names and terms, the bulk were off-the shelf purchases, merely to meet the dire need for books in the schools regardless of the content (Tumusiime 2008, p. 4). Although a lot of investment was put in the procurement of books it was not quite effective. In an evaluation report of the programme, it was revealed that: the books imported were not relevant to the needs of the students they were intended for; the boxes in which the books were delivered, including their contents, were used as seats in the head teachers' offices – a sign that books had little value; the whole investment had little benefit for Uganda, let alone its book industry. There was little input from Ugandan authors, publishers, illustrators, printers and booksellers (Tumusiime, 2008)

The education system has retained the same structure as before 7-4-2-3.

3.3.3. Library sector

3.3.3.1 Situation of public libraries

The major setback of 'the pay and be educated policy', for library development, was the perpetuation of illiteracy among those who could not go to school. This meant limited library demand and no local support for library development. It created a minority class reading in English, a foreign language; and did not encourage local authorship, which was a setback.

After a fact finding tour of library services in Uganda, Hockey (1960) recommended a four tier library system with central headquarters at Kampala. It was to be responsible for the administration of libraries in the whole country, including book selection, purchasing, processing and distribution to regional libraries, staffing (including training), maintenance of union catalogue, liaison with the school library service, and the operation of extension services. The Regional Headquarters were responsible for lending and reference services, provision of children's library services, supervision of branch libraries within the region, and operating book box, mobile and postal library services. District libraries were to provide grass root library services under the direct supervision of regional librarians. Branch libraries were to run lending and references services and to operate in densely populated areas. They were responsible for the book box and mobile services for isolated and scattered communities, institutions and organizations and the postal services to serve individuals in the remote areas (Hockey, 1960).

According to Hockey's (1960) recommendations, the Public Libraries Act, 1964 was enacted to provide for the establishment of a Public Libraries Board. The Board was

appointed under the Ministry of Culture and Community Development, and was charged with the responsibility of establishing, equipping, managing and maintaining libraries in Uganda. The Board's membership consisted of a Chairman, four regional representatives, a representative of the City Council of Kampala nominated by the council and three other members all of whom were appointed by the Minister of Culture and Community Development. However, the Act did not stipulate that the composition of the Board would necessarily include professional librarian, or made it obligatory for the Board to employ a professional librarian as chairman or any other professional members of staff. When discussing the Public Libraries Bill, in Parliament, it was observed that there was lack of reading culture among Ugandans, lack of library policy and lack of books in indigenous languages (Hansard 1964, p. 2847).

The EALB handed over its library services to the Public Libraries Board (PLB) at the end of 1964. The PLB was in charge of eleven branch libraries, book box, mobile and postal services. Most public libraries lacked staff, books, funds and functional library buildings. There was no proper planning and running of the library services. The result was a mushrooming of branches all over the country, inconsistent with available resources, and hence leading to poor library accommodation, furniture and equipment, and book stock. This extended further the poor general impression and status of librarianship as a profession in Uganda (Kigongo-Bukenya, 1990).

In the late 1960s public library service extended to 20 branches grouped under four zones with library headquarters in Kampala for the Victoria Zone, Fort Portal for the Ruwenzori Zone, Mbale for Masaba Zone and Gulu for the Nile Zone. This was done with the aim of decentralizing provision of mobile, postal, and book-box and branch library services. The many problems reported to the government in the organization of public library services were confirmed by a number of commissions of enquiry set to examine them (Kigongo-Bukenya, 1971).

Development of library services in Uganda was one of the projects under the second five-year development plan 1966/67-1970/1971. In this plan, the government allocated funds for the capital development of the public libraries. The immediate aim of the plan was to have a library service in each district supplemented by mobile library services. The government requested the Public Libraries Board (PLB) to prepare estimates and sketch plans for the proposed library development. Plans were made for building, equipping, furnishing and stocking the Uganda National Library and headquarters in Kampala, four regional libraries and 16 branch libraries in the major towns in the country. Kampala Public Library was to be improved and extended and the plan was to be implemented in phases (Uganda, 5 year Development plan, 1969). Unfortunately, there were no funds to implement the plan of building the headquarters. However, the PLB opened five more branch libraries, extended book box services to some hospitals and major prisons, and started operating mobile library services to eastern and western Uganda with government funds.

There was concern about the deteriorating library services in the country. The government therefore instituted a commission of inquiry in 1967 under the chairmanship of T.T.T. Nabeta. The terms of reference were to survey the state of library services and facilities, to assess the plans for library development from the local communities, and to recommend future development (Matogo, 1975, p. 309). The committee observed that most library users were school children and teachers in the rural areas, readership was better in the urban areas, there was lack of reading culture due to the absence of suitable literature. The committee also noted that most local authorities were ignorant of the Public Library Act, 1964 and they maintained that the library services were the sole responsibility of the PLB (Nabeta, 1968).

The Nabeta Committee came up with the following recommendations: to establish well organized, stocked and manned public libraries in order to cope adequately with the rapidly increasing readers' needs resulting from the fast expanding educational facilities; the local authorities to provide library accommodation initially and then construct library buildings later; to employ library assistants for future training by the Board; to provide more literature for school children and teachers, and gradually for other users; to develop regional libraries in order to reduce costs and delays from the central administration; to appoint school librarians and the school libraries inspector; to provide elementary training to teacher librarians at the East African School of Librarianship in collaboration with PLB (Nabeta, 1968).

These recommendations resulted in PLB closing branches, which were poorly stocked, badly accommodated and inefficiently managed. However, the Nabeta report did not provide a solution to the PLB problems and the government was anxious to re-establish the public library services on a firm foundation (Matogo, 1975).

A Nekyon Committee was established in 1969 to inquire into the administration and financial affairs of the public library services. The Committee further had to establish whether or not PLB is discharging its duties as laid out in the Public Libraries Act, 1964, to find ways, in which PLB could raise its own funds to become less financially dependent on government, and then recommend the best procedure to re-organize the services into a far more effective corporate body (Matogo, 1975).

The Nekyon Committee recommended: to appoint a director, not necessarily a professional librarian but with administrative ability and experience; to merge the post of a director with the post of the chairman of the Board and upgrade the status of the director to the same rank as those of directors of other similar bodies; to increase library personnel in all branches; to purchase more books and to provide better and more suitable buildings for the service. The Committee urged the local authorities to be more actively involved in the provision of library services in their areas; to retain and increase mobile library services to cover all four regions; to continue and improve the postal library services; and to extend the book box service to all community centres (Nekyon, 1970).

This report could have made an improvement of public library services in Uganda, however, it was shelved and no action was taken by the government. This shows lack of government commitment on the development of public library services in Uganda right from the start.

The frustration with this indifference was expressed in one study:

“All said, there is a Board and an administration both enthusiastic and forward looking: the thinking and planning has been made but all have reached a dead end because of unconcerned library authorities which do not fight for library development plans and as a result funding is inadequate” (Kigongo-Bukenya, 1985, p.79)

When Idi Amin took over power in a coup in January 1971, libraries suffered even more. There was a ban on imported publications and censorship of local publications. Funds for books mainly from the British Council, U.S. Information Agency and UNESCO were ceased due to the hostile political situation. Many qualified and experienced staff and expatriates fled the country.

Kawesa summarized the situation as follows:

“In 1973, a dark period began for libraries. There was an exodus of traditional users of existing libraries of all sorts – Asians, academicians, research fellows and associates. A shortage of foreign exchange and a lack of general appreciation of the role of libraries in the priorities of funding authorities moreover meant that a considerable number of periodical subscriptions could not be renewed. For example, Makerere University Library had more than 2,000 exchange partners and regular donors mainly in the U.S.A and the UK, but exchange agreements were cancelled as libraries in Uganda failed to reciprocate. Library budgets dwindled and developments almost came to a stand-still” (Kawesa 1986, p. 827)

However despite this situation, the government continued planning the work in different sectors including libraries. The plan for library development was again included in the Third Five-Year Development Plan, 1971/72-1975/76 but funds were again not provided for its implementation. The PLB encouraged local authorities to raise funds through fundraising campaigns. The construction of the Teso Public Library building was started by the local government. Then the central government came in to support the project with funding. Similarly, Tororo Public Library building was extended and, by 1976, 21 branch libraries were opened. In the Action Program 1977/78-1979/80 public libraries were supplied with books. During the liberation war of 1979, most public libraries buildings were destroyed, books were looted or destroyed (Kigongo-Bukenya, 1990)

Right from the 1960s libraries various governments in Uganda have paid lip-service to library development because of lack of funds and planning to implement the library plans. Kigongo-Bukenya is of the view that this may be due to the absence of political leaders like Nkwame Nkrumah of Ghana, and Julius Nyerere of Tanzania who personally got involved in library development. After the liberation war, during the rule of the Uganda National Liberation Front (UNLF) government, an effort was made to rehabilitate public libraries (Kigongo-Bukenya, 1990 p. 137).

The PLB annual report 1973/74 shows that during this period, there were 18 branch libraries, and mobile, book box and postal services. The stock in the system was 75,000, which means 120 people per one book. There were however only 40,000 registered readers, a meagre 5% of population being reached by the services (PLB annual report, 1974). According to UNESCO, the total book stock in Uganda should have been 370,000 in 1967-68 and 650,000 in 1975 (UNESCO, 1971, p. 34).

During the rest of the period, the situation deteriorated further. The Arua, Masaka and Mbarara branch libraries were destroyed during the liberation war of 1979. Library books were looted or destroyed during the civil wars. The funds for books were reduced sometimes disappeared completely in the aftermath of war. Acquisition, which at that time derived mainly from the British Council, the United States Information Agency, UNESCO and other agencies, ceased for a time, due to the hostile political situation; many qualified and experienced staff fled the country and expatriates would not risk work in the Uganda's libraries. The situation was very gloomy in 1987, when the books in the entire system had dwindled to 35,000, that is 285 people per one book; and registered readers down to 15,000 – 0.015% of population being reached (Kigongo-Bukenya, 1990).

3.3.3.2 School libraries

School library services seek to familiarize children with the sight and use of books, to provide material for the children's own recreational reading and exploration, and to supply additional reading material for the subjects of interest to children at the appropriate level, ranging from reference books to simple stories. Hockey's recommendation was that the school library services should be developed by the National Library Services, as in Jamaica, where the School Library Department is responsible for primary, secondary and other educational institution libraries. They make use of the concentration of qualified staff in the selection, purchase and processing of library materials (Hockey, 1960). For unspecified reasons, Uganda's school library services were left outside the scope of the PLB activity. There have been efforts to rectify the mistake by appointing a committee to identify areas of cooperation between PLB and the Ministry of Education in joint provision of libraries in schools.

The survey of pre-school institutions in Uganda (Kigongo-Bukenya 1985, p. 45) revealed that there was hardly any provision of library services to the children in them. This situation was attributed to the fact that pre-school education was not a government concern in Uganda. This meant that there was no central planning and

control of this elementary but important stage of education. While provision of pre-school library service was neglected, that for primary schools was even worse, and forgotten. The Hockey report revealed that on the basis of development of school library services, visits were mainly carried out in secondary schools (Hockey, 1960).

Soon after independence, the first education commission was appointed in 1963 chaired by E.B. Castle. In his report he reiterated the need for expansion of education and improving the quality of education. He reported that one of the valuable means of deepening and broadening studies in secondary schools is to encourage general reading. He therefore recommended special attention to be paid on the organization of school libraries, which should be placed in charge of suitably qualified teacher-librarians, trained in the basic principles of library management. The commission recommended up to 5% of the school fees to be earmarked for the purchase of books and journals until such a time as the library is reasonably well stocked (Castle, 1963, p.9).

The first policy directives on libraries in schools, were limited to secondary school libraries (Uganda, Ministry of Education, 1969; 1973) thus neglecting the primary school libraries. The situation got even worse when the British Council which had donated funds and financed a librarian for the Uganda School Library Association to run a primary schools book-box scheme, discontinued it during the 1970 political storm which obliged the British Council to close its services in Uganda.

The expansion of secondary education, called for the change of syllabus and the improvement of the quality of education, and therefore a need for more educational facilities. The International Development Agency undertook construction and equipment of 17 secondary schools in Uganda with a library wing. Due to the change of syllabus, there was a shift from teacher-centred education, which demanded availability and organization of teaching and learning resources necessary for experiments and independent study. There was therefore a great need for secondary school libraries. Castle gave the needed impetus by recommending the establishment of libraries secondary school, and recommended library grants amounting to 5% of the school budget and in 1969, this was reinforced (Ministry of Education, 1969).

Despite the developments of school libraries in the late 1960s, Harry Kibirige's study of secondary school libraries summed up the situation in 1975 as follows:

“Field observations ... illustrate five main elements of school library development in Uganda. In the first instance, the sample shows a marked disparity between the best and the worst organized school library. Secondly, staffs operating most school libraries are untrained and inexperienced. Thirdly, service was invariably inadequate and in some cases obsolete. On the other hand accommodation was in several instances reasonable, although it may not be always put to proper use. Finally, in most cases, there was no evidence to show that the concept of the school

library as a teaching/learning resource centre was fully appreciated”,
(Kibirige 1977, p. 73).

Subsequently, the Haidar Ali report suggested that a Department of Libraries should be set up at the Ministry of Education, charged with the responsibility of running educational libraries (Ali 1978, p. 14). The PLB subcommittee chose the middle ground and suggested that the Ministry of Education should take charge of textbook collection development, but should fund the PLB to organize and run libraries under a department for school libraries of the PLB (Ministry of Culture and Community Development, 1976). Unfortunately, recommendations from the reports were not realized.

During the early 1980s, out of 4,000 primary schools, more than 100 government aided secondary school and 300 private secondary schools, there were very few which had libraries which were not well developed. However, the Ministry of Education decided to pay salaries of the trained librarians. Earlier on, the appointment of school librarians were at the will of the Headteachers whose salaries were from the local votes administered independently by the headteacher (Abidi and Kiyimba, 1983 p. 8).

3.3.3.3 East African School of Librarianship

The library education has been developing further in Uganda.

In 1963, the East African School of Librarianship (EASL) was established at Makerere University College and was faced with administrative and financial problems right from the start.

Rockefeller Foundation financed the conference in 1963 which led to the school's immediate establishment. It also provided secretarial assistance and a lecturer for one year. The first director Knud Larsen appointed by Unesco worked very hard to set up the school but had inadequate resources to back up the school's rapid pace of development. The second director, Geoff Comm had no library school experience. Besides, the resources were inadequate, so he eventually resigned. Both appointments were short lived and therefore the school suffered from lack of coordination and the continuity of general policy (Saith, 1971 p. 176)

The School's survival depended upon external aid. The British Council donated funds for office expenses, books, and scholarships for students to attend library conferences. The Danish government sent a lecturer H. Lemming in 1965 and paid the salary, due to the appeal made by the first director Knud Larsen who was Danish himself. In 1967, one more Danish lecturer was provided for two years. When Larsen left Makerere at the end of 1965, he tirelessly worked for the success of the school. The same year at the conference on library work in Africa, he gave a paper in which he appealed to Swedish librarians to help the EASL (Larsen, 1968 p. 38). As a result, in 1967 and 1969, the Swedish librarians raised scholarship funds to students studying at the EASL.

Apart from providing the services of a director, UNESCO contributed funds to the purchase of equipment and books. That aid from external agencies namely, the British Council, the Rockefeller Foundation, the Danish Government, The Swedish Government, UNESCO and other sources played a significant role in the development of the EASL (Kaungamno and Ilomo, 1979)

Towards the end of 1966, the EASL was still faced with lack of accommodation, lack of finance and lecturers, and uncertain future. Until 1966, Makerere's contribution to EASL consisted of providing premises, general administration and taking care of the general welfare of the school, its staff and students. There was also the provision of flats at subsidized rent for the staff and payment of administration expenses for stationary, postage, printing and telephone services. Additionally, communal facilities such as the use of libraries were provided. Eventually, EASL was integrated to Makerere University and in 1967/68 it was included in the University's Development Plan. Thus, funds were provided by Makerere's budget, which made the EASL less dependent on the external aid. From 1967, Makerere provided part-time lecturers one full-time lecturer. Since its inception in 1963, the EASL had been moved three times, which had a demoralizing effect on both the teachers and students and created a setback on the school's programmes and methods. In 1968, Makerere University decided to house EASL temporarily in new Mathematics/Science building, which was a great improvement on the previous accommodation, however, a permanent solution was to erect a new building for the School. The Uganda Government agreed to advance a loan to Makerere University for the construction of the EASL building (Kaungamno and Ilomo, 1979)

Since 1963, the School conducted certificate course in library studies, diploma course, and introductory library studies course for Bachelor of Education students and special documentation courses. The students came from Kenya, Tanzania, Malawi, Uganda and Zambia (Kaungamno and Ilomo, 1979).

Before Makerere University College assumed the status of a national university on July 1, 1970, both the visitation Committee to the College set up by the president of Uganda and the Council of the college commended the proposal for professional training of graduates to Makerere University. In 1971, the Council for Library Training in East Africa approved the proposal in principle and observed that the EASL, having achieved a satisfactory permanent basis, should enter a new phase of its development with the end object of providing courses at all levels (Saith, 1972, p.336)

Regarding library education and future plans, Lwanga reported that the Council for Library Training in East Africa had considered the establishment of graduate studies in librarianship was considered a goal after 1975; the reason being that EASL could barely cope with the diploma course because teachers were not available. A graduate school would pose even greater problems in recruiting teaching personnel. Lwanga also felt that there would be a danger of overproduction within a few years of the founding of the School (Lwanga, 1971, pp 39-40). There was a need to organize

refresher courses for the working librarians to enable them improve their professional skills (Abidi, 1972, p. 12)

3.3.3.4 National library ideas and functions

This period of the library development was also characterized by significant events in the sphere of national library functions.

First of all, the legal deposit acts acquired the status of national laws and were adopted by the Parliament of Uganda.

The University College of East Africa (Deposit Library) Ordinance, 1957 was revised by an act of Parliament to become the Makerere University College (Deposit Library) Act, 1964, because Makerere University became a full fledged premier university for the Eastern African Region in 1963. It already was famous and recognized throughout the world because of its excellent libraries, staff and students. Therefore making its library a deposit library was a natural action for the government.

This Act did not represent a fundamental change; instead it merely replaced the old name “University College of East Africa” by the new name “Makerere University College.” The rest of the provisions in the Act remained unchanged.

The aim of the Act was to make provision for the deposit and preservation of copies of books printed and published in Uganda. The Act made it a legal obligation for the publishers of every book published in Uganda to:

“Within one month after publication, deliver, at his expense, a copy of the book to the Librarian of the Deposit Section of the Library of Makerere University College, who shall give a receipt for it; if written demand is made within three months after publication, deliver, within one month after receipt of that written demand, or if the demand was made before publication, within one month after publication, to the Minister, one copy of the book” (Laws of Uganda, 1965, p. 2561)

In case of failure on the part of the publisher to comply with the provisions of the Act, the publisher was made liable to a fine of Sh. 100 and /or delivery of the publication in respect of which the conviction was recorded. The Act gave the power of exemption to the Minister who could exempt any publication from the provision of this Act. The “Book” was defined as every part or division of the book, newspaper, periodical, magazine, review, gazette, pamphlet, sheet or letter press, sheet of music, map, plan, chart or table separately published (Laws of Uganda, 1965 p. 2561).

In 1969, the Parliament of Uganda passed the Deposit Library and Documentation Centre Act, 1969. The Act provided for the establishment of a Deposit Library and Documentation Centre (DLDC) under the administration of the IPA currently known as the Uganda Management Institute (UMI). Institute was founded in 1963 with the

aim of conducting courses for the Ugandan civil servants. This DLDC Act, 1969 was made a legal obligation for the publishers of the books published in Uganda or any other person ordinarily resident in Uganda who may be author of a book published outside, to deliver at their own expenses a copy of the book to the DLDC within one month of the release of the publication. The failure to comply with the provisions of this Act was made an offence liable to conviction and a fine of Shs 100= . The exemption of any publication by statutory order from the provisions of this Act was made the authority of the Minister responsible (Laws of Uganda, 1970 p. 350).

The DLDC was to provide the decision makers in the government with relevant information. When introducing the Deposit Library and Documentation Centre Bill to Parliament, the responsible Minister indicated that the DLDC will improve the knowledge and skills of the public officers. The documents were kept in archives and districts without funding and trained personnel to organize them. Public officers and students wasted time in search for lost, scattered and misfiled documents. Many valuable documents were produced but had a limited circulation. It was essential that a record was kept of Uganda's historical and current developments (Hansard, 1969). The Minister then suggested that the centre would be responsible for centralizing all documents of historical and political importance particularly relating to the government service, process and store documents under correct conditions. The DLDC would also compile a bibliography, carry out research, encourage local authorities and other bodies to deposit their publications for safe keeping, create awareness of the general public about the history and activities of the government, and make efforts to collect documents on Uganda which will be made available to public officers (Hansard, 1969).

The DLDC had the advantages for being directly under government, as the international assistance could easily be obtained for smooth functioning and further development of the DLDC. The Commonwealth Secretariat provided a documentation expert, the United Nations Development Programme (UNDP) provided a documentation specialist, staff training, and a vehicle; and the German Foundation for International Development (DSE) and UNDP offered staff training (Abidi and Kiyimba, 1983).

Thus, two legal deposit Acts were adopted in Uganda with two different audiences to serve.

The weaknesses of both Acts were that: the Makerere Act did not include grey literature, however, much of useful literature appeared in this form; grey literature collected by the DLDC was accessible mainly to the government officials, but not to the wider public; the penalty of Shs 100 was too low for defaulters; there was a lack of machinery to implement the Acts and lastly, the Ministers were given much powers of exempting from all or any of the provisions of this Act (Kawalya, 2000).

The lack of the mechanisms of the implementation of the Acts can be illustrated by the following example. In 1975, the DLDC received a vehicle from the UNDP and staff

support, so it started collecting documents from government departments and convinced the district authorities to deposit their proceedings regularly. However, the UNDP assistance was over, the vehicle broke down and the collection of documents ceased. Thereafter, very few departments responded to depositing their publications. The government publications which used to be collected from the Government Printer at Entebbe could not be collected on regular basis. The DLDC could not enforce this by suing the defaulters because the Act was weak and the fine negligible (Abidi and Kiyimba 1983).

Despite two legal deposit acts, none of the institutions in the country had a mandate by law to produce a national bibliography. Therefore, it was started as a personal initiative. Professor Bryan Langlands who the head of the department of Geography at Makerere University made an effort to compile a “Uganda Bibliography” in 1963. This bibliography was published in the Uganda Journal, but space could not allow comprehensive coverage. It ceased publication in 1976 when he left Uganda during the Amin’s regime. Makerere University Library started producing a “Uganda Bibliography” section in the Makerere University Library Bulletin and Accessions List from 1965, but also ceased publication in the early 1976 due to lack of funds and limited staff (Kigozi, 1990, p.116).

The DLDC compiled indexes of the district team and planning committee minutes, newspapers, and a Uganda Public Administration Bibliography all of which were suspended because of lack of funds and staff. However, in spite of these challenges, which were caused by the general economic problems of the country, the DLDC developed a rich collection of reports, newspapers, periodicals, monographs, maps and individual papers. The DLDC produces the Accessions List (a national bibliography) annually, which also incomplete due to the weak legal deposit act (Kawalya, 2000).

From the point of view of my study, this period of the library development in Uganda is very important, as at the beginning of it the Parliament of Uganda was actively involved in discussing library legislation that became a foundation for the whole library infrastructure, and, in particular, created the basis for executing the functions of the national library by three different organizations: the Makerere University Library, the Deposit Library and Documentation Centre and the Public Library Board.

3.4 Fourth period: full scale development of libraries (1986 till present)

My study falls within this period of library development in Uganda (1997-2007). Therefore, in this chapter I will introduce shortly the issues that are important for understanding of present developments in Uganda in general. A large part of the characteristic of the library sector in Uganda falls under the results chapter 5. This chapter only touches upon some important events that have happened prior to 1997.

3.4.1 Politics/economy

In January 1986 saw the National Resistance Army (NRA) took over power and Museveni proclaimed a government of national unity and declared himself as the president. Uganda was back under the rule of law although there are some areas in the north where rebellions still exist. The economy, education, transport and the health sectors improved. There was international investment and Uganda emerged from the two decades of appalling chaos to suddenly almost a model for Africa. However, the western world found fault with one-party rule which they thought was undemocratic. Despite this flaw, good ideas from any part of political spectrum were welcomed, and even kingdoms were restored (Uganda, 2009).

Among the first priorities of Museveni's government was the re-building of a nation state from a country reduced after 15 years of misrule and violence into feuding factions. All the ethnic groups were involved in the government, as well as most of the main political parties, and Museveni succeeded in this. Efforts were made to re-build the economy and infrastructure with the assistance of large-scale foreign aid. The Asians who were expelled from Uganda by Amin in 1972 were invited to return. The economic liberalization programme was introduced in order to control the budget, encourage agricultural production, and attract foreign investors (Uganda, 2003).

When the National Resistance Movement (NRM) took over government in 1986, it formed a National Resistance Council (NRC) whose aim was to form a new constitution. Between 1993 and 1994, a constitutional assembly was elected to debate on a new constitution as the beginning of the process of returning Uganda to a democratic government. In the 1990s Museveni grew in stature as an African statesman (Uganda, 2003).

Museveni viewed the western model of multiparty democracy as simplistic to assume that a single pattern can be appropriate in every circumstance. He gave an example in Africa where political parties are based on tribal or religious allegiances which are likely to frustrate democracy. His argument is that the most important elements were the benefits taken for granted in a functional multiparty democracy such as universal suffrage, the secret ballot, a free press and the separation of the executive, legislative and judicial powers. He therefore described Uganda as a 'no-party democracy' and claimed that people of widely differing views could argue their case to the electorate as competing individuals, and campaigning as a party was banned. Museveni however, regularly promised a date for the legitimization of political parties. The 1967 Constitution of the Republic of Uganda was replaced by the 1995 Constitution of the Republic of Uganda. Within this Constitution, the NRC came up with the new local government system of decentralization (Uganda, 2009).

Museveni's government had a shift of political interests and redistribution of power when according to the 1995 Constitution, the functions, powers and responsibilities were transferred from the government to the local authorities including the public library services. The 1995 Constitution of the Republic of Uganda limited the executive powers to the NRM, the party which emerged from Museveni's guerrilla

army. This constitution also allowed for a referendum on the future introduction of a multi-party system. In 1996, presidential election returned Museveni to power with 74% popular vote (Uganda, 2009).

According to the Constitution of the Republic of Uganda 1995 [as at 15th February 2006] Section 176 of the local government system states that:

- (1) *“subject to article 178, the system of local government in Uganda shall be based on the district as a unit under which there shall be such local governments and administrative units as parliament may by law provide”*
(p. 138)

By 1997, Uganda was made up of 45 districts, which are governed under a Republican Constitution with decentralized powers to the local authorities. The government enacted the Local Government Act, 1997 which gave full effect to the decentralization of functions, powers responsibilities and services at all levels to local governments. It ensures democratic participation and control of decision making by the people concerned and establishes sources of revenue and financial accountability. The local government council elections were successfully held by adult suffrage. Uganda was then on a firm course of the democratization process with basic democratic institutions in place (UNDP, Development report, 1997).

The activities of the Lord’s Resistance Army (LRA) in the north, the West Nile Bank Front (WNBF) in northwest and the Allied Democratic Force (ADF) in the west brought a lot of undue pressure on the budget as well as leading to destruction of infrastructure in the respective regions. A parliamentary committee was set up as a step towards finding a lasting solution to stop the war. In addition, security was ranking first among priority sectors in the country. The population was 20.4 million (1997 estimate), the life expectancy at 48 years. At present the tensions in the North of the country are not yet fully resolved, but there is some progress towards more permanent solutions. Despite growing economy, Uganda also experiences the impact of the changes on the world markets for agricultural products. Together with Tanzania and Kenya, Uganda is a part of East African Community Customs Union from 2005(UNDP Development report, 1997)..

3.4.2 Publishing /Education

In 1989, Tumusiime (2008, p.5) outlined the outcome of the evaluation report for publishing in Uganda. According to the report, the Uganda book industry stakeholders demanded a book policy, which emphasised the need for a clear system of content vetting, selection process, user involvement and book distribution.

Under the umbrella of Uganda Publishers and Booksellers Association (UPABA), the book policy was adopted in 1993 and it stated that: the government publishes curriculum guidelines; publishers write books following the guidelines; government constitutes vetting committees for books submitted by different publishers; three books (and later five) titles per subject have to be selected and lists of selected books given

out to schools to choose from; publishers market their books; schools order them from the local Official Textbook Supplier (OTS) (Bookshop) and; OTS buys books from the publishers and distributes them to schools and is paid by the Government.

Since the book procurement policy was put in place in 1994, it achieved some degree of success, albeit with some difficulties. In some cases, the emphasis in implementing the policy was put on unimportant aspects which led to disastrous consequences for the industry and the players. For example, high quality books would be eliminated simply because the bidders had errors in the tender documents. However, the publishing industry benefited and the achievements included: an increase of publishing houses from two to over 50 registered publishers; an increase of 300 bookshops spread throughout the country from less than 10 bookshops in major towns; and, over 100 titles published annually as compared to almost nothing in the 1960s (Tumusiime, 2008)

In the early 1990s, the Uganda's book industry was liberalized along with the other sectors in the country's economy. The government instituted policies and programmes that favoured publishing industry to some extent and include: buying books for primary schools, which helped some local publishers to develop their capacity; distribution of educational books through the national bookshop network, which benefited the local bookselling industry and created new outlets for publishers; and dedication of some Universal Primary Education (UPE) fund for districts for the procurement of supplementary reading materials. These developments have not only helped local publishing industry to publish textbooks but also trade, tourism, fiction, children and academic books are being published locally (Tumusiime 2008, p. 7).

The challenges faced by the publishing industry as outlined by Tumusiime (2008) which include government bureaucracy that disregard the sustainability of the book industry beyond just buying books for the immediate period; an uncompromising attitude of donors, which are often influenced by consultants whose views do not always coincided with those of local stakeholders, such as, overemphasis on technical specifications of books instead of content; absence of regional trade in books due to various barriers; weak controls in the districts in the procurement of books, the system is still fluid and cumbersome thus causing extensive losses for the fragile players in the industry, publishers are the only investors in the whole process; lack of sound library network and even the few libraries that exist lack books; the lack of market does not attract the business community to invest in bookshops; lack of co-ordinated programmes between government agencies, civil society and donor agencies in dealing with literacy promotion and the development of libraries and resource centres and; lack of media support to raise the profile of books in politics and society.

The publishing industry is flourishing due to various circumstances. Education has been revived at all levels, including the increase in school, college and university enrolment, which favours publishing growth and supply of the much needed books. Uganda has 25 universities, 123 colleges, 2500 secondary schools and 16,000 primary

schools. There is an improvement in Information Technology (IT) for easy availability of information, the use of internet to transmit PDF for printing abroad and, print on demand (POD) technology. Liberalisation of the economy and the publishing environment together with the ending of state involvement in publishing augurs well to the growth of private sector publishing (Tumusiime 2008, p. 8)

By 1990, literacy rate was estimated to be at 50%, and improving this ratio was important to the Museveni's government. It, therefore, embarked on establishing education as a priority by adopting a two-phase policy. The short term goals were to rehabilitate buildings, establish minimal conditions for instruction and to improve efficiency and quality of education through teacher training and curriculum upgrading. The long-term goals included establishing Universal Primary Education, extending the seven-year primary cycle to eight or nine years, and shifting the emphasis in postsecondary education from purely academic to more technical and vocational training (Tumusiime, 2008).

The Government White Paper on Education entitled "Education for National Entegration and Development, 1992 which is on the education policy provides equitable access to quality and affordable education to all Ugandans; propelling Uganda towards achieving Poverty Eradication Action Plan (PEAP); meeting commitment to achieve education for all (EFA) and the Millenium Development Goals (MDGs); providing relevant education; enhancing efficiency; and strengthening partnership The White Paper includes pre-primary education as a starting point of formal education, although it is at the hands of private agencies and parents, the priamry school level which is seven years of schooling and the secondary education which takes four to six years (Ministry of Education and Sports, 1992).

The Universal Primary Education (UPE) was introduced in 1997. Primary education was one of the top five government priorities. The impact of this policy was enormous, with primary school enrolment moving from 2.8 million in 1996 (before UPE) to 5.3 million in 1997 (post UPE). The increase in the number of pupils implied an increase in demand for trained teachers, classrooms, and other facilities. The number of primary schools rose from 7,350 in 1987 to about 12,000 in 1997. This growth in public primary sector was assisted by growth in private sector provision of schools and it clearly showed a lot of confidence in the education sector by the private market. To compound it all, the number of primary teachers rose from 65,100 in 1986 to about 95,000 in 1997. The quality of basic education was to be improved by increasing the supply of textbooks and instructional materials, as well as by expanding in-service teacher training to cover all districts. The government's objective was to achieve the UPE. The strategy was to finance four children per family. The government wished to see increasing resources flowing into primary education together with cost-effective options for teacher training, textbook provision and classroom construction. It developed the Education Sector Investment Programme (ESIP) whose main objective was to ensure universal access to primary education, with net enrolment reaching 100% by 2003. The national illiteracy rate was still high at 38%, with 26.3% for male and 49.8% for female. Adult illiteracy was greater among women (50%) than men

(26%) and was twice as high in poor rural areas than in urban areas (UNDP Development report 1997, p. 11).

3.4.3 Library sector

The emphasis of the government on the education brought the issues of the school libraries to the fore.

Looking at the school libraries, the school census of 1989 showed that only 15% of the schools had libraries, but most of these libraries did not have any books. In the same year, the third Education Policy Review Commission (EPRC) stated the objectives of secondary education was to enable individuals to develop personal skills of problem solving, information gathering, interpretation and independent reading (Uganda, Ministry of Education and Sports, 1989).

In 1992, in response to the EPRC report, the government white paper expressed the need to address the question of school and public libraries, which are important in the processes of universalization, vocationalization, expansion, and democratization of education. The state of libraries in educational institutions either had no facilities at all, or, where they exist, the books were outdated (Uganda, Ministry of Education and Sports, 1992).

In 1995, the library professionals and the Ministry of Education and Sports in conjunction with the East African School of Library and Information Science (EASLIS) held a seminar on school libraries in Uganda. The objective of the seminar was to formulate a school library policy. A draft policy on school library service provision was produced by the Uganda Library Association (ULA) to be adopted by the Ministry of Education and Sports. However, as Batambuze put it “All the recommendations and even the election pledge landed on barren ground as they were left to hang in a policy vacuum” (Batambuze, 2003, p. 2833)

Museveni’s election manifesto of 1996 included a pledge on school libraries under the UPE programme, “Six million pupils will require 21,429 schools. Each school will require a library, which means a total of 21,429 libraries...” (Museveni, 1996). However, this has not yet been achieved.

The public library buildings were rehabilitated and restocked with books with the assistance of development partners. The present state of the public libraries in Uganda is presented in chapter 5.

3.4.4 National library ideas and functions

After the revival of publishing in Uganda, the situation of the execution of the national library functions became better, though the same problems persisted as before. The deeper analysis of these problems is conducted in the chapter 5. Here, I would like to draw the attention to the developments of the national bibliography as a national library function.

During the African Standing Conference on Bibliographic Control (ASCOBIC), held in Nairobi, Kenya in 1986, the delegates were encouraged to start publishing national bibliographies for those countries which had not done so. This conference was attended by the staff of Africana/Special Collections Section of MULIB. Consequently, they started compiling the Uganda National Bibliography in 1987 (Kigozi, 1990, p. 116). According to her study Kawalya (2000, p. 43) revealed that the Uganda National Bibliography (UNB) started as a quarterly publication, but as time went on it became irregular and then ceased publication in 1997 (Table 3.1). Most of the documents listed in the bibliography were theses and dissertations of Makerere University. It was not comprehensive because of the weak legal deposit Act: the fine was too meagre and could easily be ignored by the publishers, the mechanisms of systematic document collection were lacking.

There is also lack of space, lack of transport to collect the documents, limited storage, staff and funds to publish the bibliography. Lwanga concurs that

“... by the end of 20th century, however, the legislation was so poorly implemented that Makerere University Library received only a very small fraction of the Ugandan publications” (Lwanga 1972, p. 40).

However, although the frequency of a national bibliography depends upon the size of the national imprint and professional and technical resources available to prepare records and produce the printed bibliography, the production of the UNB should be more frequent than every three years.

Table 3.1: Frequency of the Uganda National Bibliography 1987-1997 by MULIB (Kawalya 2000, p. 43)

Year	Volume no.	Frequency	Status
1987	Vols. 1, no. 1-4	Quarterly	Published
1988	Vols.2,nos.1&2, & 3&4	Bi-annual	Published
1989	Vo. 3 nos.1-4	Annual	Published
1990	Vol. 4	Annual	Unpublished
1991-1993	Vol. 5	3 years	Unpublished
1994-1996	Vol. 6	3 years	Published in NBU vol.1, 2005
1997	Vol. 7	annual	Published in NBU vol.1, 2005

The Accessions List of the DLDC which was suspended in the mid 1970s because of lack of funds resumed publication in 1993. It was published annually although it was not comprehensive as well because of the same reason – weak legal deposit Act.

3.5 Summary

The national library system based on the legal deposit acts was the most stable of all the library structures throughout the period from 1958 to 1996 and was not destroyed during the years of turmoil from 1979 to 1985. However, it suffered the same

problems as the rest of the library sector such as school and public libraries in terms of political neglect and economic non-sustainability. The libraries also faced the other problems, not only the lack of resources, but also the long-standing habits of the government institutions to disregard the legal provisions, and lack of control over governmental commitments, and the ignorance of politicians regarding library matters. These were actually the norms that were prevalent in the Ugandan institutions. The point of departure of my empirical study covers the years from 1997 to 2007. But as the historical context shows, the national library functions have been performed by several institutions and have developed over the years, although most of them do not appear in their Acts. By the beginning of 1997 the national library system consisting of three institutions was already established in Uganda (See Table 3.2) playing the functions and roles, as well as embodying the values and norms of national library.

The MULIB was a legal depository in charge of the collection of national imprint and foreign literature, collection and preservation of manuscripts and non-print materials, the users were mainly academicians, scholars and researchers, and its emphasis was on the collections. The DLDC was legally sanctioned to collect the national imprint, produce the Accessions List and index newspaper articles; its the clients were mainly government civil servants and other authorities and its emphasis was also on collections. The PLB is mainly a comprehensive national library service and put its emphasis on service delivery to public libraries.

Table 3.2: Some functions of a national library performed by MULIB, DLDC and PLB (Based on table 2.5 p. 27 on the roles and functions of national libraries to be considered most appropriate in Africa (Lor, 2003).

