

THE WHITE HOUSE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES

Minutes of Meeting

Corrected and Approved

Session: Fifth

Date: April 18 and 19, 1967

Place: Water Tower Hyatt House  
Chicago, Illinois

National Advisory Commission on Libraries  
Minutes of Meeting

April 18-19, 1967

The Commission convened for its fifth meeting at 9:50 a. m. on Tuesday, April 18, in the Midway Room of the Water Tower Hyatt House, Chicago, Illinois. Mr. Dan M. Lacy presided as Chairman pro tem until the arrival of the Chairman, Dr. Douglas M. Knight.

Commission Members present were:

Dr. Estelle Brodman  
Dr. Frederick H. Burkhardt  
Dr. Launor F. Carter  
Mr. Verner W. Clapp  
Mr. Carl Elliott  
Dr. Alvin C. Eurich  
Mrs. Mildred P. Frary  
Dr. Herman H. Fussler  
Mrs. Marian G. Gallagher  
Mr. Emerson Greenaway  
Dr. Caryl P. Haskins (present April 18 only)  
Dr. William N. Hubbard, Jr. (present April 18 only)  
Dr. Douglas M. Knight (Chairman)  
Mr. Dan M. Lacy (Chairman pro tem)  
Mrs. Merlin M. Moore  
Dr. Carl F. J. Overhage  
Dr. Wilbur L. Schramm (present April 18 only)  
Mrs. George Rodney Wallace  
Dr. Stephen J. Wright

Absent was:

Dr. Harry H. Ransom

Also present were:

Mr. Melville J. Ruggles, Executive Director  
Dr. Daniel J. Reed, Deputy Director

Mr. Ray Fry, Director, Division of Library  
Services and Educational Facilities, U. S.  
Office of Education  
Mrs. Jeanne Hines, Reporter-Digestor

Witnesses:

Tuesday, April 18, 1967

Dr. Frederick H. Wagman, Director  
University of Michigan Library

American Library Association Representatives:

Miss Mary V. Gaver, President  
Mr. David H. Clift, Executive Director

Panel Members:

Mr. Ralph U. Blasingame, Associate Professor  
Graduate School of Library Science, Rutgers  
University  
Mr. Keith Doms, Director, Carnegie Library  
of Pittsburgh  
Dr. Frances B. Jenkins, Professor, Graduate  
School of Library Science, University of  
Illinois  
Mr. Marion A. Milczewski, Director, University  
of Washington Libraries  
Dr. Frederick H. Wagman, Director, University  
of Michigan Library

Wednesday, April 19, 1967

Committee A:

Miss Eileen Thornton, Librarian, Oberlin College  
Mr. Harold G. Johnston, Director, Detroit  
Metropolitan Library Project  
Miss Genevieve M. Casey, State Librarian,  
Michigan State Library  
Miss Gertrude E. Gscheidle, Chief Librarian,  
Chicago Public Library

Committee B:

Dr. Jesse H. Shera, Dean, School of Library  
Science, Western Reserve Univeristy  
Dr. Don R. Swanson, Dean, Graduate Library  
School, University of Chicago  
Dr. Ralph H. Parker, Dean, Library School,  
University of Missouri

Afternoon Session:

Committee A:

Dr. James L. Lundy, President,  
University Microfilms

Committee B:

Dr. James G. Miller, Principal Scientist,  
EDUCOM

### Executive Session

In the absence of Dr. Knight, Mr. Lacy was elected Chairman pro tem.

#### The Minutes

The minutes of the third meeting were approved, and the Chairman reported that Dr. Knight had agreed to a new procedure in handling the minutes, which would enable the Staff to prepare the provisional minutes of each meeting well in advance of the following meeting.

#### The Studies

Noting that because of the limitations of time this would be the last meeting at which it would be realistic to propose and approve studies of any dimension, the Chairman asked Mr. Ruggles if the prepared list of studies had all been approved. Mr. Ruggles replied that some of the studies have been negotiated, but that the Staff would need the approval or rejection of those not yet negotiated and of those the Commission Members would recommend for additional studies. He noted that the following studies have been negotiated to date:

- Impact of Social Change on Libraries
- Library Economics
- Interlibrary Cooperation and Networks
- Technology in Libraries
- State Library Agencies
- The Public Library
- The School Library
- The Research Library

Dr. Eurich pointed out that if the Commission's studies are to be a guide for library services for the future, then three important items have been omitted:

1. Buildings and Library Facilities
2. Motivation of people to use libraries
3. New practices and innovations in libraries, i. e., the new kinds of services that libraries perform that extend beyond the technological aspects.

The Chairman stated that the area of innovative services would be covered in the studies on the state library agencies, the research and the public libraries. Mr. Ruggles added that the study on inter-library cooperation and networks would also delve deeply into that area.

Dr. Wright agreed with the suggestion that library buildings be included in the list of studies. He also noted that the list omitted studies on college and junior college libraries, the availability of library resources for highly specialized groups such as physicians, and a projection at what needs to be done ten years hence.

In response to Dr. Hubbard's question of whether the study on school libraries would include junior college, college and university libraries and also the professional practitioner kinds of libraries (i. e., medicine, law, engineering, etc.), the Chairman interpreted "school library" to mean the elementary and secondary school library. He suggested, however, that Dr. Hubbard's question prompted a recommendation for an additional study on the junior college, college and university library and another on the professional library.

On the selection of research projects, Mr. Clapp pointed out that the Commission's studies must get into the facts of the situation and into an appraisal of them, and that more thought must be given to the objectives in the Executive Order in considering the list of studies.

As to the availability of money for studies, Mr. Ruggles reported that Duke University had assisted the staff in negotiating with OE and that \$300,000 would be available for the Commission studies.

### The Study on Copyright

Mr. Ruggles explained that tentative and uncommitted negotiations are presently underway on the studies dealing with manpower and with copyright. He reported that unsuccessful negotiations for the copyright study began with Harvard University's Institute of Technology and Society, whereupon Professor Benjamin Kaplan, a computer expert, and an economist would have performed the work. The Staff later approached RAND Corporation, mindful

of Professor Kaplan's suggestion that since the primary problem of this study was economic in nature, an economist should be the senior investigator with a lawyer expert in copyright as part of the team. The Chairman agreed that the copyright issue is not primarily legal, but that it is almost entirely operational and, in fact, closely related to the library's own needs. He added that large sums of money could be spent redoing former studies on the subject, such as Edward Freehafer's Joint Libraries Committee study of six years ago or the American Book Publishers Council and ATPI study earlier this year. However, Mrs. Gallagher agreed with the Chairman that this would be a waste of money.

Dr. Carter suggested a study not on copyright and libraries but on the relationship between copyright and the future media of communications. He stated that it was necessary for the Commission to look ahead fifteen years at what the copyright problems will be. Mr. Ruggles explained that it was precisely for this reason that Professor Kaplan was interested in bringing a computer expert as well as an economist into the copyright study.

Dr. Overhage pointed out that in respect to the new problems copyright must deal with, brought about by the new technology, the copyright revision bill takes a view somewhat different from the views considered in previous studies; thus, a reexamination of the issue may be necessary. He further suggested that since much of the copyright problem is involved with technology, the copyright investigation should be carried out in close concert with the study on technology in libraries; not by the same investigators but in close contact with them.

### The Study on Censorship

Mr. Ruggles reported to the Commission that the Staff has not yet approached outstanding individuals to perform the proposed study on censorship and libraries. He explained that he had recommended this study because the minutes of previous Commission meetings had reflected a heavy emphasis on access in all its aspects, one of which might be called social or political such as copyright, and because censorship is one form of impedance to the accessibility of knowledge. In response to the Chairman's question of whether he envisioned an essay approach to the subject which would subsume present knowledge or an extensive survey involving questionnaires to librarians about censorship, Mr. Ruggles pointed

out that time limitations precluded the latter approach and that the objective, if favorable to the Commission, was to obtain a synthesis and a pointed summary of the censorship problem as it affects libraries only.

The Chairman suggested that as an alternative to a formal study the Commission might request a memorandum from the Chairman of ALA's Intellectual Freedom Committee. Dr. Carter proposed that the Commission endorse the position paper on censorship already circulated by the ALA. Since the Commission did not advocate additional action on this study, the Chairman recommended that the proposed study on censorship and libraries be eliminated.

### The Study on Federal Programs

Mr. Ruggles pointed out that the study on Federal programs affecting libraries would be fairly comprehensive as it is intended to embrace all the legislation of recent years, most of which has been administered by the Office of Education. He added that the Commission will have available a rather intensive study by Germaine Krettek, the Director of ALA's Washington Office, and a parallel study by Henry Drennan, the Acting Chief of the Library Planning and Development Branch of the Office of Education. Since both of these studies will be descriptive rather than evaluative, Mr. Ruggles asked for suggestions on the best person or institution who might perform for the Commission the kind of interpretive study that is needed on this subject. When asked by Mr. Elliott if a report from OE might not provide the necessary basic material, Mr. Ruggles expressed doubt that OE could be truly evaluative of itself. Mr. Elliott asked how at the early stage of many Federal programs the Commission could obtain a good evaluation of such programs, which by nature are descriptive. Although there might be some evaluative literature in the House and Senate education committees, he felt that the thinking of the Library Commission would yield the best evaluation that is available on the subject.

The Chairman pointed out that the heart of the Commission's responsibility is to make a judgment concerning the Federal programs. Mrs. Moore agreed, adding that she would definitely endorse the ALA paper criticizing OE and that many librarians are totally dissatisfied with OE's activity with libraries. She stated that OE has seriously damaged the library program and

a study on Federal programs affecting libraries is desperately needed, which she hoped would be similar to ALA's position paper. Mr. Elliott repeated that the Commission, given the necessary facts, would be in the best position to make a policy judgment and an evaluation.

Mrs. Frary suggested that perhaps the Commission could do an impact study on the extent to which libraries are affected by the various bills. Mrs. Wallace asked if it was not best to illustrate the point: for example, a library using Federal, state, and local funds for a cooperative project would reveal evidence of value by showing what can be done. Dr. Wright considered it important to bring together all the Federal legislation affecting libraries, as well as the appropriations supporting that legislation, to evaluate its adequacy and to suggest appropriate changes.

Dr. Fussler suggested that one or more major studies should be commissioned to deal with Federal programs and libraries, and added that it would be valuable for the Commission to have certain specifications regarding the studies themselves because such specifications would focus on specific kinds of issues the Commission ultimately will have to resolve. He explained that the specifications would help sharpen the issues, both those within the scope of particular studies and those yet undefined that would need subsequent treatment. The studies, according to Dr. Fussler, should deal in varying degree with the state of the situation, with implications or direct evidence of changes and impact, with some evaluation of needs or deficiencies, and with specific recommendations. He pointed out that one failure he has observed in many position papers was the absence of recommendations, which could be useful to the Commission even if the Commission did not adopt such recommendations.

Regarding the outline of the study on library economics, Dr. Fussler stated that a fundamental issue of concern was an evaluation of the importance and relevance of the library as an instrument of society, including its economic value. Without such an objective evaluation of information and its value to society by the Federal establishment and society in general, long-range implementation of the Commission's recommendations may prove more difficult.

Dr. Brodman agreed that getting recommendations in other study papers in no way abrogates the Commission's own responsibility, simply because the Commission is free to accept or reject them. She suggested that perhaps the Commission could request a position paper with recommendations from the Legislative Reference Service of the Library of Congress, similar to those papers LRS undertakes for Congress.

Dr. Burkhardt observed that many of the Commission's recommendations, such as the need for new agencies or new services and programs, would be in effect a judgment of the present Federal structure; and, therefore, he considered it important to embark on an evaluative study of present Federal programs. He added that enough data would be available to make proper judgments on such questions as:

1. Are these Federal programs in the right places?
2. Are they administered by the right people?
3. Are they coordinated properly?
4. Are they adequate for the areas that need consideration?

Dr. Hubbard pointed out the Commission's responsibility for viewing the total range of Federal involvement in the library field, which extends beyond OE and the library assistance acts, and for judging whether the mechanisms being used are the most effective by which to enter the library field. Since the developing Federal patterns of information transfer have a greater potential for effect on the future of libraries than the laws affecting them, he emphasized that the Commission consider this problem one of its central efforts. Furthermore, Dr. Hubbard was astounded that the Commission had been unable heretofore to arrive at a reasonable judgment of the Federal investment in the library area, or even to come up with a simple inventory list of the major investments. The Chairman agreed with Dr. Hubbard that this should be corrected, and added that such was the heart of the Commission's endeavors.

Mr. Ruggles pointed out that the role of the Federal Government in operating and developing library systems would be covered in the study on the operation of federally administered

libraries. Dr. Hubbard added that many of the most important Federal programs are not within the Federal libraries at all and that the Commission's views should not be restricted by words such as "Federal library" or "legislation", which are only a small part of the Federal involvement in information transfer systems.

Dr. Wright suggested that perhaps Dr. Fussler's point on specifications and Dr. Brodman's point on an LRS report could be combined to get a study on Federal involvement with libraries more quickly than it could be gotten otherwise.

Mr. Elliott pointed out that neither the fact of Federal investment in libraries nor the literature on the subject is a secret, and that the problem is pulling the information together to have a basis for evaluation. He suggested three sources of information:

1. LRS, whose staff would do the job of cataloging and describing Federal activity whether tangible under existing statutes or operations in the department.
2. People who administer the library programs, such as OE or state library departments.
3. Lobby groups, such as ALA and state library associations.

Dr. Schramm recommended that the study on Federal involvement with libraries be pursued fully and deeply, and presented three points:

1. There must be a firm cataloging of Federal activity in libraries, even though this would be only a small beginning.
2. Even if it requires more time and money, the Commission must find out the effects of such activity on a few libraries and state systems, and see what conclusions can be drawn and what recommendations made about future use.

3. Most important is that the issue, while basically not a library problem, is how information can reach the American people in the next two decades and what the conditions, opportunities, availabilities and consequently the needs are. The Commission must consider information systems as well as legislation, for to concentrate on the present institutional arrangement of libraries would set the Commission's sights too low. Therefore, each study should consider information needs and potentialities and put the library problem against those.

While endorsing the view that Dr. Schramm's points were the central issue facing the Commission, Dr. Carter felt that a mere cataloging of the various laws and assistance to libraries would not solve what he described as the fundamental, yet dichotomous, problem:

1. the problem of today: There are public and school libraries as people know them today, which are or are not adequately supported. More facts must be gathered about such problems as those areas in which libraries are failing, those people not using libraries, the shifting population, and the impact on libraries of current new media like paperback books, television, etc. Therefore, the Commission should have more facts about the current state of libraries today, perhaps by obtaining a comprehensive statement from a group of scholars knowledgeable about such facts.
2. the problem of tomorrow: There is the whole area of the new information technology, the most important factor of the next twenty years. Although this problem is being studied by other groups and individuals, the Commission should also be responsible for a serious, scholarly look at the problem and for forming its opinions about the problem.

In response to Dr. Carter, Dr. Fussler pointed out that the Commission could not collect the facts on its own, but must rely on analyses made by others and on those written facts,

conclusions and recommendations presented to the Commission, which the Commission would then evaluate. Moreover, he noted that talent such as that on legislative staffs of some Congressional committees could be enormously helpful in furnishing the Commission with useful materials. Because there might be complex overlapping relationships within the studies, Dr. Fussler thought that portions of the study on Federal programs would need to be combined with that on Federal libraries and that perhaps Brookings or a similar institution would be a valuable instrument in evaluating such programs and problems.

Although the Commission's mandate is broader than merely recommending what the Federal Government ought to do, the Chairman stated that any action on the Commission's recommendations would likely be taken by the Federal Government. He considered it important that the Commission view, on the one hand, the realities of the actual information needs of people and find out how they are served; and, on the other hand, investigate those Federal efforts that affect this area, including the numerous library acts, the question of information handling and dissemination, and the area of Government research and development programs which involve many grants with library components. Furthermore, he noted that there are several seemingly extraneous Federal activities that have a great impact on libraries, such as the educational materials' postal rate, tariff acts, the Internal Revenue Code (which with regard to grants, previously included a discriminatory provision on libraries versus other educational institutions), copyright laws, and the dissemination of free copies of public documents. Consequently, the most serious problem confronting the Commission, according to the Chairman, is now to achieve sufficient knowledge about Federal programs in order that the Commission arrive at informed opinions. He suggested that one method would be the Legislative Reference Service, the agency he considered best equipped to report on across-the-board governmental activity with libraries. Mr. Clapp added that if the Commission could interest Members of the House or Senate education committees in this problem, their committee might be able to secure for the Commission a report from LRS.

Mr. Clapp reminded the Commission of the Brookings Institution study on Federal libraries (1963) which dealt only with the traditional library and seriously omitted information agencies. According to Mr. Clapp, such agencies, whose motivation is to communicate knowledge that is being produced in the government or under government contract, have developed and introduced important innovations.

## Procedure

Emphasizing that the Commission adhere strictly to its mandate, Mr. Clapp suggested that in studying and appraising the role of libraries and other agencies the Commission must have an inventory or census on the use of libraries, as well as other criteria such as libraries' capability for use, what they are and should be used for, and what other uses there are for libraries. He recommended that a special committee, mindful of the Commission's mandate, work closely with the Staff in negotiating contracts which would deal with the appraisal of the role of libraries and other agencies and with those areas assigned to the Commission by Executive Order.

Dr. Schramm proposed that one or more Commission Members, who would be geographically and intellectually close to the contractors' work, should monitor each of the negotiated studies. The Chairman added that Dr. Knight had recommended that this procedure apply to all the Commission studies. Such monitors, according to the Chairman, would help guide the studies by making suggestions, for example, about shaping the content.

Dr. Carter urged that the study of social changes affecting libraries, rather than being strictly demographic, be expanded to include Dr. Eurich's suggestions for information on the "people orientation" of libraries and the need aspect. The Chairman, who was assigned as the project director of this study prior to his appointment to the Commission, agreed. Dr. Wright accepted the monitoring idea if the Commission could also establish a committee to set forth certain specifications for the larger studies, a method he considered would be more successful than monitoring.

Since there would be duplication and interrelationships throughout most of the studies, Mr. Ruggles pointed out that as the studies get underway he planned to work out a mechanism for consultation with the principal investigators of the studies in order to bring together related themes and to exchange information whereby a researcher of one study might profit by the background information of another study. He added that monitoring by Commission Members would also help to serve such purposes.

### Suggested Functions of the New Committee

The Chairman recommended that the committee be appointed by Dr. Knight for the purpose of dealing with the Federal problem should also undertake the necessary coordination among certain other studies; for example, the studies on the public, research, and school libraries should have a common framework of approach. Dr. Fussler suggested that this committee look critically at the specifications of the studies generally. Mr. Clapp proposed that this committee peruse the Commission's terms of assignment to certify that the Commission has included the desirable and appropriate studies to meet its assignment.

### Summation

Before adjourning the executive session, the Chairman summarized the main issues discussed heretofore:

1. The study on censorship should be eliminated.
2. The copyright problem should not be undertaken as a separate study, but as it affects certain concrete problems contained in other studies.
3. The Commission must arrive at some decision on the two studies, Libraries & Industry, and Libraries & the Publishing Industry.
4. Since the Commission has not agreed on an approach to the study on Federal programs affecting libraries, the Chairman, the Staff, and a special committee appointed by the Chairman should formulate a specific proposal for dealing with the Federal problem.

### Interviews

#### Dr. Frederick H. Wagman, Director, University of Michigan Library

The Chairman introduced the Commission's first guest, Dr. Frederick H. Wagman, Director of the University of Michigan's Library, and invited him to discuss the problems of the university library.

Dr. Wagman felt some reluctance because the statement from the Association of Research Libraries already covers a good deal of the ground and also because the term "university libraries" covers a rather broad category ranging from the oldest and largest university libraries to the newest universities many of which were only normal schools a few years ago.

He feels that despite everyone's eagerness to find new solutions for library problems the answer to many pressing problems is "more of the same thing". The problem of growth plagues the tax-supported institutions especially. One of the continuing problems of greatest concern is space. Some Federal help is available here; about 40% of the grants under the Higher Education Facilities Act have been for college and university library buildings. Unfortunately, in many cases the libraries constructed with such aid will not solve the problem for any appreciable period of time. (His university is planning an annex for a general library building financed by a package of Federal grant, Federal loan, and alumni money, which will furnish essential space that was needed about 1955. About ten miles away is a somewhat unknown university that has gone from normal institution now to doctoral programs. Its enrollment will soon exceed that of Harvard University. It has just completed a library seating only 15% of its undergraduates; it will soon be in desperate need.) He wishes he had a solution, but certainly a more realistic program such as is provided under the Medical Library Assistance Act, authorizing grants up to some three-fourths of the cost of university library construction would be much more useful.

Another aspect of the problem is inadequacy of funds for acquisitions despite the fact that acquisitional budgets have increased rapidly in recent years. Last year twelve libraries each spent more than \$1 million for books, periodicals and journals; forty-two others spent over half a million dollars each. But even at these institutions funds for acquisitions are inadequate. This is due not only to inflation in prices and an increase in the number of publications available and needed for research and instructional use, but also to such hidden factors as:

1. interest in new areas of the world (Asia, Eastern Europe) which takes an enormous bite of the funds.

2. interdisciplinary studies which demand new materials
3. increasing enrollment means additional faculty members; strengthened departments broaden their interests to new subject areas and make new demands
4. mission-oriented research programs make new demands on the library
5. providing materials to support sponsored research.