	MULIB	DLDC	PLB
Functions/services			
1	Legal depository	Legal depository	Public library services
2	Collection of national imprint	Collection of national imprint	
3	Collection and preservation of manuscripts	Production of Accessions list	
4.	Production of national bibliography	Indexing services to articles in newspapers	
5.	Collection of foreign literature		
	Collection of the country's output of non-print materials		
Orientation			
1.	Heritage	Heritage	Comprehensive national library service
Clients			
1.	Learned scholars and researchers	Government servants	civil Public libraries
Emphasis			
1.	Collections	Collections	Service delivery to public libraries and consequently to the end users

The publishing industry was one of the first industries to be established in the late 19th century by the missionaries basically to spread religion until after World War II. It had a slow growth, and was only boosted soon after independence when the politicians invested heavily in education and literacy. Just like other sectors, education and publishing industry were affected during the Amin regime and publishing came to almost a standstill. The industry was boosted after 1985 due to relative stability. However, the publishers' obligations of the norms of depositing their books to the MULIB and DLDC have been disregarded to a great extent over all periods. Generally, the publishers relied solely on schools as their customers, which is an indication that it was a norm for publishers to publish educational materials demanded by the market. Few books for reading for leisure were published mainly due to the lack of the market as there is no reading culture as most people just read to pass examinations. However, both publishing and educational systems were important as foundations for the national library system.

The political and economic situation plays a vital role in the development of the library sector. However, since independence the politicians have paid lip service to the library

sector which is not regarded as a priority, thus ignoring the library sector, its values and needs became a norm in governmental and state institutions. Though they enacted laws to establish the legal deposit and public libraries, as well as established two commissions of inquiries to improve the public library services, the recommendations were shelved and never acted upon. A complicated interplay of legislative, governmental, cultural, educational structures defining libraries as institutions and, especially, a national library as institution can be traced throughout the whole period of library development in Uganda.

4. METHODS

This study investigates the process of the establishment of the NLU from the institutional perspective. As was shown in the Introduction, it seeks to answer the following research questions:

1. What were the factors in the library sector that created the premises for the establishment of the NLU? This question will be answered through interviews in order to get an understanding of the deinstitutionalization process of the existing national library system that led to the institutionalization of the NLU; through the functional, political and social pressures.
2. What was the motivation and actions of the politicians that led to the establishment of the NLU? The politicians' activities are related to the functional and political pressures of the deinstitutionalization process of the PLB and institutionalization of the NLU. The answer to this question will be the analysis of the Hansard when the politicians debated the National Library Bill, 2001.
3. What were the roles, motives and actions of the library professional community that led to the establishment of the NLU? The library professional community interviews will answer this question. They played a major role both in the deinstitutionalization and institutionalization processes. These processes are comprised of functional, political and social pressure; and corcive, normative and mimetic isomorphisms.
4. What role does the NLU play in the library sector at present? By analysing the documents such as the National Library Act, 2003. I will be able to find out the roles, norms and activities of that the NLU has been sanctioned to perform. Additionally, documents like the annual reports from 2003 to 2007, will inform me about the activities, achievements and challenges that the NLU has faced over the years during the institutionalization process.

In this chapter, I describe how I have conducted my empirical study and explain the choice of methods for data collection and analysis by referring to the new institutionalism and to the normative institutionalism, in particular. Then I describe the method and choice of data collection in detail, and, finally, explain how I have analysed the empirical and documentary material.

4.1 Research design

My theoretical framework (Figure 2.2) is based on new institutionalism perspective. This is where several scholars have contributed to the causes of institutionalization in organizations and the processes by which organizations acquire social capability and endorsement as a result of conformity to the norms and expectations of the institutional environment. My study does not examine in depth many features of one or a few cases over duration of time and therefore it is not a case study. It investigates the reasons for deinstitutionalization, the institutionalization process and the institutional change of the NLU. I collected data about the views, actions and roles of the

politicians and the representatives of the library community in various institutions about the already established NLU, through documents and interviews. It is directed towards two main processes – political and professional – and aims to trace their overlap and interplay in relation to the establishment of a major national institution – a national library.

I adopted qualitative research strategy, because I applied the normative institutionalism approach, which views the norms of institutions as a means of understanding how these institutions function and how they determine and shape the behaviour of the professionals and politicians. My research questions begin with ‘what’. According to Gubrium and Holstein (2001) these types of questions have been associated with the qualitative inquiry. It was imperative to use the qualitative approach because the answers to my research questions needed a rich and deep description of the motivation, process, actions and roles of different actors in the establishment of the NLU. Additionally, the qualitative approach enabled me to collect detailed information from the respondents and get a deeper understanding of the processes and other phenomena under my study. Qualitative research puts emphasis on detailed examination of the research object that arises from the natural flow of social life as has happened with the transformation of the PLB into the NLU. In addition, the study presents authentic interpretations of the social and historical contexts of the Ugandan library sector presented by my respondents.

Before I embarked on the process of collecting data I requested for permission to do research in Uganda from the Uganda National Council for Science and Technology (UNCST) as this is a requirement for any person who wants to do research in the country. I was given a letter of introduction to the Resident District Commissioners (Government representatives to the districts) where my research was going to be undertaken (Appendix A) and an identity card (Appendix B). I then prepared my interview guide which was tested during my pilot study, and then collected the relevant documents from various institutions and libraries.

While designing the study, I realized that there would be a number of documentary sources recording the political process, but very few would give me an insight to the processes that took place in the professional community. Therefore, I decided to combine qualitative content analysis of the relevant documents with in-depth interviews. The observation method was mainly used at the NLU and the selected public libraries to study the environment under which they perform their activities. The data collection methods used in my study therefore includes face to face in-depth interviews, documents and text analysis and observation. The following sub-sections discuss how and why I selected my respondents, designed the interview guide, and conducted the interviews. It also explains how I selected and analysed my documents.

4.2 Conducting the interviews

As said earlier, the involvement of the professional community in the establishment of the NLU was not extensively recorded in documents, though some of them were a direct outcome of this involvement and allowed a researcher an indirect glimpse into

their actions. Nevertheless, the interviews with the members of professional community seemed the best source of data regarding their motivation and roles in the process of founding the National Library.

4.2.1 Selection of respondents

The choice of the respondents depended on my research questions. The interviewees were selected purposefully, because they hold a leading position in the institutions involved in the establishment of the NLU, or were directly affected by its establishment. According to Patton, the logic and power of selecting respondents with a purpose leads to the selection of information rich respondents for an in-depth study (Patton 2002, p. 230). He further defines information rich respondents “as those from which one can learn a great deal about issues of central importance to the purpose of inquiry” (Patton 2002, p. 230).

I purposively selected 20 respondents from various institutions who could provide me with in-depth information and an understanding of the reasons and process of establishing the NLU (Table 4.1). The respondents from the NLU were the key participants in the inception, process and activities of the NLU and they have the experience of over 25 years in the former PLB. They were asked what pressures triggered off the deinstitutionalization of the PLB and the institutionalization process of the NLU. I also wanted to know whether during the institutional change, there were any entropy pressures, which accelerated the process, or any inertial pressures that were blocking the process. The input of my respondents in many ways determined the direction of the NLU, as they have some knowledge and experience of its work and transition from the PLB to the NLU. Therefore their insights were deemed vital. It was critical to establish the views and opinions of these respondents regarding the establishment of the NLU and its role in the Ugandan library sector at present. I also wanted to know how they were coping with the institutions change, their new roles, and the (re)creation of the norms and values of the NLU.

Respondents from the MULIB and DLDC were selected because both institutions have been performing some functions of a national library since the 1964 and 1969 respectively. I therefore wanted to know the relationship between their institutions and the NLU and how the norms, values and roles of their institutions were affected by its establishment.

Table 4.1: Institutions that participated in the study and the respondents’ codes

Key participants in the process	Interviews with library professionals	Interviews from other institutions
NLU (A1-A7)	MULIB (B1-B2)	EASLIS (C1- C3)
	DLDC (G1)	UPA (D1)
	ULIA (E1-E2)	
	Public libraries (F1-F4)	

The respondents from the East African School of Library and Information Science (EASLIS) were selected because of their expertise in library and information development in the country. I also wanted to know their views and perceptions about the NLU and how it affected the norms, values and roles of other related institutions in the country. The executive members of the Uganda Library and Information and Information Science Association (ULIA) were selected as representatives of the library professionals in the country. I sought to know their contribution during the process of the institutionalization of the NLU, and their views about the new institution, as well as about the National Library Act, 2003; and how it has affected the norms, values and roles of the library sector in the country.

The Uganda Publishers Association (UPA) was selected because of the legal obligation of the publishers to deposit their books to NLU, MULIB and DLDC. I perceived a need to seek their opinion about the three legal deposit Acts that served as the legal basis for the key national library function.

The leaders of the public libraries were involved in the study in order to provide a better understanding about their views on how the institutional change affected them when the governance of the public libraries was decentralized and taken over by the district authorities and how this change affected their roles, norms and activities.

4.2.2 The interview guide

An interview guide is defined as a list of questions to be explored during an interview ensuring that the same basic questions are pursued with each respondent. Its advantage lies in making interviewing systematic and comprehensive (Patton (2002, p. 343).

My interview guide consisted of open-ended questions that solicited in-depth responses about the respondents' experiences, perceptions, opinions, and knowledge relevant for my study (Appendix C).

The first section consisted of closed questions that provided basic data about my respondents, namely: the position, the qualifications, working experience, and the job description. The second section comprised mainly of open-ended questions also referred to as unstructured or free-response questions. These open-ended questions are characteristic of a qualitative study as outlined by Neuman because they permit a vast number of possible answers (Neuman 2006, p. 287). Respondents can give detailed answers and can qualify and clarify responses; and unexpected findings can be discovered. The formulations of the questions permit adequate answers to complex issues and allow the respondents to show their creativity, self-expression and provide rich details. The purpose of collecting responses to open-ended questions is to enable the researcher to understand and capture the points of view of respondents without predetermining their points of view through prior selection of questionnaire categories (Patton 2002, p. 21). As Lofland put it "to capture participants 'in their own terms', one must learn their categories for rendering explicable and coherent the flux of raw reality" (Lofland, 1971, p. 7).

The questions varied from one respondent to another especially with regard to the institutions they represented. This is because these institutions played different roles during the institutionalization process of the NLU. While others did not take any part in the process but were either affected by the new institution or had some expertise in the library and information sector of the country. In every case, I felt that their opinions were vital for my research.

4.2.3 Pilot study

The interview guides are usually open to bias, and are likely to include questions that are vague or can be misinterpreted by the respondents. In order to minimize this effect, I carried out a pilot study to ascertain the reliability of the interview guide by interviewing five respondents from the NLU and one librarian from a public library. Neumann revealed the need to test the guide using a small number set of respondents similar to those of the main study (Neumann 2006, p. 276).

However, my pilot study was carried out in the same institutions where I was going to carry out my main study; this was inevitable since there were no alternative institutions or respondents with the same characteristics as those of the NLU or public libraries. After the pilot study, I made the necessary corrections and adjustment so that there was logical flow of the questions. I was able not only to make the necessary adjustments and improve on the interview guide but also to improve on my interviewing techniques.

4.2.4 Interviews

The importance of interviews is to find out those things which we cannot directly observe such as feelings, thoughts and opinions or behaviour that took place at some previous point in time. It is impossible to observe how people organized the world and the meanings they attach to what goes on in the world. It is therefore necessary to ask those people questions about those issues (Patton 2002, pp. 340-341).

Qualitative interviews provided me with the insights into the individual respondents' personal experiences of the motives, actions and roles of the establishment of the NLU. I therefore conducted in-depth interviews face-to-face in order to capture the respondents' views and experiences as they were perceived and commented after the process of the establishment of the NLU. The face-to-face interviews with open-ended questions allowed me to probe and ask for clarification or elaborations on their responses. They also added depth, detail, and meaning at a very personal level of experience. From these responses, I was able to understand and capture their opinions, beliefs, and perceptions of what happened during the establishment of the NLU.

The face-to-face interviews give higher response rates as compared to telephone interviews and they allow the interviewer to observe the surroundings (Neumann 2006, p.301). Since all my interviews were conducted in the respondents' respective offices, I was able to observe the environment of the NLU and the public libraries, which helped to answer part of my research, question four. It should be further noted here

that the interviews were important in answering the research questions one, three and four.

4.3 Document and content analysis

Records, documents, artefacts, and archives are referred to as ‘material culture’ in anthropology. They constitute rich information sources about organizations (Hill 1993). Neuman defines content analysis as a technique for gathering and analysing data in the content of a text (Neuman 2006, p. 322).

The documents in my study are divided into three categories (Table 4.2):

- 1) The records related to the legislative process of the institutionalization of the NLU include the rules and procedures for the parliament, the National Library Bill, 2001 and the proceedings of the Parliament of Uganda (Hansard 11, 12, 17 September, 2002);
- 2) Secondly, the legislative documents include the Constitution of the Republic of Uganda, 1995; the Local Government Act, 1997; the Makerere University College (Deposit Library) Act, 1964; the Public Libraries Act, 1964; and the Deposit Library and Documentation Centre Act, 1969.
- 3) Finally, the record of significant events include the minutes of meeting of the PLB staff to discuss the possibility of the establishment of the NLU; minutes of meeting of the MULIB professional librarians held on 17 March, 2002 to discuss the National Library Bill, 2001; the Speech of the director of the NLU on the launching of the first volume of the NBU 2005; the New Vision newspaper 31 January, 2005 when the NLU celebrated its second anniversary and included articles about its achievements; and the NLU annual reports (2003/2004 to 2006/2007) which recorded the events and activities of the NLU during a particular year (Table 4.2).

Table 4.2: Document analysis

Record of legislative process	Legislative documents	Record of a significant events (state of the art)
Rules and procedure for the Parliament	1995 Constitution of the Republic of Uganda	Minutes of meeting of the PLB staff to discuss the possibility of the establishment of the NLU
National Library Bill, 2001	Local Government Act, 1997	Minutes of meeting of the MULIB professional librarians held on 17 March 2002 to discuss the National Library Bill, 2001
Hansard	Makerere University College (Deposit Library) Act, 1964	Speech by the Director of the NLU on the launching of vol.1 of the NBU, 2005
	Deposit Library and Documentation Centre Act, 1969	The New Vision Newspaper 31 January, 2005
	Public Libraries Act, 1964	NLU annual reports, 2003/2004 to 2006/2007
	National Libratry Act, 2003	

The importance of records and documents is highlighted by Patton as “... records provide a behind the scenes look at programme processes and how they became into being” (Patton 2002, p. 294). Documents revealed goals and decisions taken in the meetings and recorded in the reports and policy statements and the flow of debates that I would not have found otherwise. Various documents and records enabled me to answer my research questions. The research question one about the factors in the library sector that led to the establishment of the NLU was answered by various legislative documents (Table 4.3). The Constitution of the Republic of Uganda, 1995, devolved the services; the Local government Act, 1997, decentralized the social services including public libraries; the Makerere University College (Deposit Library) Act, 1964, and the Deposit Library and Documentation Centre, 1969, defined each institutions and how they performed functions of a national library; the Public Libraries Act, 1964, was affected by the Local Government Act, 1997, on the decentralization of the public services and was repealed; the second and third-five-year-development plans of 1966/67-1970/71 and 1971/72-1975/76 informed of the governmental plans to establish a national library, but these plans were not implemented. These documents were also supplemented by interviews from the key participants in the process of establishing the NLU.

Table 4.3: Documents related to the factors that led to the establishment of the NLU

Research question 1	Document analysis	Interviews
What were the factors in the library sector that led to the establishment of the NLU?	1995 Constitution of the Republic of Uganda	Library professional community
	Local Government Act, 1997	
	Makerere University College (Deposit Library) Act, 1964	
	Deposit Library and Documentation Act, 1969	
	Public Libraries Act, 1964	
	The Second-five-year development plan 1966/67- 1970/71	
	The Third five-year-development plan 1971/72-1975/76	

Research question two is about the motivations and actions of the politicians that led to the establishment of the NLU was answered mainly by analysing the documents (Table 4.4). These documents include: first, the rules and procedures that give a description of the process of instituting an Act of Parliament from the writing of a concept paper by the relevant stakeholders to the Third reading of the Bill when it is passed as an Act of Parliament, thus, being legally sanctioned. Second, the National Library Bill, 2001, was prepared by the Social Services Committee (politicians) and the stakeholders (professional library community) to be debated by the politicians in the parliament. It outlined why it was necessary to establish the NLU and provided recommendations on how to do this.

The Hansard is the verbatim record of the parliamentary proceedings. I was able to capture the politicians' expressions, views, motives, actions and contributions to the National Library Bill, 2001, in the Parliament. It would have been very difficult to interview the politicians who are busy people, and even if I interviewed them, there is a possibility that they could not remember what they said verbatim, four years before I began my research. The politicians legitimized the Constitution of the Republic of Uganda, 1995, adopted the Local Government Act, 1997, decentralised the social services, and repealed the Public Libraries Act, 1964.

Table 4.4: Documents on the motivation and actions of the politicians that led to the establishment of the NLU

Research question 2	Document analysis
What was the motivation and actions of the politicians that led to the establishment of the NLU?	The Hansard: parliamentary debate on the National Library Bill, 2001
	1995 Constitution of the Republic of Uganda
	Local Government Act, 1997
	Public Libraries Act, 1964
	The National Library Act, 2003
	Rules and procedure for the Parliament

Research question three about the roles, motives and actions of the library professional community that led to the establishment of the NLU was answered by a combination of interviews and documents (Table 4.5). The documents included the concept paper and the minutes of meeting by the PLB staff on the need to establish the NLU. Minutes of the meeting of MULIB professional librarians to discuss and contribute to the National Library Bill, 2001, held on 17 March, 2002. The National Library Bill, 2001, which was an outcome of the concept paper of the PLB staff and was discussed by the Social Services Committee and the professional library community before it was introduced to the Parliament for debate.

Table 4.5: Documents on the roles, motives and actions of the professional library community that led to the establishment of the NLU

Research question 3	Document analysis	Interviews
What were the roles, motives and actions of the library professional community that led to the establishment of the NLU?	National Library Bill, 2001	Library professional community
	Minutes of meeting of the PLB staff discussing the possibility of establishing the NLU	
	Minutes of meeting of MULIB professional librarians discussion of the National Library Bill, 2001 held on 17 March 2002	
	Concept paper of establishing the NLU	

The documents answering question four about the role the NLU plays in the library sector at present include the National Library Act, 2003, which is a set of actions,

roles, and norms the NLU was sanctioned to perform (Table 4.6). I was able to find out how far these norms have been performed during the NLU's institutionalization process. The Annual reports of the NLU Board reveal the activities and challenges the NLU is facing in its infancy stage. The list of public libraries in Uganda shows the lack of public libraries in most the districts in the country that the NLU has to coordinate. The New Vision Newspaper of 31 January, 2005, highlights the achievements of the NLU on its Second Anniversary. In the speech at the launching of the first volume of the NBU, the director of the NLU highlighted the importance of the document and the need for authors and publishers to deposit their books at the NLU. The three volumes of the NBU reflected the number of copies of publications deposited at the NLU and the number of publishers who abided by the rules and norms of the Act. The documents were supplemented with interviews from the library professional community.

Table 4.6 Documents answering the roles the NLU plays in the library sector at present

Research question 4	Document analysis	Interviews
What role does the NLU play in the library sector at present?	National Library Act, 2003	Library professional community
	National Bibliography of Uganda Vols. 1-3	
	New Vision Newspaper January 31, 2005	
	NLU Annual reports	
	Speech by the Director of the NLU at the launch of the NBU vol.1	
	List of public libraries in Uganda	

All documents were easily accessible from the relevant institutions apart from the minutes of the Social Services Committee, which discussed the National Library Bill, 2001, before it was introduced in Parliament. However, this limitation was solved when I gained access to the Hansard on the internet. The electronic version included the report of the Social Services Committee that was presented by the chairperson of the committee during the Second Reading of the National Library Bill, 2001, on September 11, 2002.

I obtained the NLU annual report for 2003/2004, however, the annual reports for the years 2004/2005, 2005/2006, and 2006/2007 were drafts. This was due to the absence of the National Library Board, which was to sanction them and be made available to the public. These reports enriched research question four on the roles the NLU is

playing in the library sector at present. I was able to get the review of the performance, the challenges and future plans of the NLU.

4.4 Ethical issues

During the interviews, I tried as much as possible to focus on the purpose of the study in order to collect good quality data. The respondents were assured of confidentiality or at least that it will not be possible to trace the data to the person who provided it. I therefore used codes such as A1, A2 instead of the names. This is particularly important since I used some quotations when reporting the results of the study verbatim. Although no names were revealed, there are limits to anonymity as the institutions, to which the respondents are affiliated, are disclosed, so within the confined limits of the library community, guesses are possible. I interviewed 20 respondents, which is quite a small number. Additionally, in some institutions I interviewed one respondent and, therefore, there is a possibility of guessing who they are. The recordings of the interviews are also kept safely, but they can be provided to the examiners of the thesis if necessary.

In order to make the study credible, I tried as much as possible to be neutral and collect data with an open mind to avoid bias. However, I have to admit that my neutrality may be limited.

It is difficult for a researcher to be fully objective. I am a professional librarian with long experience in Library and Information Science, so it is likely that my knowledge and experience may influence the study. I am employed at the Makerere University Library and my work experience may have influenced the interpretation of the data in the way that I may be unaware of. Additionally, most of my respondents are colleagues in the profession and some are higher in the hierarchy, therefore, this may influence their responses to my questions and how explicit they may be.

I made attempts to describe the research process thoroughly in this study and to increase its reliability and validity. Reliability means dependability or consistence (Neumann 2006, p. 196). In order to improve the reliability of my data I pre-tested my interview guide during the pilot study and necessary corrections were made. In order to improve on the reliability of my study, I used multiple research methods namely, interviews, documents, and observation.

Validity simply means truthfulness (Neuman 2006, p. 196). I tried as much as possible to capture the views of the respondents and provide a detailed account of their responses. My research applied qualitative method which tends to be analytical generalizations. I therefore, tried to ensure that the findings from the interview study can give guidance to what may happen in a different situation. To some extent, the findings can be generalized and applied to other national libraries in similar situations, or processes of the establishment of national archives or other institutions.

4.5 Summary

The pilot study was conducted during July, 2005, and the main study was conducted from October, 2005, to February, 2007. Table 4.7 shows the dates when both the pilot and the main studies were conducted and the name of institutions which participated in the study.

Table 4.7: Time frame

Date	Activity	Institution
5-7July, 2005	Pilot study	National Library of Uganda
12 July 2005	Pilot study	Kampala Public Library
Oct. 2005- Feb. 2006	Main study	National Library of Uganda
Aug.- Nov. 2006	Main study	EASLIS, MULIB, UPA ULIA Kampala public Library
24 Jan.-1 Feb., 2007	Main study	Mbale, Teso and Masindi public libraries

Twenty respondents were interviewed between 2005 and 2007, the dates on which they were interviewed, the respondents' codes and the length of interviews in minutes (Appendix D).

The research employed qualitative approach and the methods used for collecting data were in-depth interviews and content analysis of the documents. These methods focussed mainly on the reasons for the establishment of the NLU, the process of its institutionalization and the environmental change of the library and information sector after the enactment of the National Library Act, 2003. The analysis is focussed on institutional change of library services in Uganda. The empirical materials include interviews with librarians from different institutions namely Public Libraries Board/National Library of Uganda, Makerere University Library, Deposit Library and Documentation Centre, Uganda Library and Information Association, Uganda Publishers Association, East African School of Library and Information Science and Public Libraries. I interviewed 20 respondents from seven institutions. I also employed documents, namely, the Hansard, annual reports, minutes of meetings and newspapers, and policy documents. All interviews were conducted in the librarians' offices and this gave me an opportunity to see the working environment of the NLU and the public libraries and which enabled me to study the environment of the library buildings and other infrastructure.

5. RESULTS AND ANALYSIS

This chapter presents the results of my study in the light of my theoretical framework. I combine the results which are derived from the interviews and documents. The structure of the analysis is related to my theoretical framework (Figure 2.2). The chapter is divided into two main sections. The first section ‘before the National Library Act, 2003’ deals with the situation of the library sector and activities from 1997 where my study begins up to the adoption of the National Library Act, 2003. It starts with the analysis of the 1995 Constitution of the Republic of Uganda and the Local Government Act, 1997 as they had a very strong impact on the situation in the library sector and in fact created motivation for the establishment of the NLU. This is followed by the state of the library sector in the country. Thereafter, the analysis concentrates on the role played by the politicians and library professionals in the process of the institutionalization of the NLU. It ends by analysing the institutionalization process of the NLU as understood by the stakeholders. The second section, ‘the development of the National Library of Uganda 2003 – 2007’ analyses the changes that occurred after the establishment of the NLU and the role the NLU plays in the library sector at present.

5.1 Before the National Library Act, 2003

5.1.1 Decentralization of public library services

The Constitution of Uganda of 1967 was replaced by the Constitution of the Republic of Uganda 1995. This institutional change of the constitution was not only due to the fact that the 1967 Constitution was outdated but also due to several reasons: the history of Uganda, which as we have already seen, has been characterized by political and constitutional instability, which included the struggle against the forces of tyranny, oppression and exploitation. The NRM government was committed to build a better future by establishing a socioeconomic and political order through a popular and durable national constitution based on the principles of unity, peace, equality, democracy, freedom, social justice and progress. The Constitutional Assembly was therefore established through general elections to debate the Draft Constitution which was prepared by the Uganda Constitutional Commission. The Constitution of the Republic of Uganda was adopted in September, 1995 (Constitution of the Republic of Uganda, [as at 15th February 2006], p. 21).

In the Constitution of the Republic of Uganda:

Clause 176 (1) *“the system of local government in Uganda shall be based on the district as a unit under which there shall be such local governments and administrative units as Parliament may by law provide” (p.138).*

In clause 176 (2), the following principles shall apply to the local government system:

- (a) The system shall be such as to ensure that functions, powers and responsibilities are devolved and transferred from the government to local government units in a coordinated manner;

- (b) Decentralization shall be a principle applying to all levels of local government and, in particular, from higher to lower local government units to ensure peoples' participation and democratic control in decision making;
- (c) The system shall be such as to ensure the full realization of democratic governance at all local government levels;
- (d) There shall be the establishment for each local government unit a sound financial base with reliable sources of revenue;
- (e) Appropriate measures shall be taken to enable local government units to plan, initiate and execute policies in respect of matters affecting the people within their jurisdictions;
- (f) Persons in the service of local government shall be employed by the local governments; and
- (g) The local governments shall oversee the performance of persons employed by the government to provide services in their areas and to monitor the provision of government services or the implementation of projects in their areas (Constitution of the Republic of Uganda, [as at 15th February 2006, p.138).

In 1997, the Parliament enacted the Local Government Act:

“An act to amend, consolidate and streamline the existing law on Local Governments in line with the constitution to give effect to the decentralization and devolution of functions, powers and services; and to provide for decentralization at all levels of Local Governments to ensure good governance and democratic participation in, and control of decision making by the people; and to provide for revenue and the political and administrative set-up of Local Governments; and to provide for election of Local Councils and any other matters connected to the above” (Local Government Act, 1997 p. 9)

The objectives of the Act are:

- (a) To give full effect to the decentralization of functions, powers, responsibilities and services at all levels of Local Governments;
- (b) To ensure democratic participation in, and control decision making by the people concerned;
- (c) To establish a democratic, political and gender sensitive administrative set-up in Local Governments;
- (d) To establish sources of revenue and financing accountability; and
- (e) To provide for election of Local Councils (Local Government Act, 1997, pp. 9-10)

The Local Government Act, 1997, decentralized all public services in Uganda including public libraries to the districts. This means that at present the local authorities are in charge of establishing, equipping, managing, and maintaining the public libraries, the functions which were performed by the PLB.

5.1.2 The state of the national library sector 1997-2003

5.1.2.1 The state of public libraries

The roles and functions of the PLB are identified by Lor as the functions that the national library should consider as most appropriate for African countries (Lor 3003; Table 2.5). These functions include comprehensive national library services to the public libraries and through them to the general public. The functions of the PLB were to establish, equip, manage, and maintain public libraries.

There were several programmes, which were included in the PLB's activities, which include: providing to local governments standards, advise, norms, manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval; inspecting and ensure that public libraries confirm to national policies, guidelines and standards; carrying out and coordinating staff development programmes for people working in libraries and information services; supporting the setting up of rural community libraries; and supporting and promoting adult literacy and education by identifying and stocking literature for post-literacy reading campaign and organizing book exhibitions.

However, by the end of its activities, the PLB practically failed to fulfil its main obligation of establishing public libraries in each district, thus, rendering 50% of the districts without public libraries (Appendices E and F). The communities without public libraries have no access to free library services and therefore to information.

In the report of the Social Science Committee the inadequate numbers of public libraries in the country and the sorry state of the existing ones was emphasized:

“There are 26 public libraries, a number far less than Uganda’s 56 districts. These libraries are in an alarming situation. Some are located in personal houses; some are in rented premises and a few others are in dilapidated premises.” (Hansard 11 September, 2002)

This situation resulted in the fact that inhabitants of Uganda could be entirely unaware of the existence of the library services as such as Kapkwomu Ndiwa (Representing Kongasis, Kapchorwa) revealed:

“In some districts, the use of a library is unknown...” (Hansard 11 September 2002)

The process of transferring the public libraries from the PLB to the local governments took place between 1998 and 2000.

The local authorities included the public libraries in their district structures. However, different districts placed their public libraries under different departments. For example: Teso and Mbale Public Libraries are under the Community Development Department. The Kampala Public Library is under Education, Information and Sports

Department, while Masindi Public Library is directly under the Town Clerk. In addition, the public libraries services are under the Ministry of Local Government, while the PLB which creates guidelines and standards to the public libraries is under Ministry of Gender Labour and Social Development. Some public libraries namely, Mbale and Tororo have library committees (Hansson and Kawalya, 2007, p. 286).

While evaluating the public library services in Uganda, Were outlined the activities of library committees in the districts. The Library committees are sub-committees of the PLB and the membership includes the Town Clerk, the district administrator, and four other people appointed on the basis of their influence and interest in education and libraries. The funds for the committee are raised locally through fund raising activities, grants from local authorities, direct cash donations from people in the committee's area and any funds from the PLB for specific projects (Were, 1994, p. 50).

PLB encouraged the formation of library committees for a number of reasons: To involve members of the community in matters affecting the development of their library; the PLB would have an opportunity to consult the local community and hear their views on matters affecting their library thus protecting the community's library interests; the local community would have the opportunity of participating in the planning and development of their library; and the committee enables the interaction between the library users and the PLB thus resulting into better communication and improved services (Were, 1994, p.51).

The objectives of the Library Committee are: to assist the PLB in developing, promoting, and running library activities in the district; to advise the PLB in regard to stocking, equipping, managing and maintaining the public library; to study and discuss the library's problems and how to solve them; to plan organize, encourage and facilitate library development activities on self-help basis; and to organize, in consultation with the PLB, library activities such as book exhibitions and library weeks which aim at cultivating the community's interest in libraries and reading (Were, 1994, pp.51-52)

From the importance of the library committees outlined above, only a few public libraries such as Mbale, Tororo and Teso, have library committees. The inadequate nature of the library materials found in these libraries was discussed by the MPs during the parliamentary debate on the National Library Bill, 2001.

Deusdedit Bikwasizeki, Representing Buhweju County, Bushenyi emphasized the fact that libraries do not have new materials:

"In most cases, you find that the materials in these libraries are so old and obsolete." (Hansard, 12 September, 2002).

On the other hand Steven Bamwanga, (Representing Ndorwa county west, Kabale) complained that the library material is not only old and in bad condition, but also not used by anyone:

“If you visit some of these public libraries ... you will find that apart from being in dilapidated buildings and in personal houses, most of the books are as old as the Public Libraries Act which was passed in 1964. These books are all on dusty shelves and they are on cobwebs of history.” (Hansard, 12 September, 2002).

Byatike Matovu, (Representing Entebbe Municipality, Wakiso) understood that the main cause of the conditions, in which libraries exist, is their status in the eyes of the local authorities:

“The libraries in many areas rank very low on the local council’s priorities.” (Hansard, 12 September 2002)

Bitangaro the Minister of State (Gender and Cultural Affairs) agreed that public libraries were in a bad state. However, he pointed out that there were some libraries that were performing very well. He gave an example of Fort Portal, Mbale, Kampala, Jinja, and Lira. Those in a sorry state were Tororo, Hoima, Masindi and Kamuli public libraries. The funding of these public libraries was inadequate, making it difficult to fulfil government policies with low resources.

The state of public libraries therefore is still facing the same problems since their inception when the Public Libraries Act, 1964 was enacted. These challenges included lack of functional library buildings, funding, staffing, and relevant current library materials. However, the politicians have been lamenting about the challenges without action to rectify the situation.

Kampala Public Library

The Kampala Public Library was handed over to Kampala City Council (KCC) in 1999 and is under the Department of Education, Information and Sports. The management did not know much about public libraries and how they are run, but with time they have come to appreciate and are now aware about their importance. The library has one computer which has broken down. There is limited space for users and staff, lack of current library materials and shortage of staff.

The state of the Kampala Public Library faces the same challenges as before decentralization. However, respondent F4 added:

“We were better off under the PLB as far as funding was concerned. We were enjoying a steady flow of funds from PLB, this is because they are colleagues in the profession; they know the importance of public libraries. Currently funds are not easily forthcoming from the KCC management, which makes more promises than action (Respondent F4)

However plans are underway to improve the situation. Four computers have been ordered. There are plans to expand the library building including the children's wing (the children's library at Ben Kiwanuka Street was closed after the eviction by the landlord who wanted to develop the land). When the extension of the building has been constructed there will be more space for users, a computer laboratory, an auditorium for seminars and educational films, office space, space for book shelves and CDs. Additionally, more qualified staff will be recruited more computers will be procured.

Respondent F4 concluded:

"I hope that these plans will be put in practice, and not be just pay a lip service as was the case with the governments of the 1960s and 1970s"
(Respondent F4).

Mbale Public Library

Mbale Public Library was one of the best performing libraries in the country. I therefore decided to visit the library and find out how it is performing its services under the local authority. Mbale Public Library had been renting the building which belongs to the Bugisu Cooperative Union (BCU) since 1958. In 2005 due to financial constrains the BCU leased the building to Barclays Bank. Since the local authorities could not afford the amount of money required for the lease of the building, the library was evicted. A plot of land was identified for the construction of the library depending on the availability of funds. The library was housed in the District Administration building. I observed that it is divided into five rooms. Three rooms were for reading area and book shelves, the fourth room was the 'American corner' with computers, internet, video and TV; and the fifth one was the librarian's office. The issue/information desk was in the corridor. Most of the books, shelves and reading tables were kept in three different stores in the basement because they could fit in the available rooms. This situation hinders the library to render its services effectively and efficiently due to congestion. The library is operating under Community and Social Services Department. Regarding the decentralization of the Mbale Public Library, Respondent F1 revealed that:

"When Mbale Public Library was decentralized, we were demoralized since during the first six months we did not receive salaries and funds for water, power and rent. This killed our morale and led to the deterioration of the library services". (Respondent F1)

The 'American Corner' was started in 2002, which is an initiative by the USA, Department of State. The USA government had realised that many people did not know about USA so they identified special areas to start this project. Mbale Public Library was selected because it was well organized. The American Embassy in Uganda donated books about USA, two computers, a printer, book shelves, and paid

subscription for the Internet. The project registered success as the demand for books increased. The American Embassy then donated six computers, and Shs 5 million for internet subscription to Uganda Telecommunications Limited (UTL), repairs and for the software.

The local authorities did not see the relevance of libraries. They were not interested in reading and did not know why the library had to buy books every year. “...but you bought books last year, where did they go?” they would say.

Teso Public Library

It has limited space and furniture and some books were kept in the boxes in the librarian’s office and those in the library are locked in cupboards for fear of thefts. The children’s library section is shared with the adults since the main library is not yet roofed. During the first six months after the decentralization of the library, there was no funding and no salaries. The situation improved, although the library is not a priority in the district. There is limited space, and furniture, although the district bought some chairs and tables, but they are not enough. After decentralization, Respondent F2 reported that the library did not get any funding, for six months. The library gets donations from: Book Aid International (BAI) through the NLU, Development Network of the Indigenous Voluntary Association (DENIVA) and Care & Share, World Bank Book Project. The Teso Public library is under department of Community Development.

Masindi Public Library

The library was managed by only one librarian, who had been working there for only six months, so she did not experience the transitional process of the decentralization of the public library to the district. Masindi Public Library was housed in a dilapidated rented building with limited space and lack of furniture, the paint on the walls was peeling off, the roof was leaking, and it had broken windows, some books are stored in boxes, and some on tables because of lack of shelves. Respondent F3 informed that the NLU could not donate books to the library due to its poor state. However, Respondent F3 was optimistic that when the conditions improve and more shelves acquired, the library will receive donations from the NLU. The library is directly under the town clerk.

In September 2009, the first phase of Masindi Public Library building housing the children’s library was opened. The building was constructed using funds from the Ministry of Gender, Labour and Social Development, the NLU, the Local Government Development Programme, and the local tax collections. The NLU donated furniture and books. The construction of the second phase will start in 2010. The Masindi local authorities were praised by the Director of the NLU for recognizing the importance of library services in community and national building (National Library of Uganda, 2009)

5.1.2.2 The relationship between MULIB, DLDC and PLB as institutions

By 1997, MULIB, DLDC and PLB were carrying out some *activities* of national libraries. A national library can be defined as a library responsible for the collection and preservation of national and foreign literature, legal deposit, publication of a national bibliography, and compilation of a union catalogue.

Differences and similarities between MULIB and DLDC

There are a number of differences and similarities between the functions and roles of the MULIB and the DLDC (Table 5.1). Both institutions complement each other as parts of national library but also duplicate each others activity.

Table 5.1: The differences and similarities between Makerere University Library and Deposit Library and Documentation Centre.

	MULIB	DLDC
Act	Makerere University College (Deposit Library) Act, 1964	Deposit Library and Documentation Centre Act, 1969
Functions	Deposit and preservation of books	Deposit and preservation of books
Number of copies for the deposit	One	One
Collections	Books, government and international documents, theses and dissertations, microfilms, micro cards, photographs, archives, manuscripts and audio materials	Books, government documents, theses and dissertations
Dissemination	National Bibliography of Uganda, irregular ceased in 1997, DATAD, USDL	Accessions list is annual, regular and up to date
Preservation	Binding, microfilming, digitization	Binding
Building	Functional	Non-functional

Similarities

Two functions to deposit and preserve publications are common for both institutions. Publishers have to deposit one copy of each book published in Uganda to each institution.