The cost of these is increased by:

1. Geographical expansion of the group uses -- duplication is becoming the norm at institutions; collections for branch libraries add to the total acquisitions cost.
2. Acquisition grows more difficult as areas of interest expand (the Michigan library has sent three purchasing missions in the last year and a half to areas of the world; other solutions must be found).
3. Increased acquisitions costs carry over into increased costs for organizing materials for use. (It is folly for each library to duplicate the work of others; there must be centralization of effort. A hopeful development now in cataloging is Title IIC of the Higher Education Act and Public Law 480.) Enhanced effort is needed along these lines.

Auxiliary resource libraries are needed to back up support of research as university libraries. LC has tried to be one. The Center for Research Libraries is another and obviously should become a major force in terms of: (1) cooperative acquisitions of lesser-used materials; and, (2) backing up individual libraries nationwide.

The CRL might have to become a Federal institution and there might need to be more such centers with analogous or identical programs.

Libraries need extensive clerical staffs, intelligent and frequently with competence in languages to carry on repetitive tasks,

i. e. , inventory control (possibly the most complicated in our society, but compared to the railroad's problem of keeping track of its freight cars or that of Sears Roebuck, is quite simple). So they have been experimenting with automated techniques on an individual basis for bookkeeping and inventory control; concerted national effort is needed -- they are waiting for the National Library to take the lead in: (1) establishing national standards, and, (2) providing national norms and techniques.

There are a number of new problems:

1. University libraries often, these days, find themselves the center of an industrial research complex. (Fifty research organizations moved into Dr. Wagman's environment in a recent three year span, in large part to take advantage of the brainpower and library resources in the university complex.) No provision is made at state-supported institutions at least to support this sort of service, and although this is not yet an insurmountable burden at many libraries it soon may be.

2. Similarly, almost every state is working on a state plan intended to make informational resources of the state more broadly available within it. In almost every state these plans call for the university libraries to serve as the major resource centers, and he is concerned primarily with the demands that smaller institutions of higher education will make on such resources.

3. There is a changing attitude toward what is expected of university libraries. In the past they were wholesalers of information; today there is a demand for rather sophisticated and detailed analyses of information for specific purposes: more indexing, more abstracting. Also they are being asked to accommodate information stored in untraditional ways, e. g. , voting records on punch cards, calling for new techniques.

4. Universities are circumventing their basic organizational rigidity by establishing interdisciplinary centers which call for special library services.

5. Decline of the doctrine that the faculty member is proud to be his own bibliographer; more and more he depends on specialized professional bibliographers on the library staff who can do it better.

Coming back to some old problems:

1. Libraries need more people than they currently attract.
2. Library training has not developed the number of different training tracks that specializations within the library require.
3. The collections of books published in the last 100 years are rapidly deteriorating in the stacks. A national program is needed to take action on this problem.

Federal aid has been helpful. It has been aimed at improving acquisitions, facilities, training and research; in many cases, however, the results have been a temporary amelioration. (This year funds available under Title II of the Higher Education Act for acquisitions for university libraries are quite negligible; \$5,000 grants may help small libraries, but to a large library, obligating the grant in the last few days of the year may be more trouble than it is worth and it makes little difference in the total program.)

There is lack of organization, centralized planning and programming nationally to help with some of the major problems which are essentially bibliographic. Dr. Wagman cited a personal example recounting how he ran into problems almost political in nature in trying to effect cooperation between various Federal agencies to achieve a worthwhile national bibliographic service. Something should be done to resolve such difficulties.

A significant attack on these immense problems will be possible only through: (1) national planning on a continuing basis, (2) establishment of national standards, and (3) expenditure of vastly larger amounts of Federal money than presently envisaged. (Local, state and private funds are insufficient to make significant progress.)

Unfortunately, at present there is no single body in the Federal Government to concern itself actively with the problems of university libraries to plan for their solution and give counsel and guidance to all the various parts of the government that should be involved. Dr. Wagman strongly favors establishing a permanent Federal commission on libraries.

Noting that Dr. Wagman would return in the afternoon to talk about Federal involvement, the Chairman suggested limiting the discussion to the university library per se.

Mr. Greenaway brought up the problem of the needs of undergraduate students for straight curriculum-related materials rather than research materials. Dr. Wagman saw this as a complex problem even where the collections are adequate for undergraduate use, many libraries can't accomodate enough students in their libraries to use them. The Michigan Undergraduate Library can seat only 10% of its undergraduates in the College of Literature, Science and the Arts now. (The problem is too many people for the too small life raft.)

In view of the figure that in better universities \$200 per student or \$2,000 per faculty member is expended on libraries, Dr. Carter asked if there are any developments concerned with new ways of serving the students where the library is not the central mechanism, i. e. , assignment of collateral textual materials or microform techniques? How can you beat the ever-expanding problem? Dr. Wagman thought many alternatives to required reading were being sought by those instructing undergraduates (sometimes in violation of the Copyright Act). Microfilm readers require a lot of space to serve many people simultaneously, though each student might have his own small portable reader. Many students come to libraries because there is no adequate provision for reading or study elsewhere. There are three problems here:

1. If student fees must amortize the cost of dormitories, it is difficult to provide adequate space there for study.
2. Often students studying their own books need access to a reference collection.
3. Not to be overlooked is that to some extent study is a gregarious activity. (Harvard's all-male Lamont Library used to be almost empty on occasions while the Widener Reading Room was crowded with men and women studying together.)

Since not only students but industry use the libraries beyond their capacity, Dr. Brodman asked if libraries should be restructured in order that students and faculty use the university library, industry people use an industrial library, high school students use another, and businessmen still another so that each group has access to the particular kind he needs without being bothered by a contiguous population using the same collection for a different purpose? This is happening, said Dr. Wagman; the larger industrial or research concerns supply some of their own needs and their demands are usually tolerable although at some universities they are becoming unbearable because of the volume of activity there. What is lacking is adequate provision for giving additional service beyond those for whom the university librarian feels responsible.

The state plans are an effort to find a new structure. A very rigid pattern would be difficult to enforce because convenience or ease of access is a major factor in library use. University libraries find themselves answering questions from all over the country and even from foreign countries. He feels there will always be legitimate need to use the resources of the big university libraries for additional purposes. This can be done with additional financing. (See Appendix A.)

The Chairman expressed the Commission's appreciation to Dr. Wagman for his interesting observations, and adjourned the meeting at 12:15 p. m.

### Lunch

### American Library Association Panel

At 2:00 p. m. the Commission reconvened in General Session. The Chairman introduced Miss Mary Gaver, President of the American Library Association.

Miss Gaver stated that the papers presented to the Commission, although planned by members of the Board and Executive Staff of ALA, were individually written by invited members of

ALA, and therefore they should not be regarded as an official ALA presentation. Miss Gaver then introduced Mr. David H. Clift, ALA's Executive Secretary and the following panel members:

Professor Frances B. Jenkins from the University of Illinois Graduate School of Library Science who had prepared a paper entitled "Questions Facing Libraries Today", dealing primarily with bibliographical control of information and materials.

Dr. Frederick H. Wagman, whose statement was entitled "A Federal Government Structure to deal with National Library Needs".

Professor Ralph U. Blasingame of Rutgers Graduate School of Library Science, a specialist in public libraries, whose statement was entitled "Governmental Levels of Responsibility for Library Services".

Mr. Keith Doms, Director of the Carnegie Library of Pittsburgh, whose paper was on "Access to Library Service".

Mr. Marion A. Milczewski, Director of the University of Washington Libraries, whose paper was on "Libraries and the Nation's International Responsibilities."

Having identified the five areas of the ALA presentation, the panel members were asked to speak not for a particular type of library but to give their own overall assessment of the needs and problems facing libraries. Miss Gaver noted that the panelists would have no perfect answers to the many problems raised, nor would they expect a national plan to emerge from the Commission's deliberations but rather would suggest a framework for national planning which they think might be different as well as a delineation of functions and responsibilities at the local, state and national levels.

The Chairman suggested that each panel member preface the discussion with a brief summary.

Dr. Frederick H. Wagman, Director, University of Michigan Library

Dr. Wagman commented that his paper does not represent a consensus but is an attempt to deal with library problems responsibility for which is diffused throughout the government. He hoped his paper did not seem unkind to OE which has done a tremendous job of developing guidelines and handling grant programs. But he saw a dangerous and detrimental lack of focus in government on a continuing basis which might be obviated by the creation of a continuing Commission on libraries (perhaps under the Secretary of HEW) and a bringing together of library interests into a Library Services Bureau reporting to the Secretary (not located under OE but in HEW since library interests relating to health are already outside OE) which would provide staffing to implement and service the National Commission. Since a master plan is unlikely to materialize in the near future, such a central body would be both alert to the needs and have at its disposal the means to implement necessary changes in librarianship's rapid evolution. Dr. Wagman felt the leadership role of the National Library of the United States (which is national de facto but not recognized as such by law) would be improved if a committee of the continuing National Commission were to serve as an advisory body to LC in its role as the National Library (not in its role as the parliamentary library serving Congress and government agencies); in this way it might secure acceptance by the Congress of LC's dual responsibility.

Mrs. Moore complimented Dr. Wagman on a superb job of drawing the problems together and wholeheartedly endorsed his position. Dr. Carter saw two important problems in the kind of structure envisaged here of a separate office in HEW while LC becomes the National Library:

1. The kinds of functions envisaged for a National Office within HEW with respect to:
  - a. Its coordinating, funding, and leadership role in the Federal establishment and its information transfer function.
  - b. Its multiplicity of activities in the non-Federal sector.

2. The feasibility of LC being a major part of the Federal library system, and not under the Executive branch.

Dr. Wagman felt that Dr. Carter described the problem and the confusion of responsibility among LC, OE, and other branches of government. He further proposed a National Commission to serve as a capstone agency in the Federal Government to decide who should carry the various responsibilities. He pointed out that LC could easily be expected to concern itself with research functions only, but it is already heavily committed in national programs (service to the blind, in children's literature, other bibliographic services). An arbitrary delineating limitation of LC's role might call for even more reorganization of Federal Library activities; however, LC could use the support of a national capstone agency to recommend programs and elicit support from Congress for them.

Dr. Overhage asked Dr. Wagman if the school libraries should be under OE rather than a newly established and roughly coequal Office of Library services, and secondly, as to the proposed Commission serving as the capstone agency in developing coordinated national information in the sciences apportioning the work to government agencies, etc. Dr. Overhage asked if Dr. Wagman saw a resemblance to an enterprise of roughly comparable magnitude -- the design and implementation of an essentially computer-managed defense network against manned bombers (Air Force, 1952). They tackled this by setting up a laboratory (owing its allegiance entirely to Air Force) for design and development of a prototype system. He saw the need for such a laboratory as an operating arm owing allegiance entirely to the new Office of Library Services. Dr. Wagman agreed completely on the second question and said he would welcome a RAND Corporation approach. As to the first question, he didn't know where school libraries would end up but felt the present dispersion of library interests was a very grave defect because:

1. There is much library activity and many library problems not directly related to formal or informal education. These are not really provided for in OE.
2. Just the mechanics of coordinating library interests in OE seem to involve difficulties.

The library elements might be brought together and then later divorced, but this would be part of an evolutionary process that should at least be watched carefully by a top responsible group.

As to school libraries, Miss Gaver felt Dr. Wagman's proposal was a great improvement over present fragmentation, and Dr. Overhage suggested the proposal might be more acceptable if it did not attempt at the outset the removal of school libraries from OE.

Dr. Wagman felt it would be impossible at present to put LC into the Executive branch and agreed with Dr. Carter that unfortunately many activities and services are growing up within other agencies that should come from LC. LC should receive straightforward appropriations as a National Library and should be supported by a National Commission. Mr. Lacy related that his experience with Congress was that it was more willing to appropriate funds for LC's Music or Rare Book or Manuscript Divisions than for its Legislative Reference Service, and that Congress has always been hesitant about intruding scholarship upon public affairs. In view of the National Library of Medicine and the Library of the Department of Agriculture, the question was posed whether LC should continue to retain sovereignty over all fields except medicine and agriculture or whether certain other fields, such as science and technology, should have national libraries.

Dr. Wagman would regret to see any other branch of government undertake a national library function in the whole field of the sciences because LC has one of the largest science libraries in the world, has performed many services to science, has undertaken documentation services over many years, and has been very innovative in this area.

Dr. Wagman felt that we are concerned, in part at least with the inability of libraries to provide bibliographic control over the total gross output of scientific research, but we overlook the fact that the user cannot deal with it anyway, even with the best system of bibliographic access. Another stage will be required to make this whole service problem easier. By this he meant a layer of service that would digest and evaluate the product of scientific research. But LC's potential role in managing scientific publications should not be denigrated.

Dr. Wagman stated that he was not pessimistic about Congress accepting LC as the National Library, but rather about Congress moving LC over to the Executive branch (LC's appropriation is fragmented, and Congressional attitude varies toward different parts, i. e. , service to the blind, Legislative Reference Service, etc.). When asked about the establishment of a completely new National Library in the Executive branch, Dr. Wagman considered that such an undertaking would be so enormous that the mind boggled at the thought. It would mean throwing away an unbelievable resource.

Dr. Brodman explained that she understood Dr. Wagman's proposal of LC as having two parts (like the National Library of Medicine): (1) Intramural (running the library end), and (2) Extramural. (acting as the center and focus of library service throughout the country.) Dr. Schramm observed this part to be a network headquarters, and Dr. Brodman saw it also as an experimental group that could offer grants and be innovative.

Dr. Brodman asked why these two groups should not be subsumed under one organization, and what would be the advantages and disadvantages of having a super capstone group in the Library of Congress?

As to grants, Dr. Wagman felt that these might be determined and perhaps apportioned by the National Commission -- grants might well come from other agencies, i. e. , Bureau of Library Services, HEW, etc. If another national library were established, it would be so dependent upon LC's collections that it would be a fiction rather than a reality. But, he was concerned to overcome one problem attendant on LC's being in the legislative branch. He wanted to see part of LC's appropriation earmarked for service to other libraries but he felt that if the capstone agency was in the Executive branch, yet was closely related to LC in its national functions, it would be easier to procure support for the national programs. (See Appendix B.)

Mr. Ralph U. Blasingame, Associate Professor, Rutgers'  
Graduate School of Library Science

Mr. Blasingame commented on the need for partnership in the support of libraries. He felt the history of libraries tends to hold back changes suited to the systems concept financed

by several levels of government. One problem is establishing the responsibilities and functions of various levels of government. It has been thought that libraries have been supported by a local unit, such as the school, community, or business, but with the eroding tax base, there is a definite need for spreading financial support among various levels of government. The Federal level must increasingly provide leadership in such areas as:

1. Development of systems
2. Transfer of financial support from local to local-state-Federal basis
3. Carrying out programs designed to insure free access to the growing bodies of specialized information
4. Research and evaluation of programs (divorced from operations)
5. Regional plans involving a variety of states
6. Technical assistance at the highest level
7. Capital investment
8. Organization of new research information.

Though interested in libraries, the states have only undertaken the task of making general appropriations to universities which included them, and certainly must be urged to do more than this. States have primary responsibility for equalization of opportunity, assuring access to persons who live in areas without local resources and to large bodies of specialized information for a person not associated with an organization that has its own library.

Other reasonable roles for the state to carry are: (1) middle level technical assistance to all types of libraries, and (2) regional operations of plans for service and development and maintenance of communications systems or the transfer of information, and (3) a share in the capital investment.

Noting that there has been no clear-cut rationale for the apportionment of financing between Federal, state and local (all three support public libraries and increasingly school library services), the Chairman asked if ALA had such a clear-cut justification? Mr. Blasingame noted that there is one official ALA statement contained in the standards for library functions at the state level which suggested that the States' share of local public library services might run as high as one-third or one-half of the total cost of a minimum program. The problem must be viewed from different angles such as:

- (a) Population centers with on-going libraries that will need additional or new sources of income to maintain the present level of service.
- (b) Large areas without public libraries with tax resources too limited for the concept of a local-state partnership.

Mr. Blasingame noted that there have been unofficial statements, which to him are not impressive because they are not based on fact and also because this mode of thinking makes it difficult to envision an area in which one of the partners does not enter the picture at all, i. e. , where local government can never support libraries.

Mr. Greenaway asked if the public library should be state rather than locally financed, and if the idea of an Office of Library Services could work for the state government as well as HEW. Mr. Blasingame thought certain states might take primary responsibility (Delaware, West Virginia), but large complicated states (New York, Pennsylvania, California) would probably respond favorably to state contributions, but not to state operation for various reasons, such as the long-standing reluctance of local librarians to deal with the state. Some state libraries represent the beginning of a service agency which could be build upon and Mr. Blasingame's experience suggested that the long-time ideal of the state library as a central agency from which many services emanate may not be the best organizational pattern. There is the possibility that general services might inhibit highly specialized services as well as new solutions and that perhaps the operation of libraries should be separated from general leadership activities.

He saw no disagreement here with Dr. Wagman, who explained his view that a national Commission would decide who in government should do what, rather than LC, and that the proposed bureau in HEW would provide leadership separate from the operation of a library.

When asked by Dr. Wright about curtailing expenditures at state libraries and focusing on equalization of access across the state, Mr. Blasingame did not see this as a serious problem. He explained that state libraries exist in several patterns and that several have substantial collections in state capitals (New York, Pennsylvania, California, Michigan) but usually these collections are not large and in many instances supplement the local library. He pointed out that the major problem state agencies face is that they are now supported by Federal money, which, if withdrawn, would cause great hardships.

Mrs. Wallace commented on the esprit de corps and local pride of the citizenry in their libraries (Massachusetts has more public libraries than it has cities and towns -- one town has three). Wouldn't just a twenty-five cent contribution per capita build up this feeling?

Mr. Blasingame explained that the significant feature of the most influential programs has been that of encouraging development of local libraries, or at least non-interference. He pointed out that state aid to public libraries ranges from nothing in about twenty-five states, to \$14 million in New York State, and that ALA's standard is approached in only about six states. When asked what percentage of support of public library service nationally comes from Federal, rather than state funds, Mr. Blasingame agreed to supply such statistics to the Commission at some future time. He added, however, that local libraries are eligible to receive two or three times as much from Federal as from state funds.

When asked by Mrs. Moore if the state libraries should perform the dual function of service to state government, as well as leadership, Mr. Blasingame responded that such a situation was a local problem, even though states need to have those functions performed. The Chairman suggested three kinds of functions, including a legislative reference service (similar to LC at the Federal level), providing leadership, grants, technical assistance (which

could be done by a Library Commission), and operating as a library of last resort (central collection for interlibrary loans, providing materials).

Mr. Blasingame cited Maryland where this third function is performed through contract with the Enoch Pratt Free Library. He further noted that audiences for information differ markedly and that traditionally the states (except New York) have taken the responsibility for facilitating interlibrary loan for public libraries, but not for academic or special libraries.

Mr. Greenaway observed that people take pride in poor, as well as good libraries, and pointed out that a state public library offered planning advantages. Mr. Blasingame added that both the Pennsylvania and New Jersey plans envisioned ringing certain cities with strong points which have not yet developed. Mrs. Moore felt the Commission might have to concern itself with the whole problem of megalopolis and the changing tax structures. (See Appendix C).

Mr. Keith Doms, Director, Carnegie Library of Pittsburgh

Mr. Doms commented that the problem of access, while rather complex, is indeed, the very heart of library service and should be viewed in the broader sense -- far beyond disadvantaged groups there are people who lack access due to such factors as geography, the unavailability of any library service whatever (affecting about twelve million people) physical handicaps, confinement in penal and mental institutions, etc. Additional problems arise dealing with such questions as the adequacy of library materials, the dispersion of library resources (buildings, collections) staffing patterns (skill, competence, attitude) and the issue of the user and non-user.

Mr. Doms pointed out that more information is needed on which to base new programs and perhaps reshape existing philosophy. Despite rather recent improvement, introduced through legislation, he felt that there are still glaring inadequacies in access nationwide.

When asked by the Chairman if he could suggest key measures for solving the access problems identified in his paper, Mr. Doms responded that there is a need for comprehensive planning

at the national level spanning the under-educated as well as the most sophisticated user. He suggested that continuity of programs is needed. (Few such programs for service to the disadvantaged in the cities have much local contribution, since they are mainly financed by Federal, private, and sometimes state sources.) It is necessary to look at the nation's library needs, to define them and to set about meeting them.

When asked where the twelve million people who lack access are located, Mr. Doms responded that they are not concentrated in any particular area. Miss Gaver noted that this figure could be considerably expanded if school children with either non-existing or inadequate school materials were added. Dr. Wagman stated that such a figure was deceptive because it excluded people with worthless local libraries. Dr. Wright called for more information on the problem, which Mr. Doms said could be provided. Dr. Wright suggested that the Commission secure a map detailing the access problem which would assist the Commission in making effective recommendations.

Since the discussion seemed to indicate a lack of interest toward planning on the local level, and it must come from the Federal level, Dr. Carter asked why the local level was emphasized. On the question of whether funding and setting of standards was a Federal responsibility, Mr. Doms pointed out that a National Commission could be broadly representative of communities of various sizes. Dr. Hubbard pointed out that having a Commission suddenly create a library in a community of about 15,000 people, who do not have a library, would not be a sensible answer to the access problem. Mrs. Wallace stated that there should be state standards and state planning, and stressed that the feeling of civic pride in local libraries could be damaged by state interference.

Dr. Wright asked if there were any standards to measure library needs for a given population (i. e. , Harlem with limited library resources for 500,000 people). Mr. Doms replied there were only yardsticks and Mrs. Wallace noted that standards might seem locally overwhelming and therefore local areas need several years to reach the standard. The Chairman mentioned that a very full ALA standard exists for public libraries. Mr. Doms observed that other problems cause one to challenge some of these standards in relation to access.