MULIB until 1997 published the Uganda National Bibliography (UNB) while DLDC still publishes the Accessions List. Both publications are incomprehensive because of

the outdated legal deposit acts, which do not include non-book materials and have weak penalties, which are ignored by the publishers. There are duplication and wastage of resources since both institutions are performing the same activities. It was, therefore, necessary to produce one national bibliography, which would include the location of where the documents could be found, that is to combine the function of the national bibliography and the union catalogue.

Differences

MULIB was made the official depository for documents from the UN agencies and related bodies. While both institutions collect the Ugandan government documents, MULIB also collects government documents from other countries. MULIB is the biggest and oldest library in the country and preserves the national imprint in various formats. These include microfilms, microcards, photographs, and audio materials. MULIB embarked on the preservation of the collection through microfilming and digitization.

The Accessions List produced by the DLDC is regular and up to date, the Uganda National Bibliography was irregular and ceased publication in 1997 (Table 3.1). Most of the legal deposit collection of the MULIB contains theses and dissertations produced by Makerere University, while most collection of DLDC consists of government documents.

MULIB, DLDC and PLB as a national library system

National libraries are defined according to their functions. Humphrey (Table 2.3) categorized the functions of a national library as essential, desirable and non-essential (Humphrey 1966). The overview of the functions of the MULIB, DLDC and PLB shows that they fully cover all three categories (Table 5.2) defined by Humphrey.

The essential functions carried out by MULIB include legal deposit, collection and preservation of national and foreign literature, publication of national bibliography (UNB), and collection of the country's output of non-book materials. It also performs the desirable function of collecting manuscripts. MULIB ceased performing one of the essential activities of producing the Uganda National Bibliography in 1997. The DLDC's essential functions comprise legal deposit, collection of national imprint, and publication of the national bibliography (Accessions List). The PLB is basically a public library service whose functions include establishing, equipping, managing and maintaining public libraries (a non-essential function).

Table 5.2: The distribution of the national library functions in Uganda.

MULIB	DLDC	PLB
Legal deposit	Legal deposit	Public library services
Collection of national and foreign literature	Collection of national imprint	Establishing, equipping, managing and maintaining public libraries
Manuscripts Collection	Publish national Bibliography	
Publish national bibliography		
Collection of the country's output of non-print materials		

However, the performance of the national library functions by the institutions with other goals is usually problematic.

The MULIB has the dual functions of a university library as well as a national library. The government does not fund its activities as a national library. There is no vehicle to collect the national imprint and there is limited space for the storage of the deposited documents and their users. There are not enough personnel to carry out the national library activities. The MULIB has to serve the constantly growing number of students, which increased from 10,000 in 1996/1997 to 25,000 in 2002/2003 (Mulira et al. 2008, p. 4). Additionally, it has to serve the staff and researchers. But the responsibility to the students was seen as the priority job that cannot be put aside to perform other tasks. Respondent (A7) emphasized further:

“MULIB could not handle these responsibilities; it has a big number of students.” (Respondent A7)

This means that MULIB cannot perform the functions of the national library of collecting and preserving the national imprint and publishing the national bibliography. At the same time being a university library, serve students, staff and researchers, with limited space, staff, and funds.

The conflict between the user groups served by the MULIB and the DLDC and the potential users of the national imprint or benefiting from other national library activities was evident to the professional librarians:

“Any nation needs to preserve its documentation heritage and make it available for use. ...Yes, we had MULIB and DLDC who were doing a good job of acting as national libraries. But the two institutions had their own clientele the students and staff. The general public could not go and access information from the two institutions. So the country needed a neutral place where as many people as possible can go and have access to information.” (Respondent A5).

One of the respondents perceived the situation differently and did not consider the activities of the MULIB and the DLDC as equal to the performance of the national library functions:

“There is no institution of that nature in Uganda that performed the functions of a national library. MULIB and DLDC are depository libraries performing some of the roles...” (Respondent A7)

Thus, despite the fact that there were three organizations in Uganda to greater or lesser extent acting as national libraries, the situation was not perceived as satisfactory by the members of the library community. The overlap of the activities between these institutions also caused some problems. In addition, the decentralization of the public libraries has put the Public Library Board in the position that threatened its existence and pushed it to look for the ways to survive.

5.1.3 Adopting the National Library Act in Parliament: political process

As in any other country, there are certain rules governing the process of passing a law through the Parliament of Uganda. In other words, the process of instituting an Act of Parliament of Uganda is outlined by rules and procedures of Parliament (Uganda Parliament, 2006)

The adoption of the National Library Act had to go through it as well. However, before this process can start there has to be a group of interest that will put effort in creating a concept paper for the new act, starting the whole procedure and following it up. In the case of the National Library Act, this role was performed by the leaders and the employees of the PLB. Before starting the detailed and deep analysis of the creation, discussion and passing the National Library Act in 2003, I would like to outline the elements of this concrete process in general.

5.1.3.1 The process of the adoption of the National Library Act, 2003

As I have explained earlier, the MULIB and the DLDC had inadequate functions and resources to perform the national library functions efficiently and effectively. Thus the distributed national library in fact stopped to exist and did not fulfil the work of the collection and preservation of the national imprint as expected. The PLB has lost not only its function but also legitimacy and faced a threat of annihilation. Its staff became a force behind the next stage of full deinstitutionalization of previous institutional structures and a start of the creation of a new institution. The following events depicted in Fig 5.1 led to the adoption the new Library Act and establishing the NLU.

The institutionalization process of the NLU started in 1998 when after the Local Government Act, 1997, the PLB senior members of staff came up with the idea of establishing the NLU. The PLB staff planned, drafted a proposal and wrote the concept paper. In 1998, the concept paper was approved by the PLB Board.

The next step in the process relates to the government action. After, a concept paper is written by the relevant stakeholders, it is sent to the Cabinet by the concerned minister

for discussion and approval. If the Cabinet approves, the Ministry of Justice and Constitutional Affairs drafts the Bill, which is introduced to the Parliament for the First Reading.

The Minister of Gender, Labour and Social Development received the concept paper from the PLB Board, studied it and sent to the Cabinet for discussion and approval in 1999.

Two years later in 2001, the Ministry of Justice and Constitutional Affairs drafted the National Library Bill, 2001.

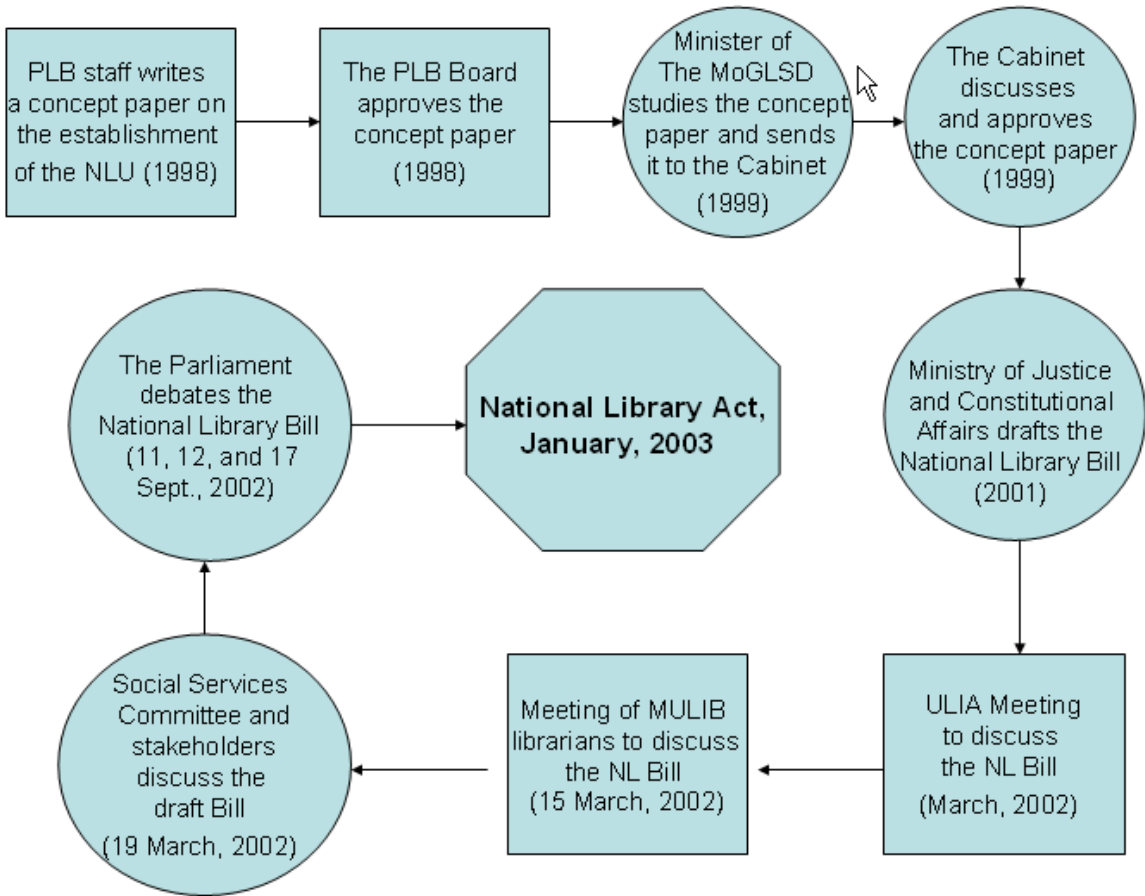


Figure 5.1: Events marking the process of the institutionalization of the NLU from the concept paper to the National Library Act, 2003.

Note: the rectangles signify the actions of professional librarians, the circles – political elements in the process.

In the Parliament the procedure demands that the Member who has officially submitted a Bill introduces it to the Parliament. There is no discussion or questions asked during this introduction. The draft Bill is referred to the appropriate committee, which examines it in detail, makes inquiries related to the Committee, considers expedient or necessary issues and reports to the House within two months from the

date the Bill is referred to the Committee. This is an entirely formal event and, therefore, was not visualized in fig. 5.1.

However, there were two important events related to the National Library Bill prior to its discussion in the relevant parliamentary committee that are included in the figure. The draft was discussed in the meetings by various interest groups, namely, the Uganda Library and Information Association (ULIA) and the MULIB professional librarians in March, 2002.

According to the Article 90 of the Constitution (Uganda constitution 1995, p. 56) the House appoints Parliamentary Committees to enable it to discharge its functions efficiently. The session committees examine and comment on policy matters affecting ministries covered and initiate or evaluate action programs of those ministries and sectors and make appropriate recommendations. They also examine critically the bills brought by the government to the House before they are debated, examine critically government recurrent and capital budget estimates and make recommendations for general debate in the House. Finally, they monitor the performance of the ministries and departments to ensure government compliance.

On 19 March 2002, the Social Services Committee of Parliament (SSC) and the members from interested groups discussed the draft bill. The stakeholders were the representatives from PLB, MULIB, DLDC, Kyambogo University Library, the Ministry of Public Service and Cabinet Affairs, the Uganda National Archives UPA and the ULIA.

After the discussion in the Committee the Bill is debated in Parliament. The Chairperson of the Committee, to which the Bill was referred to or a member of the Committee designated by the Committee or by the Speaker, presents to the House the report of the committee on the Bill. A debate ensues on the merits and principles of the Bill, on the basis of the explanatory memorandum and the report from the Committee. The Bill is read in the Parliament three times and after the third time is passed as an Act of Parliament.

The National Library Bill, 2001 was read for the first time on 11 September 2002 when the Clerk to the parliament read aloud the short title of the Bill. September 12, 2002 was the second reading of the Bill, which was comprised of the report of the SSC. The debate followed by the MPs on 17 September, 2002, the Bill was read for the third time after making amendments and was passed as an Act of Parliament. The National Library Act came into effect in January, 2003 (Figure 5.1).

5.1.3.2 The PLB activity after decentralization of public libraries (the process begins)

After the overview of the process related to the adoption of the National Library Act, I return to the examination of each step in this process. I start with the reasons of the initiation and preparation of the concept paper by the PLB.

The decentralization of public libraries and transferring the responsibility for them to the district authorities started in 1998 and ended in 2000. The SSC reported that the PLB was left with the responsibility of inspection, monitoring, issuing standards, and guidelines, developing human resource and co-ordinating government initiatives and policies at national level. These functions would be best performed by the national library backed by a legislation that explicitly defined its powers and functions (Hansard, 11 September, 2002).

The general view of the PLB staff that came up with the idea of establishing the NLU was that they felt that the activities left at the PLB headquarters were not enough for a national organization. So they took the advantage of the existing weak national library system and wanted to establish a full fledged national library where the general public could go and access information.

On the other hand, the idea of a national library in Uganda was not entirely new as one of the respondents has pointed out:

“The idea of establishing a national library has always been there since 1964, but because of the political and economic problems, it was not possible to do so” (Respondent A1).

The members of the PLB felt that they have revived it and also brought to the fruition the efforts from earlier periods:

“...We were just building on the second and third five year development plans, 1966/67-1970/71 and 1971/72-1975/76) This is whereby plans were made for building, equipping, furnishing and stocking the Uganda National Library. However, because of the political and economic problems, the idea could not be implemented. We therefore view this as matter of just revisiting the idea”. (Respondent A7)

But the respondents were quite open about the fact that the staff on all levels was worried about the possibility of closing down the PLB and that it was one of the most important reasons for their efforts to revive the idea of the NLU:

“The Minister of MoGLSD was planning to retrench all the staff of PLB headquarters and transfer the director, as commissioner and his/her deputy as assistant commissioner and a secretary to the MoGLSD headquarters to

perform the above activities. There was fear that we were going to be retrenched” (Respondent A7).

One of the respondents clearly states that:

“We did not want to lose our jobs” (Respondent A4).

The other one spoke more about finding new meaning to the professional existence within the organization named the PLB by changing its function to a nobler one:

“Work had been taken away from the PLB and so we had to redefine a new role. This was a very timely intervention. The PLB was going and there was a need for an institution to take up leadership role, and a noble task of preserving the intellectual heritage...” (Respondent A3)

Another one regarded the national library as a prestige:

... it is the status of the nation. Many countries in the world have national libraries. It was also necessary to fill the gap created by dissolving the PLB. Professionally, there was a need to have a national body to perform the functions of a national library (Respondent C2).

While working on the contents of the Bill, the PLB staff made consultations with the librarians of the Kenya National Library Services (KNLS) and the Tanzania National Library Services (TLS), because these two bodies were playing the roles of both the national library and public library (A7). They were trying to consolidate the functions of a national library with those of the public library services. They consulted extensively the UNESCO guidelines for legislation of national libraries for definition of terms (Table 5.5) and adopted them for the concept paper. They also examined the Namibian and Norwegian legal deposit acts, which were perceived as the most modern ones.

Table 5.3 National libraries and information needs (Line, 1990, p. 29)

	Functions		Needs
1.	Collection and preservation of documents of national interest and importance	a)	Acquisition of a complete collection of materials generated in and relating to the country
		b)	Preserving that collection for posterity
2.	Creation of and access to bibliographic records of publications	a)	Bibliographic needs: Creation of bibliographic records of the published production of a country
		b)	Access to the records of other countries
3.	Documentation provision: the national resource	a)	Management of national collections
		b)	Building up of foreign collections
4.	Access to publications	a)	Access to reference resources and consultation
		b)	Remote supply: loans or copies
5.	Exchange of publications, especially, with institutions outside the country		
6.	Access to information	a)	Primary information
		b)	Processed information
		c)	Preparation of information guides (abstracts, indexes)
7.	Services to libraries and other information units	a)	Cataloguing (cataloguing books before they are published so that other libraries are saved the bother of cataloguing these books again and again)
		b)	Facilitating libraries to lend to each other books
8.	Leadership and advice to libraries and information units	a)	Leadership
		b)	Advice
9.	Planning and coordination	a)	National planning coordination with emphasis on resource sharing, standardization and international liaison
10.	Research and development	a)	On matters of national importance
		b)	On matters affecting a group of librarians
		c)	On matters affecting the national library itself

These needs of the national libraries were mainly used when clarifying the relationship between the NLU and other libraries:

- (i) A national library fills the information gaps left by other libraries i.e. public libraries, academic libraries, departmental libraries, and libraries attached to private institutions.
- (ii) Creates mechanism and possibility for optional utilization of information resources within and outside the country by:
 - (a) creating bibliographies that help libraries and the users of the national library to know what information materials are available in the country and outside the country and where they can be found. (union catalogue);
 - (b) working with major libraries in the country to establish mechanisms for libraries to share their information resources through interlibrary loans and shared acquisitions;
 - (c) making available to other libraries access to publications of foreign governments and international organizations;
 - (d) making available to other libraries photocopies and other documents through other national libraries.
- (iii) Creates forum, mechanisms and possibilities for cooperation among different types of libraries in areas of:
 - (a) policies;
 - (b) plans;
 - (c) standards;
 - (d) lobbying and advocacy;
 - (e) education and training (National Library Bill, 2001: *Clarifications on issues raised by the SSC on 19 March 2002, p. 2 doc.*)

The PLB library professionals ensured that the Minister of Finance Planning and Economic Development signed the certificate of approval indicating that funds will be available for the activities of the NLU. (A7)

Respondent A4 described the hard work of persuasion of the officials and politicians on all levels as follows:

“We managed to convince the Permanent Secretary of the MoGLSD, the Cabinet and the Social Services Committee of Parliament of the need for a national library. The president has also agreed that we needed a national library and it was a good idea. May be he was looking for votes and wanted to leave a milestone....” (Respondent A4).

Despite the fact that the PLB had limited funds, the staff went out of their way to spend it in order to speed up the process:

“A lot of money was spent during this process especially in photocopying. We had limited funds and each Member of Parliament (MP) had to get copy of the Bill (about 280 copies). Whenever there were changes made, new copies had to be made” (A4).

5.1.4 Role of librarians in the adoption of National Library Act, 2003

The PLB staff remained the most influential group of professional librarians throughout the whole process of the adoption of the National Library Act, though they did not succeed in everything that they have planned.

PLB professionals wanted the copyright office, which is currently in the Ministry of Justice and Constitutional Affairs, to be transferred to the NLU.

Respondent A3 explained the foundation for this requirement:

“We wanted to use the US model; whereby the copyright office is in the Library of Congress” (Respondent A3)

This Social Service Committee agreed with this suggestion, however, there was a need to harmonise this item with the provisions of the copyright law, which at that time was being debated on in Parliament. Their idea was eventually rejected. The copyright office is currently in the Ministry of Justice and Constitutional Affairs.

Nevertheless, in most cases, the Bill reflected the wishes and the demands of the PLB leaders and staff than those of other professional groups.

Respondent C2 expressed the opinion of some professionals that it would be beneficial to have subject national libraries:

“I would prefer to have the National Library of Medicine, the National Library of Agriculture and so on, as is the case for the US, so that national libraries are based on disciplines” (Respondent C2).

However, although A3 agreed that subject national libraries are good, they very expensive ventures for a poor country like Uganda, which has problems of sustaining national library services in terms of financial and human resources.

When the draft bill was brought before the Social Services Committee for discussion, the MPs in the Committee noted that professional interest groups were not involved in previous process, except the PLB, which drafted the concept paper. The Committee therefore suggested that all the stakeholders were brought on board to discuss the draft. The following stakeholders were invited: MULIB, DLDC, National Archives, the Ministry of Public Service and Cabinet Affairs, Kyambogo University Library, Uganda Publishers Association, ULIA, Uganda Local Authorities Association and Uganda Urban Authorities Association.

This issue was addressed by the respondent A3 who mentioned that other groups of interest than librarians could have been involved in the discussion and formulation of the provisions of the Act:

“Originally, the idea of the establishing of the NLU was internally done by PLB, as it was their idea, and by the time the other stakeholders were put on board the Bill was already in the Parliamentary Committee. The process should have started with all the stakeholders. It was an oversight. Additionally, there were no representatives from authors, readers and booksellers who are also stakeholders of the NLU” (Respondent A3).

Without regard to the delayed involvement, the librarians from other libraries had an opportunity to express their views.

A meeting of professional librarians of the MULIB was held on 15 March, 2002 (Makerere University Library, 2002) to discuss to the draft of the National Library Bill. Members were requested to make amendments where they were required. These amendments would then be presented at a consultative workshop of the interested groups or stakeholders about the Bill which was scheduled to take place on 19 March 2002.

The members of the MULIB noted that:

- the Bill did not clearly define which libraries were to be coordinated;
- public libraries should be clearly defined in order to eliminate confusion;
- the NLU should concentrate on the traditional functions of a national library such as collection and preservation of national imprint, publishing a national bibliography and compilation of a national union catalogue.(Makerere University Library, minutes of meeting 2002)

They also noted that some parts of the draft Bill were ambiguous. While defining the concept of a national library, the MULIB members noted that the national library concept varies from country to country. They then defined the national library as a recipient of copies of copyrighted publication in addition to two or three designated libraries. They also stressed that a national library plays a leading role in providing library services to the entire population (Makerere University Library, minutes of meeting 2002).

The meeting made a number of suggestions to change the draft Bill. One of them concerned the number of the libraries receiving the legal deposit copies, namely, clause (4) of the National Library Bill. They suggested that the existing deposit libraries namely MULIB and DLDC should remain in force. They referred to the practices in Britain where three additional libraries have deposit acts besides the British Library (Makerere University Library minutes of meeting, 2002).

Another proposed change was directed towards protecting the role of the MULIB as the depository of the international publications. Namely, in the Clause 4t, of the National Library Bill, the sentence should read that the NLU has “to act as a second depository of publications by foreign governments to MULIB...” (National Library Bill, 2001) This was an indication that the members of MULIB wanted to remain the

first depository institution of the international publications. The argument brought forward was that MULIB has been a depository of international documents since 1956; therefore, it has already got a big collection.

One more proposal was made about the composition of the National Library Board, which should include university and tertiary institutions and private sector foundations. The nominations of the representatives to the Board should be done by the institutions and not by the Minister. By including tertiary institution to the Board, the MULIB was most likely to get a representative as it was the oldest university library and a legal depository. The meeting of the MULIB professional librarians ended by nominating four members to represent the institution at the Social Services Committee meeting on 19 March, 2002, to discuss the Bill.

The Consultative meeting scheduled for 19 March 2002 was cancelled due to lack of time since that was the very day the interested groups were to meet with the Social Services Committee.

Respondent B1 commented on the tough time schedule of the meeting with the Social Services Committee that left the interested persons dissatisfied with the discussions.

During the Social Services meeting with the stakeholders to discuss the Bill, each institution was given only 15 minutes to present their observations and suggestions which I think was not enough time to elaborate on the issues
(Respondent B1)

Respondent A2 pointed out that the wish of the MULIB to be the second national library was rejected by the Social Services Committee because the MULIB was already overcrowded with students and it was very difficult for other members of the public to use that library.

The late inclusion of other professional librarians into the discussion resulted in growing tension and distrust between the groups. Respondent B2 revealed that the PLB staff wanted rich collection of the MULIB to be taken to the newly established national library as a starting point:

“Some members of the PLB wanted the whole Africana collection of the MULIB to be transferred to the NLU. But we were against it as we did not want to lose the precious special collection of rare books, theses, and dissertations. Members agreed that the MULIB has a right to keep its collection of theses and dissertations since they are like examination papers and the clientele for these documents are mainly at Makerere University” (Respondent B2).

Respondent B1 expressed the concern about the relationship of the NLU with other libraries, especially, with regard to well established and professionally run academic libraries:

“I was concerned about what will be the relationship between the NLU and other libraries. What would be the role of the NLU with other libraries? What powers would the NLU have over other libraries? How can the NLU provide professional and advisory services to MULIB? How long will it take for NLU to supersede MULIB? My view was to indicate in the Act that we should be working together, there should be collaboration” (Respondent B1).

As one can see from the above quotation, there was much uncertainty about the future of the libraries. This uncertainty caused other libraries to act defensively. Regarding the relationship between MULIB, DLDC and NLU respondent G1 explained that:

“We tried to argue the parallel existence of the MULIB and DLDC with NLU, because we would act as the backup. There was fear that the MULIB and DLDC acts would be repealed, but they were not” (Respondent G1).

Respondent G1 pointed out that MULIB and DLDC were invited to attend the Social Services Committee meeting after the PLB staff had already drafted the Bill and got involved in the process of establishing the NLU when it was already in its final stage. He then suggested that:

“We should have been involved right from the writing of the concept paper as this would have been an opportunity to revise the MULIB and DLDC Acts... but it was too late to do that. However, I think that both acts should be revised to reflect current situation” (Respondent G1).

This was the time when the MULIB and the DLDC had the opportunity to update their legal deposit acts so as to perform their functions effectively. The involvement of the MULIB and DLDC from the inception of the NLU idea as well as participation of authors, readers and booksellers in the process would have added more perspectives to that idea and resulted in more support for the NLU at later stages.

According to the draft Bill, the NLU Board should include among others a member from the Urban Authorities Association of Uganda, the Uganda Local Authorities Association, and a person qualified in library and information science. In the meeting of the ULIA, it was suggested that a representative of the Association, not any person in the LIS profession, should be a Board member. Other associations should have their representatives in it too. ULIA had suggested a representative to the Board from a Library and Information Science School. ULIA wanted the head of the NLU to be called the director general, and the heads of departments the directors. All the suggestions made by the ULIA were rejected by the Social Services Committee and the last one by the colleagues who thought that it was too radical.

The PLB staff did a lot of lobbying to convince the members of the Social Services Committee of the need of establishing the NLU. The Social Services Committee was eventually convinced but it was not easy.

Commenting on the functions of the NLU drafted in the Bill, respondent A1 agreed that there were too many functions, and some of them were not the traditional functions of national libraries. He explained that while drafting the National Library Bill, 2001, the PLB staff had included the following functions:

- “o) to provide to local governments standards, advise, norms, manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval;
- p) to inspect and ensure that public libraries confirm to national policies, guidelines and standards;
- q) to carry out and coordinate staff development programmes for people working in libraries and information service;
- r) to support the setting up of rural community libraries;
- s) to support and promoting adult literacy and education through the identifying and stocking of post-literacy reading campaign and book exhibitions” (National Library Bill, 2001).

However, the members of the Social Services Committee noted that there were too many functions so they were reduced to:

“Clause 4

- h) to support and promote adult literacy and education through the identification and stocking of post-literacy reading materials;
- i) to support the setting up of rural community libraries; and
- j) to promote the habit and culture of reading through reading campaigns and book exhibitions” (National Library Act, 2003)

These functions were included in the National Library Act, 2003 because:

“The PLB had embarked on these programmes, which are of great importance to the country. There is therefore a need for the NLU to continue with them so that they do not end up in total failure” (Respondent A1).

This is another proof that the greatest role from the idea generating to the final editing of the National Library Act was played by the PLB staff. The rest of the professional library community, though having vital interests in the issue, was brought into the discussion at the late stage and only marginally affected the final outcome of the legislative process.

5.1.5 Politicians’ role in the process

The ignorance of the national library by the politicians was revealed during the Social Services Committee meeting.

Respondent A7

“I realised that the public and most politicians do not understand the concept of a national library, as one MP asked: ‘Is it necessary to have a national library? Do we really need it? What about the national archives?’” (Respondent A7)

Respondent A7 concluded that this comment was an indication why the library sector in the country lagged behind. Respondent A7 believed that it was because of the ignorance of the general public and the politicians about the importance and role of libraries in the country.

During the process of the adoption of the National Library Act, politicians revealed that they were not aware of many library related issues. Nevertheless, they have displayed concern and hold all the power for passing the legislation. I present further the analysis of the political debate around the issue of the establishment of the National Library.

The debate by the MPs on the National Library Bill 2001 was recorded in the parliamentary proceedings, the Hansard, September 11, 12, and 17, 2002). This record constituted the source of the data for this part in my study. I also used the report of the Social Services Committee presented at the reading of the Bill.

The Bill was read for the Second Time in the parliament on 11th and 12th September, 2002, by the Minister of State (Gender and Cultural Affairs) Mr. Samuel Bitangaro. He outlined the objectives of the Bill which were:

- to establish the NLU,
- to provide for the depository and preservation of publications,
- to set up an information referral service and library co-ordination, and
- to define the functions of the NLU in order to enhance its status.(Uganda Parliament, 2002)

He informed members that Chapter 121 of the Public Libraries Board Act of 1964 was overtaken by the Constitution of the Republic of Uganda of 1995 and the Local Governments Act of 1997, whereby the responsibilities of the PLB of establishing, managing, equipping and maintaining public libraries are taken over by the districts. He ended by requesting the Public Libraries Act, 1964, to be repealed as obsolete.

5.1.5.1 Report of the Social Services Committee on the National Library Bill, 2001 to the Parliament

During the second reading of the bill to the parliament, the Minister Bitangaro, outlined the reasons for the establishing of the NLU mainly related to the new legislative acts and the consequent dissolution of the essential functions of the PLB that created possibilities and freed resources for new developments.

The Chairperson of the Social Services Committee of Parliament Dorothy Hyuha read out the report of the Committee. The Committee expressed the inadequacy of the

public libraries services in the country such as being housed in dilapidated rented and non-functional premises. There is also lack of public libraries since 50% of the districts in the country did not have public libraries. Although the government recognised the importance of public libraries, there is no policy on their establishment and maintenance. The provision of information is of paramount importance in the development of the country and therefore cannot be ignored. However, since public libraries have been poorly funded and neglected, the Committee was concerned about the Government ability to finance a national library.

The Committee was not clear about the organizational structure of the NLU. Proper linkages between NLU and other libraries were not clearly set up in the Bill. This created the doubt on the ability of the NLU to sufficiently perform the coordination function, which was regarded as cardinal. The criteria for selecting the members of the Board were not clearly laid down in the Bill. The Minister was given power to appoint the Board members, but the mode of identification remained obscure. The procedure to be used in the appointment of the NLU Board members would be approved by the Cabinet. This would leave loopholes on favouritism, nepotism, tribalism and other kinds of unfairness. Proper standards and criteria for filling the Board were imperative. It was observed that affirmative action had not been complied with as stated in the Constitution. Amendments to this effect were therefore proposed. It was noted that a lot of power had been given to the Minister in the appointment of employees and expenditure of funds in the Bill. The NLU Board should have a degree of autonomy in the decision making, preparation of budgets, recruitment and determination of remuneration and benefits of the employees.

Regarding legal deposit, MULIB and the DLDC should retain their positions as legal depository centers while the NLU takes precedence in this regard. This was suggested because Uganda had many universities, and giving Makerere University and the Uganda Management Institute under which DLDC falls the role of legal deposit would be unfair. The Committee noted that theses and dissertation do not fulfill the criteria of being generally available to the public as they were written for specific institutions as requirements of academic awards. The penalties for a person who does not provide legal deposits were reduced from 30 to 10 currency points as the former was excessive (a currency point is equivalent to twenty thousand shillings). It was noted that though the Board was given powers to carry out inspection, guidelines and regulations, no punitive measures were provided in case of violation. This would limit the powers of the Board. Amendments to this effect were proposed.

The Social Services Committee made the following recommendations: the government to strengthen its role of encouraging districts to establish new public libraries where they do not exist and to support the existing ones. A clear policy on the establishment and maintenance of public libraries was necessary. The government should fund the National Library as one of its priorities. Proper criteria for identifying members of the Board should be established. Women and visually impaired persons should be represented on the Board in consonance with the affirmative action policy. The linkage between the National Library and other libraries should be clearly laid down in the

establishment structure. The Minister's role in the National Library should be reduced to enable the Board to have latitude in decision-making. Students' theses and dissertations should be exempted from legal deposit due to the high costs of production of theses and dissertations should be exempted from legal deposit due to the high costs of production of these documents. In conclusion, the NLU is a very important institution as it provides library co-ordination, promote research and education in library and information services, offer referral services to users, preserve and conserve national heritage of books and documents among others.

This is a proof that although the politicians may be ignorant of the differences between libraries, but they know the political consequences of certain legal acts. This can be identified with their concern about the lack of funding for public libraries, and the how a new national library will be financed. On the issue of the procedures of the appointment of Board members, they were able to note the loopholes in regard to the possibilities for corruption on one hand, and lack of power in the Board on the other. The politicians also showed concern about other libraries' role and resources and the duty to protect the interests of all the interested parties.

5.1.5.2 Politicians and libraries, reading culture and social aspects

Despite the fact that it was the National Library Act and the Social Services Committee report has outlined main shortcomings in it, the politicians participating in the discussion were mainly concerned with two closely related issues: the state of the public libraries and the reading culture in the country.

State of public libraries

During the debate on the National Library Bill, 2001, the politicians expressed their concern about the state of public libraries in the country, which left a lot to be desired.

However, it was pointed out that although some public libraries such as Hoima, Tororo, Masindi and Kamuli are in a bad state; there are others that were performing very well such as Fort Portal, Mbale, Kampala, Jinja and Lira. In total there were 26 districts with public libraries out of the 56 districts. There was a need to establish 34 public libraries in the districts which lacked them. All the established public libraries had full time employees. The funding of the public libraries was inadequate, making it difficult to fulfil government policies with low resources. The lack of public library policy was highlighted

Mwandha, representative of persons with disabilities, commented that:

“This means that government does not seem to have a policy on public libraries. What a shame! How can you pass a law in a vacuum? Laws are normally passed to implement government policies. I want the Minister to tell us why they do not have a policy and when are they going to have a policy on public libraries?” (Hansard, 12 September, 2002)

With regard to the decentralization of public libraries Mwandha pointed out that all the MPs were aware that the local governments were suffering from poverty. Their budgets were totally inadequate to meet their needs. In the Social Service Committee report and the Minister's statement there was no assurance that the local governments had the capacity to finance public libraries.

"I have a big fear that when we have priorities out there in the districts where available resources could be applied to other things like fighting diseases, providing roads and education and so on; the idea of providing libraries may be a secondary idea. Therefore the entire library system may actually die" (Hansard, 11 September 2002).

Kapkwomu Ndiwa, the Member of Parliament for Kongasis County, Kapchorwa revealed that after the decentralization of the public libraries, the local authorities had mixed feelings about taking over the public libraries. Tororo district for example did not want to take over the Tororo public library as it was housed in a dilapidated building. Kapkwomu then requested the Members of Parliament assist the local authorities in setting up modern public libraries with computers, which would enable the circulation and exchange of library materials among the public libraries.

Additionally, Aggrey Awori, the Member of Parliament for Samia Bugwe, Busia, suggested that 50% of funds budgeted for the public libraries should be invested in ICT for the public libraries so that the users are able to access the Internet. In addition to encouraging the establishment of public libraries, there was a need for enabling the private sector to start public libraries. This is because most public libraries have obsolete library materials. While the owner of a private library could ensure that it contained current and relevant library materials.

There was a suggestion of bringing back the public library services to the centre, the reasons being that they would collapse due to lack of funding at the districts. However, the Minister Bitangaro was of the view that with a reviewed policy on public libraries; the nearer the services to the people the better.

The discussion of the state of the public libraries revealed deep concern of the MPs about the future of the libraries in the country. On the other hand, the described state was a direct consequence of the Act adopted by the Parliament earlier obviously without proper analysis of the impact on different public services.

Reading culture

The discussion of the Bill provided a good opportunity to discuss another topic that evidently caused serious trouble for politicians – the reading culture.

Many politicians expressed their concern about the lack of reading culture in the society, which may cause a lot of problems, especially in decision making when leaders may agree on something without enough background information on it. A

sector-wide approach was suggested to ensure the building the reading culture. The Minister of Education and Sports was encouraged to find methods of inculcating it.

Ruth Tuma, a woman representative of Jinja District, identified an example of lack of reading culture as the lack of wish to use libraries:

“...In Jinja we have public libraries but you only find students who are doing revision there. Nobody goes there to borrow books, to read for leisure, or to be able to contribute something to the community...”
(Hansard, 11 September, 2002)

She suggested including “building a reading culture...” in the Bill, and proposed the introduction of mobile library services of the 1960s and 1970s, which used to loan books to schools. In this way, students learned how to borrow books and read, thus, the reading culture of the students was improved.

Another suggestion was put across by Steven Bamwanga the Member of Parliament for Ndoorwa County West, Kabale, who pointed out that democracy of reading opportunities, should lead to achievements in political, economic and social programmes. In order to improve the reading culture, there should be a public library in each district, which would enable many people to go and read books in order to acquire knowledge instead of going for video shows or drinking. There was also a need to encourage society to read in order to have human resource development. If the PLB was well organized, books and other reading materials would be solicited from our development partners, which would help to fight illiteracy in society. He further stressed that:

“Reading should not be left to those people going to school, but should involve adult literacy campaigns that could benefit the people from the villages. As you know, an illiterate population cannot participate meaningfully and effectively in the political, economic and social national programmes” (Hansard, 11 September 2002).

Another set of arguments was put across by Deusdedit Bikwasizehi, the Member of Parliament for Buhweju County, Bushenyi who argued that public libraries were not fully utilized, not only due to lack of reading culture but also to lack of current relevant reading materials. He suggested the establishment of private libraries, which would stock current and relevant library materials and advised the government to encourage people to invest in the library sector.

Byatike Matovu, the Member of Parliament for Entebbe Municipality, Wakiso, suggested to start the improvement of reading culture with schools and to make the settings of the public libraries attractive. This would keep the children off the streets during vacation and they go to the public libraries to read. There was a need for public libraries for the students where they can go and study during holidays. If the public libraries were well equipped and well managed, the education standards would

improve. The parents found it extremely expensive to buy books for their children and the availability of them in libraries could be a solution. It was also suggested that public libraries could acquire books from the people who had valuable private libraries.

The Minister Bitangaro clarified that with respect to the reading culture:

“the government has done what it could. My ministry has advocated seriously for adult literacy, raising the literacy rates from 51% in 1986 to 63% today (2002). We have tried our best but certainly, it is the old story of taking a horse to the well, but forcing it to drink is another thing. It is a question of advocacy which all of us should get involved, especially we as leaders.” (Hansard, 12 September 2002)

Thus the reading culture discussion was closely associated with the state of public libraries and both occupied the longest time in the debate. These issues seemed most relevant in relation to the establishment of a national library and revealed the extreme problems of the library sector in general.

Supporting the National Library Bill

Regarding the National Library Bill, the members of the Parliament supported it. They were satisfied with the recommendation that the NLU would receive the books published in the country as opposed to giving them to any of the educational institutions. Having a central location where all publications of any nature could be located was regarded as an advantage to the previous dispersed locations.

A suggestion was put across to make provision in the law to ensure that the NLU could produce literature in Braille for the visually impaired so that they were able to access this literature in the public libraries. This was regarded as important function because more and more visually impaired people were becoming literate. The government was advised to allocate resources benefiting the national library functions.

The politicians also noted that Minister was given too much power in appointing all the members of the Board. They suggested that the respective associations nominate their member, who in turn would be appointed by the Minister to the Board and a researcher should be included on the Board. The director of the NLU should appoint officers in consultation with the Board and not the Minister.

The MPs also agreed that the NLU should provide more assistance to public libraries than what was stipulated in Clause 4b) of the Bill, but did not specify the nature or size of this assistance.

Although the MPs supported the National Library Bill, the flow of the discussion showed some confusion with regard to the nature of the library and the law under discussion. For example, John Nkuuhe, the Member of Parliament for Isingiro South, Mbarara and Kapkwomu Ndiwa the Member of Parliament for Kongasis County,

Kapchorwa preferred it to be called the 'Public Libraries Bill' and not the 'National Library Bill'. Nkuhe explained his position as follows:

"Reading through the Bill and the report, I wonder why they decided to change it from the 'Public Libraries Act or Bill' to now the 'National Library Bill'. Are we just going to consider one building? In fact when you read this, you get the impression that it is just one building with books that is at stake here." (Hansard, 12 September, 2002)

It is obvious that the MP was confusing a library as an organization with certain mission and goals with a library as building housing books. This MP, however, realised that the library policy was changed essentially by the Local Government Act and perceived the discussion as one related to the revision of the functions of the previous PLB and not a national library as such:

"Because of decentralization and the Local Government Act, the Public Libraries Act becomes irrelevant to me. It is immaterial, because all that they need to do under the new arrangement is to no longer buy books for small libraries, and so the policies, the advice and all sorts of sharing of all these functions can still continue. I would really have been more comfortable to stay with the same Act, the same title or the Bill, but with a different mandate" (Hansard, 12 September 2002).

Several other MPs supported the idea reasoning that there was not just one library but many of them; and therefore there was a need to co-ordinate the activities of public libraries and the NLU was regarded as an organization that should perform this function.

Meanwhile, the professional librarians preferred it to be called a National Library Bill, since they saw the NLU as a body responsible for the collection and preservation of the national imprint. This duality of approaches was reflected not only in the discussion but also in the outcomes – legal documents produced as a result namely the National Library Act, 2003 which include both national library and public library functions.

After completing the general debate, various agreements and justifications were made, among which were:

In clause 5 (a) it was agreed to deposit one copy of the videogram or film and ten copies of government documents. Thus videograms or films acquired the status of the documents that also have to be deposited. The number of deposited government documents was justified by higher public demand for them for development and policy implementation. Besides, it was supposed that the government can afford to provide more copies. Thus, the foundation of the legal deposit was extended and modernized to some extent.

In Clause 19 (2) the fine of 30 currency points was replaced with 10 currency points since the former was too high. The fine was lowered as the publishers were required to deposit to three legal depositories instead of the previous two, and high costs of publishing in the country were taken into account.

In clause 23 (3) “all staff employed by the Public Libraries Board immediately before the pronouncement of this Act shall automatically be transferred to and become employees of the National Library”. This action was justified by the need to find the employment for the present staff and also to ensure that the library will be functional from the beginning.

After the deliberations and making the relevant corrections, the National Library Bill, 2001, was read for the Third Time and was passed on 17 September, 2002. The Public Libraries Act, 1964, was repealed, and was replaced with the National Library Act which came into effect in January, 2003. The new Act was a mixture of the functions from the previous law and the new ones. The combination of the National Library Act the Local Government Act it became the legal foundation for the whole library sector in Uganda.

5.1.6 The National Library of Uganda as a legitimized organization

The National Library Act, 2003, stipulates the establishment of the National Library of Uganda, the depositing and preservation of publications, the setting up of an information referral service and library co-ordination and provision for other related matters (National Library Act, 2003). The tasks of the new library formulated in the Act were many and quite diverse in scope.

I have used Al-Nahari’s classification of the national library functions to sort the functions of the NLU (see Table 2.4) Al-Nahari categorized them into three goals that can be achieved in terms of operational functions in the developing countries. The categories include central collection of national literature, national bibliographic centre and leadership (Al-Nahari 1987).

Table 5.4: The functions of the NLU (National Library Act, 2003 Clause 4)

	Central collection of national literature	National bibliographic centre	Leadership
1	Acquire and organize for use a comprehensive collection of library materials published in Uganda, by Ugandans, and on Uganda	Compile and publish a national bibliography of books published in Uganda as a means of promoting awareness of the availability of these books and encouraging the sale of these books in the country and abroad	Develop national policies on public libraries
2	A depository for national and foreign governments' publications as well as the United Nations and other international organizations for purposes of promoting research and scholarship and for the preservation of published national culture and intellectual output	In collaboration with publishers in Uganda to carry out the cataloguing of books before they are published so as to ease the processing of these books by various libraries	Provide to local government standards, advice, norms, work manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval
3	Acquire for a fee, from any person or institution, any manuscript or literature that may be considered to be of interest to the country	Establish and maintain a National Union Catalogue of holdings of major libraries in the country and to provide information and referral services, including specialized information services, at the national and international level	Inspect and ensure that public libraries conform to national policies, guidelines and standards
4		Allocate International standard Book Numbers and International Standard Serial Numbers to publishers in Uganda	Provide technical, professional and advisory services in the field of librarianship to government departments, local governments and the public sector

	Central collection of national literature	National bibliographic centre	Leadership
5		Act as a national agency for national, regional and international information systems	Carry out research in the field of library and information provision and disseminate results to government, local governments and the public
6		Create electronic databases in areas of national interest	Design and carry out pilot projects in new areas of library and information provision and disseminate results to local governments and other organizations
7		Act as the agency for national and international lending and exchange of library materials	Carry out and co-ordinate staff development programmes for people working in libraries and information services
8			Support and promote adult literacy and education through the identification and stocking of post-literacy reading materials
			Support the setting up of rural community libraries
			Promote the habit and culture of reading through reading campaigns and book exhibitions
			Carry out advocacy at the local and international level in matters relating to libraries

The functions of the NLU as a central collection of national literature are comprised of three activities: the acquisition and organization of a comprehensive collection of Ugandan publications; a depository for national and foreign governments' publications as well as United Nations and other international literature organizations for purposes of promoting research and scholarship and for the preservation of published national culture and intellectual output; and acquisition at a fee from individuals or institutions literature of interest to the country. Among these three functions, the NLU has so far acquired and organized the collection of Ugandan publications. The collection is not comprehensive due to the ignorance of the publishers about the National Library Act, 2003 and lack of mechanism to ensure that they comply with the Act. The last two activities have not been performed due to lack of funding, staff and space to store the international documents.

There are seven activities the NLU is supposed to perform as a national bibliographic centre and they include: Compile and publish a national bibliography of books published in Uganda as a means of promoting awareness of the availability of these books and encouraging the sale of these books in the country and abroad; in collaboration with the publishers in Uganda, to carry out the cataloguing of books before they are published so as to ease the processing of these books by various libraries; establish and maintain a National Union Catalogue of holdings of major libraries in the country and to provide information and referral services, including specialized information services, at the national and international level; allocation of International Standard Book Numbers and International Serial Numbers to publishers in Uganda; to act as a national agency for national, regional and international information systems; to create electronic databses in areas of national interest; and act as the agency for national and international lending and exchange of library materials. Out of these seven activities, the NLU has published the National Bibliography of Uganda with funding from the Government. The rest are not yet done due to lack of funding, staff and space.

The leadership category is composed of eleven functions and these include: develop national policies on public libraries; provide local governments with standards, advisw, norms, work manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval; inspection of public libraries to ensure that they conform to national polities, guidelines and standards; provision of technical, professional and advisory services in the field of librarianship to government departments, local governments and the public sector; carry out research in the field of library and information provision and disseminate results to government, local governments and the public; design and carry out pilot projects in new areas of library and information provision and disseminate results to local governments and other organizations; carry out and coordinate staff development programmes for people working in libraries and information services; support and promote adult literacy and education through the identification and stocking of post-

literacy reading materials; support the setting up of rural community libraries; promote the habit and culture of reading through reading campaigns and book exhibitions; and carry out advocacy at the local and international level in matters relating to libraries. The NLU has performed almost all the functions in this category. This is due to the fact that most of these activities were already being performed by the PLB. Additionally, some of these functions are funded by the development partners such as the Swedish International Development Agency and the Book Aid International. Furthermore, the parliament discussion was mainly on this category with more emphasis on public libraries and the promotion of reading culture. It can therefore be deduced that the NLU was designed mainly to play the leadership role of a national library in the country.

5.1.6.1. Differences and similarities between MULIB, DLDC and NLU

Differences

There are some differences among the libraries playing roles of legal deposit libraries, that is those that had this role before, the MULIB and DLDC, on one hand, and the new one – the NLU, on the other (Kawalya, 2009)

The Acts of the former two institutions are outdated, with weak penalties and do not include the non-book materials, while the NLU Act is up-to-date and includes non-book materials. The publishers have to deposit one copy at MULIB and one copy at DLDC, while they are required to deposit three copies of books, ten copies of government documents and one copy of videogram or film at the NLU (Table 5.5).

Despite the fact that the legal deposit of the MULIB is limited to the books, it has a rich collection of books, government documents, theses and dissertations, microfilms, micro cards, photographs, archives, manuscripts and audio materials. The collection of the DLDC includes government documents, books, theses, and dissertations. Both these libraries play the dual role of a deposit library as well as of the libraries of academic institutions. The collection of the NLU consists mainly of books of general nature and government documents.

One of the functions of the NLU is to compile and publish a national bibliography, while in the first two Acts the deposit libraries are not obliged to do so. The MULIB compiled the Ugandan National Bibliography from 1987. It was irregular and ceased publication in 1997, while the Accessions List of the DLDC and the NBU are current and annual.

MULIB is also engaged in preservation activities and microfilms, binds and digitizes some of its national imprint, while DLDC and the NLU do binding.

Table 5.5: Differences and similarities between Makerere University Library, Deposit Library and Documentation Centre and the National Library of Uganda (Kawalya, 2009, p.9)

	MULIB	DLDC	NLU
Act	Makerere University College (Deposit Library) Act, 1964	Deposit Library and Documentation Centre Act, 1969	National Library Act, 2003
Functions	Deposit and preservation of books	Deposit and preservation of books	Acquire and organize for use a comprehensive collection of library material published in Uganda, by Ugandans, and about Uganda. Compile and publish a Ugandan national bibliography.
Number of copies for the deposit	One	One	Three of books or documents, ten of government documents, and one of a videogram or a film
Collections	Books, government documents, theses and dissertations, microfilms, micro cards, photographs, archives, manuscripts, audio materials	Books, government documents, theses and dissertations	Books, government documents
Dissemination	National Bibliography of Uganda, 1987-1997 (irregular) Database of African Theses and Dissertations (DATAD) and the Uganda Science Digital Library (USDL)	Accessions list from 1993 – annual	National Bibliography of Uganda from 2005 – annual
Preservation/conservation	Microfilming, binding, digitization	Binding	Binding

Apart from these functions related to the main role of a national library, each library has a specific set of functions as a university library (MULIB), a library of a governmental department (DLDC), and a co-ordinator of the public library sector (NLU).

Similarities

The three legal deposit libraries namely MULIB, DLDC, and the NLU are playing the role of collecting, processing, preserving and disseminating national imprint. There is no mechanism to put into force the three legal deposit laws, it is left to the will of the publishers whether to deposit or not. The publishers now find it expensive to deposit to the three deposit libraries putting into consideration that they are doing business and, therefore, aim to maximize profits. So, most of them avoid depositing. Furthermore, some publishers are unaware of the existence of these laws; this situation leads to the publication of incomprehensive national bibliographies. There is a lack of transport, funding, staffing and space to store the legal deposit.

5.1.7 Conclusions

Before the establishment of the NLU, there existed three institutions namely, MULIB, PLB and DLDC, which carried out the activities of a national library. However, with the enactment of the Local Government Act, 1997, there was a *shift of political interests* when the government decentralized all the social services including public libraries to the districts, thus bringing services nearer to the people. The activities were *redistributed* between the districts and the PLB. The districts became responsible for the establishment, management, and equipping the public libraries. This rendered the PLB *inadequate in its institutional structures and guidelines* as it was only left with limited activities such as co-ordination, inspection, monitoring, issuing of standards and guidelines to the decentralized public libraries. The PLB was weakened and faced discontinuation, which led the PLB staff to come up with the idea of the institutionalization of the NLU.

The MULIB and the DLDC were legally charged with the collection and preservation of the national imprint. However, their *institutional structures and guidelines were inadequate* to perform these activities in terms of lack of funding, weak obsolete legal deposit acts, shortage of staff, and space. Additionally, both institutions were faced with *increased social fragmentation* as they performed the dual functions of national library and academic libraries, especially, with the increasing number of students. There was also the *competition for resources* between the national and academic library activities. The DLDC produced an incomprehensive regular and up to date Accessions List. The MULIB on the other hand produced an incomprehensive and irregular Uganda National Bibliography. The MULIB was faced with a problem of *sustainability of this institutional practice* which led to its discontinuation in 1997. Putting into consideration the state of the *inadequate structures* of the national library system in the country, the PLB staff felt the need for establishing a full fledged national library, which would be accessible to the general public. Additionally, they

found it necessary *to sustain some institutional practices* that were performed by the PLB and were of great importance to the society.

During the process of writing the concept paper on the institutionalization of the NLU, the PLB staff tried to *model* the NLU after *other national libraries that they perceived to be successful* such as based on the Namibian and Norwegian legal deposit acts, which were perceived as being modern. Furthermore, the professional librarians wanted to have a national library as they did not want to be left behind most countries having them. They sought to transfer the copyright office to the NLU according to the example of the Library of Congress, and considered the possibility of establishing subject national libraries as in the USA, which has national library of agriculture, national library of medicine and so on. As an alternative, creation of several national libraries was discussed as in the case of the UK that has National Library of Wales and National Library of Scotland.

The drafting of the National Library Bill involved *library professionals who collectively struggled to establish the legitimacy of their occupational autonomy*. The MULIB and the DLDC ensured that their Acts were not repealed. They had wanted to get involved right from the writing of the concept paper, which could enable them to update their legal deposit acts, but were brought into the process too late. It was claimed by the PLB staff that it was an oversight to involve other stakeholders at a later stage. The MULIB wanted to be the second depository library for international documents. Regarding representation to the Board, the MULIB suggested a representative from a tertiary institution; the ULIA suggested a representative from the library association and one from a school of library and information science. The MULIB and the ULIA wanted to actively be involved in the management of the NLU. The MULIB ensured that their rich collection of rare books, theses and dissertation were not transferred to the NLU. It also wondered how the NLU would provide advisory services to the already well established libraries, such as MULIB. MULIB preferred collaboration with the NLU and tried to prevent the NLU from playing the leadership role. Thus, the power struggle among the professionals was manifested in the process.

The politicians expressed their concern about the state of public libraries in the country, which had *inadequate structures*: libraries in dilapidated premises, inadequate funding, staff and space and obsolete library materials. They lacked *guidelines* as there was no library policy to guide them on their establishment and maintenance. The politicians felt that they were passing a law in a vacuum. The public libraries in the country were *inadequate*, as half of the districts lacked public libraries. The public libraries were decentralized to the local authorities, which lacked funds, thereby increasing the *competition for the limited resources* among other services such as education, health, and road construction. Public libraries were not a priority for local authorities, so there was a tendency for them to disappear.

The politicians pointed out the lack of reading culture in the society. They came up with *innovative practices* in order to improve the situation and suggested to establish

public libraries for those districts that do not have them, introduce ICT, and buy up-to-date and relevant library materials to attract people, especially, students to go and use the libraries, put more effort in the adult literacy campaigns and suggest to the government to make libraries its priority by increasing funds to this sector.

The library professionals and the politicians had *differed and disagreed* about the title of the Bill. The politicians preferred to call it a public library Bill, because the new structure still had to coordinate public libraries. They referred to it as a comprehensive national library service. On the other hand, the library professionals called it a National Library Bill that had in the first place to collect and preserve the national heritage.

5.2 The development of the National Library of Uganda, 2003–2007

In this section I analyse what happened after the legislation of the National Library Act, 2003. I try to outline the beginning to the institutionalization process of the NLU after its creation and concentrate on how the NLU professional librarians see and evaluate the National Library Act according to their expectations, how they perceive the impact that the NLU makes on the library system. I try to derive the political influences from interviews with librarians and analysis of the government actions, as well as their consequences for the process of the full institutionalization of the NLU. I look into how other libraries and political processes promote or hinder the institutionalization process of the NLU.

5.2.1 The National Library of Uganda as an organization

In this chapter, I look into the structure and activities of the Board, funding, library services, the NLU in relation to the publishers, collection development, the leadership role and training.

5.2.1.1 Management and structure of the NLU

The Board

The NLU is directly under the Ministry of Gender Labour and Social Development. It has a governing board of nine members who are appointed by the Minister (Appendix G).

The functions of the Board are:

- to establish, manage and maintain the NLU;
- implement the functions of the NLU and;
- put in place procedures for the collection, preservation and use of the National Library collection (National Library Act, 2003, Clause 7).

The members of the Board include: the chairperson, a person from the Urban Authorities Association of Uganda, a person from the Uganda Local Authorities Association, a senior officer from an institution dealing with adult literacy or education, a person with a track record in research, a person qualified in Library and Information Science, book industry and publishing, a person involved in the

management of cultural institutions or an expert in the field of culture, and a specialist in education (National Library Act, 2003, Clause 6).

Since 2004, the NLU had no Board although names of persons to be considered for appointment were submitted to the appointing authority (the Ministry of Gender, Labour and Social Development) in 2003 (NLU report 2005/2006). This caused a setback on the formulation of new policies and guidelines for managing and running services and publication of annual reports, which required the Board's input (NLU annual report, 2004/2005). This means that the NLU could not implement policy matters in the absence of the policy making body. Therefore, there was no recruiting, disciplining, training, firing or promotion of staff. The absence of the NLU Board caused a setback in the institutionalization process of the NLU. However, in some urgent cases, the management could seek guidance from the Ministry of Gender, Labour and Social Development. Thus, the NLU received the input of the Ministry on the draft of the national library policy; it was developed and forwarded by the management to the local authorities for their input (NLU annual report 2005/2006 p. 2).

The Ministry of Gender Labour and Social Development finally put in place the NLU Board by early 2009, but for the period under my study it was not yet appointed.

Structure

The director, assistant director and a team of qualified librarians and support staff are responsible for the daily management of the NLU (Appendix G). The structure of the NLU consists of four departments:

- Administration (Office of the director),
- Information and Referral Services,
- Inspectorate, Research and Extension Services, and
- Technical Services.

The Administration (Office of the Director) is headed by the Director, assisted by the Deputy Director, senior accountant and office superintendent. This department is responsible for the overall administration of the NLU and oversees policy implementation. It manages the finances and human resource, carries out public relations and coordinates the implementation of projects.

The Information and Referral Services Department is composed of two divisions, namely the National Library Collections Division and the Interlibrary and Document Supply Division. It is in charge of maintaining and preserving the national collection and providing reference and research materials and services to the general public (NLU annual report 2006/2007, p. 13).

The Inspectorate, Research and Extension Services Department consist of the Inspectorate, Monitoring and Training Division and the Research and Extension Services Division. It is responsible for promoting the reading culture through libraries and other reading activities, monitoring library services, developing guidelines and

standards for public and community libraries, carrying out research and publishing for the NLU (NLU annual report 2006/2007, p. 16).

The Technical Services Department consists of the Bibliographic Services Division, the ICT Division and the Preservation and Conservation services Division. The Department is responsible for selecting, ordering, acquiring and processing information materials for the NLU through purchase, donations and exchange and legal deposit. It is also in charge of bibliographic and computer services, preservation and conservation of the National Library collection (NLU annual report 2006/2007, p. 21).

The structure of the NLU roughly reflects its different functions and is a channel to implement them. Respondent A2 is of the view that some functions are difficult to implement because, on the national level, different libraries belong to different ministries. She gave the example of function b):

“to provide to local government standards, advice, norms, work manuals and guidelines in respect of public library buildings, staffing, stock and information processing and retrieval.”(National Library Act, 2003 clause 4b)

Before decentralization, all public libraries were under the PLB, which was subordinated to the Ministry of Gender, Labour and Social Development. However, after decentralization the public library system disintegrated.

The case in point is that the NLU is under the Ministry of Gender, Labour and Social Development, while the public libraries are under the Ministry of Local Government. After the decentralization of the public libraries the local authorities included the public libraries in the district structure, although different public libraries different districts place their libraries under different departments (Hansson and Kawalya, 2007, p. 286).g 5.1). For example, Mbale belong to the Department of Community Development and Social Services, Teso Public Library belong to the Department of Community Development, Kampala Public Library is under Department of Education, Information and Sports, while Masindi Public Library is directly under the Office of the Town Clerk. (Figure 5.1)

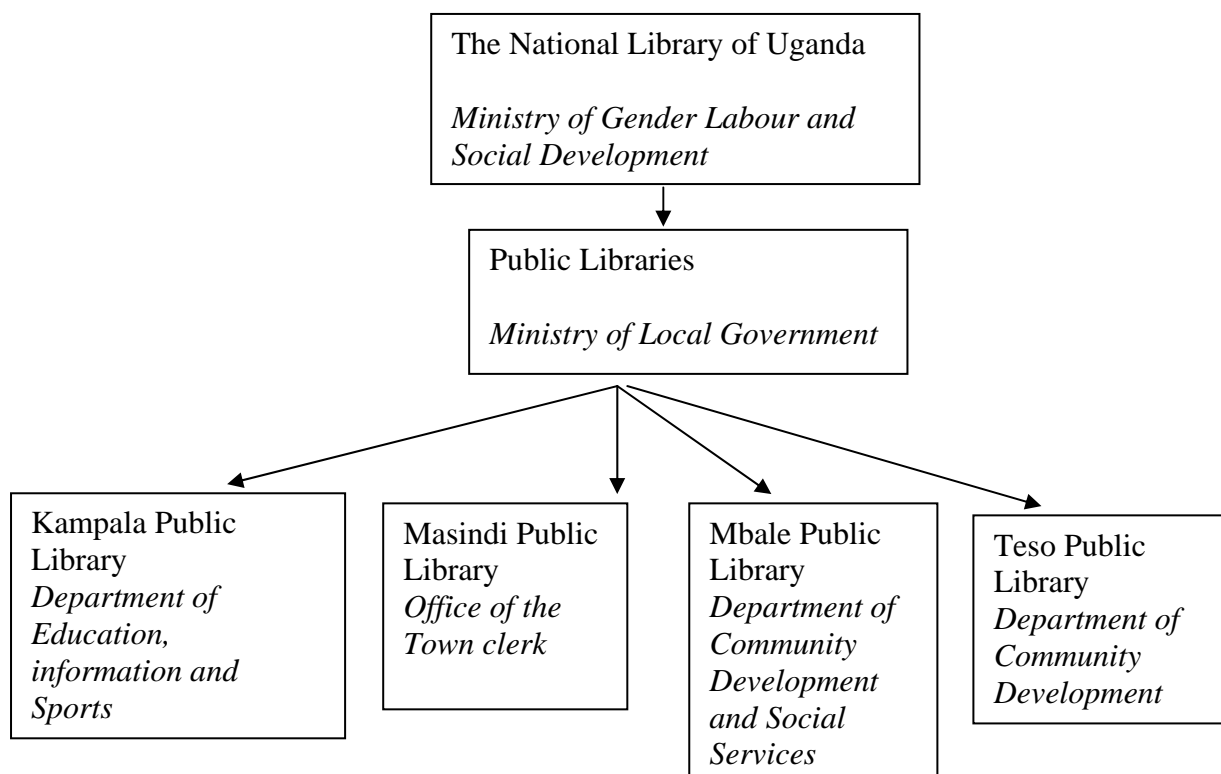


Fig 5.2 Administrative fragmentation of the NLU and the public libraries

It is difficult for the NLU to implement its standards or conduct other activities because of the barriers among the institutions belonging to different ministries. It is up to the local authorities whether to take the advice from the NLU or not (A2).

5.2.1.2 Staff of the NLU

According to clause 23 (3) in the National Library Act,

“All staff employed by the PLB immediately before the commencement of this Act shall automatically be transferred to and become employees of the National Library” (National Library Act, 2003 Clause 23 (3))

This means that all staff members of the PLB who were performing the activities of public library services were transferred to the NLU to perform the functions of a national library. There are some functions which were performed by the PLB and are continued to be performed by the NLU, such as coordination of the public libraries, promotion of adult literacy, support to the reading culture and support to setting up rural community libraries. However, there are other challenging tasks such as compilation of the National Bibliography of Uganda, research, collection of legal deposit among others.

The inadequacy of staff competence for these tasks and the need for learning from the libraries with longer experience in conducting national library functions was emphasized by respondent A2:

“We do not know what we are supposed to do, what the NLU should do, so we are trying it by trial and error. We need attachment to Makerere University Library or the DLDC to learn the practices, for instance of handling the legal deposit, and compiling the NBU. We also need to visit the well-established national libraries abroad, but we lack funds to do so”.
(Respondent A2)

It was further reported in the NLU annual report, 2006/2007 (p. 14) that there was lack of opportunities for the staff to get relevant exposure to and training in modern techniques of developing and running national library services.

Respondent E1 regards the NLU like the former PLB because apart from the new director, the staff and the building are still the same, which makes the implementation of the new functions almost impossible.

The urgency of recruitment of competent staff was emphasized by respondent A7 who emphasized that the new positions needed urgently by the NLU include a computer specialist, a systems analysts and a binder. However, the appointments could not be made to the absence of the NLU Board. The situation was made worse when the Minister of Gender Labour and Social Development decided that the NLU already had too many employees. He suggested the NLU to restructure itself, so, that there is only one professional librarian per department. The officials in the Ministry were ignorant of the activities of a librarian to the extent that, although they were given the job descriptions, they still wonder why the NLU needs a cataloguer.

Respondent A7 further lamented the hopeless situation:

“We wish to do more, but we are incapacitated. There is no board to recruit and promote, there is no morale for staff. The transition period is not managed the way we wished but this is not in our own making”
(Respondent A7).

In comparison, respondent E1 regarded the NLU as the former PLB because apart from the new director, the staff and the building were still the same, which make the implementation of its functions almost impossible. According to him, this situation can be regarded as a continuation of the PLB regarding staff and the activities.

Respondent A3 regarded the staffing situation in the NLU as very inadequate for conducting new functions and making required change:

“When institutions change, there is a need to hire staff afresh, but the old staff is the same, except the director, which is not good for the institution.

Staff should have been fired or hired, otherwise the same weaknesses continue with the same problems and the same way of doing things. The new director has the same staff that has been there for over 25 years, so you can't expect significant change..." (Respondent A3).

Thus, most of the respondents criticized the staff of the NLU as inadequate and incapable to perform its functions efficiently. There is, therefore, a need for recruitment of more staff, especially, those qualified to provide modern national library services.

5.2.1.3 Issues of the NLU premises and funding

Building

My general observation was that the NLU is housed in an old non-functional building, which is the former PLB building and not suitable for the operation of the national library activities. The cage where the legal deposit is kept is already full and there is inadequate space for the national imprint, for staff and for users. The furniture is not functional and should be changed. The reading room can accommodate up to 40 people and is located in the middle to the building housing the NLU.

Besides having entirely inadequate building, the NLU has experienced problems with payment of the rent for it. Respondent A2 described the situation when they were about to be evicted:

"In 2004, the NLU was almost evicted from the premises due to nonpayment of rent. We were allocated a dilapidated building in Nakawa Division. The alternative was a building in Mengo-Kisenyi, a slum area. This building belonged to Buganda Kingdom, so there was a possibility of eviction, since Buganda Kingdom was trying to regain its property. Although the government allocated funds for rent, the money was diverted to other activities. The government has resumed paying the rent, but there was still a backlog of the debt of about 140 million shillings for rent ..." (Respondent A2).

Due to the nonfunctional building, the premises did not meet the special needs by way of space, and controlled physical conditions such as air-conditioning and dust protection (NLU annual report 2006/2007).

The NLU searched for suitable land to construct the National Library building. Meanwhile, preparations were made for the librarians' architectural brief for the architect. The National Commission for UNESCO was approached to seek funds for preparing the architectural drawing (NLU annual report 2004/2005). After a long struggle, the administration managed to secure 2.2 acres of land from the Uganda Land Commission for the construction of the building at the former Kampala City Council Nakawa Housing Estate. A title deed was secured in the name of the National Library of Uganda at 3.6 million shillings. Since the architectural design is ready with the assistance from UNESCO, there is hope that in the near future, the NLU will be

housed in a modern functional library building. The rent arrears for the National Library building were reduced (NLU annual report 2006/2007, p. 11)

Finance

The financial provisions of the NLU are stipulated in the National Library Act, 2003 Clause 10 (1) to include: money appropriated by Parliament for the purpose of the NLU, loans from government or any other person which are subject to approval of the Minister, grants, gifts and donations that may be received by the NLU from any source within or outside Uganda, money which may become payable to the NLU in the performance of its functions or any other monies received and made available to the NLU for the purpose of performing its functions (National Library Act, 2003 Clause 10 (1))

After 2003, the immediate challenge faced by the newly established NLU was inadequate funding, which hindered their activities and as a result, salaries, pension contributions and rent were in arrears. The development budget was cut by 50%. This affected the implementation of planned activities. Among these were the inspection of libraries up-country and workshops to sensitize local authorities to the issues of the library services (NLU annual report 2004/2005).

Respondent A6 commented on the regular nature of the problems and their impact on the staff morale:

“The problems of the NLU keep on recurring year after year, for example the budget, it is cut off every year. The members of staff have resigned to their fate” (Respondent A6).

Regarding finance, respondent A7 pointed out that funds allocated to the NLU are used for other purposes and depended on the good will of the government officials:

“There has been a reduction in the budget. We were supposed to get shillings 22 billion from the Ministry of Gender, Labour and Social Development but only received shillings 8 billion which was not enough. In the financial year 2005/06 we had no development fund, as it was diverted by the Minister. The funds we got were from donors for books. In the financial year 2006/07 we have to receive shillings 60 billion. We now have a new Permanent Secretary and he has told us that the money will be given to the NLU and not be diverted so we hope to get all the 60 billion” (Respondent A7).

Nevertheless, by 2007, the NLU was able to acquire funds to run the services of the institution and reduced rent arrears for the building housing the NLU. However, the funds were still inadequate to run the institution, especially, funds to purchase books and pay rent arrears, which continue to eat into the meagre finances of the institution (NLU annual report 2006/2007, p. 11).

5.2.2 Legal deposit and the collection

5.2.2.1. Collection

The Information and Referral Services department is responsible for maintaining and preserving the national collection and providing reference and research materials and services to the general public. The NLU collection comprises the national collection, the Africana collection, the general reference collection, the special collection on library and information science, and the collection on international organizations.

The collection is mainly books and local newspapers, and the library has continued to conserve at least one copy of each newspaper for the future reference. The collections of other formats such as charts, maps and photographs are in their infant stage. Apart from Web based resources, the NLU has not been able to avail other CDs, DVDs, cassettes and videos due to the lack of the equipment suitable for their use, inadequate storage space and preservation facilities, such as air condition (Annual report 2006/2007, p. 13). The facilities to access electronic materials are inadequate, the funds to purchase materials on Uganda that cannot be acquired through legal deposit are lacking, and the space to house collections and expand services is limited (Annual report 2005/2006, p. 9).

The NLU lacks adequate and appropriate equipment and tools for conservation and preservation, special storage and display cases, reprographic equipment, cameras, visual and audio equipment. There is no inter-library cooperation, which could help to develop and implement information systems at national and international levels (NLU annual report 2006/2007, p. 14). Respondent A2 pointed out that some important functions are hindered by more acute shortages:

“Other major issues such as establishment of the National Union Catalogue for major libraries, international and national inter-lending cannot be done because of lack of funds and staff” (Respondent A2).

I observed that the legal deposit collection is in closed access in a cage which is already full. Regarding the storage of the legal deposit respondent F1 remarked:

“I don’t like the idea of putting the national imprint in a cage, because it scares away the users, who like to browse through the collection” (Respondent F1).

This remark clearly shows the orientation towards public library functions that does not envision preservation of the national publications’ archive as a priority function even for a national library.

NLU has developed the institutional website (www.nlu.go.ug). Plans were under way to digitize the national imprint. The Local Area Network (LAN), and Internet services are available for the public to access information. NLU is one of the institutions covered by the Programme for Enhancement of Research Information (PERI) by the

UK-based International Network for the Availability of Scientific Publications (INASP). Library users can therefore access both local and international databases under this program (New Vision, January 31, 2005, p. 21)

The NLU has access to several electronic databases including African Journal Online (AJOL), EBSCO publishing and Emerald, among others. These are provided courtesy of INASP (National Library of Uganda, 2007)

There are three databases produced at the NLU. DONOR database contains the bibliographic data of all the information materials acquired since August, 1997. It includes donations and purchases. The National Bibliographic Database is composed of publications on Uganda and those published by Ugandans abroad. It also includes publications by international organizations deposited at the NLU. SOURCE is a database on potential legal depositors including publishers in Uganda, NGOs, government departments, and international organizations. It contains the names of the organizations, postal addresses, telephone and fax numbers, e-mail addresses, physical addresses and contact persons' names (National Library of Uganda, 2009).

5.2.2.2. Library services

During my visit to the NLU I noticed that it was filled to capacity by mainly secondary school students. This was not surprising as it was vacation time and students had come to read their notes, and revise for their examinations in the library due to the relatively quiet environment. The NLU is open to the public and provides access to information.

Respondent A2 commented the difference between the targeted user group and the actual biggest group of users:

“The NLU is mainly for researchers, although the biggest numbers are secondary students and students from tertiary institutions. We prefer the students to go to the public libraries” (Respondent A2).

The annual report indicates that there was an increase of library users from 1005 in 2006 to 6142 in 2007 (NLU annual report, 2006/2007 p. 13). This was attributed to the general public's awareness of the NLU services, steady improvement of their quality, as well as the general rise in demand for information and for higher education among the Ugandans. In the same year, 4513 books were used, which was an increase of 1385 books (NLU annual report, 2006/2007 p.14). These numbers did not include newspapers, periodicals and electronic information. General reference publications, such as encyclopaedias, bibliographies and directories were used most. With regard to the subject, social sciences, especially from the Ugandan national collection, were in high demand.

Another popular item of use was Information and Communication Technology (ICT). The NLU had four computers connected to the Internet. Additionally, the users could plug their laptops into the library network without any extra charges. This service is very popular and might have led to the increase of the library users and usage of electronic resources (NLU annual report, 2006/2007, p14).

5.2.2.3 Publishers and the National Bibliography of Uganda

Publishers play a central role in the production of the national imprint and are obliged to submit deposit copies as indicated in The National Library Act, 2003, clause:

“5a) legal deposit, namely, the right of the National Library to require every publisher of a book or document in Uganda at his or her cost to deposit three copies of the book or document or one copy of the videogram or film and ten copies in the case of any government department with the National Library” (National Library Act, 2003, Clause 5a)

On the basis of these submissions the NLU performs two of its most important functions:

“(l) to acquire and organize for use, a comprehensive collection of library materials published in Uganda, by Ugandans and on Uganda...

(n) to compile and publish a national bibliography of books published in Uganda as a means of promoting awareness of the availability of these books and encouraging the sale of these books in the country and abroad” (National Library Act, 2003 Clause 4).

The level of response of publishers, authors, and government departments to deposit with NLU was encouraging and was a sign of confidence in the institution. The submission by so many actors also serves as an encouragement to those government departments that have been reluctant to deposit to do so for the common good of the public.

The collection is available and accessible to the public now and in the future, to read, learn and do research (New Vision, 31 January, 2005 p. 21).

In addition, the NLU published volume one of National Bibliography of Uganda (NBU). This first issue has 31,000 titles published by 28 publishers which were deposited at the NLU from January 2003 to June 2004 and also includes publications deposited at the MULIB since 1987, (National Bibliography of Uganda, and 2005 p. ii). The second volume (National Bibliography of Uganda, 2006 p. ii) was published in 2006 with 708 titles and 55 publishers, while in 2007 the number of titles dropped to 562 and number of publishers who deposited dropped to 44 (Table 5.7). The National Bibliography of Uganda is published annually, and it is hoped that its frequency will be increased as the publishing industry grows and the depositing of books improves (Appendix H). The NBU seeks to promote Uganda’s book trade both locally and internationally by publicizing Uganda’s documented heritage and to assist future generations get acquainted with and learn about the progress of Uganda’s intellectual and cultural output. The NBU is available for sale for 46,700 shillings (\$29) at the NLU.

Table 5.6: Data about the volumes of the National Bibliography of Uganda

Year	Volume no	Frequency	No. of titles	No. of publishers
2005	1	Annual	31,000	28
2006	2	Annual	708	55
2007	3	Annual	562	44

The member of the publishing community supported the establishment of the NLU putting into consideration its functions of legal deposit and production of the national bibliography:

“It was good that the NLU was established by an Act of parliament. This streamlined and defined a number of roles, and enabled the publishing of the National Bibliography of Uganda. We are happy to deposit our books because the bibliography enables us to market and publicize our books” (Respondent D1).

However, respondent D1 pointed out that most publishers are not aware about the Act. Those who are aware are reluctant to deposit three copies of their books free of charge to the NLU, because of the high costs of publishing books. Others are lazy in taking copies of their books to the NLU. He suggested that the NLU should send reminders to the publishers, since they are busy editing and marketing their products and forget other obligations. There is also a need to organize seminars and workshops by the NLU to sensitize the publishers about the requirements to deposit their books to the NLU.

This is one of the biggest challenges faced by national libraries in developing countries in general: to educate the publishers to realize and accept their legal obligations and deposit their publications. They do not understand the reason why they should deposit their books free of charge to national libraries. The publishers’ non-compliance with the law means that a big percentage of Uganda’s publications are not deposited with the NLU, which leads to the production of an incomprehensive National Bibliography (Respondent A6).

The interview with respondent A3 shows that the staff of the NLU is fully aware of the problems faced by the publishers:

“We know that it is challenging to get publishers to deposit their publications to the NLU. However, the Act provides incentives by publicizing their products through the NBU to promote book trade.” (Respondent A3)

Besides, the NLU intended to put additional effort into spreading the awareness about the legal deposit:

“After the National Library Act, we wanted to run seminars and workshops for the stakeholders such as writers, publishers, printers and local governments, but because of lack of funds, we cannot do much” (Respondent A3).

The publishers wonder why they have to deposit three copies of their publications to the NLU. They think that depositing three copies is too much. Some of them deposit only one copy of a book especially if it is an expensive one (A7).

As far as the MULIB and DLDC are concerned the representative of the publishers’ community said that:

“We still deposit copies to MULIB and DLDC apart from the new publishers who are not aware of the old deposit acts” (Respondent D1).