Dr. Overhage noted that between the two extremes of the twelve million people with no access to public libraries and, on the other side, the remote ideal of the availability of LC's resources at every post office lies the need for a set of realistic goals, which should be defined.

Mrs. Moore explained that the twelve million people deprived of access lived in counties without libraries, and that the Library Services Act had reduced this figure in ten years from thirty-five million to twelve million. She further pointed out that state leadership in Arkansas purposely starves small units in order to force them into a larger system, whereupon they would receive money. She hoped too that the study on state libraries will include library laws.

Dr. Wagman noted that for decades public library philosophy was directed toward fewer and bigger units rather than toward the proliferation of library services. He questioned whether this was the most appropriate direction.

Dr. Carter asked what evidence determines the setting of standards for public libraries, correctional institutions, junior colleges, etc. and how the standard-setting process beings. Mr. Clift responded that often a first step is to find a good library situation and determine what it contains in such areas as its staff, books per capita, etc. He added that associations see a need for constant revision, i. e., ALA has just finished revising the public library standards. When asked how the examples of a good library situation are chosen and what the standards for a good library are, Miss Gaver answered that the best professional judgment acts as the determinant.

Mrs. Frary noted that the library services provided are the yardstick set up by Federal programs rather than number of buildings and chairs; this provides good experience for the local unit that hasn't done it in the past.

Mr. Blasingame pointed out that because there is neither a body of evidence for standards nor a spirit to develop it, the public library is, therefore, a threatened institution. A serious problem is, for instance, should libraries be the same for Harlem as for Westchester County? When asked by Dr. Knight

who had assumed the Chair, if he would privately recommend that the initiative be taken by another group in addition to the library groups, Mr. Blasingame pointed out that this was a definite implication but that it would be difficult to find people in the subject disciplines who would be willing to take the time to learn the problems in sufficient detail to provide good answers.

Mr. Clapp noted that there should be no embarrassment about the fact that there are no measurable absolute standards and that there are no real standards of adequacy except for certain purposes like public assistance. He added that such standards are subjective and are levels considered adequate by the profession, which rise when improvement becomes possible and when professional groups aim higher. When asked if this is not evidence of the change in the librarian's role from curator to educator, Mr. Clapp noted that because many things change over twenty years the only valid answer is pragmatic experience.

When asked if this was an implicit recommendation that a major research program should be mounted on the information needs of different kinds of communities against which standards might be reconsidered or "measured", Mr. Blasingame thought that although this problem was very important, it should not be studied by librarians or even by OE. Mrs. Moore thought it would be fascinating to learn the information needs of school children, and Dr. Wagman recommended the abilities of Dr. Overhage and the RAND Corporation to deal with such problems.

Mrs. Wallace pointed out that libraries do not advertise their products and that they need to let people know what they have if they are to attract users. Mr. Lacy suggested an additional datum that might be useful: the number of people who have access to libraries of 100,000 volumes (one of ALA's standards) which might be a more significant figure than the statistic of twelve million people without library service. Mr. Elliott thought the former figure might be about one hundred million.

Dr. Carter was also interested in knowing whether the standards that have been set for public libraries could be achieved by the number of library personnel that could be expected in the next decade. If such an index has not been considered, he asked if it was a realistic goal to promote nationally. In comparing this

to medicine, he pointed that if medical goals are not compatible with the number of physicians, then new goals should be substituted. Dr. Overhage added that these matters are related and cannot be isolated.

Dr. Wright suggested that perhaps staffing personnel below the level of the Master's degree to handle less technical jobs would help solve part of the manpower problem. Dr. Wagman explained that in his library, the ratio of non-professional to professional personnel was three to one and would unquestionably rise. He noted that there are programs underway for training library technicians, but that one difficulty is the fact that not enough information has been developed within the profession regarding the kind of training needed for a specific library track. (See Appendix D.)

Dr. Frances B. Jenkins, Professor, Graduate School of Library Science, University of Illinois

Dr. Jenkins explained that the question posed to her -- "How can the organization and control of information sources, the bibliographic record, and information retrieval be developed to provide faster and more efficient service?" -- was a superman-sized problem, embracing the range of libraries and the gamut of patrons from the very deprived user to the advanced researcher, as well as the increasing volume of literature for the United States and indeed the entire world. She pointed out that a complicating factor is the change in forms of dissemination from books and periodicals to include research reports, photo-reproductions, magnetic tapes, maps, prints, filmstrips, and numerous others. Since no library can fill every need, she suggested three alternatives: (1) sharing resources, cooperation; (2) using in-between tools such as bibliographic aids; and, (3) devising methods of increasing availability.

The new studies enumerated in the background paper presented to the Commission may help answer some of the questions. However, she felt that the solution would be the establishment of a national system of libraries. Certain facets must then be considered, such as the contributions of individual specialists, those of learned and national scientific societies, and thirdly, those of government agencies.

Dr. Jenkins emphasized that aggressive planning and adequate financing are needed and that it is necessary to identify users and perhaps reorient them to the availability of resources and new services offered through newer techniques.

Having heard that some libraries such as college libraries are overwhelmed by users and some libraries in city center areas are almost empty, Dr. Hubbard asked if the system proposed by Dr. Jenkins would address itself to such a problem, and if it did, then would it be possible to combine these hitherto discrete functions? He pointed out that duplication of highly specialized hospitals proved wasteful and that hospitals now serve a broad range of community needs. When Dr. Hubbard asked if this idea could be applied to libraries in order to break away from the present triplicate system, Dr. Jenkins considered this approach a partial solution and pointed out that it was underway in some areas.

When asked if it was possible to combine the school and public library, she explained that the public library which has serviced the schools in their early development still shares that responsibility today. (She cited Illinois, which divides the state into four reference and resource areas.)

Dr. Hubbard asked if there was a way in Dr. Jenkins' system to put these several libraries together in a community form of reference, taking population group needs, however defined, and pursuing that path rather than setting up a continuing set of standards for a variety of libraries whose evolution, like that of hospitals, was really an historical accident. Although it would require a different kind of collection, a different philosophy in collection building and in the service given, Dr. Jenkins agreed that such a combination could exist.

Miss Gaver noted that ALA's divisions are beginning to think about developing across-the-board standards. For example, for a newly-created community in Maryland the planners have envisioned a library for the total needs of the community. She stressed the enormous need for information from the beginning elementary grades to the most advanced needs that call for library services within the school.

On the question of whether school and public libraries could merge, Mr. Greenaway asked if school libraries would be in a position to serve all children (including those in parochial and private schools and the adult public in smaller communities.) Dr. Wright suggested that perhaps the Commission could recommend combining school and public libraries in such areas as their structure, administration, and collections in communities of about 50,000 people, in order to provide more efficient service to both children and adults. Mrs. Frary noted that the school and public library roles vary from community to community, and the direction in which the school library is going is still vague. She thought such a combination could work if the two institutions were adjacent in the new community, and although Miss Gaver agreed theoretically she pointed out that a city of about 50,000 people would have a large school system with a few high schools and several elementary schools, thereby creating many administrative problems. Mr. Greenaway suggested that since the school program is mandated and library service is not, if they are combined there might not be services or materials for the adult public.

Dr. Brodman interpreted Dr. Hubbard's query as meaning a library park similar to an educational park in which all segments of the library are brought together (public, school, hospital, medical, law, etc.) but did not indicate whether such could be done in an administrative or physical sense. However, the fundamental question is whether there is a division by type or a conglomerate library which will serve all, from whatever angle the need for information is approached. Miss Gaver pointed out that such a situation administratively in Lansing, Michigan, where the school, junior college, and public libraries all report to the school superintendent. Although the idea of library parks might be a possibility, the Chairman felt the answer lies in discovering and analyzing the various user types.

Noting the trend toward 13th and 14th year schools, Dr. Schramm noted that students coming from such schools will have adult needs and special needs in preparation for professions and jobs, and added that when every city of about 10,000 people has these schools, that might be a compelling reason to pull some of these library services together. He agreed with the Chairman that it is necessary to know which user types there are and for what reasons, with the structure evolving from a central user cluster. (See Appendix E.)

Mr. Marion A. Milczewski, Director, University of Washington  
Libraries

Mr. Milczewski hoped his paper did not seem to limit the need for publications from abroad to the highly technical because there is also a need for the less technical, such as Spanish publications for state programs under the Office of Economic Opportunity, which we aimed for at the Spanish-speaking people in many States. Mr. Milczewski expressed the need to share the fruits of learning and noted the extremely large flow of materials that would be required when the International Education Act is fully funded. He outlined Dr. Reynard Swank's synthesis of the exportable characteristics of American librarianship:

1. Conception of the library as an organization of books.
2. Evolution of a library profession.
3. Attitude of service.
4. Function of the library as an educational institution.
5. Role of the library in the advancement of intellectual freedom.
6. Conception of organized information as a public resource and responsibility.

He called attention to a directive attached to his statement listing those areas that should be developed through the government agencies and requested the Commission's assistance in including librarians on the Council on International Education and added that the Commission should determine how it will support President Johnson's instruction to government agencies for implementation of the national policy statement on international book and library activities. On the college and university level, he felt the International Education Act should be fully implemented and also extended to provide an outflow of materials. He pointed out that LC needs more assurance of financing and an extension of authorization of Title IIC of the Higher Education Act. Mr. Milczewski commented on the needs of scholars abroad, the

reinstatement of the flow of duplicate materials from the United States through the U. S. Book Exchange, and the Informational Media Guarantee Program, and the need for modern electronic data processing and rapid transmission devices abroad, and the Commission's support of the idea that libraries are important in a variety of international programs.

Dr. Carter asked what actions had been taken as a result of this directive to government agencies and what kind of funding increases had there been. Mr. Milczewski explained that there are two bodies within the government -- the Inter-Agency Committee on Book Programs and the Government Advisory Committee on Book and Library Programs (composed primarily of publishers). He pointed out that the intent of the policy statement was to be quite explicit about what the government's role in book and library programs should be and to direct those agencies that had such programs to engage in and request funds for this purpose.

Informed that this directive came from the State Department, Mr. Greenaway remarked that the agencies seemed headed in the other direction with the closing of so many U.S.I.A. Information libraries overseas and asked if it was not better to reactivate or develop libraries along such lines as having the government do this directly and/or contract with other institutions for this purpose.

Mr. Milczewski thought it depended on whether it was engaged in a propaganda activity (which should then be done directly by the government) or setting up models (which should then be done by contract).

Mr. Lacy felt it was the former, but Mr. Milczewski pointed out that through AID's program there is the possibility of establishing demonstration libraries as parts of other programs.

As to recent legislation, the Chairman asked if such legislation seemed to be leading to a proliferation of procedures, groups, Commissions, organizations. Hearing about a number of additional groups being formed under the same umbrella, he asked if there was a necessary relationship among them, to which Mr. Milczewski replied that such was not the case. The Chairman further asked how much coordinated library or book activity is

there in the major Western European countries. Mr. Milczewski replied that there was none between countries but there may be some activity within countries. The Chairman questioned whether the United States was moving into lending help to groups of countries that have not yet begun to resolve their own library problems. Mr. Milczewski said most of our government activities are with developing countries.

Dr. Carter pointed out that there are non-Federal meetings across national lines and added that the Common Market countries are developing technical information exchanges. Mr. Milczewski said there are two very large international agencies -- the International Federation of Library Associations and the International Federation of Documentation -- which have been working at cross purposes for many years, with the documentalists being interested in technical and scientific information and the intense bibliographic activity surrounding it, while the librarians have been concerned with traditional library activities. Only recently have these two groups begun to work together toward a common end. Furthermore, UNESCO is at the verge of reorganizing its whole library, documentation program and archives program, through the establishment of a new division, the results of which will depend on the leadership brought in.

When asked if there was a sophisticated analysis of user needs in the underdeveloped countries before this document was written, Mr. Milczewski said no, adding that it was based on experience primarily. Mr. Lacy stated that there had been a number of previous studies (Turkey, Chile, Peru), a fairly substantial number of publications, and several occasions in which a group of people have studied book and library needs. Mr. Milczewski added that there were many library surveys as well, especially three in Latin America. When asked the extent of U.S. commercial book publishing involved in this venture, Mr. Lacy explained that a typical group would have two publishers and that there has been a very substantial interest in the publishing industry in this whole area, but a very limited American investment in publishing in developing countries outside of Latin America.

With regard to the International Education Act, which if implemented will call for great library support, Dr. Burkhardt recalled the legislative history wherein it was considered that adding provision for library needs would weaken the bill's chances

of passage. Mr. Milczewski mentioned that he had heard the contention that funding of the materials aspect, the library aspect, would come under Title II of the Higher Education Act.

Mrs. Moore called attention to ALA's paper on the relationship between OE and the nation's libraries. She commended ALA for spelling out the problems specifically, and recommended a careful reading of the paper. The Chairman reminded the Commission that in May it would hear from representatives of OE and Miss Germaine Krettek, Director of ALA's Washington Office. (See Appendix F).

#### Adjournment

Expressing the Commission gratitude to all the ALA representatives, the Chairman adjourned the meeting at 5:15 p. m.

#### Executive Session

At 8:45 p. m. the Commission reconvened in Executive Session in the Midway Room.

The Chairman reiterated that the Commission had agreed to gather at Duke University for a future meeting.

On Mr. Elliott's recommendation a letter from Fant Thornley, was made part of the record of proceedings of the Commission. (Said letter, dated March 28, 1967, attached herewith as Appendix F.)

The Chairman joined Mrs. Moore in commending the Staff for handling so well the large volume of work assigned to it, and pointed out that the size of the Staff has been severely limited because of the great difficulty in obtaining operating funds from OE. He requested and was granted authorization by the

Commission to request from appropriate Federal sources increased funds to secure additional Staff for the last six months, primarily to permit more time for the senior Staff members to participate in the preparation of the Commission's report. Mr. Clapp asked if it could be done by Contract. The Chairman replied that funds for research are much more readily available but that OE's rigid restrictions prevented using research money for daily operations. Dr. Eurich asked if it would be possible to categorize the Commission's work under research. Dr. Wright, who felt quite disturbed about the size of the Staff from the beginning, called the documentation incident to preparation of the report "overwhelming", and urged the Chairman to go forward with his suggestion. Dr. Hubbard felt the Chairman should inform the White House that unless adequate staff is provided, the Commission's charge simply cannot be met. Dr. Burkhardt agreed with Dr. Eurich that the whole work of the Commission is essentially a research job and Dr. Hubbard noted that the Bureau of the Budget might not accept this point of view.

Mr. Elliott seconded the motion concerning the imperative need for staff reinforcements and strongly recommend Russell C. Derickson for a staff position to help finish the Commission's work. The Chairman agreed to explore this suggestion and announced that a privately financed and highly important arrangement had been made in which Dr. Frederick H. Wagman of the University of Michigan had agreed to take an analytic overview of the many issues confronting the Commission and late in the summer would look at the structure of the body of the final report. Mr. Greenaway, Mrs. Moore and Dr. Overhage thought that Derickson and Wagman would be an extremely strong combination.

In the event more staff is added, Dr. Wright hoped the position papers would be codified. The Chairman agreed this would be helpful in arriving at recommendations.

Noting that much valuable information is already available, the Chairman expected the Commission's problems to begin to be those of order and priority. He saw a need for increasing selectivity in the choice of witnesses and allowing time for the Commission's consideration of the essential issues.

Dr. Alvin C. Eurich, Member, National Advisory Commission  
on Libraries

"My one concern at this point in our deliberations is that we might possibly get bogged in a welter of details. As we can see, they are impressive and readily available.

I have high hopes for this Commission as I am sure all of us have who accepted membership in it. My hopes are in having this Commission set a vision for the future. I would like to see us produce a document which in the year 2050 people will look back to and say: 'That Commission spelled out well the most important principles for library service that are still valid today. After all, we are the first National Commission on Libraries. As such we should produce a charter for a national and, perhaps, an international library service.

The basic question, I think, which the Commission must face at this stage of its work is: How can we produce such a document for the future?

We have to start with a consideration of what a library is for? What does it do? What should it do in the future? Immediately we become concerned with the services it provides and how well it functions. This morning Verner Clapp referred to the charge made by the President to the Commission; and spelled out eloquently the task before us. He indicated that we were charged with making an appraisal of the services libraries are providing.

As I interpret this charge we need to look at the whole range of possible services. Historically libraries have been thought of as depositories of books which may be used if someone is interested in going there to use them. But I think we have to probe deeper. We have to ask what books are for and why we brought them together in libraries. Essentially they are for the purpose of communications. And we brought them together in libraries to make it easier to communicate our heritage -- what has happened in previous generations.

When we think now of what technology has added to our means of communication and relate these developments to the fundamental purposes of the library, we move immediately beyond

books. We go broadly into all means we now have available for communicating effectively. We should look at the list of research projects to make sure they will provide us with the kind of information we need to accomplish the task set by the charge of the Commission. We need a thorough analysis of the present use of libraries and of possible uses if they had available all the newer means of communication instead of just books and periodicals.

On making our projections for the future we must consider how the library can be of greater service not just to researchers, not just to college students, not just to school pupils, not just to adults. We must examine the whole spectrum and do so in terms of current trends. Earlier today Stephen Wright mentioned the importance of the rapid growth of community colleges; and Wilbur Schramm added that in a short time we may be offering the 13th and 14th years of schooling in every community to 10,000 or more people. What does this mean for the future of community library services? Also there is another development in education, not as apparent as the growth of community colleges, namely the upsurge in programs of continuing education. With more leisure time, such programs will be readily accessible. In fact there is emerging an educational system that will really extend from "the cradle to the grave". What does this mean for the future of library services?

Whether we consider the new means of communication or the expanded services libraries must provide in the future, I am sure we have in this Commission the knowledge, the insights, the experience, and the imagination to clarify the basic principles for library service and to chart the libraries of the future. Whether or not we call it a library is immaterial.

This next Saturday I am speaking at the dedication of a new library at Center College in Kentucky. This new facility is called a "learning center". In addition to books, periodicals, and microfilms, it has in the basement facilities to televise materials over closed-circuit television from the library to every classroom on the campus. It does not take much imagination to foresee the possible uses of a library with such equipment available.

A number of such libraries are now emerging. Although they grow out of the basic conception of the libraries we now have, they provide a new type of resource center with greatly expanded service. In our deliberations we should use these new centers as launching pads for our vision of the future.

To accomplish this we need to do two things:

1. Spell out the basic principles that are important in communicating our heritage effectively, and
2. Chart the steps that we recommend be taken to make the library of the future a dynamic not static center of learning and service. In doing this, we have to be practical. We can't be out on cloud nine in presenting our recommendations to the Administration and the Congress. We can provide the vision and outline the practical steps that can be taken in the years ahead to achieve it, if not wholly, at least in part.

I am sorry Mr. Chairman, to have talked so long, but I felt moved by our discussion today to say what I hoped we as a Commission could do."

Following the statement by Dr. Eurich, quoted here verbatim, the Chairman indicated, in regard to procedure, that the agenda called for the Commission to split into two groups the next morning, whereupon the Members chose the group they wished to attend. There was a show of hands as to which group the Members wished to attend. Seven Members chose Committee A: Mesdames Moore and Wallace, Dr. Wright, Messrs. Elliott, Greenaway and Lacy. Dr. Haskins, Dr. Hubbard and Dr. Schramm expressed regret that they would not be present. Dr. Fussler was not sure he could be present. The rest selected Committee B. Having achieved an almost equal numerical representation on both groups, the Chairman requested Mr. Elliott and Dr. Burkhardt to chair Committees A and B respectively.

Dr. Fussler asked if the reference to restraint in the use of Commission time to hear further witnesses meant the Commission was substantially through with this phase and could devote the May and June meetings to other purposes. The Chairman

noted that at the May meeting the Commission would hear testimony from LC and OE representatives and that there would be other witnesses scheduled for the San Francisco meeting.

Mrs. Gallagher called attention to the fact that the studies on "Libraries and Industry" and "The Research Library" had not been discussed, and noted that she could not fit law libraries into any particular study on the list. The Chairman suggested that the Commission discuss at a later executive session the best way to handle certain studies, i. e., whether to redesign the research library study so that it would include special libraries or have a separate study on special libraries.

Dr. Hubbard felt strongly that an opportunity exists within the professional (special) area for the Commission to find models of experience wherein it could define a population and then seek out the library services which that population requires. He thought it important to take this view of the special library rather than treat it as a special interest area, and was persuaded that the Commission must begin this kind of functional analysis if it is to be able to cut through the wilderness of special interests confronting it. The Chairman agreed that it was important to take into account the needs of the library clientele rather than the interests of any particular type of library.

Mrs. Moore pointed out that the Commission should recommend the strengthening of state agencies (involving all kinds of library development) and noted that she had recommended four state librarians for witnesses. The Chairman hoped that by having the advice of a Subcommittee and having a panel of guests, time could be saved for Commission deliberation. Mr. Greenaway noted that Gilbert Prentice, former State Librarian of New York, is one of the finest exponents of the state library and thought a reprint of his thoughtful article in the last issue of Library Journal would be helpful to the Commission.

Mr. Moore recommended hearing witnesses outside the large metropolitan areas. Dr. Brodman reported that this method had just been tested in St. Louis, Missouri, where she and Dr. Reed had a whole day of hearings and suggested that this would indeed be an effective method of hearing witnesses from various regions of the country. Mrs. Moore felt that if the Commission's report was to reflect the views of only witnesses from the northeast or the major population centers, it would not be kindly received by legislative bodies in other states.

Dr. Wright suggested dividing the Commission into Subcommittees of four or five Members who would hear witnesses, summarize what was discussed, and report it to the full Commission. The Chairman noted that those Members who are participating in the Commission's special studies should be included in the local subcommittee hearings as well.

Dr. Fussler observed that part of the current problem is that witnesses are clearly competing with Commission time for discussion of fundamental issues about the report and if this continues it can jeopardize the Commission's work. Dr. Wright suggested that the newly appointed Committee advise the Chairman and Staff on the remaining witnesses to be heard, limiting them as much as is feasible, and that the Staff report to the Commission in May on what witnesses are yet to be heard, allow further suggestions at that point, and then close the list. Mrs. Moore objected, feeling this was too much power for any Committee.

Dr. Eurich was concerned about the possibility, raised in the Chairman's Memorandum of March 23, 1967, that this meeting would be virtually the last chance to determine the studies to be made and also to decide upon the basic structure of the Commission's report. The Chairman noted that this would be the last meeting to discuss research studies, but explained that there would be ample opportunity at subsequent meetings to formulate the report.

Dr. Carter suggested that the Commission Members, at the time of the San Francisco meeting in June, visit the Systems Development Corporation in Santa Monica, California, where they could see demonstrations in the advanced technology area and possible future applications of computers in library procedures.

The Chairman proposed Tuesday, June 27, as a target date and delegated the decision regarding invitation to Dr. Carter, with the assistance of the Commission's Staff in such matters as polling Members.

In response to the urging of some Members that certain groups with special interests be invited to testify before the Commission, the Chairman observed that the time had come when the Commission must identify the critical areas which are of equal importance to all types of libraries and to the public at large.

Mr. Elliott suggested giving everybody who may have something significant to contribute an opportunity to put his views in writing and that such statements be made part of the record. He felt the evidence and testimony taken by the Commission ought to be published as a backstop for the Commission's effort to get its recommendations implemented. Therefore, Mrs. Moore's suggestion that the Commission hear people from all over the country would be of great importance in impressing legislators. The Chairman agreed that putting a lot of testimony in writing and making it part of the record may be a feasible solution, but does not obviate the necessity for identifying really critical areas not yet encountered.

Dr. Brodman suggested that if it was important for political reasons to hear people from various sections of the country, then perhaps Commission Members from those areas could hold Subcommittee hearings locally, similar to those she and Dr. Reed held in St. Louis.

Mrs. Moore agreed that regional hearings are important and should be held. She also envisioned that after the Commission's official work was done Commission Members might be called upon to speak to legislative bodies about enactment. She pointed out that Title V of the ESEA had literally revolutionized State Departments of Education in just two years and when she considered that it might be possible to get a similar title under LCSA to do the same for state library agencies, she felt the impact would be enormous. She, therefore, strongly emphasized the potential of state library agencies.

Mr. Greenaway suggested that the home districts of certain House and Senate Committee Members might provide guidance for pinpointing the regions where the Commission's local hearings might most profitably be held. Dr. Overhage pointed out that it was equally important to come out with a meaningful report and that the Commission's time should be devoted to discussing questions rather than listening to the testimony of more witnesses.

Mr. Greenaway proposed an appeal to the White House for an extension of the Commission's one-year existence. Mr. Clapp suggested that if the Members divided into groups of three,

each holding two local hearings, such a method would cover twelve states in the country. Mrs. Moore added that the resulting publicity would be very salutary and in order to enhance the effect, she suggested that legislative people should be invited to testify.

As a sample of the questions of substance the Committee might consider, Dr. Overhage cited the copyright problem and the urgency behind it due to imminent Congressional action on recently proposed legislation. The Chairman recommended the following procedure in regard to the Commission's approach to the substantive issues facing it:

1. List the crucial issues which must be heard by the whole Commission.
2. Look at the means and procedures, technical and otherwise, that the Commission needs to be acquainted with.
3. Establish a Subcommittee to deal with the political as well as the substantive problems.

If this procedure were followed, the remainder of the Commission's life would deal with questions of substance, while the report was being drafted. It was agreed that certain broad principles of structure were discussed at the Commission's first two meetings but although much of the testimony the Commission has heard since then has been routine, this does not have to vitiate the development and sharpening of ideas in the last six months of the Commission's life.

Returning to the suggestion that there be Subcommittee hearings in different parts of the country, the Chairman noted that it would be interesting if, for example, Mrs. Moore held hearings in Vermont, Massachusetts and Maine, while Mrs. Wallace held hearings in Arkansas, Texas, and Oklahoma. He pointed out that the proposed procedure discussed at the evening executive session, together with the help of some of the most effective people in the country, should make it possible for the Commission to complete its work well and on time.

The Chairman adjourned the meeting at 10:15 p. m.

Committee A

At 9:40 a. m. , Wednesday, April 19, Committee A, one of two simultaneous panel hearings, convened in the Midway Room of the Water Tower Inn, with Mr. Carl Elliott presiding. Other Commission Members present were, Mr. Emerson Greenaway, Mrs. George R. Wallace, Mr. Dan Lacy, Mrs. Merlin M. Moore, Dr. Alvin Eurich, and Dr. Stephen Wright. Also present were Dr. Daniel J. Reed, a guest, Mr. Ray Fry, and Mrs. Jeanne Hines, reporter.

The Chairman opened the meeting with an expression of appreciation to the witnesses and introduced Miss Eileen Thornton, Librarian at Oberlin College, Oberlin, Ohio.

Miss Eileen Thornton, Librarian, Oberlin College

Miss Thornton said the first thing to bear in mind about any college library was that it must be attuned to the parent institution. There is considerable diversity among these libraries. Miss Thornton said that the Office of Education data suggested something on the order of 2,200 higher education institutions:

- Type 1 -- Two or three-year college programs offering less than baccalaureate, 644 of which some 390 or 395 are public.
- Type 2 -- 823 very simple four-year colleges (88% private).
- Type 3 -- 400 institutions typically offering masters but not doctoral programs (about two-thirds private, and one-third public).
- Type 4 -- 225 complete universities (Ph. D. and post-doctorate).
- Type 5 -- 17 or 18 which can't be generalized.

She said Types 2 and 3 include the large mass of institutions (about 1,300) and include the teachers' colleges.

Enrollment figures for public and private schools are changing, but Miss Thornton believes that roughly two-thirds of the students in the United States are in public institutions and one-third are in private. Both types of institutions have library problems. Mr. Lacy commented that the main problem of such fortunate institutions as Vassar and Oberlin (with high standards and enrollment kept in bounds) was money. Sufficient federal funds at the higher education level should be available to private as well as public institutions. But he expressed concern for less fortunate institutions such as:

1. Brand new colleges which must build libraries from scratch.
2. New urban colleges whose students are scattered geographically over a city, where the feeling is that students can use the public library.
3. Former teachers' colleges suddenly transformed into liberal arts colleges or universities.

Asked for comments as to what kinds of cooperative measures could help emerging institutions create "instant libraries," Miss Thornton, who has been exposed to the problems of smaller institutions, questioned the advisability of creating some of these new institutions in the first place. Personnel and costs are always underestimated in the planning stages and seem to be the main problems. Many factors on the local scene affect the success of cooperative efforts.

Here Mr. Lacy remarked it was no accident that the City University of New York started its Ph. D. program across the street from New York Public Library. Mr. Greenaway said not only were central, branch, and regional libraries contributing to college students' needs, but other college and university libraries were also. He noted that the University of Pennsylvania staff was shocked to discover a faculty member from a new college in the vicinity leading forty students through the University's new library which was hardly large enough to accommodate its own students. In large metropolitan areas, large numbers of day students go home for dinner and then seek the nearest library usually a public one. Mr. Greenaway raised some questions: Could state regulations be set up preventing formation of

new colleges without a specified number of library volumes in proportion to planned enrollment? Philadelphia's Advisory Council went to the president of their new community junior college when it was formed and between them they got enough money for a reasonably good library. But what about the many church-related colleges starting up? Also, how about curriculum changes? Usually the college can't or doesn't very quickly assemble the massive material needed for teaching. Other libraries are glad to help but this creates imbalance later when the new college library has more materials.

Miss Thornton felt it would be wonderful if we could assume that everybody regarded the library as essential to the educational program, but agreed with Mrs. Moore this was not always true. Dr. Eurich asked in what way library services have changed to meet the requirements of today's students. Miss Thornton replied that fundamentally teaching has changed. Students are spreading out from a limited number of books to everything you can put before them. Not only are demands and needs of students expanding in every possible way, but teaching faculties of smaller institutions are also making increased demands on libraries.

Back to the question of library service to others, Miss Thornton noted that Oberlin cooperates with various state institutions offering extension programs (with no library services) and also with a new junior college in their area. Oberlin's library serves these students extensively, but she expressed concern that the Oberlin student body, whose tuition is high, should subsidize service to others. If this can be done without penalty to the students directly involved, fine, since Oberlin's students do use other libraries during holidays, etc. However, she feels some better way must be found to support both new institutions and extension services. She went on to say that in Ohio a small grant will be made to public libraries to buy materials for an extension program. This is slow and materials often arrive after the course (which may not be repeated) is over. She calls this poor economy.

Asked by Dr. Wright what the federal government could do, Miss Thornton replied that Oberlin is only eligible for the basic \$5,000 grant. Such a grant will help the new junior college in their area. Massive sums of money, she feels, would greatly

benefit weak libraries in small or new institutions, and she would like to see \$50,000 grants and pool buying and processing, because there is to some extent a common stock or clusters of common stock that could be acquired and relayed to libraries when needed with a minimum of staff time. Asked if she was aware of cooperative processing on any scale, she felt this was outside her expertise, but mentioned the success of lists such as California's and Michigan's. Perhaps with some financing cooperative ordering is a possibility. She agreed with Mr. Greenaway that cooperative cataloging classifications were better for new and developing libraries than for established ones.

Noting that it costs almost as much to catalog a book as to purchase it, Dr. Wright thought a study of this might be good, particularly as to new libraries. Miss Thornton felt a study of automated cataloging and acquisition would be worthwhile, certainly, preliminary to spending large sums. She objected to duplication of effort with comparable materials, particularly in the new institutions.

Asked by Mr. Lacy if out-of-print materials and back files of journals posed a major problem, she said not if one were content to take microforms; while costly, most places settle for this. Reproduction of art materials is not good, she said, and some scientists apparently object to this method for checking abstracts, but it is better than nothing.

At this point Miss Thornton commented that when a new field is introduced, old libraries face the same problems as new libraries. Oberlin's library had to start from scratch with their just-introduced and rather elaborate program in Chinese and general Asian studies. She felt libraries have a responsibility to remind those who create the curriculum as to the difficulties imposed on the library in some cases.

The discussion then turned to the implications of technology. In response to a question by Mrs. Moore, Miss Thornton said the book is not dead but it is under general attack (i. e., some public institutions in Illinois are having to fight for money for their book budgets because there is some doubt that books are needed any more). The new gadgetry is a sophisticated, complicated question. If she had but one request to the Commission, it would be that they help the librarians explain that current confusion about the gadgetry is a transitional sort of thing.

Asked by Dr. Wright what the Commission should do, she favored recommending pilot demonstrations in technological applications; present research is disorganized. The Commission might encourage pooling of information, research, experimentation, and reporting on some very crucial questions.

Asked by Mrs. Moore to comment on the current loose talk among supposedly well-informed people (e. g., recent speech by a college president calling libraries as we know them passe), Miss Thornton said she regards such comments as appalling and untrue; the library has been constantly widening its definition of itself. In building a new major library building in her own college, they made a special effort to stress the need for a "learning resources center" and the desirability of expanding the old-fashioned "library" concept to encompass that. Now everybody is convinced that the traditional library functions will go on but that other elements will come in as the concept continues to expand.

Mr. Lacy commented on the tendency to use elaborate new techniques in inappropriate ways; it is not denying the effectiveness of the new technology to realize that the computer is not going to do anything for the ordinary sophomore chemistry student -- any more than trans-Atlantic jets will solve the problem of getting from a restaurant to a theater in New York at 8:15. Problems best solved through sophisticated approaches are not the problems of the overwhelming mass of library users in the country; the computer is not going to solve the problem of materials for ordinary college instruction or public library service. This came up at the New York Governors' Conference two years ago, he said, and the real issue was a potential threat to appropriations for support of college libraries. Noting that political scientists are turning more and more to the computer, Miss Thornton observed that it was stupid to look up simple factual things like the population of Cincinnati via computer. She agreed with Mr. Lacy that the book will continue to be with us and that the expanded circulation of nonbook material (films, taped lectures, etc.) will actually stimulate increased circulation of conventional book material. Miss Thornton and the Chairman agreed.

Mrs. Wallace mentioned the Headstart Program, and commented that politicians who want "push buttons" must be taught that the library is a great institution. Miss Thornton

agreed but thought it must be better demonstrated, even within the profession, that the library can be more responsive and flexible. She objected to the word "information" because a library should be a great deal more than a storehouse of information; she thought perhaps the greatest need was to define the library's broad scope. She agreed with Mr. Greenaway that for the first time in history librarians are on the defensive.

The Chairman, Mr. Elliott, expressed appreciation to Miss Thornton and then introduced Mr. Harold G. Johnston, Director of the Detroit Metropolitan Library Project, and Miss Genevieve M. Casey, State Librarian for the State of Michigan. Mr. Johnston suggested that Miss Casey speak first since she knew the Detroit Public Library so well besides being State Librarian. (See Appendix H.)

Miss Genevieve M. Casey, State Librarian, State of Michigan

As background to the Detroit Metro Project, Miss Casey explained that the problems they are attempting to resolve with this project are similar to the problems plaguing metropolitan library areas all over the country; Detroit's problem has two aspects:

1. Preservation of this important research library which also faces the problems of being a core city library located in a tax-supported area usually declining in population, increasingly made up of expressways, public buildings, museums, parks, and welfare cases. She said research libraries are delicate and cannot take starvation. This one faces:  
(a) enormous pressure from outside the city to use its resources, and (b) increased costs and decreasing revenues.

2. Identification of a new financial structure for the Detroit Public Library research collection (over 2 million volumes) so it can be made available to everyone in the region. The Detroit Metro Project is concerned with the research collections in the main library and not with extending popular library service from the branches. Surveys have shown that 30 or 40 percent of use is by people outside the city who are essentially not contributing to the library. In this six-county metropolitan area there are over 100 fine suburban libraries, but none with the possibility of reproducing this big research collection. There is a dual

problem: (a) making the research collection available in an equitable, reasonable, and sensible way; and, (b) preserving the budget of local suburban libraries and maintaining the concept that the local suburban community has a responsibility for popular library service.

In response to a question by Mr. Greenaway, Miss Casey said they are not anticipating, at least at this stage, any complex administrative tie-up between the Detroit Public Library and suburban libraries into a "New York System" with a governing board, or any great federation of governmental units. In a framework of "fragmentism," Detroit has an Advisory Council made up of representatives from each of the six surrounding counties as well as representatives of people from education, business, trustees, and other areas. The Metro project money has been drawn from a variety of sources, including money earmarked for regional library development within the state; there is an operational grant of \$300,000 in the governor's budget for this project -- state money. The first phase was financed by grants under the Higher Education Act to Wayne State University to develop the research design and cost analysis, and Wayne has requested additional funds. They also have funds under Title I of the Library Services and Construction Act. The suburban counties are not now making payments, although they were approached before the project began since it may well have financial implications for the counties.

Asked by Mr. Lacy if there will be a similar system around one of the other libraries in the state, Miss Casey said a study by Nelson identified clearly five major resource libraries in Michigan; they are the University of Michigan, Michigan State University, Wayne State University, Detroit Public Library, and the State Library. She agreed with Mr. Lacy that this just gave two geographic centers, Lansing and the Detroit-Ann Arbor area, and said the study recommended that there be established around the state additional intermediate reference centers to keep the major resource libraries from being flooded with secondary requests.

Asked why such resource libraries could not be limited to the universities, Miss Casey explained that although faculty and graduate students were major users, industry was also a major user, and this study had identified a serious use of and

need for research material by people in the professions (the study included some 80,000 elementary and secondary certified teachers operating all over the state). Also, the Nelson study documented the well-known fact that the extension student is receiving second-class education because he does not have library resources available when he is not on campus. The university view that they can provide him with the same research resources they provide to on-campus students is nonsense, she feels -- they cannot do it. This is another reason for spreading resources around a state. When Miss Casey commented that the Detroit Public Library serves big business, Mr. Lacy stated the suspicion that the nonuniversity-related use of research resources was being underestimated. Westchester County, for example, must contribute heavy use by writers, businessmen, and advertising people who have nothing to do with universities; he thought small to middle-sized business would make more use of business library resources for market and technological information, if they were available.

Mr. Greenaway asked if cooperative book buying was contemplated so that smaller libraries would know what was going to be available. Mr. Johnston replied that the Suburban Librarian's Round Table (a monthly meeting of librarians of the major public libraries) had addressed themselves to this. Miss Casey said that they had originally planned, not only to make the materials available to anyone who wished to use them but, also to provide delivery service so that libraries in the area could phone in requests for information and materials. The suburban libraries had rejected the latter on the grounds that it would jeopardize their budgets. (See Appendix I).

Mr. Harold G. Johnston, Director, Detroit Metropolitan Library Project

Mr. Greenaway asked: (1) What have been the problems in getting the Metro project under way? (2) How much is the project costing? Mr. Johnston saw no problems; they are now at the stage of collecting data and doing the research and the evaluation. As to money, next year a \$300,000 operating grant is anticipated -- part for books, and part for staff. This figure was really arrived at by guess, said Miss Casey; in the long run it will probably cost more.

Responding to Mr. Lacy's question as to how Detroit's Metro system differed from New York's, Mr. Johnston said Detroit was just opening the doors and letting everybody in, first from three counties, then from all six -- special, business, college and public libraries -- the accessibility solution to jurisdictional pollution maybe.

Commenting further on Michigan's plans to expand the concept of metropolitan centers, Miss Casey said they have ten widely varied metropolitan areas in Michigan; what they learn about use patterns and cost distribution in one area may lead to application in others. Paralleling this are other programs in Michigan which also provide some regional access to reference materials:

1. A new state-aid law which provides for funding public library systems (whose headquarters they hope will someday have 100,000 decently selected materials, and will function at the intermediate level). This is not fully operative yet.
2. In the Detroit area there are a number of library systems in addition to the Detroit Public Library, which is on another level.
3. These library systems and the community colleges are tied in by "hot-line" telephone Monday through Friday (as many as 90 or 100 requests per library system); if possible they then provide the materials out of the state library collections and aim to have them in the mail by nightfall.

Mrs. Moore complimented Miss Casey on her written statement and recommendations, noted evidence here of strong leadership and purposeful planning, and asked her comments as to the relevance of state library leadership to the development of the total library program in the state and the importance of the state library in this endeavor. Should the Commission make a strong statement about strengthening state libraries? In this day and age of enormous pressure, Miss Casey felt that although the identity and purpose and functions of other kinds of libraries must be maintained, the only agency in a state which can effectively plan for the coordination and orderly development of all kinds of

libraries in the state. Responding to a question by Mrs. Wallace, Miss Casey said Michigan has a new constitution and the state library now functions under the state board of education -- they fight for their own budget, but it is presented through the state board of education; she said the school libraries are under their jurisdiction too.

Miss Casey emphasized that state libraries are in the best position to coordinate not only within a state, but also outside the state -- within a region and with the federal government; state libraries should continue to be strengthened so they can engage in overall planning. She felt that state libraries need strengthening of their services to state government itself; federal government to improve the quality of state government, and she would like to see the Commission recommend a strengthening of the state library in all of its functions, including its functions to state governments.

Since resources of the states differ so enormously through historical accident, Dr. Eurich wondered if we couldn't provide better service to the poorer states through a set-up on a regional basis with some federal assistance? Miss Casey thought the door should be kept open to regional planning; in her experience, strong state libraries in neighboring states provide a fine mechanism for regional planning. Mr. Greenaway said Massachusetts, New Hampshire, and Vermont have combined to do certain things cooperatively, but this is the exception rather than the rule; municipal ordinances and county laws are sometimes barriers. Some services are given on a regional basis (particularly library services to the blind) but this is disappearing now and there will be a library for the blind in almost every state. He felt almost international planning was needed and asked what Michigan had done for the people who live in Windsor, Canada. Miss Casey said such cooperation had been suggested, but they had enough troubles without trying to serve Canada.

Asked by Dr. Wright as to how Michigan had achieved their enlightened legislation and would the state law in Michigan be a good model, Miss Casey replied that Michigan has a long history of state concern for libraries -- 20 years ago it had one of the very early good state-aid laws. Michigan's original constitution provided for a library in every township. Their distinguished state library of over a million volumes is unusual among state libraries. She felt the statute that established the state library board

and the responsibilities of the state library is a magnificent statute; back in the 1930s it removed the state library from any direct political involvement. The revision passed in 1965 is good, but she wouldn't say it is better than New York's or than Pennsylvania's; actually the state-aid law per se only provides between 30 and 60 cents per capita for public library systems, which she does not consider munificent.

Replying to a question by Mrs. Wallace on matching funds, Miss Casey said that it is a matter of grave concern to her that many state libraries are weak and unable to assume these responsibilities. (See Appendix J).

Chairman Elliott thanked Miss Casey and Mr. Johnston for their statements and then introduced Miss Gertrude Gscheidle, Chief Librarian of the Chicago Public Library.

Miss Gertrude Gscheidle, Chief Librarian, Chicago Public Library

Miss Gscheidle said her objective in making this statement was to point out some of the things that characterize urban public libraries and make them different from other types of libraries within the library picture on the national basis. Public libraries are institutions which serve people from the cradle to the grave, are unable to restrict their clientele, and have few ways to restrict their book collections.

Public libraries are confronted with many problems that are making their operation increasingly complex. Libraries traditionally were independent, but this is no longer so, for they are today very much a part of city government, with responsibilities to city planning and finance departments they did not formerly have. This increases the libraries' opportunities to become a real part of the city complex, but it creates problems for them in administration and management of their own libraries.