However, librarians from other libraries were upset by the fact that publishers know the NLU as the legal deposit library better than others:

“When we go to collect the publications, the publishers say ‘we give copies only to the NLU, who are you?’ We have to explain to them who we are before they agree to give us the books” (Respondent G1).

Respondent G1 also suggested that the NLU has to sensitize the publishers that the MULIB and the DLDC are still legal depository libraries. The DLDC continues to publish the Accessions List annually. This is a duplication of the limited resources as two national bibliographies are published concurrently and both annually.

The publishers feel economic strain of depositing all copies in all libraries. Therefore, one of the respondents suggested diminishing the number of the deposit libraries as a natural idea:

“I find depositing copies of the national imprint to three different libraries is very expensive for the publishers; therefore the NLU should be the only legal depository in Uganda, I suggest MULIB and DLDC should be repealed” (Respondent F4).

It is clear that though the NLU wanted to sensitize publishers about the importance of depositing their books to the NLU, there was lack of funds to do so. Instead, the management of the NLU used every opportunity to sensitize the stakeholders about the NLU activities and encouraging publishers and authors to deposit books to the NLU. When the NLU celebrated its second anniversary of existence, it published three articles in New Vision Newspaper, January 31, 2005 supplement (p. 20-21), where it publicized its activities and achievements. The articles were about: ‘projects improve reading culutre’ (p.20), ‘National Library of Uganda rising and rising ...’ and ‘Local authorities’ support to libraries grows’ (p.21). In April 2005, NLU celebrated the

World Book and Copyright Day and launched the first volume of the NBU. In her speech, the director of the NLU requested all the authors who publish through commercial publishers, organizations they work for or even through self-publishing should ensure that their publications are deposited at the NLU. She outlined the benefits of the individual author:

“A copy of your work is kept forever in an institution in Uganda. Your children’s children and you grandchildren’s children and beyond will be able to access what you have created. You would have a place in history. Your work is being publicized for free all over the world. Your name gets known by people all over the globe. This is because the bibliography is publicized widely” (Mulindwa, 2005, p. 2).

The NLU is mandated to allocate ISBNs and ISSNs to the publishers in Uganda. It was reported that the Uganda Publishers Association has not yet handed over the instruments for managing the allocation of ISBN to the NLU (NLU annual report 2005/2006, p. 9). However, respondent A5 indicated that there are difficulties of a more profound nature to take over the allocation of the ISBNs by the NLU:

“The NLU does not have the jurisdiction of issuing these numbers. Currently, the Uganda Publishers Association (UPA) is in charge of issuing ISBNs and the jurisdiction came from Berlin which has no obligation to change the issuing of these numbers from UPA to NLU” (Respondent A5).

The representative of the publishers made it clear that the legal problems have occurred because of the lack of consultation with the relevant actors during the creation of the National Library Act:

“There were not enough consultations about shifting the issuing of ISBN to the NLU. This is not a local issue; it is international whereby the headquarters of ISBN in Berlin had to be consulted... I was surprised to see the National Library Act, 2003 stipulating taking over ISBN without consulting the UPA” (Respondent D1).

The respondent A2 asserted that in any case because of the lack of funds and staff the NLU was unable to carry out the issuing of the ISBNs. It also had no capabilities to establish and maintain the National Union Catalogue as stipulated in the Act about function:

“p) to establish and maintain a National Union Catalogue of holdings of major libraries in the country and to provide information and referral services, including specialized information services, at the national and international level” (National Library Act, 2003 Clause 4 p).

There are several challenges faced by the publishing industry in the country which were outlined by the representative of the publishers D1. He indicated that the public

libraries, which are the publishers' main customers, have limited funding and depend on donations from their development partners. In Uganda, people do not buy books not only because of the reading culture but also because they are poor. People would rather buy the basic necessities such as food than a book. There is a high reliance on textbooks, and very little money goes for reading for leisure and general knowledge. Therefore, most publishers produce textbooks. Furthermore, D1 outlined some achievements by the publishers. Due to the decentralization of public services, the government released funds to the districts to purchase books for the schools in their districts, which led to the establishment of bookshops in the districts. Local publishing firms emerged and started competing with the international publishers. Publishers were trained in publishing skills. They organized book fairs which attracted international exhibitors.

The general development of the national publishing industry in Uganda is in the long run beneficial for the NLU as the strong national library service is beneficial for the publishing.

The NLU is to act as an agency for national, regional and international information systems. However, there was no inter-library cooperation which would develop and implement information systems at national and international levels (Annual report, 2006/2007, p. 14)

5.2.3 The National Library of Uganda as a leader of other libraries

5.2.3.1 The library professional views on the NLU functions

Before embarking on the role of the NLU as a leader of other libraries, I discuss the views of the professional librarians about the functions of the NLU.

The professional librarians (including some from the NLU itself) criticized the National Library Act itself and the activities of the NLU. Main target of the criticism was the unrealistic expectations built into the National Library Act. However, the assessment of the establishment of the NLU was controversial.

According to respondent C1 there is no difference between the National Library Act, 2003 and the previous ones of Makerere University College (Deposit Library) Act, 1964 and the Deposit Library and Documentation Centre 1969 since all of them were formulated in a library policy vacuum and had no focus. According to him:

“The Act just sailed through because the Members of Parliament did not look at the Act as an important concern as there was no library policy to guide them” (Respondent C1).

Respondent F4 was positive about the establishment of the NLU in relation to the failure of the previous system:

“The establishment of the NLU was a very good development, because there was a need for a place where people could go and do research, and

that is if it is properly facilitated. Makerere University College (Deposit Library) Act, 1964, and the Deposit Library and Documentation Centre Act, 1969, should be repealed, because the MULIB failed to manage the legal deposit as it has no capacity to collect the national imprint” (Respondent F4).

Repealing MULIB and DLDC Acts were further supported by respondent C1, his reason being that it would strengthen the National Library Act, 2003. However, he regarded the Act as good but unrealistic.

The respondent A5 hold an opinion that the functions of the NLU are comprehensive enough, but was not happy with the actual formulations of them in the Act:

“However, there is a danger of limiting the activities strictly on what is written down in the Act. The functions should have been written just like general statements. For example the NLU being the agency in charge of bibliographic control is not being clearly spelled out in the Act” (Respondent A5).

Respondent A5 was of the view that the draftsmen in the Ministry of Justice and Constitutional Affairs should have worked together with the stakeholders and guided them during the drafting of the National Library Bill, 2001.

After the adoption of the Act, some librarians still debated what type of the national library system Uganda should take. Respondent C2 preferred subject national libraries such as National Library of Medicine, National Library of Agriculture and so on, because it is difficult for the NLU to collect the entire national imprint. Alternatively, he suggested that MULIB could become the National Reference Library and NLU – the National Lending Library.

According to respondent E1, although the Act is in place, it has not yet been implemented. He referred to the special powers of the NLU expressed in the clause of the Act:

“5 a) ... to require every publisher of a book or document in Uganda at his or her cost to deposit three copies of the book or document or one copy of the videogram of film and ten copies in the case of any Government department with the National Library (National Library Act, 2003, Clause 5a).

According to respondent E1, there are no mechanisms provided in the Act to who follow up this requirement and to ensure that this function is adhered to. It is therefore left to the will of the publishers, whether to deposit or not.

The DLDC and the MULIB have continued to collect the national imprint from the publishers. However, respondent G1 complained about the difficulty of collecting the imprint after 2003:

“Most publishers especially the new ones know only the NLU. Additionally, the DLDC and the MULIB Acts are outdated and easily ignored” (Respondent G1).

Respondent F1 did not support the decentralization of the public libraries. He suggested that the PLB professionals should have sensitized the local authorities and the general public about the importance of the public libraries, before handing them over. It should have been a gradual process.

The NLU is also obliged to inspect and ensure that public libraries conform to national policies, guidelines and standards. Respondent A2 views this function as lacking since the NLU has no authority to discipline the public libraries in case they refuse to implement the policies, guidelines and standards. On the other hand, C1 would like to see the NLU providing standards and guidelines and inspecting all libraries in the country, not only the public libraries.

Respondent B1 completely disagreed with the function g) “to carry and co-ordinate staff development programmes for people working in libraries and information services” (National Library Act, 2003, Clause 4g)

“I wonder how the NLU could coordinate staff development programmes to the already existing libraries such as MULIB. Although functions look good on paper, they are difficult to implement. It will take 20 years for the NLU to be able to perform these functions, as it set itself too high. The NLU has too many functions which include looking after a network of public libraries” (Respondent B1).

There are two objections expressed in this comment: first, against the competence of the NLU staff to carry out professional development programmes and, second, against the unrealistic amount of functions assigned to the NLU.

To carry out the leadership role for the country libraries without proper resources and amidst critical acclaim is not an easy task.

5.2.3.2 Leadership role

Most functions assigned to the NLU fall under leadership role that it has to carry out as a national library in a developing country (Table 5.3).

The relationship between the NLU and other libraries is ambiguous which may create conflicts among the libraries. Respondent B1 suggested the redistribution of power within the library system of the country and sharing the tasks:

“The NLU should play the traditional roles of a national library and focus more on acquisition, preservation of the national imprint and the publication of the National Bibliography, provide space and collection of

national and international publications. The world over, there is no national library that carries out all the functions of a national library. There should be collaboration between the NLU, MULIB and DLDC so that the functions are shared among the three of them” (Respondent B1).

Despite the fact that the NLU is mandated to play a leadership role for other libraries, so far there is no coordination between the NLU and other legal deposit libraries, namely, the MULIB and the DLDC. Neither is there any coordination with other academic libraries in the country.

However, there are relationships and coordination between the NLU and the public libraries. This is due to the function:

4(b) “to provide to local governments standards, advice, norms, work manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval (National Library Act, 2003, Clause 4 (b)).

The NLU is also required to inspect the public libraries to ensure that they conform to the guidelines and standards. There is a relationship between the NLU and the community and school libraries (Figure 5.2). The relationship with these libraries is mainly through various projects such book distribution, Community reading tents, book exhibitions and promotion of the reading culture. Despite the challenges faced by the NLU it has endeavored to play the leadership role in the country in various ways.

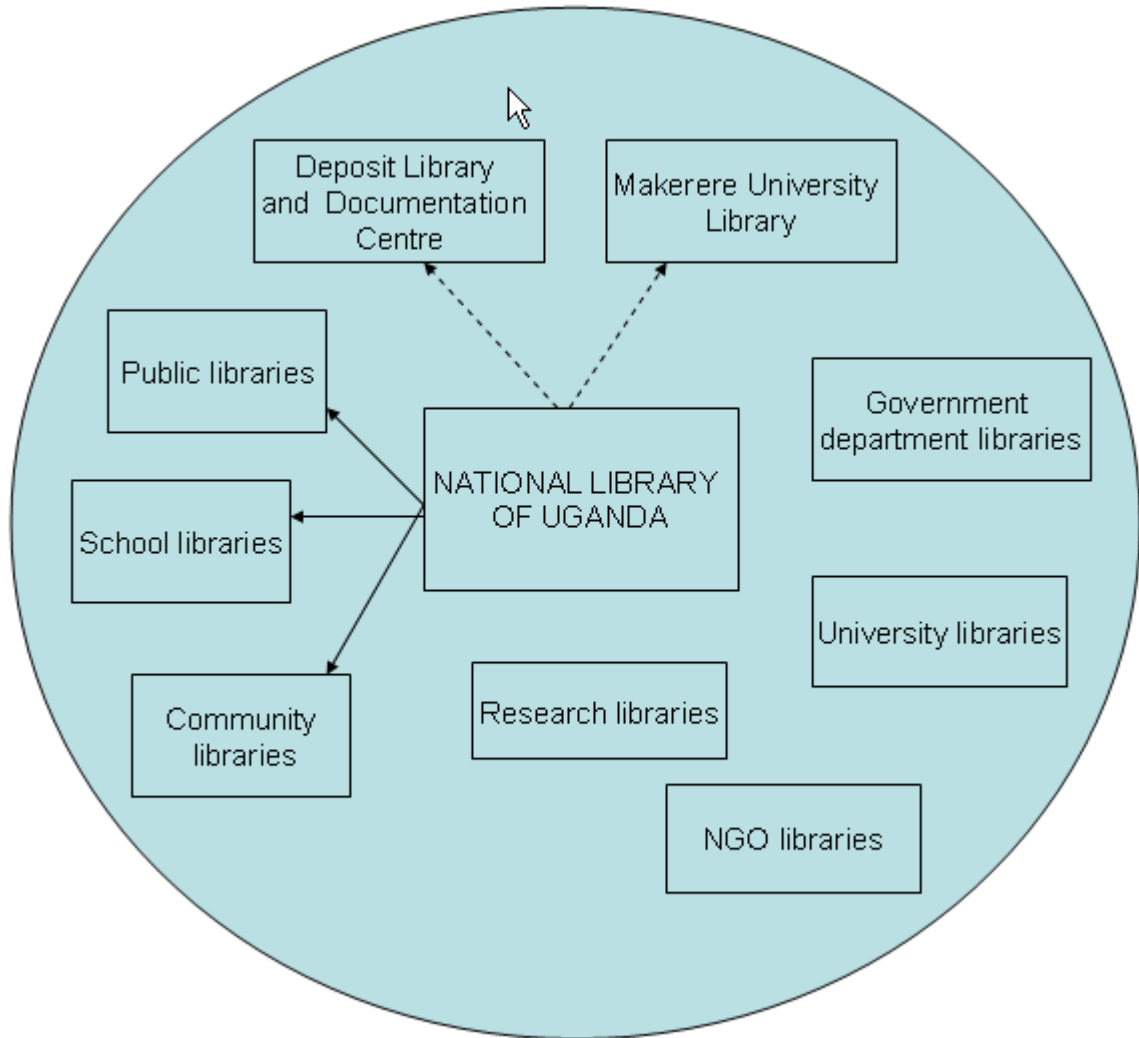


Figure 5.3 The relationship between the National Library of Uganda and other libraries

5.2.3.3 Public libraries

There are only 25 districts that have public libraries, and there are 16 community libraries (Appendix I). There was concern following decentralization that the districts without public libraries would not be able to establish them in the near future. It was also feared that some local authorities would eventually close their public libraries as it happened in Kampala with the children’s library service. However, local governments with the support of the NLU and the development partners have endeavoured to assist in the development of library services in the country. Soroti District Council together with NLU completed an office block and children’s’ wing of Teso Public Library building, a project which was started in 1968 had stalled due to wars and political turmoil (New Vision 31 January, 2005 p. 21). It also established a new public library in Mubende town.

As mandated by the Act, the NLU produces guidelines, standards, rules and regulations for establishing public and community libraries and copies of the manuals

are distributed on request (NLU annual report 2004/2005). The standards include the functions to be performed, requirements for the collection development, budget, staff, equipment, furniture and space (ref appendix ...). The NLU also provides to the local authorities guidelines on the recruitment of qualified staff in the public libraries.

NLU was able to buy books under the Book Trade Project with a grant from Book Aid International (BAI). One of the main objectives of this project was to get culturally appropriate and suitable children's books into libraries. Copies of books were purchased, processed and distributed to various selected public libraries. Other development partners such as Swedish International Development Agency (SIDA) and Third World Books donated books to NLU for distribution to public and community libraries, NGO resource centres and schools. Book donations play a significant role in collection development in public libraries (New Vision, Monday January 31 2005 p, 20).

The inspection of several public libraries was conducted by the NLU along with the pre-visits for the National Book Week festival. It was only possible to visit libraries in areas that were participating in the festive activities for the first time. The inspected libraries produced reports, which were discussed. Other libraries were not inspected due to lack of funds and transport (NLU annual report 2006/2007, p. 19).

Efforts have been made by the NLU and the development partners to uplift the public libraries. However, there are still some constraints experienced by the public libraries and they still face the same challenges as before 2003. Most of them operate in non-functional rented buildings and lack space as well as adequate furniture. Local authorities have limited funds, which are spent on services such as health and education. The public libraries are not a priority for the districts with a load of urgent problems on their hands. Funds released by local governments to run library services are inadequate and as a result users' needs are not being met. Some public libraries are not included in the local authorities' structures (NLU annual report 2005/2006, p. 17). Some district councillors do not know anything about libraries and their importance. Respondent A4 agreed with the opinion of a public librarian referred to earlier in the text that:

“It would have been better that public libraries were not decentralized; they should have remained under the NLU so that they perform better than now” (Respondent A4).

Nevertheless, the activities carried out by the NLU are worthy of the leader of the public library service.

5.2.3.4 NLU for the community and school libraries

There was an outcry about the lack of reading culture by the politicians during the debate on the National Library Bill, 2001.

The NLU made efforts to meet their expectations and to fulfil the promotion of the reading culture in various ways taking into account that public, community and school libraries play a major role in the promotion of the reading culture. Rural community libraries namely Kyabutaika (Nakasongola district) and Kasangati (Wakiso district) have been set up with the support of the NLU (NLU annual report 2005/2006, p. 5). The Community Reading Tent (CRT) is the outreach reading promotion activity carried out by the NLU under the East African Development Programme. It is organized to sensitize communities of the district, both children and adults to library services and to promote books and reading for self improvement. Other participants include People with Disabilities (PWDs), Functional Adult Learners (FALs), and Women Farmers' groups. The NLU encourages the teachers and other adults to acquire books for the pupils, and parents to buy story books for their children, students to demand for books to read for leisure both during the term and holidays. During the CRTs, pupils and students demonstrate their reading ability and skills of expression of ideas and their imagination through writing/telling stories and art work, singing and dancing reciting poems and puzzle making. Apart from book exhibitions, the women take this opportunity to exhibit crafts, tree seedlings and various food items. These were part of their demonstrations attributed to knowledge acquired from their adult learning classes. The NLU donates books to participating schools and community libraries and prizes are awarded to outstanding participants. This activity has a great impact on the pupils, students, teachers and parents (NLU annual report, 2005/2006, p 7).

Despite the NLU's effort to promote the reading culture, some illiterates are very comfortable with the way they are living. They believe that introducing such activities is going to stop them especially the women from performing their role as farmers. However, they were made to realize that in these very books one can find information on agriculture and this can enable them to have better yields. (NLU annual report 2006/2007, p. 17) It is believed that the CRTs will be of great help in improving the reading and writing skills of the communities turning them into informed society.

Through the Local Book Purchase project the NLU buys books from publishers in Uganda, and distributes them to public and community libraries. This project supports the growth of the book industry in Uganda and provides children with books which they can easily relate to in contrast to the imported books thereby increasing their interest in reading. The School Library Project deals with selecting locally published books donated by the NLU to primary schools, in the districts, to enable them start school libraries and therefore inculcating the children's reading habits (New Vision January 31, 2005 p. 21). Kampala City Council together with the NLU implemented the book box programme in Kiswa and Railway primary schools in Kampala. The aim of the programme is to support the children's education programmes and promote the reading habit among the school community (NLU annual report 2006/2007, p. 6).

The NLU working with US-Based Anywhere books Infodev piloted a digital book mobile project. Its aim was to put tens of thousands of books into the hands of the rural primary school children in Buikwe, Mukono district, using a print-on-demand unit loaded onto a van. Children and their teachers had access to files of digital books stored on remote computers, downloaded, printed and bound for their personal use (New Vision, January 31, 2005, p. 21).

5.2.3.5 Training for librarians and research activities

The NLU has provided technical, professional and advisory services in the field of librarianship to government departments, local governments and the public sector. Teachers and parents are provided with basic skills on how to promote reading in schools and at home. Teachers belonging to the benefiting schools received basic instructions in how to manage school library collection and help pupils utilize them (NLU annual report 2005/2006, p.5). Practical training is organized for diploma students and community library attendants, and interns on the basics of managing public library and community library services. Communities, organizations and individuals seeking advice on how to start libraries approach the NLU for assistance and the NLU provide guidelines on how to start community and public libraries. A “briefing workshop” was organized for the beneficiaries of Book Aid International donations from 29 to 30 June, 2006, about the objectives of the project, its implementation, management, promotion, and monitoring and evaluation process (NLU annual report 2006/2007, p. 21).

In March 2005, NLU organized a workshop for 25 public and community librarians countrywide on proactive librarianship covering marketing and public relations. A manual on proactive librarianship was produced as an outcome of the workshop (Annual report 2005/2006). Technical support was provided to the National Council for Higher Education in creating databases using WINISIS (CDS/ISIS database software for windows – a UNESCO and information processing tool) and processing their materials (NLU annual report 2005/2006, p. 3). NLU assisted Hoima Public Library to select and purchase books worth 8 million shillings which was donated by an NGO called Uplift Uganda based in the US and also helped the renovation of its new home. Teacher librarians from Kenya, Tanzania and Uganda were trained from April 18 to 20, 2005 sponsored by Book Aid International. They were taught basics such as record keeping, acquisition, library management, cataloguing and classification, and management of children’s sections.

NLU staff carried out research as mandated in function:

(e) “to carry out research in the field of library and information provision and disseminate results to government public” (National Library Act, 2003, Clause 4(e)).

The research was carried out on information needs of rural communities in Mpigi District as one way of designing information services to the rural communities. A team of researchers from the NLU held focus group discussions with the local people and

interest groups with the aim of seeking their views about their information needs (NLU annual report 2006/2007, p. 19).

In July, 2004, the NLU in conjunction with the Uganda Library and Information Association hosted over 300 librarians and information professionals from 12 countries in Africa and beyond to the Standing Conference for Eastern Central and Southern African Librarians (SCECSAL XVI). The delegates congratulated Uganda for its achievement of the establishment of the NLU, one of the new institutions of its kind on the African continent. In 2005, NLU successfully hosted the copyright and access to information conference for librarians all over Africa which was funded by IFLA and Commonwealth of Learning.

The NLU maintained a good working relationship with the parent Ministry of Gender, Labour and Social Development and other organizations, such as Book Aid International (UK) and Children International (USA) with whom it signed a Memorandum of Understanding to supply books to libraries in Uganda. It also participates actively in the activities of National Book Trust of Uganda (NABOTU), and the East African Book Development Association in promoting book development in East Africa and Uganda in particular (NLU annual report, 2006/2007)

5.2.3.6 Prospects

The NLU plans to mobilize funds to begin the construction of the national library building, clear rent arrears and urge the treasury and the Ministry of Gender Labour and Social Development to allocate more funds to develop the institution. NLU is exploring opportunities of receiving book donations from Children International (CI) in the USA. Discussions were held between the NLU and the officials from the CI and a project proposal was submitted. If the project succeeds, NLU will be receiving about 100,000 books every year from the CI. The books are meant for distribution to public, community, school and NGO libraries. Following a successful joint implementation of Local Book Purchase Phase I by BAI, the NLU and Uganda booksellers, funds have been sought to extend the project to Phase II. To this effect, a project proposal was developed and submitted to BAI that has promised to solicit funds for carrying it out. Phase II of the project aims at promoting reading and literacy amongst marginalized groups in Uganda; at meeting the cultural information and learning needs of marginalized and potential readers and; strengthening cooperation between partner organizations, local booksellers and publishers (NLU annual report 2006/2007).

The NLU will soon become one of the partner institutions in the World Digital Library (WDL) project. The project is an Internet based international resource that was initiated by the Library of Congress (LC) and co-sponsored by UNESCO (National Library of Uganda, 2009).

All in all, the NLU is moving towards becoming an institution after the government's efforts of almost six decades from 1946 to 2003 (Appendix J)

5.2.4. Conclusions

After 2003, *institutional changes* occurred in the library and information sector of the country. This is when *the existing set of norms and practices of the PLB underwent delegitimation, fell into disuse and were replaced by the new rules*, the NLU Act, 2003.

The establishment of the NLU led to *increased fragmentation* of national library system. The publishers have an additional library, the NLU, to deposit their books, on top of the MULIB and the DLDC, and they find it expensive. Before 2003, the PLB and the public libraries belonged to the Ministry of Gender, Labour and Social Development. However, after decentralization, the public libraries were transferred to the Ministry of Local Government. Furthermore, public libraries were fragmented to various departments of the districts, while the NLU remained in the MoGLSD. The production of the two national bibliographies namely National Bibliography of Uganda by the NLU and the Accessions list by the DLDC led to *overlapping institutional frameworks* as they are published concurrently.

When the NLU was threatened to be evicted from the building because of non-payment of rent arrears, there was *a collective struggle of the professional librarians* such as the ULIA and the NLU staff by lobbying the government, and communicating with other relevant authorities to ensure that the NLU is not evicted.

The NLU is faced with *inadequate structures*. It is operating in a rented non-functional building, which was the PLB headquarters. It lacks adequate space for users, staff and library materials. The same situation is also observed in most public libraries in the country. The NLU operated without the Board, which is the governing body of the NLU, for a long time and has inadequate funds to carry out its activities.

Most of the leadership roles of national libraries are carried out by the NLU and are mainly related to comprehensive national library services, which are operational in developing countries. The NLU continued some activities that were performed by the PLB. All the staff members who were working in PLB, apart from the director, were transferred to the NLU. *This is an institutional development which implies that NLU is still a continuation of the PLB rather than an exit from it.*

Volume one of the National Bibliography of Uganda (NBU) is a combination of publications from the NLU and the MULIB. This publication can loosely be referred to as a national union catalogue, which is a *continuation of MULIB's Uganda National Bibliography*. The NBU has been published annually which is the *cultural expectations of the NLU*.

There are several ways in which the NLU used the development partners to eliminate the *difficulties to provide for the needs* of the public, community and school libraries. It has endeavoured to *provide support for public and community libraries and also adapted innovative practices*. It is involved in the promotion of reading culture through donation of books to public, school and community libraries, annual book

exhibitions and festivals, community reading tents, giving advice and manuals on standards, guidelines of establishing community libraries, and training library staff working in public and community libraries and research. The development partners helped the NLU to *sustain the institutional practices, norms and routines*, since the contribution of the government is minimal.

6. DISCUSSIONS AND CONCLUSIONS

In this part of the chapter, I introduce a more detailed design of the research work directed towards the investigation of the process of institutionalization of the National Library of Uganda.

6.1 The model developed for exploration of the NLU institutionalization

Figure 6.1 shows the model that was used to guide the study of the situation that led to the establishment of the National Library of Uganda. It models the developments under research in terms of deinstitutionalisation of previously existing institutions, institutionalisation of the NLU, and the institutional change that has been the result of both previous processes. The change in this case pertains not only to the NLU itself, but also to the whole library sector and other libraries in Uganda.

6.1.1. The deinstitutionalization process

Each institutionalisation builds on some previous foundation and often is preceded by the process of deinstitutionalisation. The study investigates the background to the deinstitutionalization of the previous institutions that carried out national library functions in Uganda. I investigate the reasons why previous norms and practices in various institutions underwent delegitimation and/or fell into disuse, and what was the environment in the library and information sector that created this process of the institutional change. The study seeks to find out why and how the legitimacy of the previous institutional practices was discontinued and what pressures led to it. Certain mechanisms operate different types of pressures and the research was constructed to understand how these mechanisms were adopted by the actors in the environment and how the changes were caused.

There is an argument that institutionalized organizational practice is most likely to discontinue due to changes within an organization and its environment that predict organizational failure or obsolescence, shift existing power distribution or cause organizations to reconsider the instrumentality of sustaining their traditions. Deinstitutionalization may occur due to the changes of the perceived utility or technical instrumentality of previous practices. These changes can also be tied to environmental changes such as unexpected events in the environment that directly challenge the sustainability of an institutional activity. It is assumed that the activation of these mechanisms of deinstitutionalization leads the members of the institution to acknowledge the need of discarding the existing institutionalized practices and then act on this recognition. *Social pressures* that hasten the deinstitutionalization include changes in state laws and structural changes to the organization or where the collective norms and values disaggregate.

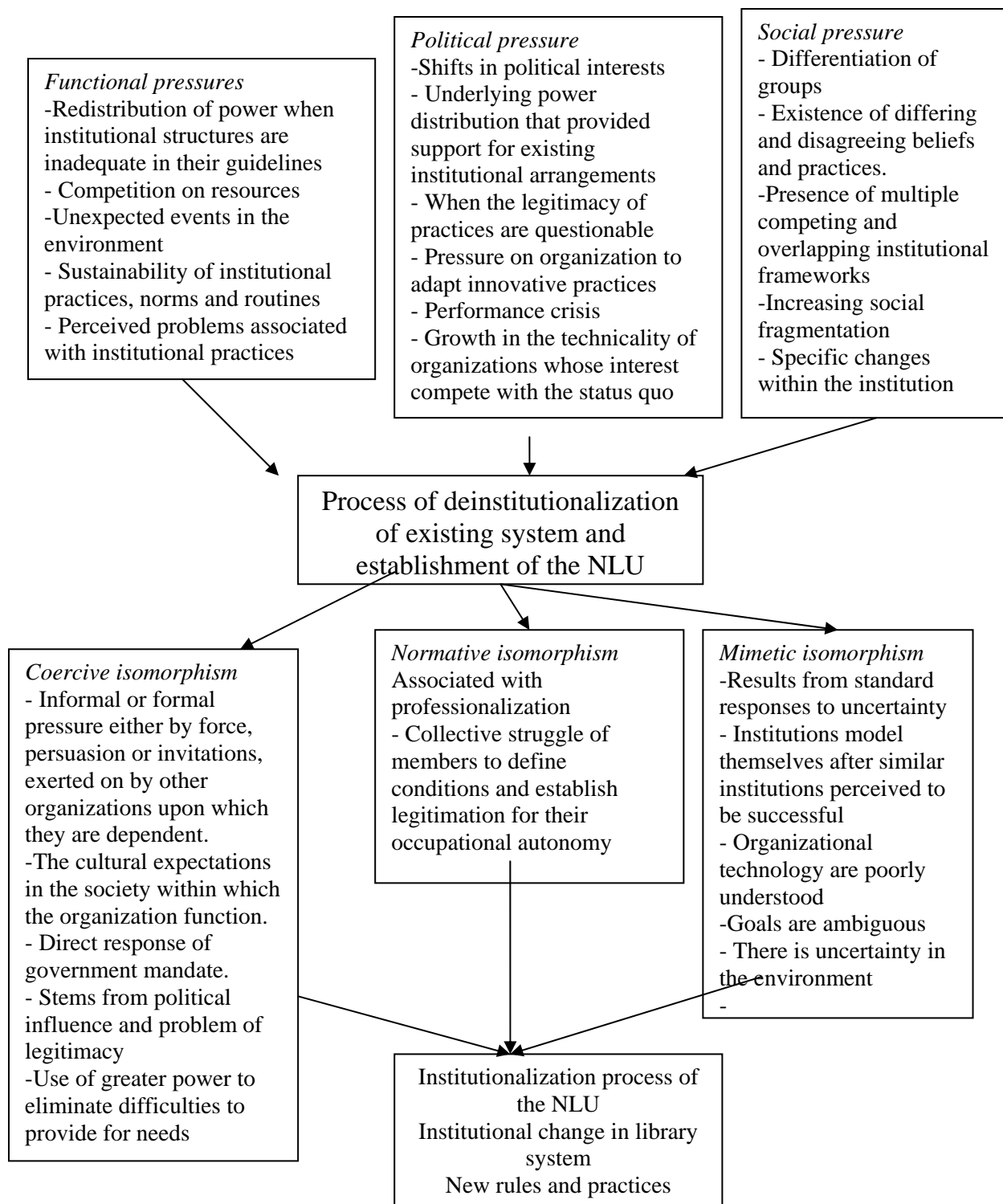


Figure 6.1: Conceptual framework for the study of the establishment of the National Library of Uganda (Processional levels of institutionalization)

During the process of deinstitutionalization, *entropy and inertia pressures* are the moderators of the rate of the inherent and competing deinstitutionalization processes in an institution. The study explores whether these moderators namely the institutional entropy, which tends to accelerate the process of deinstitutionalization, and institutional inertia, which tends to impede it, existed during this process. The five pressures namely, political, functional, social, entropy and inertia, determine the probability of dissipation or rejection of an institutionalized organizational practice. Dissipation is the gradual deterioration in the acceptance and use of a particular institutionalized practice. I will explore which of these factors can be distinguished in the environment and were most influential in creating the need for a new institution, namely, NLU.

6.1.2. Institutionalization process of the NLU and institutional change

There are three mechanisms through which institutionalization process occurs, namely *coercive, mimetic and normative isomorphism*. I will be exploring when, how and which of these mechanisms were activated by the political and professional actors and led to the institutionalisation and shaping of the NLU. Investigations will be made on the motivation and actions of the politicians that led to the establishment of the NLU. Additionally, I will explore the roles, motives and actions of the library professional community that led to the establishment of the NLU.

An institution is defined as a social structure which is composed of cultural-cognitive, normative and regulative elements (Scott, 2001). The NLU was institutionalized and legally sanctioned by the National Library Act, 2003, which defined some of the norms, values, roles and routines. The study will seek to understand, how the functions outlined in the Act were incorporated into it, how the main actors in the process were creating the system of institutional values and routines.

6.1.3 The continuation of the institutionalization and the institutional change

The process of the institutionalization does not end with the creation of the legal foundations of an institution or an establishment of an organization; rather it is a continuous process. Therefore I will investigate the changes that emerge in the library and information sector after its institutionalization, and also find out the roles the NLU plays in the library sector at present. The understanding of the three processes in relation to the NLU will help to answer my research questions and establish the influence of various factors in the environment, of political and professional actors and the NLU itself in the emergence and development of a new central library institution in a developing country.

This study aims at finding out factors in the library and information sector that led to the establishment of the NLU; investigate the motivation and actions of the politicians that led to the establishment of the NLU; examine roles, motives, and actions of the

library professional community that led to the establishment of the NLU and; the role the NLU plays in the library sector at present.

The discussions in this chapter are related to new institutionalism which is a theory of individual actions, which stresses the unreflective routine, taken-for granted nature of most human behaviour and views interests and actors as constituted by instruments (Zucker and Japperson 1991). Instrument in this study refers to the legal deposit act. These are the most important aspects of new institutionalism that have determined the choice of the theory of my study. The actions of different actors and their perceptions of the situation that lead to institutional change is the focus of this study.

Having set out the theoretical model we now turn to the situation in the Ugandan national library.

6.2 What were the factors in the library sector of Uganda that created the premises for the establishment of the NLU?

Uganda has registered some success in the library sector. However, when Amin took over power in 1971, the political insurgence affected public sectors including publishing industry, education, economy and library services. They faced *functional pressures* due to the unsustainability of the institutional practices. The Liberation War of 1979 which ousted Amin affected the public library services. Most public libraries experienced *functional pressure* of performance crisis as the buildings were destroyed; books were either looted or destroyed. In 1986, the National Resistance Army (NRA) took over power and that was the turning point of Uganda's history. The economy improved and the international approval brought willingness to invest and to lend. Uganda emerged from the two decades of appalling chaos. Among the government's priorities was the rebuilding of a nation state from a country reduced after 15 years of misrule and violence.

During 1993 and 1994, a constitutional assembly was elected to debate on a new constitution as a process of returning Uganda to a democratic government. Additionally, the Constitution of 1967 was faced with *functional pressures* as its institutional structures were inadequate in its guidelines. It, therefore, became a candidate for institutional change, since the existing set of norms and practices came under attack, underwent deligitimation and fell into disuse. It was replaced by new rules when the 1995 Constitution of the Republic of Uganda was promulgated. In this constitution the local government system was based on districts as units. This was followed by enactment of the Local government Act, 1997, which led to *political pressure* and the shift of political interests and *power redistribution* to the districts. Thus all services including public libraries were decentralized and transferred to the district authorities. This weakened the PLB headquarters since it was left with few activities.

Looking back at the historical development of the library services in Uganda in the 1960s and early 1970s, it is observed that, there was an entropy pressure of the economic, social, and political development. This is when there was an acceleration of

the development of libraries and related sectors. Uganda got its independence from the British in 1962. The government prioritized education for future social and economic development, which was a political pressure for the government to adopt innovative practices. Many schools were built and books were purchased to support the increasing number of enrolment at the different levels of education. Multinational, state and local publishing firms took advantage of this boom years. The social and political environment favoured book publishing in several ways. The government invested heavily in education and targeted the student book rations in schools and colleges; the competition among the publishers ensured competitive prices and high quality books; the public and institutional libraries were well funded and could afford buying books; there existed well managed chain of bookshops which provided outlets for publishers.

In 1963, the East African School of Librarianship (EASL) was established at Makerere University College to train librarians from East Africa. The Library school was to train librarians to work in the increasing number of libraries in the country. According to the Common Man's Charter (1969), the government forecast eliminating illiteracy from Uganda by 2000. To achieve this, it targeted 200,000 new literates annually. According to the Hockey recommendations (1960), Uganda established the Public Libraries Board according to the Public Libraries Act, 1964. The Board was appointed under the Ministry of Culture and Community Development. It was responsible for establishing, equipping, managing and maintaining public libraries in Uganda. This was a result of coercive isomorphism through formal pressure exerted on by the British upon which Uganda depended. It was also a response to the government's mandate. In the late 1960s public libraries were extended to 20 branches. Under the Second and Third Five Year Development Plans of 1966/67 – 1970/71 and 1971/72-1975/76 respectively, the development of the library services was one of the projects. The aim of the project was to establish public libraries in each district supplemented by mobile library services. Plans were made for building, equipping, furnishing and stocking the Uganda National Library and headquarters in Kampala, four regional libraries and 16 branch libraries in major towns in the country. Due to lack of funds these plans were not implemented. However, the Board went ahead and opened five more branch libraries, extended book box services to some hospitals and major prisons and mobile library services with government funds. This was brought about by functional pressures due to inadequate institutional structures, competition for limited governmental financial resources and it was difficult to sustain the institutional practices, norms, and routines. Two commissions of inquiries by Nabeta and Nekyon committee were instituted by the government to look into the problems and give recommendations, but the government did not implement them.

In 1964, the Makerere University College (Deposit Library) Act, 1964 was legislated which was a revision of the 1958 Ordinance. There were no major changes except the change of phrases such as from "Ordinance" to "Act", from "Governor" to "Minister". It was therefore an institutional development, which represented a continuation rather than an exit; it was a change within the institutional form. This Act, made the Makerere University College responsible for the collection and preservation of all books published in Uganda. Five years later, the Deposit Library and Documentation

Act, 1969, was also enacted to perform the same functions, which is a duplication of limited resources. This led to social pressure of the presence of multiple competing and overlapping institutional frameworks and increasing social fragmentation of the national library system. The MULIB started publishing the UNB in 1987 and the DLDC's first publication of the Accessions List appeared in 1993. However, the MULIB faced functional pressures from the perceived problems in performance levels, thus, becoming a candidate for replacement. The problems accumulated, including among others the increasing number of users, lack of funding and limited staff, thus affecting the production of the UNB. Dissipation occurred as the gradual deterioration in the production of the UNB (Oliver, 1992). This was indicated in the significant reduction in the frequency of the UNB, which eventually was discontinued altogether in 1997. The institutional formation of the NLU was partly a result of the non-productive behaviour of the MULIB professionals regarding legal deposit activities (Japperson 1991; DiMaggio, 1988a). Additionally, the MULIB and the DLDC were performing dual functions as national libraries as well as academic libraries. The challenges of joint use libraries as Hansson (2006) identified are the differences in institutional logic and affiliations. This is because the MULIB and the DLDC are academic libraries belonging to Ministry of Education and Sports, while the national library services belong to the MoGLSD. The legal deposit acts of both institutions are outdated, weak and not comprehensive enough.

The PLB performed the functions of a national library service of establishing, equipping, managing and maintaining public libraries. There are several programmes due to *political pressure to adapt innovative practices* that were included in the PLB's activities. These included providing the local governments standards, advise, norms, manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval; inspecting and ensuring that public libraries confirm to national policies, guidelines and standards; carrying out and coordinating staff development programs for people working in libraries and information services; supporting the setting up of rural community libraries; and supporting and promoting adult literacy and education through identifying and stocking post-literacy reading campaigns and book exhibitions. After the decentralization of public libraries, it was deemed necessary to have an institution to take over these functions otherwise they would collapse; thus the *functional pressure* to sustain the institutional practices, norms and routines was experienced. Decentralization caused *social pressures* because of the social fragmentation of the norms, roles, as the staff members of the public libraries were taken over by various districts. The jobs of the staff who were at the PLB were threatened as they were going to be retrenched. This caused *normative isomorphism*, whereby the staff struggled to define conditions and legitimize their occupational autonomy.

Deinstitutionalization is a process of institutional change whereby the legitimacy of the established institutional practices discontinues, due to the challenges and failure of the institution to produce previously legitimated or taken-for-granted institutional actions (Oliver, 1992). DiMaggio (1988a) and Zucker (1988) have identified ways in which deinstitutionalization in relation to functional pressure may occur. PLB was

deinstitutionalized due to the redistribution of power to the districts according to the Local Government Act, 1997. Furthermore, PLB was deinstitutionalized because of the political pressure due to the shift of political interests to the districts. The institutional structures of the PLB were therefore rendered inadequate in their guidelines. The institutional practices of the PLB were displaced when the legitimacy of such practices was questionable. After decentralization of public libraries, the PLB was deinstitutionalized because the few institutionalized activities were no longer rewarding to be performed by such an institution. The political conditions of the deligitimation of the PLB occurred when the performance crisis started as the library professionals were left with few activities. That is why the Minister of Gender Labour and Social Development wanted to retrench all staff of the PLB and retain two officers at the Ministry to perform the remaining activities. This situation caused pressure on the PLB staff to adopt innovative practices, by coming up with the idea of establishing the NLU.

At Makerere University, there was an increase in the number of students due to the introduction of privately sponsored students. This led to the environmental change due to the competition of resources that challenged the sustainability of the institutional practices, norms and routines of the production of the Uganda National Bibliography. The organizational practices of the production of the UNB discontinued as a result of specific changes within the MULIB. The MULIB was in a way deinstitutionalized since the production of a national bibliography is one of the most important activities of a national library. On the other hand, the PLB was not completely deinstitutionalized since the NLU continues to perform most of the activities that were done by the PLB; we can say that the PLB was reinstitutionalized. This means that the NLU represents an exit from one institutionalization, the PLB, and entry into another institutional form the NLU, which is organized around different principles and rules embedded in the National Library Act, 2003.

6.2.1. Summary

There are several factors that are identified which led to the establishment of the NLU. Uganda had a national library system composed of the MULIB and the DLDC performing functions of a national library and the PLB performing the functions of a national library service. Due to the decentralization of services, the PLB was weakened as the public libraries were taken over by the districts and it was left with few functions. There was a need for an institution to take over important projects which had been carried out by the PLB. The few responsibilities would lead to the retrenchment of the PLB staff at the headquarters. The MULIB and the DLDC had weak outdated and incomprehensive legal deposit acts which were easily ignored by the publishers. This led to the production of incomprehensive national bibliographies. Since both institutions are performing the dual functions of academic and national libraries, they concentrated more on the former than the later. They have inadequate staff, funds and space to carry out the national library functions efficiently and effectively. The MULIB, for example, is looked upon as a university library with its own registered members, the staff and students; it is therefore difficult for the general

public to access the national imprint. There was no fully fledged national library, which would carry out the traditional functions of a national library. The weaknesses of these three institutions were the strength for the need of establishing the NLU. It should be recalled here that the politicians had already planned to establish a national library in the 1960s but due to lack of funds, the idea stalled. So it was a matter of reactivating the process.

6.3 What was the motivation and actions of the politicians that led to the establishment of the NLU?

After the adoption of the Local Government Act, 1997, all services including public libraries were decentralized and transferred to the district authorities. This led to *the institutional change* in the library sector of Uganda (Scott, 2001). Thus the existing set of rules, norms and practices of the Public Libraries Act, 1964, underwent delegitimation and were replaced by the new rules and values of the National Library Act, 2003. The NLU did not emerge from a vacuum, rather it displaced the PLB.

6.3.1 Institutional change

When the public libraries were decentralized, changes occurred at the PLB headquarters which caused crisis that arose from a growing mismatch between environmental conditions and demands and the normative orientation of the institutions. The NLU was institutionalized due to *coercive isomorphism* as a direct response to government mandate, namely the 1995 Constitution of the Republic of Uganda which devolved and transferred the functions, powers and responsibilities from the Government to the local government units. Additionally, the Local Government Act, 1997, was adopted to amend, consolidate and streamline the existing law on local governments in line with the Constitution and to give effect to the decentralization and devolution of functions, powers and services. Decentralization is one of the major causes of the institutionalization of the NLU.

A question arises why the politicians came up with the Local Government Act, to decentralize services. There are two schools of thought. Tukahebwa (1998), Tukahebwa and Kabonesa (2000), and Makara (1998) view that decentralization originated from the local council system invented and installed by the NRM government during the bush war. On the other hand Wadala (2007) argues that this is a policy chosen by donors, particularly the United States, which wanted ‘a new order’ after the demise of Communism in Eastern Europe. Therefore African States like Uganda found it in their national interest to adopt the system in order to access donor funding. This can be regarded as the external influence in terms of *coercive isomorphism* which resulted from formal pressure that was exerted on Uganda by donors, upon which she depends. *Coercive isomorphism*, which stems from the political influence and the problem of legitimacy, was caused by formal pressures, which were executed by invitation that were exerted on the government by donors, upon which Uganda depended. On the other hand, decentralization was a direct response to government mandate which was made during the NRM bush war (1980-1986).

Politicians and some library professionals had an argument that since public libraries were special services, they should not have been decentralized. This is because they are not a priority in the districts, which have limited financial resources. There was, therefore, fear that public libraries will disappear. However, Pfeffer and Salancik (1987, p. 188-124) observed that the political decision makers did not experience directly the consequences of their actions, and political decisions were applied across the board to all the social services that makes decisions less adaptive and less flexible. The Local Government Act, 1997, which decentralized all the services to the districts, was already in place. This led to *social pressure* as there was increasing social fragmentation of the public libraries services to the various districts.

6.3.2 Library policy

During the debate on the National Library Bill, the politicians observed that there was no library policy. Consequently, the National Library Act was formulated in a library policy vacuum and without focus just like the MULIB and the DLDC Acts. That is why it sailed because the politicians did not look at the act as an important concern since there was no policy to guide them. Due to lack of an effective library development policy as part of wider national information policy in developing countries, Mchombu (1985) revealed that there was little sense of direction. Oftentimes, decisions are made on the spur of the moment, without taking into consideration all the present and future implications. Without such a policy framework, personality clashes constitute an uncompromising brake on the rapid development of library and information services sector. It is therefore difficult for library and information services infrastructure to develop rapidly and rationally without a detailed library development policy. It is obvious that the politicians were instrumental in the establishment of the NLU; however, they were not guided in its legislation due to the lack of the library policy. The importance of the policy is to provide a framework for operation. In the field of information delivery, there are *social pressures* due to the presence of multiple competing and overlapping institutional frameworks, which leads to duplication of efforts and resources. A library policy would, therefore, address all matters of cooperation with other interest groups such as government departments, non-governmental organizations, the media, publishers and booksellers. The library policy should include issues concerned with the establishment, management, funding, staffing, and sustainability of library and information systems.

6.3.3 Process

The politicians' participation in the process of the institutionalization of the NLU is regarded by Ikoja-Odongo as historical in the field of library and information services in the country. He revealed that the issue of library services was first discussed during the first parliament of 1964. This is when the politicians did not raise fundamental issues regarding public library development, apart from supporting that there should be a network of public libraries; it was in the 7th Parliament that the politicians were concerned about the state of public libraries" (Ikoja-Odongo, 2004, p. 178).

Politicians who are the lawmakers fully participated in the institutionalization process of the NLU. After the professionals had written the concept paper, which was approved by the Board, the politicians took over the process when the Minister of Gender, Labour and Social Development introduced the concept paper to the cabinet; it was discussed and approved by the ministers. The Ministry of Justice and Constitutional Affairs drafted the National Library Bill, 2001. The politicians in the SSC discussed the Bill with the interest groups, made the necessary amendments and were presented to the Parliament for debate. After deliberations, the NLU was established by the National Library Act, 2003.

During the debate of the National Library Bill, 2001, in parliament, the politicians were concerned about the *functional pressures* faced by the public libraries in the country. These included the inadequate structures of the non-functional dilapidated buildings, funding, staffing and relevant current books. They also noted that at the local government level, there was *functional pressure of the competition for resources*; therefore, public library services could not compete with other sectors such as education and health with regards to access to funds. This is because libraries are not a government priority; it would, therefore, be difficult to sustain the institutional *practices, norms and routines* of the public libraries. Other concerns by the politicians were lack of reading culture and the high illiteracy rate. Through *political pressure*, the politicians were motivated to *adapt innovative practices* which were included in the National Library Act, 2003, namely the promotion of reading culture, adult literacy campaign and setting up rural community libraries. They felt that without a coordinating body, the public libraries would collapse and those districts without public libraries would not be able to establish them. Therefore, there was a need for an institution like the NLU to provide to local governments standards, advice, norms, work manuals and guidelines in respect of public library buildings, staffing, stock and information processing, storage and retrieval. The NLU would also inspect and ensure that public libraries conform to national policies, guidelines and standards and provide technical, professional and advisory services. The politicians also wanted to introduce the book mobile services of the 1960s to loan books to schools. They suggested the introduction of the ICT in the public libraries in order to attract people, especially, the youths to use the library. The politicians recommended the Government to encourage districts to establish new libraries where they do not exist and support the existing ones, to fund the NLU and take it as one of its priorities. A clear policy on the establishment and maintenance of public libraries was suggested. The wish to include Braille materials in the public libraries was expressed as more and more blind people were becoming literate.

There was *social pressure* brought about by the differentiation between the politicians and the professionals. This led to the existence of differing and disagreeing beliefs and practices, when the politicians preferred to change the National Library Bill to the original Public Libraries Bill. They reasoned that it was not just one library but many of them, and that the National Library should coordinate the public libraries. They preferred Lor's roles and functions of national libraries, which he considered most appropriate in Africa. The politicians wanted a national library with an orientation

towards a comprehensive national library service and with the people as clients, and the emphasis on service delivery to end users. The service would include public libraries, book boxes, book mobiles, adult literacy, and enhancement of reading culture. We can see here that the politicians wanted the library services to reach the general public, i.e., the voters. The politicians were not comfortable with Lor's role of national library oriented towards infrastructure and clients as other libraries and rendering leadership service. Neither did they like the heritage as orientation, clients as the learned scholars and emphasis on the collections. They completely misunderstood and were ignorant of the concept of a national library regarding its roles and norms, and values. They advocated for institutional development approach which is also referred to institutional elaboration (Japperson, 1991; DiMaggio, 1988a). This approach represents institutional continuation of the PLB rather than an exit from the PLB to the NLU. During the Social Services Committee meeting discussing the National Library Bill, a politician asked whether it was necessary to have a national library and what about the national archives. This is one of the indicators why the library sector in the country lagged behind, as politicians did not fully understand even the concept of a national library. The politicians led the political process of the institutionalization of the NLU. They debated the National Library Bill, 2001, passed the National Library Act, 2003, but were quite unaware about the roles, norms and values of a national library as an institution.

During the deliberations of the National Library Bill in Parliament by the politicians, there were *social pressures* of differing and disagreeing beliefs and practices. These differences influence the ways, in which institutional values are adapted and tend to result in some modifications (Peters 2005). The National Library Act, 2003, therefore was passed with modifications. The reasons for the modification were *political pressures* in order to *adapt innovative* practices. The modification made among others was the reduction of the penalty for non-compliance of depositing the publications to the NLU from 30 to 10 currency points as the 30 currency points was too high. Publisher had to deposit one copy of the videogram or film and ten copies of government publications; this is because the public may have higher demand for government documents for development and policy implementation. Additionally, the government can afford to provide more copies.

The approval of the use of funds was modified to be made by the Board and not the Minister. The NLU was mandated to keep proper books of accounts and not the Board. All employees of the PLB immediately before the pronouncement of the National Library Act were automatically transferred to and became staff members of the NLU. This situation was innovative since the staff who were about to be retrenched were catered for and the NLU would be functional from the beginning. This is another indication of institutional elaboration which means that the NLU is still a continuation of PLB since all PLB staff became NLU staff.

6.3.4 Summary

The politicians, who are the law makers, played a big role in the institutionalization process of the NLU. They participated in the process after the writing of the concept paper on the establishment of the NLU by the PLB professionals, and the approval by the Board. The politicians took over from there when the Minister of MoGLSD studied the paper, presented it to the Cabinet, which discussed and approved it. It was then drafted by the Ministry of Justice and Cabinet Affairs into the National Library Bill, 2001. The politicians of the Social Services Committee of parliament together with the professionals discussed the Bill, made necessary suggestions and tabled it to the parliament for debate. After the deliberations, the National Library Act, 2003 was enacted.

The motivations and actions of the politicians that led to the establishment of the NLU started in the 1960s when they included the establishment of a national library in the second and third five year development plans. However, the plans were not fulfilled due to lack of funds. The politicians promulgated the 1995 Constitution of the Republic of Uganda and enacted the Local Government Act, 1997, decentralized the services including the public libraries to the districts; this weakened the PLB headquarters. One of the reasons for decentralization was to take services nearer to the people. The politicians unanimously supported the National Library Bill establishing the NLU. They felt that by establishing the NLU, they will be able to support the decentralized public libraries. This would be done through inspection, provision of guidelines, standards, norms, manuals in respect of public library building, staffing, stock and information processing, storage and retrieval. The NLU would also continue with the government projects in relation to support and promotion of adult literacy, setting up rural community libraries, and promote the habit of reading culture through reading campaigns and book exhibitions. The politicians regarded the NLU more like a national library service than a national library

6.4 What were the roles, motives and actions of the library professional community that led to the establishment of the NLU?

The concept of the professionals is defined as the professional librarians who primarily influenced the institutional formation of the NLU. These are the interested actors who were involved in the process of the institutionalization of the NLU.

6.4.1 Normative isomorphism

Regarding the involvement of librarians in establishing national libraries in Africa, Paul Sturges noted that there are a lot of ideas on how to develop national libraries in Africa. He suggested that although the politicians are the ones who approve plans and allocate budgets, there were some decisions which must be made by the librarians themselves. There is also a need to decide whether the librarians want to be involved in the change or to accept the status quo (Struges, 2000, p. 47). Looking at the Ugandan scene, the librarians were directly involved in the establishment of the NLU right from its inception, so much so that they are the ones who came up with this idea and sold it to the politicians.

This is related to *normative isomorphism* when they collectively struggled to define the conditions and legitimize the NLU (Larsson 1977; Collins 1979). The PLB headquarters experienced *institutional isomorphism* when the professionals were pressured to assume the form of the NLU in order to survive retrenchment after the decentralization of the public libraries (Hawley 1968). Additionally, the PLB staff argue that the idea of establishing the Uganda National Library has been there since the 1960s and 1970s when it appeared in the second and third five year development plans of 1966/67-1970/71 and 1971/72-1975/76 respectively. So they were just reactivating the plans, therefore, the idea did not come out of a vacuum, it was borrowed from the development plans. Kigongo-Bukenya (2000, p. 64) argues that the NLU would have been established much earlier if not for ‘empire building’ by the MULIB and the PLB – both wanted to own the national library. He was surprised that the compromise proposal to establish a national reference library under the MULIB and a national lending library under the PLB was never implemented. This is situation is related to *normative isomorphism* whereby each institution namely PLB and MULIB separately struggled to to define conditions to legitimize itself to become the national library

6.4.2 Formation of institutions (institutional change)

There are situations identified by Peters (2005) that can lead to the formation of institutions. The NLU was created because it had a meaning to the PLB professionals who believed that the structure is something more than a means to an end. The establishment of the NLU would be able to motivate the members by retaining their jobs and furthermore, the NLU is more prestigious than the PLB headquarters. In order for the institutionalization process of the NLU to take place, the professionals made a decision to create the NLU for a specific purpose, namely, for the deposit and preservation of publications, the setting up of an information referral services and library co-ordination among others. However, Knight (1992) argued that institutions emerge in order to meet social and economic necessities. Changes occurred at the PLB and caused crisis as identified by Boin and t’Hart, (2000) that arose from a growing mismatch between environmental conditions and demand and the normative orientation of the institution. The principle task faced by the leaders of the PLB was the effective management of the crisis and reformulation of the institution by changing norms and expectations so that more successful coping with demands can be made (Peters 2005, p. 36). The management of the PLB tried all means of lobbying to ensure that the National Library Bill, 2001, sailed through. The institutional change rendered the PLB to face challenges such as limited activities and the threat of retrenchment, which in turn forced the PLB professional to change (Hansson, 2006).

6.4.3 The differences and similarities of the institutional change of the NLU and other national libraries

In Europe, national libraries were established as a result of various pressures through merger or separation (2.2.5). The Swiss national Library was established in 1895 and was legally sanctioned by law in 1911, to collect literature in Switzerland, written by Swiss authors, or published about Switzerland. From the 1970s, the Swiss National Library was faced with *functional pressures* due to the inadequate financial resource

when the budget was reduced and it was unable to sustain its institutional practices. Its role as a leader was therefore rapidly eroded (Jauslin 1996, p. 113). In 1989, it was merged with the Swiss National Museum and the Office for the Promotion of Culture to form the Federal Office of Culture. The difference between the institutional change of the Swiss National Library and the NLU is that the NLU was established due to the *political pressure* of the shift of political interests, and the *functional pressure* due to the redistribution of power, when the public library services were decentralized and the PLB weakened. The PLB was transformed into the NLU by an act of the Parliament with new institutional practices, norms and routines. It was therefore institutional elaboration or institutional development, which was an institutional continuation from the PLB to the NLU rather than an exit; it was therefore a change within an institutional form, the PLB. The Swiss National Library was merged with two other institutions to take a new form of the Federal Office of Culture. The Swiss National Library was deinstitutionalized whereby the legitimacy of its established institutional practices were discontinued as a result of challenges and its failure to reproduce previously legitimated institutional actions.

In 1957, the Icelandic Parliament merged the National Library of Iceland and the University of Iceland Library due to *functional pressures* caused by inadequate accommodation and resources for two separate big research libraries. The merger was also caused by the *social pressure* due to multiple competing and overlapping institutional frameworks. While in Uganda, there were already two institutions carrying out national library activities of collection and preservation of national imprint, the MULIB and the DLDC. They had dual functions of academic as well as national libraries. They were faced with *functional pressures* of inadequate structures and guidelines and sustainability of institutional practices, norms and routines. Because of the weak acts, limited funds, space, and staffing of the two institutions, the NLU was established. The institutionalization of the NLU caused *social pressure* because of the presence of multiple competing and overlapping institutional frameworks. Currently, there are three institutions performing the functions of national library, namely, the MULIB, the DLDC and the NLU. So, while in Iceland similar institutions were consolidated or merged into one, in Uganda a third similar institution the NLU was created leading to increasing fragmentation of the national library system in Uganda.

The Danish Royal Library acquired legal deposit in 1697 and in 1793 due to *political pressure* of adapting innovative practices; it was opened to the public, thus, changing into a national library. It was an institutional development, which represented institutional continuation rather than an exit; it was a change within an institutional form by retaining the name but changing the functions from a private to a public institution. This situation is similar to that of Uganda except that the PLB changed the name to the NLU and is still performing most of the functions of the PLB of a national library service and a few of a national library.

In 1938, the University of Copenhagen Library split into two parts namely the UL1 for humanities, social sciences, and law and theology and UL2 for the natural sciences and

medicine. This was caused by *social pressure* due to differentiation of groups and differing practices of science and humanities. In 1989, the Ministry of Culture merged the Royal Library with the UL1 because of the *social pressure* of multiple competing and overlapping institutional frameworks, as most of the collections of the Royal Library were on Humanities. Additionally, Cotta-Schonberg and Nielsen (2008 p. 49) revealed the cause for the merger as normative isomorphism when the Royal Librarian made it a condition for staying on the job. He struggled to define conditions and establish legitimation for his occupational autonomy. This situation is similar to the PLB staff who were left with few activities and were about to be retrenched due to the decentralization of the NLU. They struggled to establish legitimation for their occupational autonomy when they came up with the idea of establishing the NLU. In 2005, the Minister of Culture merged the Royal Library with the UL2 which at that time was the Danish Research Library for Science and Medicine in order to consolidate the cultural institutions under the Ministry. The motivation for this merger was caused by *political pressure* to adapt innovative practices in order to strengthen the Copenhagen University Library Services, and to create a new organization with an extensive resources base for innovative development and quality improvement. The difference here is that while Denmark consolidated the national library services, Uganda created another national library thus creating *social pressure* due to multiple competing and overlapping institutional practices of the MULIB, the DLDC and the NLU.

The legal deposit Act of the Royal Library of Sweden was decreed in 1661 and started functioning as a national library in 1877. The Stockholm University Library was established in the same year and in 1953, the Royal Library became the university library for humanities and social sciences. Over the years, staff at the university increasingly felt the need for a clear division of responsibility between the Royal library and the university library (Cotta-Schonberg and Nielsen 2008, p. 49). This can be referred to as *normative isomorphism* when the university library staff collectively struggled to define conditions and establish legitimation for their occupational autonomy. There was also *social pressure* since the university library staff felt the existence of differing and disagreeing beliefs and practices. In 1977, the Stockholm University Library separated from the Royal Library. The similarity is the struggle of both the Stockholm university library and the PLB to define their autonomy. The difference is the social pressure with the *fragmentation* of the Stockholm University Library from the Royal Library whereas the PLB case was an institutional development since the NLU is a *continuation* rather than an exit, it is a change within an institutional form.

In 1811, the University of Oslo was established by a royal decree and in 1825 it was given the functions of a national library; this arrangement came with challenges (Cotta-Schonberg and Nielsen, 2008, p. 69). There was the *functional pressure* of the competition for resources between the university and the national library. *Social pressure* occurred when 400 academic libraries were established all over Norway leading to multiple competing and overlapping institutional frameworks and increasing social fragmentation. In 1984, the Parliament agreed to establish a separate national

library due to *mimetic isomorphism* since most European countries had established them. This cause is similar to one of reasons for the establishment of the NLU that most countries of the world have national libraries and Uganda did not want to be left behind. In Norway, there was the *functional pressure* of the unexpected events in the environment caused by the economy and unemployment after the closure of the steel mill in Mo I Rana which faced economic disaster (Rugnaas 1990, p. 42). The situation is similar to the PLB staff when they were about to be retrenched, except that it was *normative isomorphism* when the staff themselves struggled to define conditions and establish legitimation for their occupational autonomy. The establishment and transfer of the national library of Norway to Mo I Rana is a cause of political pressure, the shift of political interest and underlying power redistribution that provided support for existing institutional arrangements. Similarly, the NLU was established because of the power redistribution due to decentralization of the public library services to the districts.

6.4.4 Coercive isomorphism

Various reasons were given by the professionals for the establishment of the NLU. Some are related to *mimetic isomorphism*, whereby the professionals felt that since most countries of the world have national libraries, Uganda should also have one. Others saw it as prestige and national pride. This situation can also be referred to as *coercive isomorphism* as it is the general view that no country is complete without a national library (Line 1988, p. 20). Additionally, during the IFLA conference in Moscow, in 1990, countries without national libraries were *coerced* through persuasion to establish them.

6.4.5 Process

The actions and roles of the library professionals during the institutionalization of the NLU were identified during the writing of the concept paper by the PLB staff, the MULIB professional meeting to discuss the draft of the National Library Bill, the ULIA meeting to discuss the same Bill and ended at the SSC meeting with the politicians. During the institutional formation of the NLU, rules and norms are central to the institution (March and Olsen 1989). There was a possibility of substantial deviation in the values as the original founders. The PLB professionals could implement their ideas within the context of developing the NLU structure. This implementation process, therefore, required interaction with other professionals and, hence, some value drift was expected. It was certain that some differences in values and perceptions were bound to occur. The differences among the library professionals influenced the way the institutional values were interpreted, which generated a political process that modified the institutional values (Peters 2005). However, this was not the case with the institutionalization process of the NLU, since the idea of the establishment of the NLU was internally conceived by the PLB staff; the other professionals were put on board when the National Library Bill was already in the SSC of the Parliament. The MULIB and the DLDC were of the view that they would have used this opportunity to update their acts so that they fit into the present situation. The SSC meeting missed out the authors, readers and booksellers who are also interested parties in the creation of the NLU. When establishing libraries in sub Saharan Africa,

Mostert (2001) noted that there has been lack of consultation between librarians and their existing and potential clients during the initial planning stages for services to be offered in libraries and information services.

Regarding the collection, the PLB staff wanted to transfer the legal deposit collection of the MULIB to the NLU as a starting point for building the national imprint thus causing *institutional change*. They did not want to *emerge from a vacuum* they wanted to borrow from and to a certain extent displace MULIB. However, this was opposed by both the MULIB and the politicians, since most of the collection emanated from the University and was mainly meant for research purposes. There was *social pressure* due to the differentiation of groups and existence of differing and disagreeing beliefs and practices. MULIB did not want to lose their rich collection. This was the *mimetic isomorphism* when PLB wanted to imitate Goodrum's first generation of national libraries that came into existence between 16th and 17th centuries. These national libraries were established through the acquisition of royal collections (the National Library of France); while others with acquisition of large private libraries namely (the Library of Congress with Thomas Jefferson's volumes in the United States and the British Museum with Sir Hans Sloane collection in Britain).

There were social pressures regarding the representation of the library professionals in the National Library Board. Whereas some members insisted that a member nominated from the ULIA should represent the association to the Board, others suggested a library professional should be nominated. There were differing and disagreeing beliefs within the library professionals. Consequently, there was *normative isomorphism* when ULIA members struggled to define conditions and establish legitimation to the National Library Board, but this was rejected by the SSC. There was normative isomorphism as the MULIB and the DLDC professionals *collectively struggled* to coexist with the NLU so that they act as a backup. They thought that both acts were going to be repealed, but they were not.

6.4.6 Alternative of national library (functions of national libraries)

Some professionals suggested that the MULIB could be the second national library in Uganda, because it has been a legal depository since 1958. The issue of a university library in a developing country as a suitable alternative for a national library has been discussed by several scholars. Lor (2003, p. 146) argues that the university library has more resources; however, in the long run it might prove difficult to perform the functions of a national library. This is because the university library has to give first priority to the immediate needs of the students, teachers, and researchers. So when the University Librarian has to choose between national tasks and the clients' demands, the latter wins. That is why some professionals and the politicians refused to support the MULIB to become the second national library due to the large number of students it has to serve. There was *social pressure* due to the existence of differing and disagreeing beliefs and practices. The advantage of having a university library as a national library is that they are well established as compared to other libraries, have strong collections and enjoy immense prestige which attracts donations of important documents (Mchombu 1985, p. 233). Secondly, the university libraries have been in existence long before other types of libraries, and therefore they are most likely to

have the cream of the professional manpower available within the country (Bandara 1979).

It was suggested that the functions of the NLU should be divided among the three legal depositories. The NLU should focus on the acquisition, preservation, publishing the NBU; provide space for the collection of national and international publications, thus leading to *functional pressure* of redistribution of power. In countries where national libraries have been centralized, Line (1988, p. 22) supports the sharing of national library functions with other libraries since the days of a comprehensive all-dominating national library have gone. The professionals noted that although functions of the NLU look good on paper, they are difficult to implement and that it would take 20 years for the NLU to be able to perform these functions. It set itself too high as it has too many functions including a network of public libraries. While identifying the functions of a national library, Line (1988, p. 27) looks at the economic and practical realities, rather than design of an 'ideal' system that cannot be achieved. Anguilo (1980) gave an example of the National Library of Nigeria which was set up in 1964 had ambitious plans and powers, that led to slow progress as it was unable to fulfil adequately several roles that it was empowered to perform. On the other hand, Lor (1990) thinks that there is not a national library in Africa, which effectively undertakes all the functions and in any case, these tasks are no longer feasible and desirable to attempt all of them.

6.4.7 Mimetic isomorphism

While writing the concept paper for the establishment of the NLU, the librarians consulted extensively the UNESCO guidelines for legislation of national libraries, the Namibian and Norwegian Legal Deposit acts in terms of definitions and concepts. As Scott (2001, p.153) revealed there is a similarity in the structural features of the NLU with other national libraries. The NLU must not only be recognized in terms of what competitive process it works at, but must show the structural features that make them both recognizable and in conformity with normative and regulative requirements. However, Mchombu (1985) cautioned that library and information studies textbooks refer to objectives and functions of national libraries out of context of a particular developing country. Therefore, equipped with such rigid and irrelevant definitions, many librarians in the developing countries make quixotic efforts to recreate prototype Library of Congress or the British Library. Thus *mimetic isomorphism* occurred when the professionals wanted the British system of having more than one national library, having the copyright office in the NLU just like the Library of Congress and also having subject national libraries such as those in the USA, namely National Library of Agriculture and National Library of Medicine. It is believed that *mimetic isomorphism* is one of the most powerful forces that encourage one organization to imitate another, which results from standard responses to uncertainty. The reasons why *mimetic isomorphism* occurred was due to the ambiguous goals and uncertainty in the environment of the library sector in the country (March and Olsen 1976). Additionally, the professionals tended to model the NLU after other national libraries of the developed world, which they perceived to be more legitimate and successful (Cyert and March 1963). From the mimetic isomorphism perspective, it can be deduced that

external influence played part in the institutionalization of the NLU by referring and imitating external institutions in the same arena. There is a tendency for external environment to play a part in the direction of institutional change (Audunson 1999); and in turn there was a tendency for the structures of the NLU to resemble closely other national libraries (Scott 2001). It was suggested that the PLB professionals should make study tours of national libraries in the developed world to learn and imitate the good practices so that they could implement them in the NLU but this has not yet been implemented due to the lack of funding.

6.4.8 Summary

The professionals from PLB came up with the idea of establishing the NLU. They had several motives for this action. They claim that the plan of establishing the NLU had been there since the 1960s so they were reactivating them. The decentralization of the public libraries to the districts left the PLB headquarters with few functions and was weakened. This situation was a threat to the jobs of the staff members as plans were underway to retrench them. They felt that there was a need for an institution to coordinate activities of the decentralized public libraries, since the local governments did not have capacity to do so. The MULIB and the DLDC were surrogates of national libraries whose functions were to collect and preserve national imprint. Both institutions have weak acts, limited funds, lacked space and staff to perform the national library functions efficiently and effectively. Additionally, both institutions were academic libraries and it was difficult to serve the students staff and researchers as well as the general public. The weaknesses of the MULIB and the DLDC were a motivation for the PLB to establish a fully fledged national library since it did not exist in the country. The roles played by the library professionals in the process of establishing the NLU started with the PLB staff writing a concept paper; the MULIB professionals and the ULIA members discussed and contributed to the draft of the National Library Bill, 2001. The professionals then met the politicians in the SSC to discuss further the Bill. During the process of discussing the Bill, there were disagreements among the professionals. These emerged mainly in respect to the membership to the Board from the ULIA, transferring the national collection from the MULIB to the NLU and the MULIB becoming the second national library, all of which were rejected by both the politicians and some professionals.

6.5 What role does the NLU play in the library sector at present?

6.5.1 Concept of a national library in Uganda

After the legislation of the National Library Act, 2003, the NLU was formed. On the basis of legitimacy, the NLU was legally sanctioned, morally governed and became a physical manifestation of culture. It acquired social acceptability and endorsement by the politicians and library professionals as a result of the conformity to the norms and expectations of the NLU's environment. The NLU was therefore established with routines, which are used to monitor and react to changes within the working environment. The NLU spells out the routines in such a way that as it becomes more institutionalized and has some greater meaning attached its degree of institutionalization within the structure will increase.

The NLU belongs to the Goodrum's (1980) third generation of national libraries established at the end of World War II after independence. The PLB was established through the Public Libraries Act, 1964, soon after independence. It was an integrated library system with headquarters in Kampala, the national capital, and a network of libraries in the districts. Although the politicians tried to establish the national library in the two five-year-development plans, they failed due to lack of funding. Among the groups of national libraries that were identified by Lor (2003) one includes a "National Library Service". Presently, the NLU belongs to this group as it mainly offers services to the general public through a network of public libraries and community and school libraries. The services include book donations, staff training and giving standards and guidelines, book exhibitions, community reading tents and book box services. The NLU is a government institution and an expression of nationalism, a symbol of national pride, prestige and status. The NLU was therefore established on the basis of compliance as a result of social obligations and binding expectations.

6.5.2 National Library services (roles)

Among the norms roles and routines that were included in the National Library Act, 2003 were not the traditional functions that are practiced by other national libraries. The Act with regards to March and Olsen's (1989, pp. 21-26) concept of institutions, has a number of interrelated rules and routines that define appropriate actions in terms of relationship between roles and situations. During the process of institutionalization of the NLU, the professionals determined what the situation is, what role is being fulfilled, and what the obligation of that role in that situation is. They therefore included the support and promotion of adult literacy and education through identification and stocking post-literacy reading materials, the support to setting up of rural community libraries, and the promotion of the habit and culture of reading through reading campaigns and book exhibitions. These roles were included due to the situation of the country of the high illiteracy rate, lack of reading culture and establishment of public libraries where they do not exist in the districts and supporting community libraries. If these roles were not taken over by the NLU there was fear that they would discontinue. These activities are *coercive isomorphism* as they are direct responses to the political influence. The NLU is *institutional continuation* of the PLB rather than an exit; it is therefore a change within the institutional form (Japperson 1991; DiMaggio 1988a). From the data, the NLU is moving on to deinstitutionalize the PLB; however, the PLB has remained and is hidden within the NLU. It is an extension of the PLB especially with regard to the fact that it is performing mostly the same activities, has the same staff and is still in the same non-functional building.

Consequently, the establishment of the NLU experienced *social pressure* when the former PLB was *fragmented* into new departments and divisions in order to efficiently carry out its norms, roles, and routines. This led to specific changes within the organization. The NLU can be referred to as experiencing institutional development or institutional elaboration, which is a continuation of the PLB rather than an exit from it. This is what Japperson (1991) and DiMaggio (1988a) refers to as a change within an institutional form.

6.5.2.1 Users

It was noted that most of the users of the NLU are secondary schools students who use it not to borrow books but to revise their notes. Rosenberg (1994, p.247) highlighted the library use in African libraries as having in abundance users and not library readers. This is because they do not use the books and services of the library, but read their own materials and copy notes. That is why the NLU is filled to capacity, especially, during the holidays by the students from secondary schools. However, the NLU staffs prefer them to use public libraries so that they leave the limited space for researchers.

6.5.2.2 Innovative practices

The NLU has carried out research on information needs of rural communities in Mpigi District in order to provide the community with information services. The NLU professionals have provided technical, professional and advisory services in the field of librarianship to government departments, local governments, and the public sector. They have organized practical training for diploma students, community library attendants and interns in the basics of managing public and community libraries. At the international level, the NLU together with the ULIA organized the Standing Conference of Eastern, Central and Southern African Librarians (SCECSAL XVI) in July, 2004. In 2005, the NLU successfully hosted the copyright and Access to Information Conference for librarians all over Africa.

6.5.3 Relationship between the MULIB, the DLDC and the NLU

6.5.3.1 Social pressures

The three institutions are faced with *social pressure*, since they have *differing practices*. The MULIB and the DLDC have inadequate outdated Acts, excluding non-book materials, weak penalties; publishers deposit one copy of each institution. The functions of both institutions are to collect and preserve the books published in Uganda. Although they are not socially obliged to publish national bibliographies, they felt it desirable to do so, the Accessions List and the UNB. On the other hand the NLU Act is saturated with new roles and norms, is up to date with publishers depositing three copies of books and other documents, it has twenty one functions, including publishing a national bibliography.

The similarities are also related to *social pressures* among the MULIB, the DLDC and the NLU, which are faced with *multiple competing and overlapping institutional frameworks*. The three institutions compile national bibliographies, though the MULIB's UNB ceased publication in 1997. They collect books published in Uganda. The Acts lack mechanism for their enforcement. The three national libraries have led to the increase of *social fragmentation*, since there is no coordination among the three institutions, and there is duplication of limited resources. The publishers have to deposit to three institutions instead of two which according to them is very expensive. The three institutions face the same *functional pressures* due to lack of funding, transport, and space for the national library activities.

From the annual reports, most of the roles of the NLU are still basically of a comprehensive national library services orientation as was demanded by the politicians. Apart from the collection of the national imprint and production of the NBU, the NLU has not yet embarked on the leadership roles, namely, administration of the ISBNs and ISSNs, compiling the National Union Catalogue, international inter-lending, collection of foreign literature, coordination of exchange of publications in the country, collection of non-print materials. Those roles are not yet fulfilled due to *functional pressures* of inadequate structures and funding, staffing and space. Regarding the administration of ISBNs and ISSN, the reasons are mainly *social pressure* of the *differing and disagreeing beliefs* and practices as the Uganda Publishers Association still continue with this activity, and is reluctant to hand over this function to NLU. While the NLU staff indicated that this activity appears in the National Library Act, 2003, the UPA revealed that permission to transfer this activity has to be sanctioned from Berlin institution which is responsible for the issuance of the ISBNs.

Before decentralization the public libraries were directly under the PLB which was under the MoGLSD. The decentralization of public libraries to the districts brought about *social pressures related to increasing social fragmentation*. This is when the public libraries including their staff were fragmented by the transfer under the MoLG. At the district level, public libraries were further fragmented to different departments. Some public libraries belong to the Department of Education and Sports, others in Culture and Community Development, while others in the office of the Town Clerk. Due to the direct response of the government mandate on decentralization of the public libraries, *coercive isomorphism* was exerted on the local authorities that were reluctant to manage them. These were formal pressures due to cultural expectations in the society, within which the politicians had to bring the public library services nearer to the people.