Mr. Greenaway compared Chicago's situation to his own in Philadelphia, where people from nearby states use the facility, and asked Miss Gscheidle to comment on whether libraries such as Chicago's, Philadelphia's and New York's, which serve such large areas and combine the functions of research and public libraries, should be completely financed by federal funds. Miss Gscheidle stated that three-fourths of the people

using the reference and research services of Chicago's central library are not residents of the three surrounding states. A way must be found to help libraries such as the Chicago Public pay for these services. She feels nonresident fees are meaningless, and Chicago has never charged any fees; they issue library cards to anyone living in Cook, Lake, Dupage, or Will counties (roughly a 50-mile radius of Chicago), because 90 percent or more of these people either live, pay taxes, work or attend school in Chicago. Most libraries charge no more than \$10 nonresident fees anyway, which just about pays the cost of issuing the card and the first loan of books and doesn't cover reference services at all. Industry pays no fees either, but Chicago's Crerar ( a public library privately supported by endowment) has experimented not too successfully with having industry defray the cost of research services. It is very difficult for public libraries to get private support. Her library has tried, but there is a psychological barrier when a library is tax supported.

Dr. Wright asked if she had any guidelines with respect to establishing new library standards, Miss Gscheidle said that library standards traditionally have been developed by librarians volunteering through their professional organizations; she feels that people from many disciplines should participate in setting standards. New kinds of research are needed. Why, she asked, does one youngster become a voracious reader while others in the same family do not? Perhaps anthropologists or psychologists can answer this. We should also study the culturally deprived and such questions as public library service costs. Miss Gscheidle stated that if the Commission came up with nothing but a thorough study of library standards and realistic bases for them, it would probably do more to solve library problems than anything else.

Asked if she felt the American Library Association's standards for public libraries were unrealistic, she said not necessarily, but they are not standards; they are based on subjective evidence. Federal money is flowing in at all levels; how does this change what library service should cost? Elementary schools are giving far more service to children than in the past; what effect should this have on cost of public library service? There should be a sound basis for knowing who can do these things best, what each of us should be doing, and what it should properly cost under varying circumstances to do these things.

The discussion then turned to questions of library use. Miss Gscheidle mentioned a definitive study, made some years ago, showing that under 20 percent of adults used public libraries regularly. Usually, she said, the results of such studies are debatable. By "use" do you mean book borrowing, use of reference facilities, telephone inquiries, participation in a program the library is presenting? Further research is needed to study many aspects of library use. Why, for example, in Philadelphia are 73 percent of the population, many of them college graduates, not registered for library service? Mr. Lacy pointed out that although it is chastening to realize perhaps only 15 or 20 percent of the people use libraries, statistics also indicate that four people out of five have never flown in an airplane. He said libraries are probably number one in dissemination of books in the United States; book clubs have 3 or 4 percent as members; paperback sales are probably almost entirely within 10 or 12 percent of the population; hard-cover books have an even smaller share; subscriptions even to very popular journals (Readers Digest, Life) reach only 5 or 10 percent; even daily newspaper readers are probably well under half the population. A high proportion of Americans live essentially outside the flow of communication in the broad sense, but libraries are actually doing an outstanding job of communication.

Miss Gscheidle mentioned our changing social values and the common feeling that everybody should use libraries. Only in the last decade has come the notion that every young person should attend college, and we're not sure we're right about that, but clinics, symphonies, art institutes, libraries, etc. -- all these things make a good city, a good nation. The goal is there, but this doesn't mean everybody has to use the facilities tomorrow morning. Mr. Lacy observed that he would probably never use the library of the New York Academy of Medicine, but he was awfully glad it was there for his doctor to use. (See Appendix K).

Chairman Elliott expressed the Commission's thanks to Miss Gscheidle and adjourned the meeting at 12:13 p. m.

## Committee B

Committee B convened in the Tower Room of the Water Tower Inn, Chicago, Illinois, on Wednesday morning, April 19, 1967. Dr. Burkhardt was presiding. After a brief explanation of the reasons the Commission had decided to break into committees to hear testimony, Dr. Burkhardt invited Dr. Jesse Shera, Dean of the School of Library Science, Western Reserve University, to present his statement.

### Dr. Jesse Shera, Dean, School of Library Science, Western Reserve University

Dr. Shera began by explaining that he did not propose to read his written document in its entirety but wished instead to stress one particular point. He emphasized the necessity for more fruitful and sympathetic communication between librarians and practitioners of other disciplines, particularly those in the field of mechanized information retrieval. He deplored the intellectual isolation of librarians and proposed that by such means as inter-disciplinary conferences, librarians be stimulated to reexamine the very basis of their traditional activities. He felt the challenge of an outside viewpoint would greatly improve the quality of library research. He asserted that such an interchange of ideas as he proposed would give them the benefit of past library experience and would introduce them to the challenge of library problems.

Following Dr. Shera, Dr. Burkhardt introduced the Commission's Chairman, Dr. Douglas M. Knight who was alternately visiting both committees, and then proposed that Dr. Ralph Parker, Dean of the Library School of the University of Missouri, present his statement.

### Dr. Ralph Parker, Dean, Library School of the University of Missouri

Dr. Parker proposed only to comment on his written statement. He noted that he was in substantial agreement with Dr. Shera's recommendations. Despite the transfer of library education from on-the-job training to the universities, education for librarianship had unfortunately remained largely pragmatic.

There had been little intellectual contact between the library school faculties and the rest of the university community, and in contrast to the situation in other professions, these faculties with a few exceptions, were not today the principal source of the new ideas that were remaking the library profession. Rather the development of librarianship had come from the more imaginative of the practicing librarians, or from outsiders who were wastefully unaware of some of the successful solutions librarians had already brought to bear on bibliographical problems.

Dr. Parker saw the need "to remold our whole educational pattern, to make not just an imperfect graft of librarianship on the university, but to integrate it into the university intellectual life, to take full advantage of those things which exist outside the profession of librarianship."

He added that one reason for educational reform is the necessity for future librarians to have a mastery of subject as well as bibliographical management techniques and procedures, particularly in technical fields. Another is the simple fact that many of the basic courses now offered in the library schools simply do not justify graduate standing. This degrades the schools in the eyes of the academic community, while at the same time, the necessity for graduate study discourages some desirable people from entering the profession. Moreover, a single year's study is not sufficient to provide the combination of training and education needed by qualified librarians of today.

Dr. Parker proposed that education for librarianship begin in the junior year. The pragmatic skills (cataloging, classification, etc.) would be taught entirely at the undergraduate level. Courses would follow in the principles of bibliographic control, combined with examination and evaluation of existing practices. Such courses would treat both traditional bibliographic practice and the newer information techniques. A third level of course work, entirely at the graduate level, would deal with theoretical topics, giving a broader perspective for future individual development. Along with these library courses, the student would also take an undergraduate major and a graduate minor in some subject such as economics or physics, which would give him greater knowledge to bring to bear on later pursuits.

Opening the meeting to general discussion, Dr. Burkhardt noted that both speakers had emphasized increased intellectual challenge as a means of attracting better people to the field. He

asked if they thought this more important than increased salaries. Dr. Shera felt that improvement of professional performance would have to come before substantial pay increases could be justified, and that pay was not the deciding factor among idealistic young people. Dr. Parker felt that the lack of an introductory course on the undergraduate level was more a deterrent than low salaries, with librarianship losing prospective candidates to fields they could begin earlier and in which they could demonstrate competence to compete for financial assistance in graduate school.

Dr. Carter asked about the present distribution of undergraduate majors for students later entering library school and was told that the greatest number come with preparation in English, history and education. Commenting on this fact, Dr. Parker noted that the idea persisted that the only qualification needed for librarianship was "liking to read". He stressed the necessity for changing this image.

Dr. Carter turned to a point Dr. Parker had made in passing about people in the information sciences needing the same kind of background as those in librarianship, and pointing to the essential similarity of the fields. He asked for expansion and clarification. Dr. Overhage inserted a related question as to the content of the theoretical courses Dr. Parker has proposed. Dr. Parker felt such areas as mathematical linguistics could not be satisfactorily dealt with on the master's level. Dr. Overhage wondered if it might not be necessary to combine a Ph.D. in physics, chemistry, or mathematics with lower level training in librarianship and information science. Dr. Shera felt that before a decision could be made on the curriculum, the relationship between librarianship and information science would have to be explored in greater depth. The problem becomes one of attracting talented people to the task, and unfortunately the traditional image of librarianship works against this. It will be necessary to arrive at a satisfactory new definition of what the librarian ought to be before we can construct a curriculum to mold him.

Mr. Clapp returned to Dr. Parker's proposal for blending subject content in library education. He characterized the former as the "matter" of librarianship and the latter as the "manner" (the techniques by which the "matter", information, is transferred) and asked for additional explanation of how Dr. Parker expected to teach these techniques. Dr. Parker discussed many possible

definitions of the term "information science" and explained that he personally thought of it simply as an expansion of traditional library science. It goes beyond the latter in exploring possibilities as, for example, whether there is a semantic factor by which one can represent the content of a document.

Dr. Carter wondered whether librarians, with the backgrounds they were bringing to the profession today, were equipped to address themselves to such problems. Drs. Parker and Overhage agreed that they were not, but until the content of the curriculum were broadened, saw no possibility of attracting properly equipped people.

Mr. Clapp asked why research in librarianship had to date been what Dr. Shera had characterized as "inconsequential." Dr. Shera felt the reasons lay in the history of the profession. The beginnings in basic research made at the Graduate Library School of the University of Chicago had not been carried over into other programs. One reason was the lack of adequate faculty. Mr. Clapp returned here to the question of salaries, but Dr. Shera did not concede this to be sufficient reason for the failure of the profession to attract top research talent. He admitted it was sometimes a factor.

Dr. Brodman noted that library schools had been successful in turning out able practitioners, but less so in developing in their students an ability to adapt to change and, to cope with dynamic situations.

Mrs. Frary spoke of the difficulty in finding schools willing to undertake the continuing education of school librarians and media specialists. Dr. Parker deplored the dichotomy which had arisen between librarians and media specialists and suggested that the library should be the place for all sources of knowledge regardless of format. He said his school was struggling with the continuing education problem.

Dr. Burkhardt then introduced Dr. Don R. Swanson, Dean of the Graduate Library School, University of Chicago. Dr. Swanson was asked to elaborate on the written statement he had presented to the Commission.

Dr. Don R. Swanson, Dean, Graduate Library School,  
University of Chicago

Dr. Swanson divided the function of the research library into four areas;

1. Planning -- all basic decisions as to the purposes of the library, what materials are needed to serve these purposes, and how they shall be organized and made accessible
2. Management and Administration -- the budgeting of resources and personnel to these ends
3. Professional Activities -- application of the knowledge of library skills to the needs of the user on a day by day basis
4. Clerical Activities -- routine, repetitive tasks

Turning to library education, he felt there had been a concentration of effort on the third category to the detriment of the first. Libraries are notably lacking in people effectively trained to make optimal use of the resources available to meet the library's all objectives. Better planning could do much to alleviate the shortage of librarians by assigning work, where appropriate to clerks or machines. Designing a curriculum with proper emphasis on all four categories presents great problems, but if one must be stressed, Dr. Swanson believes it should be the first, the planning of the library and information systems of the future.

Discussion followed about the relegation of routine clerical tasks to machines, freeing librarians for more professional and planning activities.

Dr. Carter mentioned the distinction made in the aerospace industry between organizational or management planning and product or long-range planning. He asked Dr. Swanson which type he had in mind. Dr. Swanson answered that his concept contained elements of both. It was not necessary to think in terms of very large library systems and also of the place of information systems in the general economy.

Mr. Clapp asked Dr. Swanson's view on why library research is not of higher quality. Dr. Swanson said much of it was conceived with too limited a view and without overall perspective.

Mrs. Gallagher asked which students ought properly to be educated in long-range systems planning. Dr. Swanson felt that all should at least be exposed to it. It should not be regarded as a specialty, but rather should come to "infuse and pervade the field of librarianship." However, education in systems planning should not supplant education in other professional techniques and may not even be appropriate to every library school. As to the content of the course, it must involve a good understanding of the capabilities and limitations of machines and should also involve working with models of complex systems.

Dr. Overhage asked whether the librarians of the major research libraries were currently addressing themselves to problems of planning on a national scale or were leaving the field to engineers, documentalists, and bureaucrats. Dr. Swanson cited the work of the Association of Research Libraries and the Library of Congress, but felt that none had within or without the profession really come to grips with the problem of a national system in its entirety.

Dr. Brodman asked how the results of current research and innovation in the profession could be brought to the attention of practitioners outside the mainstream of library activity. She suggested more opportunities for continuing education in the library schools and more stimulus for self-education on the job. Dr. Swanson commented that directors of libraries should free themselves to devote time to thinking about questions basic to their operation. This might inspire their staffs all the way down the line to adapt themselves to changing situation.

Dr. Carter turned to Dr. Shera's recommendation for an Institute for Advanced Study in Librarianship and Information Science. He asked for comment on its priority, situation and program. Dr. Shera gave it highest priority, thought it should be situated at a university, and that the program should be left open for development by the participants.

Mrs. Frary asked the proper place of business consultants as opposed to librarians in planning the libraries of tomorrow, and the implications for library education. Dr. Swanson answered that while the librarians would not substitute for the management consultant or computer applications firm in expertise, it would still be necessary for him to have sufficient knowledge of their work to present his needs to them, and know what to expect from them. In some cases businesses were hiring librarians to act as intermediaries in their dealings with libraries.

Mr. Clapp returned to the earlier discussion of the subject background of librarians and asked if a science major would be better equipped to handle the library of the future than a man with a humanities background. Dr. Swanson felt that systems planning was probably more natural to a physicist than to a classicist. However, it was more important to attract good people than to emphasize particular subject specialties.

Discussion followed as to the means of attracting people of quality. Mr. Clapp enumerated several paths which have been traditional entrees to the field. Mrs. Frary and Mrs. Gallagher spoke of the poor image evoked by the word "librarian". Mrs. Gallagher and Dr. Brukhardt returned to Dr. Parker's point about the need for subject specialists, asking if he thought the era of the general library were over. Dr. Parker replied that in today's large library, provision of resources cannot be made without depth of subject understanding and the large general library has therefore to be staffed with many specialists.

The meeting was adjourned for lunch at noon.

#### Executive Session

At 2:00 p. m. the Commission was reconvened in Executive Session in the Midway Room, Dr. Knight presiding.

The Chairman reported that the subcommittee had reached agreement about the need for studies of professional and special libraries and of college and junior college libraries. Because of his long-standing interest, Mr. Ruggles would be asked to undertake a paper on the inter-relation of libraries and industry, especially the publishing industry. Following further general consideration of problems deserving full scale investigation, the Chairman suggested the Members submit written suggestions. He summarized the decisions which had been made to date regarding appropriate fields for study, noting that copyright and censorship had been rejected.

Dr. Carter commented that the studies commissioned so far had tended to be narrowly conceived along the lines of traditional library organization. He felt more attention should be paid to developments outside the library field. There was general agreement about this need, and discussion followed as to the proper scope of such an inquiry and the most appropriate group to undertake it.

Dr. Eurich had earlier suggested the need for a broad overall study of library use, including motivation for library use. He feared the compartmentalized studies by type of library might fail to reveal the weaknesses in the general patterns of service. The Chairman now asked Dr. Eurich to undertake a paper on use patterns, both actual and potential. Dr. Eurich agreed to do so if help in collecting data could be provided. Mr. Clapp, Mr. Lacy, Mrs. Wallace and Dr. Carter continued to discuss the reasons why libraries were under-used, and they offered several suggestions on how libraries might be brought to public attention.

The Commission then turned to consideration of the scope of the study on the federal government's relation to libraries. Dr. Fussler noted that federal involvement in information handling was so pervasive that its extent was so far unknown. He felt it imperative that the entire information system is examined. Since the Office of Education inventory being prepared for the Commission would not cover the government's own information systems, there was some discussion on the best means to augment the OE inventory of federal programs. It was generally agreed that the study should include the operation of federal libraries as well as federal assistance to libraries.

Dr. Eurich asked about the status of the study on library facilities. He was told that an appropriate investigator had not yet been found. Dr. Eurich agreed to assist in the search.

The Chairman then turned to Commission procedure. He noted that three kinds of activity were competing for the Commission's time:

1. Consideration of how best to prepare a warm reception for the Commission's recommendations
2. Traditional library concerns as reflected in incoming testimony
3. The cluster of philosophic questions basic to defining the scope of the report.

He felt it would be necessary for the Commission to carry on in all three areas simultaneously, but that it should keep in mind the distinction between them, and he suggested that the Members might divide into groups, each working in one area.

Dr. Burkhardt brought up the matter of Members' assignments in monitoring specific studies and the Chairman commented that it should not be difficult to make appropriate assignments. It was agreed that the pattern of hearing testimony in committee was helpful and should be continued. The Chairman said he would welcome further written suggestions as to the nature of the Commission's report. And he noted that he had discussed the possibility of a continuing Commission on a national level with John Gardner who was interested in the idea and who had seen no hindrance to it.

Dr. James L. Lundy, President, University Microfilms

The Chairman next introduced Dr. James L. Lundy, President of University Microfilms, a subsidiary of the Xerox Corporation, and invited him to offer his testimony to the Commission.

Dr. Lundy presented an overview of the library services complex of Xerox. He described such technological advances as long distance Xerography and telecopier programs, and noted their implications for libraries. He outlined the program of University Microfilms, begun in the late 1930s, to make scarce materials readily available. Asked about copyright difficulties which might arise from his firm's practice of selling positive microfilm made from its master negatives, Dr. Lundy replied that no difficulties arose if one paid royalties and honored copyright meticulously. He had found publishers generally cooperative. The problem of later print-outs from microfilm positives, however, would require further legal exploration.

Some discussion of the current state of the technology and the merits of particular equipment followed. Dr. Lundy described future prospects in mechanized bibliographic control and dissemination of micro-materials.

The Chairman thanked Dr. Lundy and introduced Dr. James G. Miller of EDUCOM, who had recently been appointed Vice President for Academic Affairs at Cleveland State University.

Dr. James G. Miller, EDUCOM

Dr. Miller described the organization, purpose, and policies of EDUCOM. He noted that the 71 cooperating universities view their role in society as one of information processing in a broad sense. Through EDUCOM, they are trying to analyze the relative effectiveness of different methods, and to advance the use of those demonstrated most effective.

EDUCOM considers the role of librarians central to the information processing system. On each campus it tries to bring together all concerned -- librarians, computer personnel, faculty, audio-visual specialists -- in what it calls an INTRACOM committee, to examine the entire pattern of information flow. He spoke of the development of information centers and of information technicians concerned especially with the broad picture.

EDUCOM has been particularly concerned with technological problems and plans which can be handled most effectively on an inter-university basis. It works through task forces assigned

to specific problems. One such task force has developed a prototype computer network to connect 100 Western universities and colleges, with emphasis on their library operations. This planned network rests on certain basic principles. It should:

1. Take advantage of all media
2. Be applicable to all disciplines
3. Provide equal access to all participants
4. Provide this access on demand.

He then discussed problems of funding this project and of developing the necessary equipment.

Dr. Miller also mentioned an experimental inter-university educational TV network currently being considered by Congress and urged Commission support of experiments of this kind. He also urged national support for development of a print-recognition device which would make possible vast information storage projects now impractical because of the prohibitive number of key punch activities involved.

Dr. Miller noted that EDUCOM was planning a conference on the relative merits of facsimile storage, digital shortage and book storage. In response to questioning he presented his ideas on the functioning of a central storage system and its relation to local storage, the former being reserved for little used materials.

The Chairman thanked Dr. Miller and expressed the Commission's interest in seeing copies of a forthcoming book on EDUNET, the network Dr. Miller had described. Dr. Miller promised to provide them as soon as they become available.

The meeting was adjourned at 4:50 p. m.

Approved by the Commission at  
its seventh meeting June 25, 1967,  
San Francisco, California

  
Douglas M. Knight, Chairman

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Frederick H. Wagman  
Director  
University of Michigan Library, Ann Arbor  
April 19, 1967  
Appendix A

Some Problems of the University Library

The category "university library" is so broad and inclusive as to raise doubt concerning the advisability of considering it as a whole. There would seem to be little correspondence between the library of an institution which has progressed from the status of a normal school to that of a small university within a few years and the congeries of libraries serving the 15 or more colleges of a huge university that devotes most of its resources to the support of graduate instruction and research. There may be considerable dissimilarity also in some respects between the libraries of the endowed institutions which are better able to control the rate at which their enrollment has been increasing at an even higher exponential rate than library collections. Nevertheless, since the process of growth is relentless in all universities the differences are a consequence only of the varying rate of development and it may be assumed that sooner or later most of the problems which are already burdensome to the very largest university libraries will plague the smaller ones.

One of the most harrassing problems in the rapidly growing institutions is the chronic inadequacy of library space both for readers and collections. Over the past ten years undergraduate colleges have found it necessary to provide increasingly higher ratios of library seats relative to student enrollment but too often new university library buildings cannot be planned to accomodate existing enrollments adequately, to say nothing of accomodating future increases. Similarly, universities planning libraries are rarely able to provide space for their existing holdings plus the anticipated increment for a reasonable number of years. There is no perfect solution for the problem of growth

but the libraries of too many universities are compelled to temporize with it constantly. The critical nature of the library space problem may be inferred from the high percentage of grants for new college and university library buildings in the first year that federal aid was available for the construction of university and college buildings. Many of these grants, however, are being used to help finance buildings that are only short-range palliatives.