In his study, Hansson (2006) refers to change as a complicated process in that when changes occur the library and information sector it is likely that the professionals and libraries will be faced with challenges. In Uganda, therefore, the NLU is bound to face challenges due to the environmental change in the library and information sector. Lack of funding is one of the main challenges for the NLU. Regarding lack of government support in terms of funding, Rosenberg (1994) reviewed that from the 1960s to mid-1970s substantial financial support for libraries in Africa always came from outside, and, therefore, it was not a question of asking why governments had ceased to fund libraries; they had always viewed them as marginal; since subsidy does not result in sustainability. The NLU is faced with inadequate funding which makes it unable to perform its institutional norms and practices.

Regarding the *achievements* of the NLU, Lowell Martin (1937) sees libraries as institutions influenced by social and political changes which are beneficial for contemporary society. The NLU has made some achievements mainly regarding public library services. It has been revealed that most activities of the NLU are funded by the development partners. This situation is related to Rosenberg's view of getting

financial support from outside. The NLU gets funding from its development partners namely, BAI and SIDA who sponsor book exhibitions, community reading tents and book donations for public, community and school libraries.

6.5.3.2 Functional pressures

As it has already been noted by Hansson (2006), changes always come with challenges. After the establishment of the NLU, it was faced with functional pressures due to inadequate institutional structures. The NLU was almost evicted from the building due to non-payment of rent arrears. It is still not well funded in order to carry out its activities. There is a lack of transport to inspect and deliver books to the public and community libraries; and to collect the national imprint from the various publishers scattered throughout the country. The NLU is operating in a non-functional building with limited staff, space and equipment. The public libraries in the districts faced the same situation as they did not get salaries and funds for managing their libraries for six months. The Mbale Public library was evicted from its premises not due to nonpayment of rent but because the landlord wanted to lease the building at very high price which the local authorities could not afford. It was then transferred to the district offices with limited space.

6.5.4 The NLU as an institution

The NLU has established routines, the National Library Act, 2003, and use them to monitor and react to changes within their working environment. As the NLU becomes more established and have some greater meaning attached to it, the degree of institutionalization within the structure will increase (March and Olsen 1989, pp. 22-24).

6.5.4.1 Functions of the NLU

Lor (2003, p. 143) identified three national library orientations, namely *comprehensive national library service, infrastructure and heritage* (Table 2.5). The orientation of the NLU is mainly *comprehensive national library service*, whose main clients are the people and the emphasis is service delivery to end users. The services include public libraries, legislative libraries, government ministries, prison libraries, hospital libraries, book mobiles and book boxes.

The *orientation of the infrastructure* deals with the clients who are other libraries and whose emphasis is leadership. In this regard, the services include compilation of national bibliography, act as a national bibliographic agency, administration of ISBNs and ISSNs, production of a national union catalogue, international interblending, and collection of foreign literature and coordinate exchange of publications in the country. As far as the NLU is concerned it has published the National Bibliography of Uganda annually, other activities have not yet been embarked on since is still undergoing the institutionalization process of a national library. Additionally, there is a lack of coordination among the major libraries in Uganda, lack of staffing, space and funding to carry out these activities.

The third role of a national library has its *orientation on heritage*, the clients are learned scholars and researchers and the emphasis is on collections. The services are collection of the country's output of non-print materials; collection of materials published in other countries about the country by the country's writers, or in the country's unique languages; record and document indigenous knowledge; prevention of loss of heritage materials manuscripts and archives of the nation's famous authors by sale to foreign collectors and institutions; and repatriation of published and unpublished materials reflecting the history and culture of the country. We can observe here that none of these activities have been carried out by the NLU. The NLU is basically a comprehensive national library services and is performing less of leadership role. Therefore the NLU is not yet an institution, but is still an organization. Selznick (1949), Gouldner (1954), Dalton (1959) and Clerk (1960a) describe organizations as those that are embedded in the local communities, to which they are tied by the multiple loyalties of personnel and by inter-organizational treaties hammered out in face-to-face interactions.

6.6 Summary

The role of the NLU plays in the library sector at present is basically that of public library services with the emphasis on service delivery to end users. It has endeavoured with challenges to fulfil most of these activities as stipulated in the National Library Act, 2003. The local authorities have been provided with standards, advice, norms, work manuals and guidelines regarding public library building, staffing, stock and information processing, storage and retrieval. The public libraries are inspected to ensure that they confirm to guidelines and standards. Technical, professional and advisory services in the field of librarianship are provided to government departments, local governments and the public sector. Research has been carried out in Mpigi district to find out the information needs of the community. Staff development programmes have been carried out through training and workshops for people working in public and community libraries. The NLU has supported and promoted adult literacy and education through the identification and stocking of pro-literacy reading materials. Support is given for setting up rural community libraries. The habit and reading culture has been supported through reading campaigns and book exhibitions with the support of the development partners such as SIDA and BAI. The NLU acquires and organizes for use, a collection of library materials published in Uganda, by Ugandans and on Uganda. The NBU of books published in Uganda is produced annually as a means of promoting awareness of the availability of these books and encouraging the sale of these books in the country and abroad. It should be noted here that the NBU is not comprehensive enough due to the lack of mechanism to ensure that all publishers deposit their books to the NLU.

These are some of the activities that have not yet been carried out due to inadequate funding, staff, space and equipment. A depository for foreign government publications, the United Nations and other international organizations in order to promote research, scholarship and for preservation of published national culture and intellectual output. To acquire at a fee from any person or institution and any manuscript or literature that may be considered to be of interest to the country. In

collaboration with the publishers, the NLU is to carry out the cataloguing of books before they are published so as to ease the processing of these books by various libraries. It should establish and maintain a national union catalogue of holdings of major libraries in the country and to provide information and referral services, including specialized information services at the national and international level. The NLU is mandated to allocate ISBNs and ISSNs to publishers in Uganda. The NLU is to act as the agency for national and international lending; exchange of library materials; to act as a national agency for international, regional and international information systems; and to create electronic databases in areas of national interest. The NLU is to carry out advocacy at the local and international level in matters relating to libraries.

6.7 Conclusions

This final section is devoted to the short generalized answers to the main research questions formulated at the beginning of the dissertation. I regard the establishment of the NLU as an institution a continuing process, which did not end with adopting the National Library Act or changing the name of the PLB. Therefore, the answers to the questions are wider in scope. The pressures and mechanisms of institutional development relating to the establishment of the NLU that existed before 2003 have changed, but they are still in force. The actors are still influenced by the institutional forces and themselves shape the library institutions in Uganda by their behavior. The conclusions are related to the research questions and here the empirical evidence and influences I suggest were the most important is related to the theoretical framework.

6.7.1. Factors in the library sector that influenced the establishment of the NLU

The main factors in the library sector that led to the establishment of the NLU can be detected through the *social, political and functional pressures*. The library sector changes in respect to the processes in the wider environment and the immediate needs of the society. The new Constitution, the growing economy, including the publishing sector and the expansion of education led to a situation when the previous institutional arrangements could not adequately cope with the situation.

Social pressures

- .Growing publishing output
- .Duplication of national library functions (MULIB and DLDC)
- .Widening education
- .Public libraries fragmented to the districts

The publishing in Uganda was strengthened during the end of the last decade of the 20th century and the start of the 21st one. The increasing number of publications demanded more effort for collecting and processing legal deposit, as well as controlling the submissions. At the same time the MULIB and DLDC activities

became more of academic nature with their specified clientele, the staff and students. There was a duplication of national library activities regarding the collection of the national imprint and publication of incomprehensive national bibliographies annually by both institutions and neither of them could perform these tasks on the required level. On the other hand, the education was spreading and the number of educated people increases. This presupposed increased demand for reading materials and public library services. At the same time the management of the public libraries was taken over by the districts, and each district located its public library under different departments. The fragmentation of the library services and the lack of support to their development from the local and central government prevented the needed growth and improvement of libraries on the whole.

Political pressures

- . Decentralization of public libraries, power shift to the district level
- . Need for an institution to provide support for the decentralized public libraries
- . Inadequacy of the national library system performance
- . Legitimacy withdrawn from the PLB
- . Pressure on PLB to adapt to innovative activities

By shifting the public services including public libraries to the districts, the politicians aimed at bringing services near the people who would also directly manage them. The politicians were aware of the inadequacy of the local authorities to manage the public libraries. They were under pressure to establish an institution to support the decentralized public libraries from the local authorities and librarians as well as from cultural and educational sectors. On the other hand, the Local Government Act delegitimized the PLB activities and took away the power that it owned within the library sector. Thus there was a need to solve the PLB problem by either closing it or by restoring its legitimacy. As a result of the decentralization, the PLB had to look for new activity areas. The establishment of the NLU helped to reduce all these pressures as it restored the legitimacy of the NLU, which continued inspecting and supervising the public libraries.

Functional pressures

- . Weak, outdated legal deposit laws (MULIB and DLDC)
- . The dual functions as academic and national libraries (MULIB and DLDC)
- . Competition on inadequate resources (MULIB and DLDC)
- . Pressure on sustaining the national library activities (MULIB and DLDC)
- . Need for an institution to sustain the PLB projects

The national library system within the country was weakened by functional pressures too. The activity of the MULIB and the DLDC was regulated by inadequate guidelines - weak, outdated and incomprehensive legal deposit laws that in addition were ignored by the publishers as the institutions had no resources to control their implementation even on the basic level.

Both institutions had the dual functions of national libraries as well as academic libraries. The increase of the student population, especially at Makerere University, increased the competition for the inadequate resources at MULIB. This led to the reduction of the frequency of the Uganda National Bibliography, which eventually was discontinued. MULIB was in some way deinstitutionalized as it could no longer carry out one of the basic functions of a national library, the production of a national bibliography.

The inadequacies of the two institutions with regard to the national library functions strengthened the position and efforts of the PLB staff in establishing a national library. There was also a need for an institution that could continue the projects that were carried out by the PLB. These projects included adult literacy campaigns, community reading tents and book exhibitions that were of great importance to society that aims at improving literacy and developing the reading culture.

Other factors in the environment and the library sector leading to the establishment of the NLU and shaping its activities manifested as the *coercive, normative and mimetic isomorphism*.

Coercive isomorphism (before the establishment of the NLU)
(External influences)

- .Decentralization of public services (and libraries) as a direct response from donors
- .Funding of books, book exhibitions and reading tents by donors
- .Every country should have a national library

(after the establishment of the NLU)

- .Expectations of public libraries and authorities to carry out support functions
- .Expectations of international library community to act as a National Library
- .Implementation of the functions defined in the National Library Act
- .Strengthened legitimacy and political influence of the NLU

The pressure from the donors helping to rebuild the economy of Uganda led to the decentralization of the public services, including the public libraries. Although it was not a direct factor influencing the establishment of the NLU, indirectly it created conditions in the library sector that became a crucial reason for the start of this process.

The other group of donors has drawn the attention of the society to the problems of reading and literacy through a number of project supporting spread of both in society. Many of these projects were related to public libraries and, thus, brought them into the centre of political attention.

In addition there was an indirect pressure from the international organizations (e.g., Unesco) and international library community to create national libraries in every country. It affected not only the professional library community in the country, but also legitimized their attempts to establish the NLU in the eyes of the politicians and broader public.

After the creation of the NLU, the coercive isomorphism started working not only from outside but also inside Uganda. The NLU faced the need to fulfill the expectations of local actors and to respond to the direct governmental mandate by carrying out the functions defined in the Act. The NLU itself became stronger through legitimating its existence and could pressure the governmental bodies responsible for its survival and performance. But the expectations of the partners outside Uganda still remained in force.

Normative isomorphism (before the establishment of the NLU)

- .PLB guarantee the norms protecting their jobs, seeking to transfer the collection from the MULIB
- .MULIB and DLDC wanted to update their Acts
- .Share the national library functions among MULIB (or MULIB to be the second NL), DLDC, and NLU
- .Politicians worried about the end users (the voters)
- .ULIA wanted a representative on the NLU Board

(after the establishment of the NLU)

- .Continuing the activity of the PLB by the NLU according to previous norms
- .Political neglect of library sector
- .Struggle for ISBN and ISSN allocation rights
- .Fight for the status of the national library

Throughout the process of establishment of the NLU and afterwards, the norms and values of the political institutions and libraries were enacted and the process of creating the new ones was taking place. Professional librarians in all institutions struggled to define conditions and establish legitimation for their occupational autonomy. This resulted in a struggle of the institutions carrying out the national library functions to ensure the survival of the norms governing their activities and to strengthen them.

The PLB sought to create the norms helping to keep and protect their jobs and ensure the future existence as a national library. As the NLU was in fact the continuation of the PLB, it easily succumbed to the previous norms and values and allowed the previous PLB functions to dominate its activity. On the other hand, the efforts to accept and follow new values are obvious in the actions of the NLU: pride of a symbolic national institution, acting in defense of the national library right to have proper resources and building, gradual implementation of new functions.

At the same time, the politicians mainly displayed worries about the public libraries state and role as this could help to win the voters (end users of the libraries) support. This was one of the reasons that prevented the libraries affected by the process to solve the problems that they raised. The worries of the politicians about public libraries also disappeared immediately after the passing of the National Library Act when the norm of neglecting the libraries was re-enacted again.

The issue of the NLU attracted the attention of the publishing community and its representative the UPA was among those few taking interest and looking for the ways to influence the establishment of the NLU and the regulation of the relations between them through solving the issues of the publishers' representation on the NLU Board and allocation of the ISBNs and ISSNs.

Mimetic isomorphism (before the establishment of the NLU)
(External influences)

- .UNESCO guidelines, Legal deposit Acts (Norway/Namibia)
- .Copyright office in NLU (USA)
- .Subject National libraries (USA)
- .Several national libraries (UK)

(after the establishment of the NLU)

- .Continuing the functions of the PLB
- .NLU model after similar institutions in developed countries perceived to be successful
- .Organizing the publishing of the National Bibliography of Uganda
- .Relying on usual donors
- .Strengthening the national library role on the international level

While creating the concept paper and facing the uncertainty of the new task, the PLB professional librarians referred extensively to various documents created by international organizations and foreign national libraries. They wanted the NLU to resemble national libraries of the developed countries regarding copyright offices, subject national libraries and several national libraries.

Creation of the NLU did not resolve this uncertainty as the Act introduced not only ambitious but also ambiguous goals and did not support any of the models introduced at the beginning. Thus, the NLU displayed a standard response to the uncertainty and focused on the tasks that the staff knew better than the others – support and activities for public libraries. This was legitimized by the fact that national libraries in other developing countries were also carrying out these functions. Moreover, the NLU extended support to the reading, literacy and education by embracing activities directed to school libraries. The relations with other academic libraries in the country remained undefined and the role of the leader in the library sector still ambiguous due to the lack of competence and strength in organization.

With regard to the national library functions the copying of the activities of previous national library system is evident: emphasis is on the collection of the legal deposit and publishing National Bibliography – the activities that were already legitimate in the previous system. At the same time less time and effort is devoted to the tasks that have no precedent in Uganda: creation of the union catalogue, establishment of a national publications archive, preservation of the cultural heritage. Mainly it is explained by the lack of resources, but one of these resources is evidently their unknown nature and lack of motivation, while the encouragement to provide support to public and school libraries is fully fledged. The success of the NLU mainly rests on the performance of these functions.

6.7.2 The motivations and actions of the politicians that led to the establishment of the NLU

The politicians were mainly affected by political and social pressures in the establishment of the NLU. The data shows that in the process of the establishment of the NLU their main motivation to act was related to the attempts of solving social problems of literacy and reading culture. These problems were strongly related to the state of the public libraries that was mainly perceived as inadequate in the light of pressing educational and cultural problems. The members of the Parliament were obviously under high pressure from their constituencies with regard to this matter. Politicians were aware of the inadequate public library resources and the tasks that they had to perform in communities and preferred to talk about the public library bill.

However, the politicians were reluctant to do anything that will contradict the principles set in the Constitution and the Local Government Act. Therefore, they yielded to the pressure from a part of the library community that managed to push through the political process the National Library Bill quickly and successfully.

As the politicians hold the main power of the adoption of the law, they have ensured that their main concerns dominate in the law and, thus, strengthened the functions related to the support of the public libraries. To some extent, this solution demonstrated that the politicians were quite ignorant and uninterested in the library matters as such.

This ignorance and lack of interest most probably is a result of the long-term habit of the political institutions to neglect the library sector in the country as non-essential. This became evident immediately after the adoption of the Bill. As with many other laws and plans before, the government did not keep its promises of establishing the Board and providing the resources; the Parliament did not control the implementation of the Bill in any way. Only the disastrous situation of the newly established National Library of Uganda that brought about heavy complaints of the professional librarians and pressure from the international bodies made them to start looking for solutions and ensure the basic levels of resources.

The pressures and expectations from the newly established NLU and its internal as well as external partners made the actors within Ugandan political system assume the role of the governor and supporter of the NLU and start solving its most urgent problems.

6.7.3 The roles, motives and actions of the library professional community in the process of the establishment of the NLU

The librarians were faced mainly with functional and political pressures of inadequate guidelines, delegitimizing of their activities, scarcity of resources and so on.

They played the role of initiators and drivers of the process of the establishment of the NLU. The PLB staff engaged in relations with politicians looking for support to their ideas and tried to manipulate the situation by withholding information from the groups that were naturally interested in the issues of a national library. Thus, they have enacted the norms of political activity established in the country trying to protect their interests.

At the same time professional library community was the main source of knowledge and competence regarding the issues of the library sector at large and the national library in particular. Part of them conducted a wide analysis of existing national library laws and international standards, the other part acted as critics not only in defense of their own interests, but also as the intellectual and professional opponents with equal and sometimes better knowledge than of those who initiated the process. On the other hand, both parts looked for existing examples of national libraries, thus, activating the mechanisms of mimetic isomorphism.

The professional library community remains the main source of LIS knowledge and competence after the establishment of the NLU and leads its development of as an institution by conducting and expanding its activities all over the country. They are also the main fighters for the attention of the government and politicians. For solving

the difficulties the librarians look for allies inside and outside the country. The librarians of the NLU are the main carriers of the significance of the NLU as an actor on the international level and as a national library.

The librarians from public libraries place their expectations of development and frustration with inadequacies with the NLU. While the librarians from other libraries accepted its existence and look upon the NLU as a given fact that is already shaping the conditions of the library sector in Uganda.

6.7.4 The role played by the NLU in the library sector

After the establishment of the NLU, the professional librarians engaged in relations with a variety of actors on the national and international scene. On the national level, the NLU regained much of its influence on the public libraries as it took over the projects and functions of the PLB. The librarians of the PLB also felt the need to enhance their role in supporting the weaker parts of the library sector in Uganda and started working with school libraries, thus, answering the need for innovation.

Though the MULIB and the DLDC are also performing functions of legal deposit and should become natural collaborators and allies of the NLU, the difference in traditions and status of the libraries prevents collaboration among them. There is also ambiguity of the leadership functions of the NLU. The professionals from other academic libraries regard themselves as more competent and better equipped than the NLU. Therefore, the NLU has not developed partnership with these libraries.

The publishers became natural partners of the NLU in Uganda as they are sharing common interests in enhancing reading culture and spreading reading materials. The NLU managed to some extent to increase its visibility in this community and become the main organization for depositing legal copies. On the other hand, the NLU and the publishers compete for certain functions, such as the allocation of the ISBNs and ISSN. Though still facing the inadequate guidelines and lack of resources, librarians try to find the ways and possibilities to reduce the difficulties.

The NLU is displaying the features of a national institution through representation on the international level, though not yet fully recognized. It is mainly a continuity of the PLB functions, although it performs national library functions of collection and processing the national imprint and production of the National Bibliography of Uganda.

At present the NLU develops under pressures that are identified in Fig. 6.2.

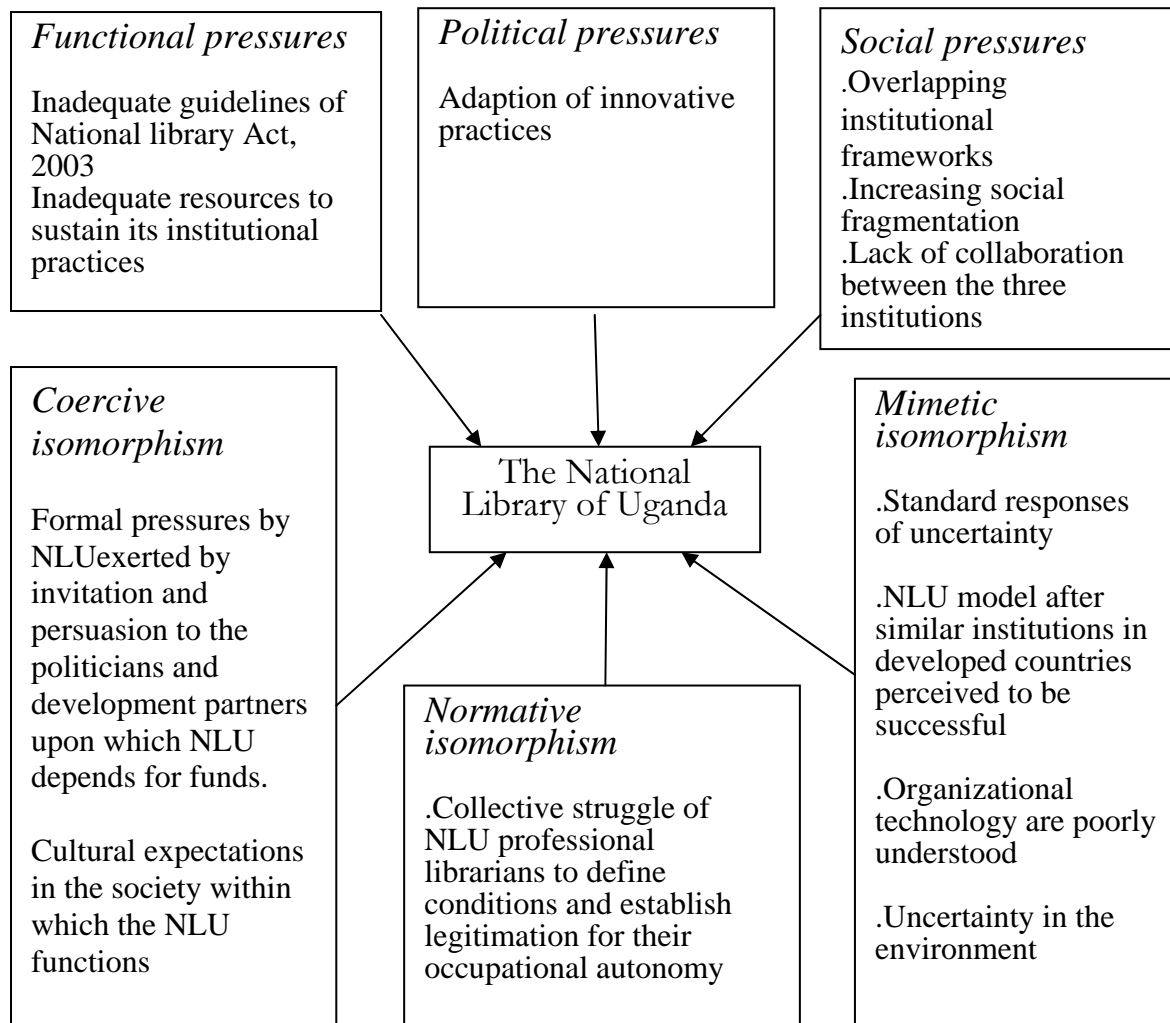


Figure 6.2: The levels of the institutionalization of the NLU

At the same time the NLU is changing and developing into a stronger national institution through fulfilling the expectations of the Ugandan society and government as well as international partners. It still has to struggle to ensure required conditions and acknowledgement of their organization. The uncertain environment still triggers standard responses that lead to repetition of the recognized patterns.

Looking at my theoretical framework (Figure 6.1), I anticipated analyzing the pressures that led to the deinstitutionalization of the national library system and the institutionalization of the NLU. I saw mimetic, normative and coercive isomorphisms as the mechanisms that are activated after the establishment of an organisation and help it to develop into a fully fledged institution.

However, the Figure 6.2 indicates that the institutionalization of the NLU is an ongoing process, and is facing some the pressures that occurred before and during the institutionalization process. The *functional pressures* include the inadequate resources

to sustain its activities; the inadequate guidelines of the National Library Act, 2003 due to the lack of mechanism to implement the collection of the national imprint and become a true leader in the library sector. The *political pressures* make the the NLU to adapt innovative practices: the collection of the national imprint, production of the national bibliography and develop gradually other functions as stipulated in the Act, which are mostly related to public libraries and the society. The *Social pressures* are due to the overlapping institutional practices leading to the duplication of the functions and dissipation of limited resources with regard to the collection of the national imprint in MULIB, DLDC and NLU; the production of two national bibliographies in the country which include the Accessions List of DLDC and the National Bibliography of Uganda by NLU. There are 25 districts with public libraries out of 81 districts; as more and more districts establish public libraries the NLU is faced with increasing social fragmentation of supervision giving standards and guidelines to the public libraries. There is lack of collaboration between MULIB, DLDC and NLU that can be attributed to the differentiation of groups or disagreeing beliefs and practices.

Coercive isomorphism is clearly visible when NLU exerts force to the politicians (the government) for funds to pay rent, procure land for the national library building, production of the National Bibliography of Uganda and other activities. The NLU through formal pressures by persuasion and invitations has written proposals to the development partners to fund activities such as book donations, community reading tents, and book exhibitions. The NLU operates under the Ministry of Gender, Labour and Social Development and in directly under the Minister of State for Gender and Cultural Affairs. It is therefore legally sanctioned and culturally expected by politicians to improve the reading culture of the society and participate in adult literacy campaigns, assistance in the establishment of community and public libraries. These activities are therefore a direct response of the government mandate. *Normative isomorphism* is still dominant, after the struggle to establish the NLU and protect its status. The NLU professional librarians are continuing with the struggle to ensure that they have capacity to carry out the national library activities efficiently and effectively through training and funding. This is an indication that the NLU staff members are still public librarians, and the NLU priority still lies with public libraries as it continues most of the activities of the the PLB. *Mimetic isomorphism* is whereby the NLU is trying to imitate other national libraries in the developed countries, which they perceive to be successful. The NLU professional are uncertain on how to go about performing the activities of a national library. They therefore try to model themselves after the national libraries of the developed world by suggesting training, attachments and library visits to the national libraries in the developed countries in order to learn the good practices.

Though the start of this process was quite alarming, the NLU as a young institution has survived so far. There are all indications that it is becoming stronger institutionalized in the library sector and society life of Uganda. The prospect of a library building and staff development will strengthen the NLU further.

So, I have found that the pressures and mechanisms of change continue to work over time. Prior to its establishment pressures and mechanisms of change affect the institutions that become the source of a new institution. After a new institution is legitimized, the same and new pressures and mechanisms of change are activated and start influencing further process of institutionalization. The categories employed in the theoretical framework of institutional theory helped me to understand the process of the profound change in library sector when a new central institution is conceived by people with different aims and backgrounds and starts developing in a complex human environment. Though the model was build and tested in the economically developed Western countries, it proved useful to understand the processes in Uganda, that is, in an entirely different political, historical, and cultural environment. The categories of pressures and mechanisms of change were especially fruitful for answering the questions about the roles of participants in the process and the consequences of their behavior.

Contribution to knowledge

This study has employed the institutional theory in regard to institutional change; deinstitutionalization and institutionalization processes. This theoretical approach has for the first time been applied in a different context in the field of Library and Information Science. It has been used on the development of a national library in a developing country, Uganda. This new institutionalism approach, I believe, has made contribution to the theoretical perspective in LIS. The study has used new institutionalism to find out what factors caused the institutionalization of the NLU, and the institutional change that occurred in the library and information sector after its establishment. To some extent this might have been achieved also using other theoretical approaches, but the theoretical perspective chosen here proved to be helpful in identifying important aspects of the process and in the interpretation of the empirical evidence. Additionally, I hope this research will be useful to the library historians specifically in the developing countries.

Further research

The theoretical approach in this study, I believe can also help to explain institutional change, not only in public and national libraries, but also in other libraries such as university libraries. By using new institutionalism, studies can be done to improve the understanding on why university libraries are established and how they change over time.

Summary in Swedish/Sammanfattning

Inledning

Avhandlingens titel är "The National Library of Uganda: its inception, challenges and prospects, 1997-2007". Den behandlar institutionella förändringar i Ugandas bibliotekstjänster, vad som orsakade upprättandet av Ugandas nationalbibliotek (The National Library of Uganda, NLU) och den process som ledde till beslutet om Bibliotekslagen år 2003. Vidare undersöker jag hur biblioteks- och informationssektorn i Uganda påverkades av bibliotekslagen.

Redogörelse av problemet

Ugandas nationalbibliotek upprättades vid en tid när nödvändigheten av ett nationellt bibliotek i ett utvecklingsland ifrågasattes och andra modeller för att utöva dess funktioner hade presenterats och testats. Det oaktat är Uganda det första av de östafrikanska länderna att sätta upp ett fullfjädrat statligt bibliotek med en modern lagstiftning, Bibliotekslagen från år 2003. Den process som ledde till detta speciella beslut och det påföljande bildandet av den nya institutionen i Ugandas bibliotekssektor är av stort intresse, speciellt som andra institutioner i landet redan utförde vissa av nationalbibliotekets funktioner. Detta är ett tillfälle att undersöka vad som ledde till bildandet av ett nationalbibliotek i Uganda. Det ligger också rätt i tiden att såväl undersöka hur denna nya institution utvecklas och möter utmaningar, som att beakta bibliotekets lämpliga roller i den socio-ekonomiska miljön och de behov som det förväntas fylla i landet. En riktig förståelse av vad som påverkar institutionaliseringen av biblioteket och hur det i sin tur förändrar sin omgivning, kan vara av intresse inte enbart för Ugandas biblioteksvärld, utan också för att klargöra de processer som bidrar till uppkomst och etablering av nya nationalbibliotek i allmänhet.

Syfte och forskningsproblem

Syftet med studien är att få förståelse för bildandet och utvecklingen av Ugandas nationalbibliotek som institution. Studien försöker utreda vilka faktorer som påverkar bibliotekets etablering och antagandet av Bibliotekslagen samt särskilt de politiska och yrkesmässiga influenser som medförde de institutionella förändringarna i landets biblioteks- och informationssektor. Studien behandlar också de nuvarande villkor som formar biblioteket efter dess etablering och hur detta i sin tur formar biblioteksmiljön i landet. I detta sammanhang undersöks politikernas och yrkesutövares roller i inflytandet på bibliotekets institutionaliseringsprocess. Studien söker vidare att identifiera förändringar i omgivningen och de utmaningar som uppstår som resultat av institutionella förändringar i biblioteks- och informationssektorn i landet och institutionaliseringen av nationalbiblioteket.

I avhandlingen har formulerats följande konkreta forskningsfrågor:

- Vilka faktorer i bibliotekssektorn i Uganda skapade förutsättningar för att etablera ett nationalbibliotek?
- Vilka var politikernas motiv och åtgärder som ledde till inrättandet av ett nationalbibliotek?

- Vilka var de biblioteksverksammas roller, motiv och handlingar som ledde till inrättandet av ett nationalbibliotek?
- Vilken roll spelar nationalbiblioteket i bibliotekssektorn i dag?

Politikerna är parlamentsledamöter och de biblioteksverksamma är bibliotekarier. Ovannämnda forskningsfrågor undersöks ur ett institutionsperspektiv genom att tillämpa kvalitativa forskningsmetoder.

Teoretisk ram

I min teoretiska ram behandlas olika institutionsteorier för att utveckla en modell som stöd för att besvara frågorna och analysera mina empiriska data. Dessa teorier är förändring (Scott, 2001) och förändringar i institutioner i likhet med dem som förorsakas av kriser som uppstår ur en växande balans mellan omgivande villkor och krav och institutioners normativa orientering (Boine and t'Hart, 2000). Japperson (1991) och DiMaggio (1998a) identifierade institutionalisering, avinstitutionalisering och återinstitutionalisering som processer i institutionell förändring. Isomorfska förändringar (dvs ~ tendenser att förändras genom inflytande från omgivningen) uppträder genom tre mekanismer, nämligen tvingande isomorfi, normativ isomorfi och imiterad isomorfi (DiMaggio, 1991), som användes i institutionaliseringsprocessen av nationalbiblioteket. Orsaker till avinstitutionalisering enligt Oliver (1992), dvs funktionella, politiska och sociala faktorer, används i min studie för att studera de faktorer som ledde till nationalbibliotekets födelse.

Det hävdas att institutionsorganiserad praxis vanligen upphör pga förändringar i en organisation och dess omgivning som förutspår misslyckande eller föråldrande, ändrar existerande maktfördelning eller förorsakar att organisationer omprövar sin medverkan till att bevara traditioner. Avinstitutionalisering kan förekomma pga funktionella påtryckningar i de förändringar av upplevda praktiska eller tekniska hjälpmedel i de gamla praktikerna, konkurrens om resurser and bevarande av institutionella praktiker, normer och rutiner. Dessa förändringar kan också knytas till förändringar i miljön som tex oväntade händelser i omgivningen som direkt utmanar bevarandet av en institutionell aktivitet. Det antas att aktivering av sådana mekanismer i avinstitutionaliseringen får deltagarna i institutionen att erkänna behovet att göra sig av med existerande institutionspraktiker och sedan agera på detta. Socialt tryck som påskyndar avinstitutionaliseringen omfattar förändringar i statliga lagar och strukturella förändringar i organisationen eller där kollektiva normer och värderingar går isär.

Oreda och överksamhet främjar hastigheten hos de inneboende och konkurrerande avinstitutionaliseringsprocesserna vid en institution. Studien undersöker om dessa modererande krafter, dvs den institutionella oredan - som tenderar att öka avinstitutionaliseringsprocessen – existerade under denna process. De fem påtryckningarna, dvs politisk, social, funktionell (ämbetsmässig), oreda och överksamhet, bestämmer sannolikheten för upplösning eller förkastande av en organisatorisk praxis. Jag undersöker vilka av dessa faktorer som kan urskiljas i den omgivande miljön och som har haft mest inflytande på att skapa ett behov av en ny institution, dvs nationalbiblioteket.

Det finns tre mekanismer genom vilka institutionaliseringsprocessen visar sig, nämligen tvingande, normativ och imiterad isomorfi. Jag undersöker när, hur och vilka av dessa mekanismer som aktiverades av politiska och professionella aktörer och ledde till institutionaliseringen och skapandet av nationalbiblioteket. Dessutom undersöker jag politikernas roller, motiv och handlingar som ledde till att biblioteket bildades.

En institution definieras som en social struktur som är sammansatt av kulturellt-kognitiva, normativa och regulativa delar. Nationalbiblioteket institutionaliserades och sanktionerades lagligen genom Bibliotekslagen, som definierade vissa av normerna, värderingarna, rollerna och rutinerna. Studien försöker förstå hur de funktioner som dras upp i lagen införlivades i den, hur de viktigaste aktörerna i processen skapade detta system av institutionella värderingar och rutiner. Institutionaliseringsprocessen slutar inte iom skapandet av de lagliga grunderna för en institution eller grundandet av en institution; det är snarare en pågående process. Jag undersöker därför de förändringar som uppstår i biblioteks- och informationssektorn efter dess institutionalisering och söker också hitta de roller som nationalbiblioteket spelar i bibliotekssektorn idag. Förståelsen för de tre processerna i förhållande till nationalbiblioteket bidrar till att besvara mina forskningsfrågor och fastslå de olika faktorernas inflytande på omgivningen, liksom de politiska och professionella aktörernas inflytande och nationalbiblioteket självt i uppkomst och utveckling av en ny central biblioteksinstitution i ett utvecklingsland.

Metod

Jag använde en kvalitativ forskningsstrategi, eftersom jag tillämpade den normativa institutionaliseringsansatsen, som ser institutionsnormerna som ett medel för förståelse hur dessa institutioner fungerar och hur de bestämmer och formar de biblioteksverksammas och politikernas roller. Det var nödvändigt att använda en kvalitativ ansats eftersom svaren på mina forskningsfrågor behöver en rik och djup beskrivning av motivation, process, handlingar och roller hos de olika aktörerna under bildandet av nationalbiblioteket. De metoder jag använde vid datainsamlingen inkluderade personliga djupintervjuer, dokument- och textanalys och observation. Jag valde medvetet 20 respondenter från olika institutioner som kunde ge mig djupgående information till min studie. Institutionerna omfattar the Public Libraries Board (PLB) (7), the Makerere University Library (MULIB) (2), the Deposit Library och Documentation Centre (DLDC) (1), Uganda Library and Information Science Association (ULIA) (2), public libraries (4), East African School of Library and Information Science (EASLIS) (3) and Uganda Publishers Association (UPA) (1).

De dokument som användes för datainsamlingen omfattar parlamentariskt förfarande (the Hansard), the Constitution of the Republic of Uganda, 1995, the National Library Bill, 2001, the Local Government Act, 1997; the Makerere University College (Deposit Library) Act, 1964; the Public Libraries Act, 1964; and the Deposit Library and Documentation Centre Act, 1969. Förteckningen av viktiga händelser omfattar protokoll från PLB:s personalmöte där bildandet av nationalbiblioteket diskuterades, protokoll från ULIA-möte där the National Library Bill och möjligheten att bilda

nationalbiblioteket diskuterades; protokoll från MULIB-bibliotekariernas möte den 17 mars 2002 för att diskutera the National Library Bill, 2001; chefens för nationalbiblioteket tal vid utgivningen av den första delen av the NBU 2005; the New Vision newspaper 31 January, 2005, när nationalbiblioteket firade sin andra årsdag och inkluderade artiklar om sina gärningar; och nationalbibliotekets årliga rapporter från 2003/2004 till 2006/2007, som återger nationalbibliotekets verksamhet och händelser.

Resultat

Före nationalbibliotekets tillkomst fanns det tre institutioner, MULIB, PLB och DLDC, som utförde nationalbibliotekets uppgifter. Då Local Government Act antogs 1997, skedde en omsvängning i politiska intressen när regeringen decentraliserade alla samhällstjänster inklusive offentliga bibliotek till distrikten för att placera dem närmare folket. Verksamheten delades upp mellan distrikten och PLB. Distrikten fick ansvaret för etablering, drift och utrustning av de offentliga biblioteken. Detta gjorde att PLB blev otillräckligt i sina institutionella anvisningar och struktur, eftersom det endast återstod begränsad verksamhet som samordning, granskning, kontroll, utfärdande av standarder och anvisningar till de decentraliserade biblioteken. PLB försvagades och ställdes inför avbrott i verksamheten, vilket ledde till att PLB:s personal kom med förslaget att nationalbiblioteket skulle institutionaliseras.

MULIB och DLDC fick lagligen hand om att samla in och bevara nationellt tryck. De institutionella strukturerna och riktlinjerna var dock otillräckliga för att utföra denna verksamhet, beroende på brist på resurser, otydliga och gammalmodiga lagregler för förvaring, personalbrist och brist på utrymme. Dessutom stötte båda institutionerna på en ökad social splittring i nationalbibliotekets dubbla funktioner av folkbibliotek och forskningsbibliotek, speciellt med det ökande antalet studenter. Därtill kom konkurrensen om resurser mellan folkbibliotek och forskningsbibliotek. DLDC utfärdade en osammanhängande men korrekt och aktuell beståndslista. MULIB, å andra sidan, tog fram en osammanhängande och inkorrekt Uganda National Bibliography. MULIB stötte på problem med hållbarheten i denna institutionspraxis som ledde till dess sammanbrott 1997. Med hänsyn tagen till tillståndet i de otillräckliga strukturerna i nationalbibliotekssystemet i landet, kände PLB:s personal ett behov av att grunda ett fullfjädrat nationalbibliotek som skulle vara tillgängligt för allmänheten. Dessutom tyckte de att det var nödvändigt att stödja viss institutionell praxis som utfördes av PLB och som var viktig för samhället.

Under arbetet med att sammanställa riktlinjerna för institutionaliseringen av nationalbiblioteket, försökte PLB:s personal att forma nationalbiblioteket efter andra nationalbibliotek som de ansåg vara lyckade, såsom de namibiska och norska depositionslagarna, vilka ansågs moderna. Dessutom ville bibliotekarierna ha ett nationalbibliotek eftersom de inte ville komma på efterkälken jämfört med de flesta andra länder. De försökte överföra tryckfrihetskontoret till nationalbiblioteket enligt Library of Congress' exempel och övervägde möjligheten att bilda ämnesbibliotek som i USA, där det finns nationalbibliotek i medicin, jordbruk, osv. Som ett alternativ diskuterades bildandet av flera nationalbibliotek som i UK som har National Library of Wales och National Library of Scotland.

Riktlinjerna för the National Library Bill omfattade biblioteksverksamma som kämpade för att uppnå legitimitet i sin yrkesmässiga självbestämmanderätt. MULIB och DLDC försäkrade att deras lag inte återkallades. De hade velat bli involverade redan när principerna skrevs, vilket skulle underlätta för dem att uppdatera sin lagliga depositionsplan, men de involverades i processen försent. MULIB önskade bli det andra depositionsbiblioteket för internationella dokument. Avseende representation till styrelsen, föreslog MULIB en representant från biblioteksförbundet och en från skolan för biblioteks- och informationsvetenskap. MULIB och ULIA ville bli aktivt engagerade i driften av nationalbiblioteket. MULIB försäkrade att deras rika samling av sällsynta böcker, uppsatser och avhandlingar inte skulle överföras till nationalbiblioteket. De undrade också hur nationalbiblioteket skulle förse de redan väletablerade biblioteken som MULIB - med rådgivande tjänster. MULIB föredrog samarbete med nationalbiblioteket men försökte hindra det att spela den ledande rollen. På så sätt visade sig maktkampen mellan de yrkesverksamma i processen.

Politikerna uttryckte sin oro för tillståndet på landets bibliotek som hade en bristfällig organisation; bibliotek i förfallna lokaler, otillräckliga resurser i form av finansiering, personal och utrymme och gammalmodigt biblioteksmateriel. De saknade riktlinjer eftersom det inte fanns någon bibliotekspolitik som guidade dem vid etablering och drift. Politikerna kände att de stiftade en lag i ett vakuum. De offentliga biblioteken i landet var otillräckliga eftersom hälften av distrikten saknade bibliotek. De offentliga biblioteken decentraliserades till de lokala myndigheterna som saknade resurser och ökade därmed konkurrensen mellan övriga tjänster som utbildning, vård, och vägbyggen. Offentliga bibliotek prioriterades inte av de lokala myndigheterna, varför de tenderade att försvinna.

Politikerna påpekade att det fanns en brist på läskultur i samhället. De införde nya rutiner för att förbättra situationen och föreslog etablerandet av offentliga bibliotek för de distrikt som inte hade några, införande av ICT och att köpa modernt och relevant biblioteksmateriel för att locka folk, speciellt studenter, att besöka och använda bibliotek, lägga mer kraft på literacy-kampanjer för vuxna och föreslår regeringen att prioritera bibliotek genom att öka resurserna till denna sektor. Bibliotekspersonalen och politikerna hade olika uppfattning om bibliotekspropositionen (the public library Bill), eftersom den nya strukturen fortfarande måste koordineras med de offentliga biblioteken. De refererade till den som en omfattande nationell bibliotekstjänst. Å andra sidan kallade bibliotekarierna den för en nationell bibliotekslag (National Library Bill) som i första hand skulle samla in och bevara det nationella arvet.

Efter 2003 inträffade institutionella förändringar i biblioteks- och informationssektorn i landet. Detta var när de dåvarande reglerna och praktikerna i PLB genomgick delegitimation, föll i glömska och ersattes av nya regler, "nationalbibliotekslagen" 2003. Grundandet av nationalbiblioteket ledde till ökad fragmentisering av nationalbibliotekssystemet. Förslagen har ytterligare ett bibliotek, nationalbiblioteket, att deponera sina böcker i, förutom MULIB och DLDC, och de tycker att det är dyrt. Före 2003 tillhörde PLB och de offentliga biblioteken Ministry of Gender, Labour and

Social Development. Men efter decentraliseringen överflyttades de offentliga biblioteken till Ministry of Local Government (MoGLSD). Dessutom fragmentariserades offentliga bibliotek to olika avdelningar i distrikten, medan nationalbiblioteket blev kvar i MoGLSD. Tryckningen av de två nationella bibliografierna, dvs National Bibliography of Uganda av nationalbiblioteket and the Accessions list av DLDC ledde till överlappande institutionella regelverk eftersom det var konkurrerande utgivningar.

När nationalbiblioteket hotades med att vräkas från byggnaden pga obetalda hyresskulder, samlades bibliotekarierna på ULIA och personalen på nationalbiblioteket till kollektiv kamp som gick ut på att påverka regeringen och andra berörda myndigheter för att garantera att nationalbiblioteket inte skulle vräkas. Nationalbibliotekets byggnader är bristfälliga; man arbetar i en hyrd icke-funktionell byggnad som var PLB:s huvudkvarter. Den saknar lämpliga utrymmen för användare, personal och biblioteksmaterial. Denna situation kan också observeras i de flesta offentliga bibliotek i landet. Nationalbiblioteket verkade länge utan styrelsen, som är den styrande delen i nationalbiblioteket och som har otillräckliga resurser för att utföra sin verksamhet. De flesta ledarskapsroller som utfördes av nationalbiblioteket är huvudsakligen relaterade till omfattande biblioteksservice som fungerar i utvecklingsländer. Nationalbiblioteket fortsatte några aktiviteter som utfördes av PLB. All personal som arbetade på PLB, utom chefen, flyttades över till nationalbiblioteket. Detta är en institutionell utveckling som innebär att NLU fortfarande är en fortsättning på PLB snarare än en utgång därifrån.

Volym ett i National Bibliography of Uganda (NBU) är en kombination av publikationer från nationalbiblioteket och MULIB. Denna skrift kan grovt karakteriseras som en nationell föreningskatalog som är en fortsättning på MULIB:s Uganda National Bibliography. NBU har utgivits varje år enligt de kulturella förväntningarna från nationalbiblioteket. På olika sätt har nationalbiblioteket använt medarbetarna vid utvecklingen för att undanröja svårigheterna att sörja för allmänhetens, kommunens och skolbibliotekens behov. Biblioteket har strävat efter att försörja offentliga bibliotek och har också infört nya rutiner. Det är engagerat i befrämjandet av att läskulturen genom att donera böcker till allmänheten och biblioteken, arrangera årliga bokutställningar och festivaler, kommunala lästält, ge råd och ge ut manualer om standarder, dra upp riktlinjer för att etablera kommunbibliotek och utbilda bibliotekspersonal för både allmänna och forskningsbibliotek. Utvecklingsmedarbetarna hjälpte nationalbiblioteket att underhålla institutionsrutiner, normer och praxis, eftersom bidraget från regeringen är minimalt.

Ämbetsmässiga och politiska påtryckningar var viktiga vid avinstitutionaliseringen av det nationella bibliotekssystemet i Uganda. Institutionaliseringsprocessen dominerades av de tre isomorfierna; tvingande isomorfi, som handlar om externt inflytande; den normativa isomorfin, som var signifikant hos bibliotekarierna; den imiterande isomorfin, som också handlar om externt inflytande, och som innebar förslag från de biblioteksverksamma som ville imitera andra nationalbibliotek på olika sätt – men alla förslag förkastades av politikerna. Nationalbiblioteket undergår fortfarande

institutionalisering och genomgår funktionella, politiska och sociala påtryckningar, liksom tvingande, normativa och imitativa isomorfier.

Denna studie har använt ett institutionellt perspektiv med hänsyn till institutionell förändring, deinstitutionalisering och institutionaliseringsprocesser. Denna teoretiska ansats har för första gången använts i en annorlunda kontext inom biblioteks- och informationsvetenskapen, dvs utvecklingen av ett nationellt bibliotek i en annorlunda miljö i ett utvecklingsland, Uganda. Jag tror att detta nya institutionaliseringsperspektiv har lämnat ett bidrag till det institutionella perspektivet inom biblioteks- och informationsvetenskap. Dessutom är forskningen inte enbart viktig för bibliotekshistorikerna, utan också för politiker i utvecklingsländerna. Ytterligare forskning kan utföras genom att använda ett institutionellt förändringsperspektiv i universitetsbibliotek i utvecklingsländer.

Den modell som använts för analysen visade sig bidra till identifiering av olika typer av förändringstryck. De viktigaste aspekterna i den studerade förändringen illustreras genom följande modell, från kapitel 7, slutsatser.

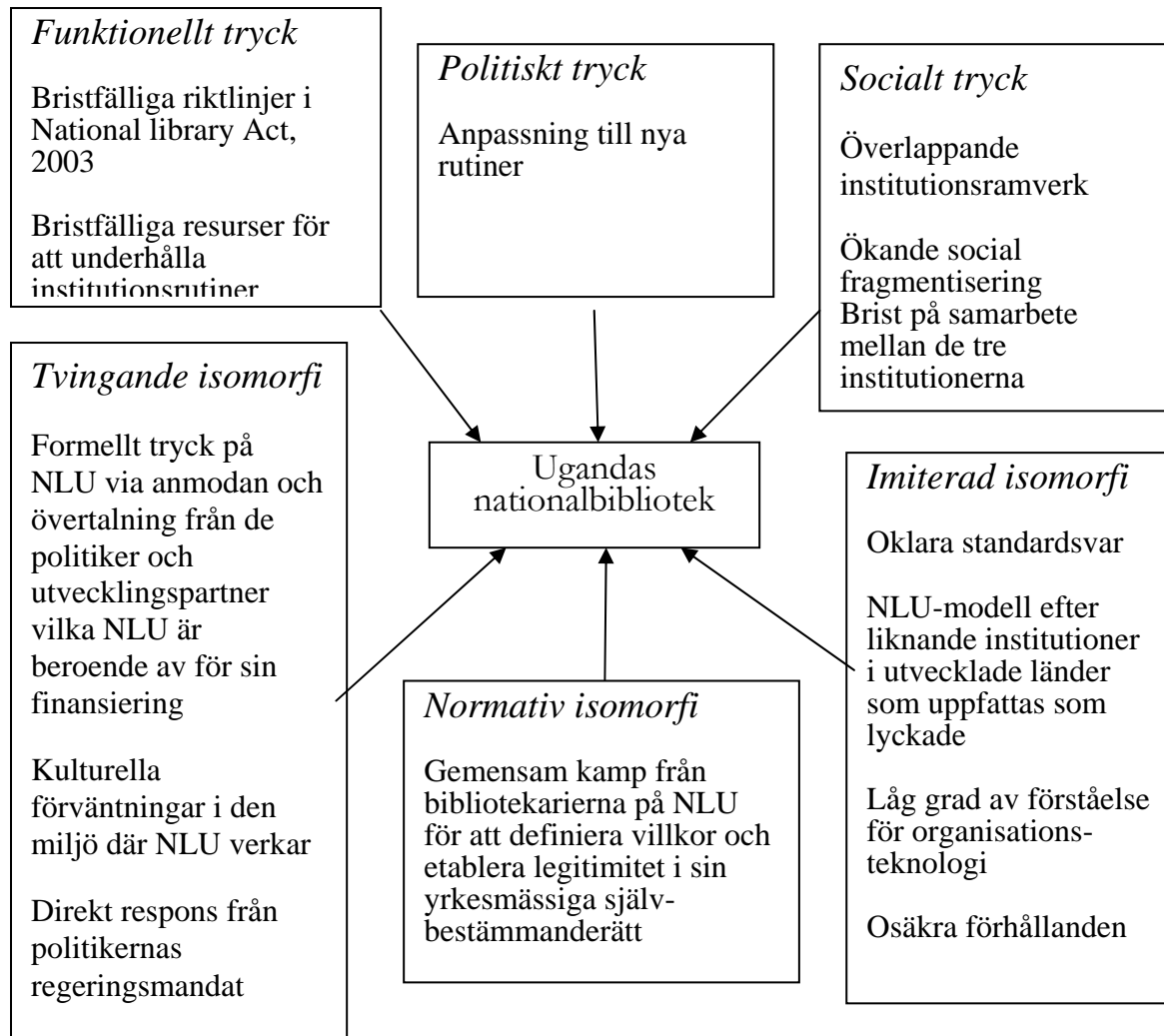
NLU:s roll i bibliotekssektorn

Efter att NLU bildats, lierade sig bibliotekarierna med olika aktörer på den nationella och internationella scenen. På den nationella nivån återfick NLU mycket av sitt inflytande på de offentliga biblioteken när de tog över projekt och funktioner från PLB. Bibliotekarierna i PLB kände också ett behov att öka sin stödjande roll till de svagare delarna av bibliotekssektorn och började arbeta med skolbibliotek och på så sätt svara för behovet av förnyelse.

Även om MULIB och DLDC också är exekverande funktioner för legal deponering och borde vara naturliga samarbetspartners och allierade med NLU, hindrar bibliotekariernas olikheter i traditioner och status samarbetet mellan dem. Det är också oklarheter ifråga om ledarskapsrollerna på NLU. De yrkesverksamma från andra akademiska bibliotek betraktar sig som mer kompetenta och bättre utrustade än NLU. Därför har NLU inte utvecklat något partnerskap med dessa bibliotekarier

Förläggarna blev en naturlig del av NLU eftersom de delar gemensamma intressen i att stärka läskulturen och sprida läsmateriel. NLU lyckades i viss mån öka sin synlighet i den gemenskapen och bli en huvudorganisation för deponi av rättsliga kopior. Å andra sidan tävlar NLU och förläggarna om vissa funktioner som tilldelning av ISBN- och ISSN-nummer. Trots att de fortfarande har otillräckliga riktlinjer och brist på resurser, försöker bibliotekarierna hitta vägar och möjligheter att minska svårigheterna. NLU visar kännetecknen på nationell institution genom sin representation på den internationella nivån, trots att den inte är till fullo erkänd. Den är huvudsakligen en fortsättning på PLB:s verksamhet, även om den utför nationella biblioteksfunktioner i att samla in och preparera nationellt tryck och alster från National Bibliography of Uganda.

F n arbetar NLU under påtryckningar som beskrivs i Fig. 6.2:



Figur 6.2 Nivåerna i institutionaliseringen av NLU

NLU förändras och utvecklas på samma gång till en starkare nationell institution genom att uppfylla förväntningarna från såväl det ugandiska samhället och regeringen som från internationella parter. Biblioteket måste fortfarande anstränga sig för att uppnå de nödvändiga villkoren och erkännande av sin organisation. Osäkerheten i förhållandena utlöser fortfarande standardsvar som leder till upprepning av gamla mönster.

I Figur 2.2 föregrep jag analysen av de påtryckningar som ledde till avinstitutionaliseringen av det nationella bibliotekssystemet och institutionaliseringen av NLU. Jag såg tvingande, normativ och imiterad isomorfi som de mekanismer som aktiveras efter att en organisation har bildats och som hjälper den till en fullfjädrad institution.

Figur 6.2 indikerar dock att institutionaliseringen av NLU som en pågående process och som möter vissa av de påtryckningar som skedde före och under institutionaliseringprocessen. De *funktionella påtryckningarna* omfattar de bristfälliga

resurserna för att upprätthålla dess aktiviteter; de bristfälliga riktlinjerna i National Library Act av 2003, beroende på brist på tekniker för att implementera samlingen av nationellt tryck samt att bli en sann ledare i bibliotekssektorn. De *politiska påtryckningarna* gör NLU lämpligt för innovativa praktiker: samla in nationellt tryck och alster från nationalbibliografin, att gradvis utveckla andra funktioner som stipuleras i Library Act, vilka huvudsakligen är relaterade till offentliga bibliotek och samhället. *Socialt tryck* som beror på överlappande institutionella praktiker som leder till dubblerade funktioner och upplösning av begränsade resurser med hänsyn till samlingen av nationellt tryck hos MULIB, DLDC och NLU; alster från två nationalbibliografier i landet som omfattar Accessions List från DLDC och National Bibliography of Uganda från NLU. Det finns 25 distrikt med offentliga bibliotek av 81 distrikt; när fler och fler distrikt öppnar offentliga bibliotek möter NLU en ökande social fragmentarisering av den kontrollinstans som beslutar om standarder och riktlinjer för de offentliga biblioteken. Det råder en brist på samarbete mellan MULIB, DLDC och NLU som kan hänföras till differentieringen av grupper eller olika uppfattning och rutiner.

Tvingande isomorfi är klart synlig när NLU utövar makt mot politikerna (regeringen) för att få medel till hyra och köpa tomt till den nationella biblioteksbyggnaden, produktion av National Bibliography of Uganda och andra aktiviteter. NLU har via formella påtryckningar och påbud skrivit förslag till sina samarbetspartner för att finansiera aktiviteter som bokdonationer, kommunala lästält och bokutställningar. NLU arbetar under Ministry of Gender, Labour and Social Development och indirekt under the Minister of State for Gender and Cultural Affairs. Det är därför lagligen sanktionerat och kulturellt förväntat av politikerna att bidra till att förbättra läskulturen i samhället och delta i kampanjer för vuxnas läsande och bistånd till kommunala och offentliga bibliotek. Dessa aktiviteter är därför ett direkt svar på regeringens uppdrag. *Normativ isomorfi* är fortfarande dominerande efter kampen med att etablera NLU och skydda dess status. Bibliotekarierna på NLU fortsätter kampen för att försäkra att de har kapacitet att utföra bibliotekets verksamhet effektivt genom utbildning och finansiering. Detta är en indikation på att NLU:s personal fortfarande är offentliga bibliotekarier och att NLU prioriterar de offentliga biblioteken när det fortsätter den huvudsakliga verksamheten från PLB. *Imiterad isomorfi* är när NLU försöker imitera andra nationalbibliotek i de utvecklade länderna som de anser vara lyckade. Bibliotekarierna på NLU är osäkra på hur de ska utföra nationalbibliotekets verksamhet. Därför försöker de forma sig efter nationalbibliotek i den utvecklade delen av världen genom att föreslå utbildning och biblioteksbesök hos dem för att lära sig bra rutiner. Trots att början på denna process var ganska alarmerande, har NLU hittills överlevt som en ung institution. Allt pekar på att det blir starkare institutionaliserat i bibliotekssektorn och samhällslivet i Uganda. Utsikten av en biblioteksbyggnad och personalutveckling kommer att stärka NLU ytterligare.

Jag har funnit att förändringstryck och förändringens mekanismer fortsätter över tid. Innan de bildas påverkar förändringspåtryckningar och tekniker de institution som blir källan till en ny institution. Efter att en ny institution legitimerats, aktiveras samma och nya förändringspåtryckningar och sätter igång en ny institutionaliseringsprocess.

De kategorier som behandlas i den institutionsteoretiska ramen hjälpte mig att förstå den process av djup förändring i bibliotekssektorn när en ny central institution ska föreställas av människor med olika mål och bakgrund och börjar utvecklas i en komplex mänsklig miljö. Trots att modellen byggdes och testades i det ekonomiskt utvecklade västerlandet, visade den sig användbar för att förstå processen i Uganda, dvs i en helt annorlunda politisk, historisk och kulturell omgivning. De olika kategorierna av förändringspåtryckningar var speciellt fruktbara för att besvara frågor om deltagarna i processen och konsekvensen av deras handlande.

Bidrag till kunskap

Denna studie behandlar den institutionella teorin med hänsyn till förändring; avinstitutionalisering- och institutionaliseringsprocesser. Denna teoretiska ansats har för första gången inom biblioteks- och informationsvetenskapen använts i en annan kontext än i utvecklade industriländer. Den har använts på utvecklingen av ett nationalbibliotek i ett utvecklingsland, Uganda. Detta har bidragit till ett teoretiskt perspektiv i LIS. Studien har använt ny institutionalism för att undersöka vilka faktorer som orsakade institutionaliseringen av NLU och den institutionella förändring som skedde i biblioteks- och informationssektorn därefter. Till viss del kan detta ha uppnåtts också genom att använda andra teoretiska ansatser, men det teoretiska perspektiv som valts här, visade sig vara användbart för att identifiera viktiga aspekter i processen och för att tolka den empiriska evidensen. Dessutom hoppas jag att denna forskning kommer att vara användbar för bibliotekshistoriker, speciellt i utvecklingsländerna.

Vidare forskning

Den teoretiska ansatsen i denna studie kan förhoppningsvis också bidra till att förklara institutionell förändring, inte bara i offentliga bibliotek, utan också i andra bibliotek, t ex universitetsbibliotek. Genom att använda ny institutionalism kan studier göras för att förbättra förståelsen av varför universitetsbibliotek etableras och varför de förändras över tid.

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APPENDICES

APPEDIX A: Letter of introduction from the Uganda National Council for Science and Technology



Uganda National Council For Science and Technology
(Established by Act of Parliament of the Republic of Uganda)

Your Ref:

Our Ref: SS 1925

Date: 19-Dec -06

Ms. Jane Kawalya
Makerere University Library
P.O Box 7062
Kampala

Dear Ms. Kawalya,

RE: RESEARCH PROJECT, "THE NATIONAL LIBRARY OF UGANDA: ITS INCEPTION, CHALLENGES AND PROSPECTS"

This is to inform you that the Uganda National Council for Science and Technology (UNCST) approved the above research proposal on **December 12, 2006**. The approval will expire on **June 12, 2007**. If it is necessary to continue with the research beyond the expiry date, a request for continuation should be made in writing to the Executive Secretary, UNCST.

Any problems of a serious nature related to the execution of your research project should be brought to the attention of the UNCST, and any changes to the research protocol should not be implemented without UNCST's approval except when necessary to eliminate apparent immediate hazards to the research participant(s).

This letter also serves as proof of UNCST approval and as a reminder for you to submit to UNCST timely progress reports and a final report on completion of the research project.

The Resident District Commissioner(s) of the district(s) in which the study will be conducted are informed by copy of this letter, and are kindly requested to give you the necessary assistance to accomplish the study.

Yours sincerely,


Leah Nawegulo
for: Executive Secretary
UGANDA NATIONAL COUNCIL FOR SCIENCE AND TECHNOLOGY

cc The Resident District Commissioner
Kampala, Masindi, Mbale, Soroti District (s)

LOCATION/CORRESPONDENCE
Plot 3/57, Nasser Road
P.O Box 9886
KAMPALA, UGANDA.

COMMUNICATION
TEL: (256) 41-250499; (256) 41-705500
FAX: (256) 41-234579
E-MAIL: uncst@stancom.co.ug
WEBSITE: <http://www.uncst.go.ug>

APPEDIX B: Idenetity card from the Uganda National Council for Science and Technology

File No. <u>SS 1925</u>	 <p>Holder's Signature <u>[Signature]</u></p> <p>Uganda National Council for Science and Technology Executive Secretary P.O. Box 6804, Kampala</p>	Renewed until
Name <u>JANE KAWALYA</u>		Executive Secretary
Address <u>Q2 MAKERERE UNIVERSITY LIBRARY</u>		Renewed until
Nationality <u>UGANDAN</u>		Executive Secretary
Title of Research Project <u>THE NATIONAL LIBRARY OF UGANDA: INCEPTION CHALLENGES, PROSPECTS</u>		Renewed until
Date of Issue <u>19 DEC 2006</u>		Executive Secretary
Valid Until <u>12 JUNE 2007</u>		Renewed until
		Executive Secretary

APPENIDX C: Interview guides

I. Public libraries Board members of staff and stakeholders representatives to the Social Services Committee to discuss the National Library Bill, 2001

1. What is your qualification and level of education?
2. How long have you been in library and information science profession?
3. Describe your service in library and information work in Uganda? (Organization, position, responsibilities and duties, years of service, etc.)
4. Were you part of the inception of the National Library of Uganda Bill?
5. What comments do you have on the consultations and involvement of various stakeholders in the drafting of the Bill
6. Comment of any developments during the period of drafting the NLU Bill/Act.
7. What were the significant issues pursued in the drafting of the Bill?
8. What criterions were followed in the drafting of the Bill?
9. How was the committee selected?
10. What were the basis for selection and recommendation of the committee members?
11. Was the idea of establishing the NLU timely?
12. What main events, either national or international do you associate with the idea of establishing the NLU?
13. In your view, was it necessary to establish the NLU at this point of time for Uganda?
14. What motivating factors could be used to explain the whole process that led to the establishment of the NLU?
15. What were the advantages of establishing the NLU?
16. What were the key issues or criteria in determining the functions of the NLU?
17. Do you think the functions that were put in the NLU Act were comprehensive enough?
18. In light of the library and information environment in Uganda, what comment do you have about the functions of the NLU?
19. What role do you see the NLU playing in the development of library and information services in Uganda?
20. Are you satisfied with the role of the NLU in developing library and information services in Uganda?
21. Do you think there is need of rethink and reshape the role of the NLU in development of library and information services in Uganda?
22. What role do you envisage the NLU should play?
23. What were the key issues that were considered about the operation of the NLU?
24. What challenges do you see that face the NLU?
25. In your view, how do you think does the environment affect the operation of the NLU?
26. What in your view will be the transformation in the NLU in the future?
27. Are there anything else you would like to say?

Thank you very much for you time

II. Uganda Library and Information Association (ULIA)

1. How long have you been in this position of the ULIA executive?
2. Describe briefly the role and contribution of ULIA in the library and information sector of the country.
3. Was the ULIA involved in the drafting of the NLU Bill?
4. Describe the consultations and involvement of the ULIA in the drafting of the NLU Bill.
5. Was there a position or key issues that the library association wanted in the NLU Bill?
6. Was the library Association satisfied with the outcome of the Act?
7. Is there anything that you will like to add on?

Thank very much for your time

III. Library and Information Science (LIS) professionals

1. What is your qualification and level of education?
2. How long have you been in the library and information service profession?
3. Describe briefly your service in library and information work in Uganda?
4. Were you involved or consulted in drafting the Bill?
5. What comments do you have about the consultation and involvement of professionals in Uganda in the drafting of the Bill?
6. Are you satisfied with the provisions of the Act ?
7. In your view, was it necessary to establish the NLU?
8. What do you think were the forces behind the establishment of the NLU?
9. What events do you associate with the establishment of the NLU?
10. Did the LIS professionals have great influence in the establishment of the NLU?
11. What were the roles or contributions of the professionals in the establishment of the NLU?
12. What are your views the National Library Act?
13. What other functions apart from those listed should the NLU play?
14. What in your view are the roles the NLU is playing in the development of library and information services in Uganda?
15. Do you think the NLU's role is satisfactory?
16. What do you envisage in terms of the future in the development of library and information services in the Uganda in regards to the NLU?
17. What are the challenges facing the new NLU?
18. What are the achievements the NLU has made so far?
19. What would you suggest to overcome some of the current challenges to the NLU?
20. How would you want the NLU to be in the future?
21. Is there anything you would like to say?

Thank you very much for your time.

Appendix D: Face to face in depth interviews sound recording, conducted from October 2005 to February 2007

No.	Date	Respondent	Length
1.	25 October 2005	A3	120 min
2.	31 October 2005	A1	110 min
3.	1 November 2005	A2	95 min
4.	14 November 2005	A6	65 min
5.	18 November 2005	C3	55 min
6.	2 February 2006	A4	120 min
7.	6 February 2006	A5	45 min
8.	31 August 2006	E1	65 min
9.	12 September 2006	G1	95 min
10.	13 September 2006	F4	70 min
11.	15 September 2006	C1	45 min
12.	18 September 2006	E2	50 min
13.	4 October 2006	A7	110 min
14.	12 October 2006	D1	75 min
15.	1 8 October 2006	B1	110 min
16.	22 November 2006	C2	85 min
17.	25 November 2006	B2	35 min
18.	24 January 2007	F1	120 min
19.	25 January 2007	F2	50 min
20.	1 February 2007	F3	45 min.

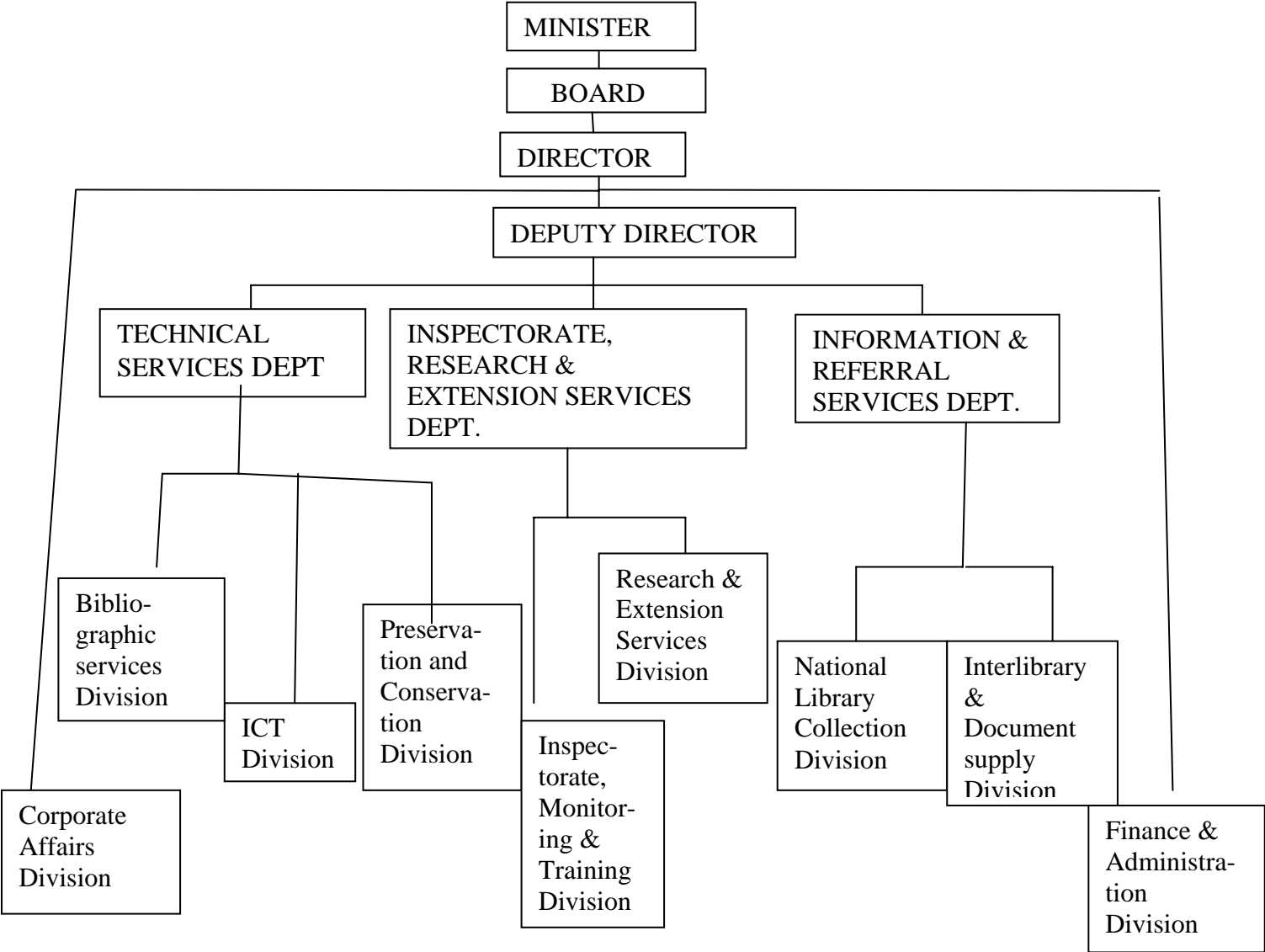
Appendix E: Districts with public libraries (Annual report, 2006/2007, p. 5)

No	District	Library	No.	District	Library
1.	Arua	Arua Public Library	14.	Kisoro	Kisoro Public Library
2.	Bugiri	Bugiri Public Library	15.	Lira	Lira Public Library
3.	Entebbe	Entebbe Public Library	16.	Masaka	Masaka Public Library
4.	Gulu	Gulu Public Library	17.	Masindi	Masindi Public Library
5.	Hoima	Hoima Public Library	18.	Mbale	Mbale Public Library
6.	Ibanda	Ibanda Public Library	19.	Mbarara	Mbarara Public Library
7.	Jinja	Jinja Public Library	20.	Moroto	Moroto Public Library
8.	Kabale	Kabale Public Library	21.	Moyo	Moyo Public Library
9.	Kabarole	Kabarole Public Library	22.	Mubende	Mubende Public Library
10.	Kalangala	Kalangala Public Library	23.	Nebbi	Nebbi Public Library
11.	Kampala	Kampala Public Library	24.	Soroti	Teso Public Library
12.	Kamuli	Kamuli Public Library	25.	Tororo	Tororo Public Library
13.	Kiboga	Kiboga Public Library			

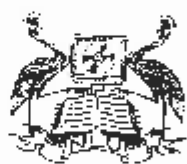
Appendix F: Districts without public libraries

No.	District	No.	District
1.	Adjumani	15.	Kotido
2.	Apac	16.	Kyenjojo
3.	Bundibujjo	17.	Mayuge
4.	Bushenyi	18.	Mpigi
5.	Busia	19.	Mukono
6.	Iganga	20.	Nakasongola
7.	Kaberamaido	21.	Nakapiripirit
8.	Kamwenge	22.	Ntungamo
9.	Kapchorwa	23.	Pader
10.	Kasese	24.	Paliisa
11.	Katakwi	25.	Rakai
12.	Kayunga	26.	Rukungiri
13.	Kibale	27.	Ssembabule
14.	Kitgum	28.	Yumbe

Appendix G: National Library of Uganda organization chart

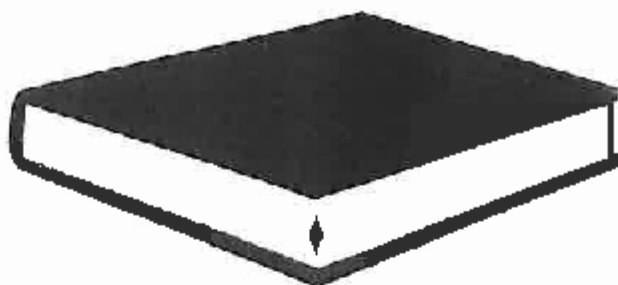


Appendix I: The National Bibliography of Uganda



**National Bibliography
of Uganda**

Volume 2, 2006



NATIONAL LIBRARY OF UGANDA
P.O. Box 4262
Kampala, Uganda

2006

Appendix I: Community libraries (NLU annual report, 2006/2007, p.6)

No.	Community Library	No.	Community Library
1.	Adumi Community Library	9.	Kitengesa Community Library
2.	Bileafe Community Library	10.	Kyabutaika Community Library
3.	Buikwe Community Library	11.	Nakaseke Multipurpose Community Centre
4.	Bwindi Learning Education Centre Community Library	12.	Nazigo Community Library
5.	Bukunja Rural Women Association Community Library	13.	Pakwach Uganda pioneer's Association Community Library
6.	Kaberaimado Community Library	14.	Rwenzori Resource Centre
7.	Kasangati Resource Centre	15.	Uganda Literacy and Adult Learners' Association Community Library
8.	Kijura Community Library	16.	Zigoti Community Library

APPENDIX J: CHRONOLOGY OF THE NATIONAL LIBRARY IN UGANDA: IDEAS AND EVENTS

Date	Events
1946	Attempts made to make Makerere College Library a deposit library for East Africa
1948	Public libraries established by the East African Literature Bureau
1958	The Makerere College of East Africa (Deposit Library) Ordinance, 1958
1963	Uganda Bibliography published in <i>Uganda Journal</i> by B.W Langlands
1964	The East African Literature Bureau hands over public libraries to Public Libraries Board
1964	The Public Libraries Act, 1964
1964	The Makerere University College (Deposit Library) Act, 1964
1965	Uganda National Bibliography published in <i>Makerere University Library Bulletin and Accessions List</i>
1969	The Deposit Library and Documentation Centre Act, 1969
1969	The Second Five-Year-Development Plan 1966/67 – 1970/71
1973	The Third Five-Year-Development Plan 1971/72 – 1975/76
1976	Uganda Bibliography published in <i>Uganda Journal</i> by B.W. Langlands ceased publication
1976	Uganda National Bibliography published in <i>Makerere University Library Bulletin and Accessions List</i> ceased publication
1987	Uganda National Bibliography published by Makerere University Library
1993	Deposit Library and Documentation Centre Accessions List
1997	Uganda National Bibliography published by Makerere University Library ceased publication
1998	Public libraries decentralized
1998	Public Libraries Board staff write concept paper to establish the National Library of Uganda
1998	The Public Libraries Board approves the concept paper
1999	The Minister of Gender, Labour and Social Development introduce the concept paper to the Cabinet
1999	The Cabinet approves the concept paper
2001	The Minister of Justice and Constitutional Affairs drafts the National Library Bill, 2001
2002	The Uganda Library and Information Association meeting to discuss the National Library Bill, 2001
2002	The Makerere University Library Staff meeting to discuss the National Library Bill, 2001
2002	The Social Services Committee of Parliament and the stakeholders meeting to discuss the National Library Bill, 2001
2002	Parliament debate on the National Library Bill, 2001
2002	Public library Act, 1964 repealed
2003	The National Library Act, 2003
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