The acquisitions budgets of many university libraries have been increasing rapidly. Last year 12 such libraries spent more than \$1,000,000 for books, periodicals and binding and 42 others spent more than \$500,000. Nevertheless, even at these universities it would be safe to assume that the funds available for acquisitions were inadequate to meet demands. Inflation in book and journal prices and the phenomenal increase in the number of publications of use in research and instruction are obvious reasons for this situation but there are other factors. As faculties are augmented to accommodate increasing enrollments at both the graduate and undergraduate levels, the respective departments or colleges strengthen themselves by employing scholars in whose specialization they had not been strong. These newer faculty members make urgent demands on the library for publications which previously it had not been necessary to collect in any depth, not only for their own use but for the use of new graduate students, many of whom were employed to teach an increasing number of undergraduates. Additionally, the development of interdisciplinary studies, of mission-oriented research, the relatively new concern with Asian and East European areas, the amazing increases in sponsored research, the inherent dynamism of the institution as a whole that finds expression in new research and instructional undertakings, all make demands on library collections that only seldom can be anticipated yet cannot be frustrated for long.

The dilemma of acquisitions costs is compounded by the myriad problems involved in procurement of publications of all types from all parts of the world and in their bibliographic organization into a coherent and integrated record that will help the library user identify the information he wants and tell him

where it is. For a century university libraries have been trying to find solutions in cooperative undertakings. They have come to realize that the only feasible solutions lie in centralized acquisitions work in many areas of the world and in the centralization of almost all cataloging. Both these centralized enterprises must be conducted on a scale that far exceeds the resources that university libraries can provide by pooling their inadequacies.

It is a truism that no matter how effective acquisitions programs may become, no university library will ever be completely self-sufficient in resources. University libraries have always tried to cooperate, within reasonable limits, to make their scholarly materials useful to research on other campuses through interlibrary loan. It has become apparent in recent years that the traditional arrangements have become unsatisfactory. The major resource libraries are receiving too many requests to which they cannot respond with sufficient speed. The ultimate resource library, the Library of Congress, despite its tradition of helpfulness, cannot assume the entire burden and it is apparent that solutions will have to be found in the support of additional national service organizations such as the Center for Research Libraries whose mission is precisely to collect and make available publications that are likely to be seldom used and that the research libraries cannot have available in anticipation of changing need.

One of the persistent problems of the university library has been the excessive amount of labor that has had to be expended on the endlessly repetitive tasks of bookkeeping and inventory control. This problem has been exacerbated by the critical shortage of workers competent to deal even with elementary problems of maintaining bibliographic records in many areas where universities are located. For the solution of this problem university librarians look more and more hopefully to the possibilities of automation and the use of the computer but progress is still slow, national standards are not yet available and numerous libraries are proceeding on their own in undertakings that may eventually prove wasteful, just as it proved necessary to abandon individual cataloging systems in order to benefit from centralized cataloging based on national norms.

The foregoing are all old problems but there are a number of others which, though not really new are already becoming, or are likely to become, aggravated. For some time industrial concerns have been making use of research libraries in their area but in recent years more and more industrial research establishments have been locating their laboratories near university centers in order to avail themselves of the total facilities of the university including its library resources. Their requests for service represent a considerable burden for which no provision is made in most cases in the tax-supported university. Additionally, the effort to derive the greatest possible benefit from the total library resources available has led to the formulation of plans in almost every state which call upon its university libraries to serve as a final resource for colleges, public libraries and special libraries when they find their collections inadequate to serve their users. These plans have not yet been fully implemented and it is still difficult to predict their total effect on the activities of the university libraries. With an increasingly literate population, more and more demands for information from industry and the professions, and with the increasingly rapid development of graduate programs at the smaller universities it is to be expected that they will have a considerable impact.

University libraries hitherto have been wholesalers of information primarily, that is to say, they have dealt with books, journals, and other units of publication in which large quantities of information are stored. Rarely have their budgets permitted them to assist researchers and the faculty in the detailed exploitation of the contents of such publications. Increasingly, today, university librarians are confronted with demands from various units in the natural and social sciences to support research with services that call for detailed and sophisticated indexing of information for very special purposes. Increasingly, also, they are asked to make accommodation within their operations for the management of information in new forms, such as data banks in which information is stored in the manipulable form of punched cards or computer tapes.

More and more the rigidity of the university's organization into colleges and departments is circumvented by the establishment of interdisciplinary centers and institutes of various sorts

which call for special library services that involve duplication of library facilities, of publications and of staff and as universities expand both physically and in terms of research interest their libraries are compelled to decentralize more and more to the confusion of the user interested in a broad subject area who finds his materials sequestered in a variety of places.

Yet another development that is straining the resources of the university library is the rapid decline of the old doctrine that every member of the faculty should be his own bibliographer. The traditional task of the librarian has been to assist in the selection of materials, to organize them for use, and to assist the researcher in identifying the publications which he needs. Today the librarian is being expected to assume a far larger part of the work of collection building. He is expected, increasingly, to anticipate the researcher's needs and alert him to the availability of publications that will help him. This calls, of course, for much more specialization and staffing with subject specialists just at the time when university libraries are becoming such extensive and complicated organizations as to require the employment of special staff for administration, personnel work, systems analysis, and computer applications.

The library profession unfortunately attracts too few people for current needs, library training has not yet reached the stage of offering a variety of training tracks for the many specializations needed in the large university library and research in library problems is too fragmentary and poorly supported to offer many reliable answers to the librarian's substantive questions.

While the librarian ponders these dilemmas he is given periodic and melancholy reminders that because of a great technological advance in the production of paper instituted almost a century ago, his present effort to increase his library's share of the world's knowledge is being offset by the rapid deterioration of almost all the books and journals accumulated by his predecessors that were published in the past hundred years.

None of these difficulties is susceptible to perfect solution and there is no question that federal aid in the last few years has already been extremely helpful in some areas of difficulty and will be more so if it is increased and extended in new directions.

If the problem of library facilities is being ameliorated by the availability of grants from the Federal Government of up to one-third of the cost of the building, in the case of many universities that have to plan library facilities not on the basis of need but in terms of an inadequate total budget available from all sources, a larger contribution from the Government would make a very great difference. Analogously, the funds available to assist libraries in the development of their book and journal collections will be especially useful to the smaller institutions this year. In general, however, they are intended to bolster the neediest institutions and it is not likely that significant funds will be available for the larger university research libraries which are still unable to accommodate the myriad needs of a faculty that tries to encompass the entire world of knowledge. Title II-C of the Higher Education Act which authorizes expenditures by the Library of Congress is making progress toward the use of automation in its bibliographic activities, the other libraries of the country are waiting impatiently for more extensive and more rapid development of this technology at the Library of Congress. In the meantime, many of them are engaging, on their own and perhaps wastefully, in experimentation with machine methods to try to reduce the cost of performing repetitive clerical tasks. Progress on the problem of deterioration of publications produced in the past century is extremely slow. Federal aid is not yet available for this enterprise nor is federal aid available to support a great many bibliographic undertakings that should be performed in the national interest, e. g. , production of a world inventory of scientific serials in machine-readable form. Despite the concern of various agencies of the Federal Government over the welter of over-lapping abstracting and indexing services which still do not provide a coherent methodology for providing access to the content of scientific publications, we make only sporadic progress toward the amelioration of this problem.

Most of these problems are of such magnitude that a significant attack on them is possible only through national programming, national standards and expenditures of vastly larger amounts of money than is currently envisaged, even if state and local governments are persuaded to increase their contribution to libraries. At the moment there is no single body in the Federal Government that can concern itself actively with the problems of university libraries, analyze the needs, draw up plans for their solution and provide guidance and counsel to the various agencies of government capable of assisting in the implementation of such plans.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Frederick H. Wagman  
Director  
University of Michigan Library  
April 19, 1967  
Appendix B

A Federal Government Structure to Deal With National Library Needs

In the past twenty years a new attitude toward libraries has evolved as a consequence of our recognition that information is now a national resource and that its skillful management for optimum use is vital for almost every social enterprise. At the same time changes in traditional patterns of library use, in library constituencies and library functions have alerted us to the need for new inter-library relationships and for new patterns of service. This, together with the Government's desire to strengthen education at all levels, has led to the inclusion of aid for libraries in a number of Federal legislative acts in support of education and to a specific act in support of public libraries. It has also led in some quarters to the rather holistic and wishful thought that, given intelligent planning, the stimulus of extra financial support for cooperative inter-library undertakings, and the imaginative employment of modern technology, it may be possible to design a "national library system" which will reduce redundancy in library work, fill the still-enormous gaps in availability of library service, and provide us with a national library network whose capabilities will correspond to the rapidly growing national need for highly improved information services of all varieties.

Obviously such a single integrated system is a long-range ideal which we find it difficult to define today in other than the vaguest terms. At this stage of library development, diversity between libraries in specialization, constituencies and bases of support, rapid change in demands for service, the possibilities for library application inherent in contemporary technology, and the poor correspondence between either geographic region or politically bounded areas on one hand and strength of informational resources and library facilities on the other, all suggest that we

Shall need to develop many library "systems," local, regional and national, addressed to varied, specialized and changing needs. This, however, presupposes the attention of a continuing central body, national in its interests and widely representative of the social instrumentalities that libraries serve, which can give continuing attention to the problems of national information services and the evolution of library systems, can identify the areas where solutions cannot be achieved through local or regional effort, and can identify the undertakings that the Federal Government should stimulate or even support.

Federal legislation in recent years in support of libraries has been enlightened and well directed. It has stimulated both local investment in library resources and facilities and the search for means of strengthening services through the establishment of new cooperative enterprises. It offers assistance in the critical areas of library training and research and, through Section C of Title II of the Higher Education Act of 1965, it has opened a path toward a solution of several of the most unyielding problems that have been the despair of our research libraries for three-quarters of a century. But well conceived as these measures are, they represent only a beginning stage in a long, slow and difficult development which well require, among other things, a high degree of sophistication regarding library matters in the Federal Government itself. For example, a number of legislative acts intended to improve the quality of education or the quality of life for large segments of our population overlook completely, if unintentionally, the burdens that the implementation of these acts will impose on libraries and make no specific provisions for them.

For the sort of national surveillance and assistance that is needed, the Federal Government lacks effective organization. Responsibility even for the administration of most current library legislation is diffused among several bureaus of the Office of Education. The Division of Library Services and Educational Facilities concerned with libraries that serve all segments of our population, is misplaced in the Bureau of Adult and Vocational Education. Other bureaus of the Office of Education are required to deal with problems of college and university library construction, library research, and library statistics, but they are staffed with too few librarians (or in some instances with no librarians at all) to provide professional

counsel in such matters. Moreover, the Office of Education is not staffed to deal with the problems of the larger university research libraries or the non-university research libraries, or with the complex problem of creating the national bibliographic services necessary for advanced research.

Not only does the Office of Education lack the experienced specialists needed, but those it has are not well integrated administratively for the work of analyzing the growing and changing need for library service to formal education from kindergarten through college, or for helping with the problems of our public libraries which are now called upon to assume increased responsibility for service to students at the high school and college level. It is not specifically oriented toward, or able to assist adequately with, the problems of research libraries that arise from the doubling of published literature every 12 years or as a consequence of the demand for publications from areas where traditional acquisitions techniques are inoperative. It cannot concern itself actively with the problems resulting from new patterns of bibliographic organization to assist mission-oriented, interdisciplinary research, or with the need for new library systems to supplement existing research libraries which cannot achieve self-sufficiency. At best, the efforts of the library profession to find federal support and assistance in such problem areas lead to awkward arrangements whereby agencies of the Federal Government reluctantly and temporarily support bibliographic projects for which they have no direct responsibility and to which they have no lasting commitment. In short, in the one agency of the Federal Government with responsibility for library development, this interest is poorly focused and inadequately supported with professional competence.

At the same time, the Library of Congress, which might well assume responsibility for many nationally needed bibliographic enterprises in addition to those that it does carry on, is the national library de facto but not de jure and is inhibited because of its anomalous status from assuming vigorous leadership in such matters. Its position in the legislative branch of government is considered too often as an obstacle in the funding and administration of projects which are in the national interest. As a consequence, such basic and natural undertakings for the national library as the expansion of its acquisitions and cataloging program to benefit all research

libraries, the publication of a Monthly Index of Russian Acquisitions for use throughout the Federal Government and in the nation's libraries, the establishment of a serials data program to prepare a world inventory of serials, or even planning for the task of preserving the publications of the past 100 years that are decaying on library shelves, all must be funded by transfers from other agencies or by grants from foundations. Currently there is national concern over the inadequacy of existing bibliographical systems in organizing, retrieving and insuring optimum use of the rapidly growing record of scientific and technological research. This is coupled with a well justified fear that the efforts of individual agencies and associations to develop bibliographical services in the sciences without reference to each other or to any national standards may have unfortunate consequences. A recent effort to determine which government agency might assume the responsibility for the development of rationalized, integrated systems of indexing and abstracting scientific information led to the conclusion that the Library of Congress, the largest and most productive bibliographic agency in the world, would not be a suitable choice largely because of its peculiar status. Indeed, it was revealed that no agency of the Government is well suited to serve as the central authority to guide and support this essential bibliographic enterprise.

Perfect solutions for social problems seem to exist only in daydreams and we are conscious of the imperfections of the following proposals for improved organization that will enable the Federal Government to carry out its responsibilities for library and information services. Nevertheless, it seems to us that our recommendations would make far-reaching improvements in the existing situation.

We recommend, first, that a permanent Commission on Library and Information Sciences be established with continuing responsibility for advising the Federal Government on national needs in library services and resources, on national library planning and on federal support for bibliographical and bibliothecal undertakings that are in the national interest. This Commission should have responsibility for assessing the continuing efficacy of existing library legislation and the need for additional legislation. A committee of this Commission, consisting of some of its members should serve as an advisory (not regental) board for the Library of Congress with respect to LC's role as the National Library but not as a parliamentary

library serving the Congress and the agencies of the government. It should also serve through the same Committee in an advisory capacity to the National Libraries of Medicine and Agriculture to coordinate their programs in the national interest with those of the Library of Congress. The Commission as a whole should serve as the policy-making authority for an Office of Library Services which will be discussed below.

This Commission should not be organized as an independent agency but should be placed in the Department of Health, Education and Welfare, independent of the various Bureaus of that Department and reporting to the Secretary. Its membership should represent the library profession, scholarship in the humanities, research in the natural and social sciences, and the public interest generally. Ex-officio membership might include, among others, the Commissioner of Education, the Directors of the National Libraries, the Head of the National Science Foundation and the Head of the Office of Science and Technology. Obviously such a Commission should have an experienced and competent staff capable of managing its task of surveillance, analysis and planning, and it should be funded adequately to permit the periodic employment of others to undertake surveys and reports and to serve as consultants.

Although the Commission need not serve as a fund-granting body, its advice as to how federal funds should be applied to improve library facilities, resources, research and training, its identification of bibliographic enterprises that should be encouraged and of activities that the various agencies of government should undertake to implement national library programs, all would shape future legislation and provide authorization and encouragement for various federal agencies in this area. Thus, for example, if such a Commission were to charge the Library of Congress with responsibility for a program to preserve the deteriorating published record of the past, that agency, with the Commission's support, could request an appropriation directly for this purpose. Similarly the Library of Congress could, with the authorization and funding for such programs as the expansion of its cataloging service to other libraries without dependence on fund transfers from other agencies.

Not least, this Commission could serve as the capstone agency in the development of coordinated national information services in the sciences, apportioning the work to various agencies of government, engaging scientific associations in the effort where this is desirable, involving the scientific and information science interests in the development of technical standards and the exploration of new techniques.

Second, we recommend that within the Department of Health, Education and Welfare a new Office of Library Services be established not merely by drawing together the existing personnel concerned with libraries currently dispersed in various units of the Office but based on the understanding that libraries and information services, important as they are in education, also have responsibilities in all the other areas of national concern that are within the purview of the whole Department. Such an Office should, of course, retain and expand its interest in the libraries serving kindergarten through college. It should concern itself also to a much greater extent with the research libraries of the larger universities, with public libraries, state libraries, special libraries that serve the public interest, documentation centers and the various bibliographic services. It should concern itself with the employment of library services in international programs and in national programs for the acculturation of the illiterate. It should take as its province the problems of library manpower and training, statistics and standards and it should serve as a clearinghouse for information on library research and technology. For guidance and policy it should look to the Commission on Libraries proposed above.

Third, we recommend that the Congress be asked to declare at long last (perhaps by joint resolution of the House and Senate) that the Library of Congress is not only the Library of Congress but also the National Library, that it has both responsibility and authority to undertake bibliographic programs that are in the national interest and that it need not restrict itself to making its services available as a by-product of its work as a parliamentary library.

It seems to us that the central organization resulting from these steps would give the Federal Government the assurance of continuing attention to the changing opportunities for library service. It would assist with the integration of the resources and

services of the national libraries in better coordinated programs of national value. It would help achieve legal recognition of the Library of Congress' broad mission with respect to national bibliographical projects and help eliminate the reluctance of that institution to assert more dynamic leadership in this field. It would reassure the Federal Government regarding the validity of its past and present efforts to strengthen library programs and afford it reliable counsel regarding future legislation. It would serve as an impartial arbiter and planning agency in designing services that involve participation by various federal agencies with conflicting interests or ambitions. Finally, it would serve as an invaluable resource of information and guidance for the libraries of the country in their effort to organize themselves individually and collectively to meet the demands placed upon them by our changing society.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY

Ralph Blasingame  
Professor, Graduate School of Library Science  
April 19, 1967  
Appendix C

Governmental Levels of Responsibility for Library Service

My name is Ralph Blasingame. I am a member of the faculty of the Graduate School of Library Service, Rutgers - The State University, New Brunswick, New Jersey, and Treasurer of the American Library Association. I am charged with presenting information concerning the question, "How can acceptance and implementation of a fair share of responsibility for library service be achieved at each of the levels of government -- local, state, and national?" There are, of course, at least two major questions at issue: first, what is a fair share of responsibility; and, second, how can such a concept be implemented? Needless to say, answers to these vitally important questions are not readily apparent, especially in view of the present sentiment for some kind of tax revenue sharing on a "no-strings" basis between the federal government and the state or municipal governments, or both.

Background: The Library as an institution with active service responsibilities is a product of the urban-industrial society. This statement is certainly not intended to disparage the library's historic role in preserving the cultural and intellectual record of the past, but rather to suggest that it is necessary to view the library in this context in order to understand the problems and opportunities which we face with respect to developing a local-state-federal partnership for library support.

Urbanization in the Western World began draining people from the countryside to work in factories about 1860. The consequences of this process in demand for the production and distribution of knowledge and for constant innovation have been described many times. While there were certain public and academic libraries in existence prior to 1860, that date also marks the beginning of the rapid development of the library as one of many institutions developed to facilitate the discovery and dissemination of knowledge and the development of individual competencies.

The city public library became the prototype or model for this rapid development, reaching its peak in some of the great urban centers. There, the large concentration of people involved in many different productive enterprises presented a great variety of special audiences (so many that it was possible to think of them as a "general public" making certain generalized demands for printed materials); the complex economy both demanded and became able to afford means for the dissemination of knowledge and information; and often, though by no means always, leadership coalesced to promote public support of various institutions.

This model ordinarily showed certain characteristics. These characteristics affected other libraries -- both other public libraries and other types of libraries -- very significantly. These characteristics became so firmly imbedded in the library profession's conception of how its work could be performed as to affect us today when we consider the problem at hand. They are worth brief consideration.

First, the city public library depended on the state government only to authorize its existence by passing permissive legislation, not to provide leadership. Second, the city public library was supported only by the city's economy and largely on funds derived from taxes on real property. Third, the model library did not ordinarily carry its services outside the city limits. Fourth, the model library was organized as a bureaucracy, depending on the division of work into various functions and the construction of a hierarchy of positions and the elevation of the administrator to positions of highest status. The development of a body of technique for acquiring and organizing materials, for rendering service and for other purposes followed. Fifth, the model library was a centrally administered "system" with commonly a large central operation and multiple smaller branches, each of which was to some degree a copy of the central library. Thus, the prototype library fostered certain professional rigidities.

It would be an over-simplification to trace all or even most of the characteristics of the university library (and the college library) to this model. However, certain marked similarities may be observed: the university library is typically not dependent on any authority but that of the university itself; it is supported (with a few notable exceptions) from the university's budget; it typically does not feel obliged to serve audiences outside the university (interlibrary loan represents an

exception to this rule); it is typically a bureaucracy very similar in form to the city public library; it emphasizes many of the same techniques; it is normally a centrally administered system with a large central operation and branches (many of which do not take the form of miniature central libraries). Were these relationships not so obvious, it would be impossible to conceive of a common education for librarians.

The state governments took a limited leadership role during the late eighteenth centuries. Typically, the state library or other "library extension agency" attempted to stimulate hundreds of communities of all sizes and types to reproduce the model library. Differences in size of population to be served, complexity of local economy and resolve of local leadership were generally ignored. New patterns of organization, service, collections and finance were not developed, though the base for a runimentary state system does appear in the California county library law of 1911. Unfortunately, that system did not materialize as it seems to have been envisioned.

In the universities, the tradition of autonomy and the pressures of instructional and research programs of all kinds, among other factors, have fostered library development while keeping cooperation in most matters to a minimum. In the colleges and schools, accreditation procedure, perhaps as much as any other single factor, has enforced library development. This development has also tended to de-emphasize cooperation on any large scale.

To further solidify the tendency toward individualistic rather than cooperative action, state library agency personnel have, with few exceptions, had few meaningful contacts with the heads of large city public libraries or with heads of academic libraries.<sup>1</sup> The federal government maintained a small staff concerned with libraries, but it did not exert significant influence prior to 1956, the date of the passage of the Library Services Act. That Act brought special attention to rural public libraries, specifically excluding all others.

Partnership statements: The clearest statement of partnership in the cause of library development has been made by the Chief State School Officers.<sup>2</sup> Perhaps because of their general activity in support of public education, the states have their closest and most effective relationships with school libraries. Even so, the development of school libraries has been quite uneven, with the large city schools having developed more slowly in this respect than certain suburban schools. The relatively high degree of development of the city public library may account partially for this situation.

Over thirty years ago, Joeckel analyzed the public library and explored rather fully its possible relationships with local, state and federal governments.<sup>3</sup> His work is still fresh and vital. He advocated joint municipal-state support of public libraries with the federal government carrying the burden of equalization of book services.<sup>4</sup> Leigh, fifteen years later, saw the federal government serving a "stimulation" function.<sup>5</sup> Library extension leaders during the nineteen thirties formulated plans for large-scale federal programs but later settled for the Library Services Act,<sup>6</sup> which authorized a program supposedly of limited duration, influenced by both conservatism and the large expenditures needed for the war effort of the early 1940's. The first official expression of a specific formula appears in the 1966 state library standards where it is recommended that the state's share might be one-third to one-half of the total cost of a minimum program.<sup>7</sup> The state, according to these standards, might play a variety of roles from direct continuing support to programs of stimulation of local governments. Only six states have made significant progress toward this standard.

Positions on the state's share in support of other types of libraries have not been taken by the American Library Association except as can be inferred from its statements in support of federal legislation for aid to school, public, academic and medical libraries. Except for aid to school and public libraries, these programs of aid generally bypass the states. An early interpretation of the Library Services Act taken by officials of the U.S.O.E. made it unnecessary for the states to appropriate "new" money in order to qualify for grants of federal funds. For this and other reasons, the Library Services Act and its successor, the Library Services and Construction Act, have not been especially effective as stimulants of state effort.<sup>8</sup>

We now speak of a local-state-federal partnership at a time when some of the proposed partners are unable seriously to participate unless that means the substitution of outside for local effort. Current trends in urbanization and the automation of industry, the recency of much library development, the paucity of models and the uneasy nature of our professional relationships leave us with out prototype in financial distress, our growing suburbs often facing massive problems of public investment, our rural areas largely drained of leadership and the profession of librarianship without clear positions on what this partnership involves. These problems are easy to identify as they affect public libraries, but they also affect the university, the school and agencies of all kinds.

There is urgent need to accumulate the information to illuminate these matters so that they may be openly debated within and without the profession and generally agreeable solutions may be developed. A program of research and development aimed at the experimental application of some of these solutions will also be most helpful. There is need also to define the roles of the several levels of government. What is the position of the federal government vis-a-vis the states, cities, schools, universities? Is it one of supplying only money or should it provide leadership and technical assistance? Should the states develop state positions in planning for library service or are they to be disbursing agents, depending mainly on local initiative? How much can be asked of local governments and how much attention is to be paid to development of special approaches to areas with sparse populations and low tax bases? These are questions which arise constantly as one attempts to plan large-scale programs and to implement them.

1. Long, Marie Ann. The State Library Consultant at Work. Springfield, Illinois State Library, 1965. 105 pages.
2. Council of Chief State School Officers. Responsibilities of State Departments of Education for School Library Services. Washington, D. C., The Council, 1961. 21 pages.
3. Joeckel, Carleton B. The Government of the American Public Library. Chicago. The University Press, 1935, 393 pages.
4. O. Cit., Chapter II.
5. Leigh, Robert D. The Public Library in the United States. New York, Columbia University Press, 1950. 272 pages.
6. Op. Cit., p. 155-156.
7. ALA Standards for Library Functions at the State Level. Chicago, ALA, 1963. 37 pages.
8. The results of the Library Services Act are summarized in Monypenny, Phillip. The Library Functions of the States. Chicago, ALA, 1966, Chapter VI.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Keith Doms  
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April 19, 1967  
Appendix D

Access to Library Service

A long tradition has existed of free access to libraries in America. This tradition is reflected in each statement of standards published by the various types of libraries. In each instance it is emphasized that convenient access is central to fulfillment of the library's purpose in relationship to the needs of its constituency -- be it public, school, academic, institutional, or special library.

While the American library movement has been guided by this principle almost from the very beginning, it is clear that there remain millions of American citizens who lack or are denied access to adequate library facilities. To extend access to library services to such a large group suggests development of a network of library service that begins with the undereducated. It would stretch from north to south and from east to west. Through such a network, suitable informational and enrichment materials would be available whenever and wherever needed.

Because of obvious and pressing needs, "access" is most often associated with minority groups, especially those who are disadvantaged educationally, economically, and culturally. However, there are many millions of other persons who are also restricted in their access to adequate library service. And who are they? These citizens include students of all ages, the handicapped and those confined to hospitals and correctional institutions, business men, professional men and women, and countless other persons who are concerned with continuing education and self-improvement. They may be found in rapidly growing urban areas, depressed and dying sections of the country, or in sparsely populated remote areas.

While there is evidence that substantial progress has been made during the last ten years, the gap between current resources and actual needs is so great that unless giant steps can be taken to close it soon, the nation's libraries will be dangerously inadequate in the face of unparalleled growth of population and knowledge. The national book shortage is monstrous. It has been estimated that over 390 million volumes are needed in order to meet American Library Association collection standards in public, school, academic, and institutional libraries. The inadequacies of qualified personnel and buildings are just as frightening.

The ultimate solution to this large and complex national problem undoubtedly lies in the development of a national plan which would serve as the framework for total library service for all. It would produce a coordinated attack based on experience, cooperation, innovation, and the results of research deeper and broader in scope than has ever been undertaken. New concepts must be expanded and old ones reevaluated.

While there is much that can be done and should be done right now, librarians and their governing bodies at all levels of service are severely handicapped in planning for the future. They need to know more about many things. As a specific example, why do some people use libraries while others do not? Libraries have a nationally important service to sell to a market of almost unlimited potential. It is a market that must be studied in terms of the product and its distribution in relationship to the consumer. But how much is really known about this market? In other words, library planners have an urgent need for more information about users, manpower requirements, the suitability of library materials, inter-library relationships and other areas which bear directly and indirectly on the question of access.

In recent years, public library administrators have learned through their efforts in extending services to the undereducated that providing access really means, "going where the action is." They have discovered through first-hand experience that new patterns of service must be planned and implemented if outreach is to be effective. They have learned that access is not only a "where" question but one that involves "who", "what", "when", and "how".

To serve this group effectively, it will be necessary to develop programs designed deliberately to reach those who lack mobility. Under certain circumstances it will be necessary to replace or supplement conventional building facilities with store-front branches, multi-purpose neighborhood centers, and midget book-mobiles. New training programs for all levels of staff members must be provided to develop skills and attitudes that are central to the success of these programs. The publication of more materials suitable to the reading levels and interests of the disadvantaged must be encouraged, for despite progress in this area, there is a critical shortage of appropriate resources -- especially for adults. But perhaps the greatest deterrent of all is the unavailability of local funds to help support the extension of library services to these groups. Nearly all of the more significant programs are supported with federal, private, or non-local funds. It is a painful admission to make that many public libraries are too poverty-stricken themselves to make than mere gestures in the national war on poverty.

While school library service has been upgraded appreciably as a result of federal support programs, immediate steps need to be taken to provide better access for ever-increasing numbers of students from kindergarten through high school. Secondary school students are, in far too many cases, deprived of access to their libraries after school, evenings, and Saturdays, simply because the library is kept open only during the regular school day. Such lack of access imposes a real hardship upon those students whether or not they have access to transportation. It can also add unnecessarily to the burden of the nearest public library. Students are, of course, welcome members of the public library's clientele; however, when they are compelled to monopolize facilities, access by the general public is limited. Elementary schools are still being built without suitable space for a library and what books there are may be scattered helter-skelter throughout the school. These are real and specific problems which are cited only to illustrate that the nation's school children are also often innocent victims of lack of convenient access to well-stocked, competently staffed school libraries.

Another serious problem has emerged almost overnight as a result of the rapid expansion of community colleges and off-campus programs across the nation. While many of these institutions are put into operation quickly, the secret of developing "instant libraries" has yet to be discovered. The need for them, however, is immediate and, as a result, there are large student and

faculty groups who are deprived of easy access to suitable library quarters, collections, and services. And even after the typical community college library has been established, it is not likely that it will meet the needs of its users on the basis of current standards. Here is an area that is ripe for experimentation in the development of regional reference and study centers and other cooperative relationships. Moreover, qualified academic library consultants are needed badly at the state level. In the meantime, community college and off-campus students will put an additional strain on the resources of existing libraries.

Beyond the several groups identified in this paper, there are nineteen million persons who have no local public library service whatever. Readily accessible materials and programs must be made available to older citizens, handicapped persons, hospital patients, and those who are confined to correctional institutions.

Only through the development of a network of library service which begins with the undereducated and ends with a capacity to meet the most sophisticated needs of any individual will the problem of free access to library service be resolved. Clearly, free access for all and total library service are one and the same. Therefore it is recommended that studies leading to the achievement of this goal be pursued vigorously in the national interest.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY

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Appendix E

Questions Facing Libraries Today

How can the organization and control of information sources, the bibliographic record, and information retrieval be developed to provide faster and more efficient service? These questions of importance to the library community are examined in this paper.

Libraries exist to serve the educational needs of actual and potential users but no one library today can hope to make available all of the materials needed by members of society. Conservative estimates indicate that last year in the United States alone there were 35,000 books, 22,000 periodicals, 16,000 theses and 63,000 patents. In addition, over 8,000 research reports and an unestimated number of photo-reproductions, magnetic tapes, maps, prints and pictures, engineering drawings, educational films, filmstrips, etc. were made available. The student, scholar, and investigator must have access not alone to the resources of our own country but to all knowledge recorded on a comprehensive, worldwide basis. Libraries must select and make accessible, within their budgetary limitations, the materials which will best meet the needs of their library community. Perhaps no library is ever regarded as adequate with respect to its holdings and services, but some are obviously less adequate than others. Local library limitations are partially overcome, with the aid of appropriate current and respective bibliographies, through resources shared between libraries. Thus bibliographies are of major importance in every library and are especially necessary to unlock the resources of research-oriented collections.

Research and development in this country will be funded at an estimated \$23.8 billion level this year, an increase of about 2% over 1966. But research, the true value of which is determined by the new knowledge it provides in all fields of human endeavor, is not complete until its results are available to those who need them.

Informal avenues of communication are the primary method of disseminating information within small groups of scholars with common interests. The serious problem for libraries is the means of providing the rapidly increasing numbers of students, faculty, and professional workers with ready access to specialized information. The proliferation of publications in the form of periodicals, research and development reports, preprints, magnetic tapes, patents, translations, micro reproductions, etc., the importance of current information, and the international scope of many interrelated disciplines are some of the factors which have a profound impact on bibliographic needs.

The complaints of library users in the past have been based on the unavailability of indexing and abstracting services, their overduplication of coverage of some subject areas, their restricted scope, the lack of subject approach, and the tardiness in their publication. Today professional societies, with government and foundation assistance, are improving the bibliographic control of the literature of their field through the introduction of non-conventional current awareness devices made possible by the application of data processing equipment. In addition, the federal government has increased the accessibility of research and development reports through a coordinated Government-Wide Index to publications that are made available to the public. In an increasing number of instances indexes are made speedily available as a computer print-out and on magnetic tape.

Much has been written about the reluctance of the library profession to seize upon computer centered literature searching systems as the solution to the information problem; much of this criticism is unwarranted. Libraries are attempting to provide more efficient service to users by applying data processing equipment in many routine tasks relating to acquisition, improved cataloging, circulation control of materials, and "housekeeping" activities, as well as to the development of new intellectual techniques for organizing the mass of knowledge, such as the creation of thesauri, and coordinate indexing schemes. Special libraries with responsibility for coverage of a smaller segment of knowledge and a limited, well defined clientele, are enjoying reasonable success in the use of computer-based systems for the processing and retrieval of documents. Automated information

storage and retrieval of the intellectual contents of an entire collection does not seem feasible in large research libraries at the present time.

Libraries of all types are optimistically watching such activities as: (1) the establishment of national data systems to replace antiquated handbooks; (2) the operation of referral and information exchange centers to avoid unnecessary bibliographic activities; (3) studies of the literature needs of scholars; (4) experiments designed to speed up and increase the flexibility of primary publications; (5) the development of national indexing and abstracting systems organized along scientific disciplines and utilizing modern electronic and photographic developments in communication; (6) projects to develop automated bibliographies, such as Library of Congress' MARC and National Library of Medicine's MEDLARS; (7) such information retrieval projects as INTREX and MAC at Massachusetts Institute of Technology; and (8) the use of telefacsimile and photoreproduction to speed the transmission of documents and data. Progress reports on such projects encourage formless visions of an entirely new type of library structure, one that will make maximum use of cooperative endeavors.

There has accumulated, during the past century, an extensive literature describing the value of library cooperation. Interlibrary cooperation has taken such forms as interlibrary loans, union catalogs and lists, storage and depository centers, subject-specialization in acquisition, cooperative processing, research and reference centers, educational film circuits, and professional advisory services. There is increasing general interest in conscious group planning for the sharing of resources. It is noteworthy that such cooperative international acquisition programs as the Farmington Plan, the Center for Research Libraries, the P. L. 480 program, LACAP, and the Midwest Consortium are outstanding in their attempts to bring to this country all materials needed by research workers. The bibliographical control of the literature of the world is an objective shared by such groups; an objective encouraged by the recently announced plans for the reproduction of the National Union Catalog and the huge acquisition and processing program of the Library of Congress under the Higher Education Act. Not all forms of cooperation are appropriate to all types of libraries. The pattern for the sharing of resources and services has

tended to be unstructured in some instances and rigidly formal in others. Recently the potentialities of regional library cooperation, under the impetus of state and federal aid, are being explored by libraries of all types in all areas of the country.

How can the organization and control of information sources, the bibliographic record, and information retrieval be developed to provide faster and more efficient service? A national system of libraries appears to be the answer. This would probably include one or more national libraries, with activities coordinated by an administrative agency, supplementing the individual resources and services of systems of libraries at the regional, state, and local level. It seems likely that such a national system would need the full cooperation and participation of specialists, learned and scientific societies, and government agencies. It is certain that the information problem will not be solved without studies such as the one being conducted by the National Advisory Commission on Libraries, aggressive planning by those interested in effective library service for all, and adequate financial support of federal and state governments.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Marion A. Milczewski  
Director of Libraries, University of Washington  
April 19, 1967  
Appendix F

Libraries and the Nation's International Responsibilities

The following statement draws on my service as a member and chairman of the ALA International Relations Committee, on prior service in the international affairs of the Association and as an assistant university librarian, and now as director of library systems in large state universities.

American librarianship has had from its beginning as an organized profession a realization that there is a double obligation in the international field. There has always been the inescapable requirement to secure from nations abroad the publications and the bibliographic aid necessary to develop collections in this country to support education and research. There has also been the desire to share the fruits of our learning and experience in the form of publications, usually through gift and exchange programs, and our professional abilities. While the basic necessities in these two areas have continued, they have not continued unchanged.

The need for publications from abroad to support the increasingly clamoring demands of government and education has resulted over the years in such programs as the Farmington Plan, the P. L. 48 and the P. L. 480, and the Latin American Cooperative Acquisitions Program, among others. Before us are the vistas opened by the International Education Act to supplement and to strengthen all of the above and all of the private arrangements which have been in force to bring a stream of publications into this country. Instead of a stream, a flood is necessary and it is hoped that the International Education Act will help assure this country of the books in the variety and quantity needed.

For export, this country has not only a thriving publishing industry producing books that are in demand all over the world beyond the financial ability of other countries to obtain all that are required -- it has library concepts, attitudes and abilities from which springs the "great complex of libraries, serving ordinary citizens as well as students and scholars," in the words of the National Policy Statement on International Book and Library Activities. Six characteristics of American librarianship suitable for export, enumerated by Dr. Raynard Swank, a former director of the International Relations Office of the American Library Association, are "(1) the conception of the library as an organization of books, (2) the evolution of a library profession, (3) the attitude of service, (4) the function of the library as an educational institution, (5) the role of the library in the advancement of intellectual freedom, and (6) the conception of organized information as a public resource and responsibility." However, American librarianship has recognized that this country had as much to gain as to give and that there is a real exchange of values in the two-way flow of materials, ideas and experience. As a consequence of this belief, there has been a long tradition of participation in organized library discussions and activities through the International Federation of Library Associations, the International Federation of Documentation and support for UNESCO library and bibliographical programs, and librarians have participated through the ALA and other library organizations and as individuals in a variety of programs based on the exchange principle.

Librarians individually and through their professional organizations, however, see more than a mere continuation of the activities of the past. The dynamics of the world situation where "communication," "free flow of ideas" and "access" involve libraries so centrally demand that libraries and librarians be involved in discussion and action related to education as an international subject matter or operating at the international level.

It is relatively easy to develop a catalog of the international programs, existing and future, where librarians with their bibliographic knowledge, dissemination skills, and international interests could be useful. It is less easy to be sure precisely how they ought to be involved. The following paragraphs are illustrative rather than exhaustive of what might and ought to be done.

Specifically, an "outstanding" librarian ought to be numbered among the "outstanding" leaders of American education, business, labor, the professions, and philanthropy to compose the advisory Council of International Education proposed by the President in his message to the Congress in February 1966. In addition, the role of libraries in international education ought to be included in any discussion of programs proposed to implement the President's proposals and any others that might be instituted.

The program of international book and library activities declared as national policy in the statement approved by the President on January 4, 1967 should be put into effect. Specifically, attention should be given to accomplishing the goals enumerated in the "Directive to Government Agencies for Implementation of the National Policy Statement on International Book and Library Activities" (attached). The ALA is prepared to assist government agencies toward accomplishing these goals. Of particular importance are book distribution programs at several levels of education, stimulation of indigenous publishing and distributing facilities, development of competence of librarians through exchange and training programs and development of existing and new national and regional library schools, and improving and increasing the number of American libraries overseas, encouragement of books and other material exchange programs, and improved liaison between U.S. and foreign libraries.

The International Education Act should be fully implemented. The ALA has long been concerned about the supply in this country of materials from and about other countries for research purposes and for undergraduate education and about the need for trained staff to acquire, catalog and put the materials to use. This activity involves the identification of significant materials; securing them by gift, exchange and purchase; identifying and making them bibliographically and physically accessible; preserving them; and recruiting and training necessary staff.

Further assistance is required to assure the prompt acquisition and cataloging by the Library of Congress of books and other materials printed abroad. To this end, full financing and extension of authorization to five years of Title II C of the Higher

Education Act is required. Libraries everywhere will benefit from this central cataloging operation, thus relieving them of much duplicative work. In addition, arrangements made by the Library of Congress with national cataloging systems ought to be given also.

Support should be given to the idea broached to AID and the Library of Congress for the establishment of a central clearing-house where libraries and scholars abroad could apply for copies of needed material.

Reinstatement of government assistance to the United States Book Exchange is required to start again the large flow of materials to overseas libraries available from U. S. libraries and as gifts of publishers.

The Informational Media Guarantee Program should be reinstated through passage of S. 1030, a Bill to Revise the Informational Media Guarantee Program, or through similar legislation. The sale, distribution and wide availability of American books, magazines, newspapers, films and recordings made possible under this program is an effective, influential and relatively inexpensive means of presenting U. S. life and culture abroad.

A review of USIA policy concerning the role of overseas libraries is important. Such libraries now are hampered by a limited view of the true role of libraries, narrow book selection policies, restrictions on their interpretation of American life and inability to demonstrate as they should the role of an American library in intellectual life.

The President proposed that representatives of American education be drawn on to serve as a corps of education officers in the U. S. Foreign Service. Librarians ought to be included and the American Library Association is prepared to recommend individuals, drawing upon its knowledge of librarians known to be interested and qualified for overseas service.

Finally, consideration ought to be given to the application of modern electrical data processing and computer technology and rapid transmission devices to simplify the identification and processing of library materials and their easy dissemination any place in the world.

It might be possible as a result not only to ease library problems in this and other well developed countries, but it might lead to a leap for underdeveloped countries over some of the intermediate stages libraries in the U. S. have had to go through over the years to be productive. Something like the quick transition from horseback travel to air travel in very mountainous countries ought to be possible in the field of librarianship.

Of overriding importance is the kind of consultation represented by the National Advisory Commission's current inquiries. Libraries ought to be seen as vital elements in international programs, and government and other agencies developing or reviewing international programs should be seeking the advice of knowledgeable professional librarians and the organized professional library associations in educational and other programs.

Directive to Government Agencies for  
Implementation of the  
National Policy Statement on International Book and Library Activities

- I. To carry out the foregoing policy, agencies are directed to develop specific courses of action, within the framework of their financial resources and statutory responsibilities, to accomplish the following goals:
- A. To ensure that the book and library assistance programs of all federal agencies contribute on a coordinated basis to the broad objectives of educational growth and peaceful progress in the developing countries by such activities as:
- (1) Assisting in the development of textbooks and supplementary reading materials for indigenous school systems;
  - (2) expanding programs for distributing and supporting the publication of low-priced editions of American books, including textbooks and source materials, in English and in translation;
  - (3) establishing, under local auspices, English and indigenous language rental libraries and bookstores for high school and college students;
  - (4) providing graded reading materials for new literates in local languages or English;
  - (5) providing books to support the basic professions and trades and the learned disciplines, theoretical and practical;
  - (6) providing funds and technical assistance to establish viable indigenous book publishing and distributing facilities;
  - (7) contributing to the development of greater professional competence by increasing the number of exchange and training programs for book publishers, librarians, textbook writers and editors, and persons engaged in related activities;

- (8) supporting a program of library development, in co-operation with the U. S. publishing industry, U. S. libraries, library organizations and institutions, to include:
    - (a) assistance in adapting to local conditions and needs the most advanced library technology;
    - (b) overall "collection development" programs by cooperating institutions in the U. S. ;
    - (c) counseling on library development;
    - (d) sizeable expansion of the present Smithsonian program to provide core libraries overseas with U. S. journals and serial publications.
  - (9) initiating a major training program for library personnel, to include:
    - (a) strengthening of existing national and regional library schools, plus refresher and in-service training and selected work-study training in the U. S.;
    - (b) development of additional regional library schools, with provision of scholarship funds;
    - (c) instruction in the application of modern technology to library practices.
- B. To encourage and directly support the increased distribution abroad of books studying or reflecting the full spectrum of American life and culture by:
- (1) expanding U. S. book "presentation" programs and otherwise facilitating gifts of books abroad;

- (2) encouraging cooperative ventures between U. S. and overseas publishers for the publication of American books abroad, in translations or in inexpensive English-language reprints; and
  - (3) increasing the number of American libraries and bookstores overseas.
- C. To further a greatly increased inflow of foreign books and materials including journals, microfilms, and reproductions of art, music, folklore, archival and manuscript collections, to U. S. libraries through the use of P. L. 480, appropriations under Title II-C of the Higher Education Act of 1965 and other funds.
- D. To stimulate and support a much more extensive exchange program in books and related materials between U. S. and foreign libraries, museums, educational and research institutions.
- E. To encourage closer liaison between American and foreign libraries, greater exchange of reference and bibliographical information and closer collaboration in the development of information storage and retrieval and computer utilization programs.
- F. To support as appropriate measures designed to lower or eliminate tariff barriers, exchange restrictions and other impediments to the free flow of books and related educational materials.
- G. To provide greater support to the efforts of the U. S. book industry toward the attainment of these goals.

- II. The Department of State, in consultation with appropriate agencies, is directed to ensure:
- A. That activities of U. S. Government agencies are coordinated in such a way that Government resources will be used with the greatest efficiency and economy.
  - B. That the actions of the U. S. Government take into account the activities of private institutions and of the American book industry in the international book and library field.
  - C. That specific actions are tailored to conditions in specific countries or regions.
- III. In seeking any new legislation or additional funds, agencies, in consultation with the Department of State, should make appropriate proposals to the President through normal legislative clearances and budgetary channels.

Appendix G

BIRMINGHAM PUBLIC LIBRARY

2020 SEVENTH AVENUE, NORTH  
BIRMINGHAM, ALABAMA - 35203

FANT H. THORNLEY, Director

March 28, 1967

Phone 252-5106

Honorable Carl Elliott  
Brown-Marx Building  
Birmingham, Alabama

Dear Mr. Elliott:

Knowing of your deep interest in American libraries, your record of beneficial and constructive library legislation while in the Congress, your most appropriate appointment by the President to the National Advisory Commission on Libraries; and apropos of our recent discussion about the future needs of libraries, I am following your suggestion to put into writing what seems to me to be our most critical need. Unequivocally, it is manpower! The trained librarian with a B.L.S. or M.S.; the college graduate with a major in Library Science; the technician, with less formal training, but with a knowledge of the mechanics of librarianship. The need is formidable and urgent. According to most current statistics, 100,000 trained personnel are needed right now!

Permit me first to use the situation with which I am most familiar -- the Birmingham Public Library -- one of the largest such systems in the Southeast which maintains a large downtown central library, sixteen branch libraries (most of which have been constructed in the past ten years), a county library, four bookmobiles, a collection of books numbering over 700,000 volumes and an annual circulation of over 3,300,000. The staff which renders library service in Birmingham and Jefferson County consists of approximately 150 full and part-time employees, and of this number only nine hold graduate library degrees. I hasten to add, however, that many whom we have trained on the job, and with long years of experience and service, surpass in excellence and ability the mediocre graduate of a library school. But the fact remains we are in desperate need of trained personnel and competent young people with some type of library education. How the Birmingham Public Library has been able to hold body and soul together during an ever increasing demand by the public, a growing circulation, and an expansion of facilities, remains a mystery to me. Birmingham's situation, however, is in no sense unique, for I am reliably informed by my colleagues in other towns and cities, that they are all in the same impossible situation. The matter of personnel is an ever mounting problem, not confined to public libraries by any means, which has now reached an alarming state of crisis. I feel certain that any librarian on the Commission will substantiate this statement.

Honorable Carl Elliott  
Page Two  
March 28, 1967

What is compounding our dilemma and concern, are the Federal Funds being made available through the various titles for new buildings, branch libraries, purchase of books and innumerable projects -- without sufficient and capable personnel to judiciously execute these plans. The state library agencies are overwhelmed with the herculean tasks confronting them; they are bogged down with Washington redtape, submitting for approval the various plans they hope will work for their states; they are deluged with inquiries from librarians, politicians, boards of trustees, pressure groups for money for new buildings, for Title I money for services; they must act as consultants and advisors for building programs, often times with problems with which they are not familiar; they are besieged with long distance telephone calls and librarians from all over the state seeking in person advice and help; they are trying desperately to allocate funds impartially -- to satisfy libraries in their area and at the same time to adhere to the regulations which will satisfy Washington. Theirs is a thankless job and they too need additional, qualified people in the library and allied professions.

Dr. Jesse Shera, Dean of the School of Library Science, Western Reserve University, has put it very succinctly in a recent article in Wilson Bulletin, "What is the value of offering library service to countless potential recipients when there are not enough librarians to administer that we now have?" To put it mildly, we have put the cart before the horse. If new library buildings are to be built and new programs to be initiated, there must be competent and professionally educated staffs to administer them. It is as simple as that.

I am quite aware of the problems in existing library schools, both on the graduate and undergraduate levels. They need capable faculty members just as we need librarians in our libraries; but ways and means must be developed to cope with the training of these much needed persons.

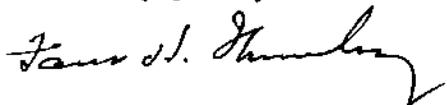
I would therefore recommend that a survey be made (and many have been made) of existing library schools and undergraduate courses being given, to determine the maximum number of students who could be accommodated above the current enrollment, that sufficient money, say \$10,000,000, be provided from the Federal programs to award additional scholarships and fellowships to all talented persons who can be enlisted for study of librarianship; that these stipends be sufficient to pay all the student's expenses in order that he can complete his training without delay; and that each state be allocated a proportionate number of graduates when his study is completed.

Honorable Carl Elliott  
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It is foolhardy to pour millions of dollars into libraries for the purchase of books when there are not qualified personnel to select, catalog, and then use these books wisely; it is ridiculous to "cook up" programs, often times far fetched, to obtain additional Federal money when other important phases of essential library work go begging.

The average library administrator is already hard put to keep his head above water without sufficient staff, and though millions and millions of dollars may be made available to libraries of every description, unless the manpower problem is first dealt with successfully, we cannot succeed in our attempt to provide the library service our American people deserve.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Fant H. Thornley". The signature is written in dark ink and includes a long, sweeping underline that extends to the right.

Fant H. Thornley, Director  
Birmingham Public Library

FHT/dg

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Eileen Thornton  
Librarian, Oberlin College  
April 19, 1967  
Appendix H

For the purpose of this paper, colleges are defined as those institutions which award bachelors' degrees, which are primarily concerned with the liberal arts, and which place a minimum of emphasis on professional study or graduate work. This excludes junior and community colleges, teachers colleges, special professional schools, and the true universities. Colleges within the university context are very significant in terms of numbers of undergraduates taught and in library concerns, but seem more appropriately dealt with when considering university libraries.

About half of all higher institutions fall into the college category, and the colleges enroll about one-third of all students in higher education.

\* \* \*

Whatever good things happen in a college happen or should happen in its library. Sometimes the library is better than the college deserves, sometimes it is worse, but by and large it reflects the aims and actions of its parent.

Even a small academic library is a slow-moving creation, and it takes time and money and skill to make it respond to institutional needs. New subjects are introduced into the curriculum with too little provision for library support. New faculty members teach old courses in new ways which the college library cannot always catch up with. Textbooks are used less and less, students get better and better at exploring and using library collections, book prices rise faster than book budgets, and suitable library staff are harder and harder to find. The world of learning grows wider and deeper, and like Alice, college libraries have to run faster and faster just to stay where they are. At present, among college librarians, there is a good deal of concern as to whether we are even doing that.

This recital of woes does little to suggest why college librarianship is an attractive and satisfying career. It is, of course, exciting to build and be part of a library responsive to a service in which one believes. It is rewarding to work with good teachers and students. College libraries are usually compact enough for the librarian to have a real share in the uniting of readers with books.

Characteristically, colleges are small. Most are old, though the ranks of the new and of those grown up from junior colleges, or changed from teachers colleges are significant. Overwhelmingly colleges are privately supported; this in itself causes some uneasiness about the future. Changes in curricula have tended to be evolutionary rather than revolutionary in the past. The emphasis has been on the intimacy of relationship between the teacher and the taught, and increasingly of late on the preparation of students for graduate study.

The library continues to be extolled as the heart of the college, but with growing pressures from other elements in the scene and increasing difficulty in spreading financial resources equitably, there is some doubt as to the real status of the library within the college.

New federal support and national interest indicate that libraries in and of themselves are about to get the aid we practitioners naturally think they merit. The new legislation tends to stress experimentation, innovation and cooperation, all of which are needed. At present, however, efforts in these directions by librarians in college libraries come at a cost to the central and continuing library needs; what an injection of red blood it would be to the "heart of the college" were there ample funds to support the persistent and undramatic costs of college libraries. Unfortunately, nothing is harder to glamorize than great teaching, real learning, and the basic library tissue that supports them both.

Colleges have a particular responsibility, I believe, to find and encourage young people to enter this field. At the same time, colleges must also see to it that college librarianship is genuinely attractive on the spot or they will lose their own recruits to greener pastures. Salaries, status, responsibility and general partnership must be improved if colleges are to have librarians comparable in quality to that of the teaching faculties and the students.

In the development of college library collections, there is no great problem in selecting and supplying the basic materials that can be made to suffice for student use. The real problem comes in supplying faculty needs. The significant point here, though is that there is really no sharp separation of these two needs. To get and hold the good teacher today requires that the institution also give him room to continue his research interests. Those interests may have little to do with the classroom or they may flow straight back into teaching. They may be served to some extent by means of leave systems which permit intensive, intermittent research away from college in the great research centers. They may be served to a small extent via interlibrary loan procedures. But happiest of all they may be served, at least to a reasonable degree, through careful selection of college library materials which aid the teacher directly and at the same time permit him to open up the world of scholarship to his students. Materials of this level probably would not be considered exalted research materials in the university library, but they go far beyond the absolute demands of the specific courses offered in the college.

If we are to keep faculty members and to continue to offer able students the opportunity to reach just short of their grasp, college libraries have to be more than minimal. This seems like concern for the overadvantaged; in the light of our national and international needs, it seems like a wise investment. A part of this enrichment of libraries may lie, hopefully, just over the electronic horizon.

A major worry for all higher institutions, and one which may be particularly significant to the colleges, is the effect that automation and electronics will have on the college itself and on its library.

A characteristic of liberal arts education, for instance, has been the emphasis on learning how to think, on knowledge as differentiated from information. How will the actual content of collegiate education change under the impact of the new technology and the avenues it opens up? What will happen in teaching methodology? What materials in what forms will be needed if curricula and teaching methods change? How will traditional library materials and materials available through the new technology merge and interlock?

If there are to be great changes, how does the individual college meet them? Does the library expand its concepts, its staff and its quarters to encompass all versions of materials so the resources of learning and research are interwoven, or do new and separate agencies come into being? Which is the better way?

In internal operations, what does the new technology mean to libraries in terms of acquisitions, cataloging, bibliographic control, reference services, availability of materials to users and access to data elsewhere? What are the staffing implications? Which libraries should undertake to experiment and innovate? Which libraries can lead other libraries? How can the librarians advise their institutions on the pertinence, timing, economics, and feasibility of these developments?

For college administrators, how can they best plan for the long haul? What should they do about replacing outworn library buildings? How much should they continue to invest in their college libraries? To what extent do present and prospective library operations, curricular modifications, and teaching changes weigh into the decision to use computers? How can administrators judge the advisability of costly cooperative ventures, many of which will lean on electronics, where the library interests of the college are involved?

Already evident on the college scene is great confusion on these matters. As was the case with the emperor's new clothes, no one -- trustee, college president, librarian, faculty member -- likes to admit that he really does not yet see the new garments or understand their coverage. Many college librarians are already finding it hard to defend budgets that will keep present library collections going. Many are finding themselves under criticism because they are not urging their chiefs to buy consoles and install push-buttons.

The college librarian, in the eyes of the college president, is a specialist on whom he should be able to rely for top advice in all matters pertaining to libraries. The college librarian, to himself, knows he is a generalist, that these new developments are so highly specialized that they tend to be no more within his ken than in that of anyone else in the institution. He reads the literature but finds no clear panaceas there.

On the part of librarians, there is obviously some fear, some jealousy of the new prospects. There is much ignorance of both the possibilities and the limitations. There is also much lively and intelligent interest, great eagerness to be involved. Help is needed all around.

Most college librarians are close enough to the realities of present library usage to believe they must fight to keep libraries going pretty much as they are, at least until there seems to be enough available behind the push-button to take the place of traditional forms of material. They struggle with the exploding world of print, in which more and more items seem pertinent for the college's use, and they find it hard to believe that the book is dead. They genuinely want to know if that medium is too much their message.

All of this points to the fact that there is a great lack of realistic information as to what is now practical in colleges and in college libraries in the use of the new technology and what is to be practical in the future. This is an area in which the Commission might help all of higher education, but especially the collegiate level, if it were to press for appropriate research, disseminating of information, and consultation.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Genevieve Casey  
State Librarian, State of Michigan  
April 19, 1967  
Appendix I

Michigan Libraries, 1967

Public Libraries.

Five years ago, there were one million people in Michigan without access to any public library service. Expenditures for public library service, largely local, were at \$2.46 per capita. State aid to public libraries had not budged from its 20 year level of \$420,000 -- which amounted to about 5¢ per capita -- or grants too frequently of less than \$100.

Although the library leaders in the State had formulated as early as 1960 a State plan which recommended larger units of service, building upon the strength of the larger libraries, and increased state aid to library systems, its acceptance among the rank and file of librarians and trustees was anything but general. Two demonstration federations -- rural libraries held together with a network of contracts and regular transfusions of LSA funds -- were in existence. The State Library had a book fund of \$60,000 and was geared (in its public library service) to the smaller, rural libraries. There were 301,000 books circulated largely to small public and school libraries and to individuals living in those areas with no access to public libraries. Consultants worked heroically to persuade these small public libraries of the advantages of co-operation, and to upgrade the quality of small town librarians.

Owing to a somewhat ambiguous statute, disputes between school and public libraries over 2 1/2 million dollars in penal fines occupied much too much staff time, and much too much local energy.

Although a gap still remains between quality public library service as defined in ALA's new Public Library Standards, nevertheless, the progress made in the last 5 years even the last 12 months, is striking.

A new State constitution in 1963, and implementing legislation in 1964 resolved the hundred year war of the penal fines. Public libraries now receive about 1 1/2 million more dollars than they did 5 years ago. More important than the increased funds, perhaps, has been the creation in all counties with population unserved by public libraries, of county library boards who have authority to contract with penal fine money for public library service with existing libraries within or outside the county. In a single stroke of the Governor's pen as he signed P.A. 59 in 1964, those one million people in Michigan, without public library service, gained theoretically at least, some measure of access to library service. The following year, after two attempts blocked largely by the fears of librarians and trustees, P.A. 286, a new State aid law creating public library systems finally passed. The results of P.A. 286 coupled with the LSCA Act, extending greatly increased aid to metropolitan areas, have been dramatic.

On January 1, 1967 there were 23 public library systems, serving about 75% of the population of the State. Within the last year alone, about 500,000 persons were added to the population served by the systems. Local support increased from \$11,700,000 in 1962 to an estimated 20 million in 1966. Although State aid to public libraries is still a long way from ALA's recommended fair share, at least it has been jarred off its 20 year dead-center of \$420,000. Last year it rose to \$620,000, this year to \$1 million. The governor's budget for 1968, now pending, recommends \$2 million. During the last 5 years state aid to systems has risen from zero to 9-20¢ per capita. When P.A. 286 is fully implemented, it will stabilize at a modest 30-60¢ per capita.

Bolstered by LSCA funds, the systems began in 1966 to show solid accomplishments -- in accelerated and improved reference services, larger and better book collections, in universal borrowers' cards, in upgrading of personnel by in-service training programs, in audiovisual materials and other new or expanded services.

The impact upon the State Library has proven again the adage that better local libraries require better central resources. State library expenditures for books have grown in these 5 years from

\$60,000 to a budgeted \$320,000 in 1966-67. Use of the collections has grown by 94% within the last 5 years, with over half of the materials borrowed by metropolitan libraries.

The extension of a daily "hot line" service from the State Library to all system headquarters has facilitated the use of the collections -- as have the creation of new bibliographical tools -- a quarterly acquisition list (which on cumulation will become a book catalog of recent acquisitions), an index to Michigan periodicals, a monthly State Library newsletter, a periodic Systems Newsletter, an expanded index to Michigan documents and numerous serialized bibliographies. Photocopying, chiefly of articles in periodicals not locally available, has risen during the last year to 130,000 pages, despite, or perhaps because all periodicals indexed in the Readers' Guide are now deposited in all Michigan libraries serving over 13,000 people, and all periodicals indexed in the Abridged Readers' Guide are in smaller libraries.

In 1964, the State Library embarked upon an ambitious project to provide librarians throughout the State with opportunity to examine new books before purchase, partly as an aid in book selection, partly for the essential in-service training value of seeing a wide variety of materials. Within the last year, "Greenaway" contracts with major publishers were negotiated for 21 systems for the benefit of all member libraries.

At the very least, these Greenaway contracts have broadened the range of materials available within the regions, and raised the sights of some librarians. Before the book examination centers can be considered more than an interesting novelty, however, we must find ways to realize their potential to coordinate purchases within each region, and to upgrade staff by convincing individual librarians that looking at books is worth the time and travel required.

Allied to the book examination centers is an equally ambitious project to provide central cataloging services, from the State Library for all public (and school) libraries. Within the last year, over 3 million catalog cards for 4,500 titles were distributed to 125 public libraries within the systems at a total cost of 2 1/2¢ to 3¢ per card. All systems participating in the program testify that the project has saved time on the local and system headquarters level.

The two year's experience has taught us how to provide catalog cards at approximately publication date at a lower cost in time and money than most libraries can produce their own. Before the central cataloging project can be considered more than an interesting experiment, however, it must double approximately its range of titles and thus prove meaningful to the large libraries of the State. We must also find patterns for an effective partnership between regional processing centers and the central cataloging center.

Although Michigan still has many small libraries dependent upon the diversified skills of the State Library generalist consultant, either because they are not yet affiliated with a system, or because the system has not yet developed sufficient consultant capacity to aid them, nevertheless, during the last year the State Library has not so much diminished its service to small libraries, as intensified its efforts toward the solving of the problems of metropolitan libraries.

The Detroit Metropolitan Library Project, inaugurated in 1966, is a major effort to make the research collections and services of the Detroit Public Library available to everyone in the 6-county metropolitan area, by finding a new financial structure for the core city main library.

Federal funds under Title I of the Higher Education Act, and Title I of LSCA, as well as State funds have been combined to enable this research-demonstration. Phase I of the project, completed in January 1967 by Charles Nelson Associates, was a cost analysis of the Detroit Main Library and a proposal of tools to measure its use by people outside the city limits. Beginning in February 1967, and continuing through June 1968, the Detroit Main Library will be open to all residents of the metropolitan area on the same basis as it is to core city residents. The aim of the Detroit Metropolitan Library Project is to find an equitable and realistic formula for spreading costs of the Detroit Main Library in order to make its unique research resources open to everyone in the metropolitan area. Officials of state, city and metropolitan centers have endorsed the project. As conceived, the project envisions no complicated administrative links between suburban and city libraries or governments, but rather, simple access for individual users to the research collections and services. Costs may be assessed on a county, a county-

state, or some other base not yet considered. If this approach works -- if a formula reflecting true costs and use patterns can be implemented, metropolitan library development elsewhere in the nation, as well as in Michigan, will have taken a giant step forward.

The shortage of good professional personnel is a major deterrent to quality library service in Michigan as elsewhere in the nation. Two developments within the last year may result in long-range alleviation of this problem. Out of meetings between administrators of library education programs came the idea that a massive increase in graduate scholarships to the accredited library schools in the State would make recruiting a little easier. The Inter Association Library Scholarship Fund was established, with representation from the four library associations in the State; Michigan Library Association, the Michigan Associations of School Librarians, the Michigan Unit of the Special Library Association and the Catholic Library Association, as well as the library schools and the State Library. Its aim is to raise enough money to fund 50 annual scholarships to accredited Michigan graduate library schools. Although the goal is about two million dollars away, the legal structure is now completed, and the first solicitation has had encouraging results.

New standards for public libraries, which became law late in 1966, provided for the first time, limited professional certification for graduates of 4 year institutions, with or without library training, and full professional recognition for subject specialists with master's degrees in areas other than library science. A pioneer program of recruiting and training of candidates with bachelor's degrees to work with people on the floors of public libraries will begin in 1967.

The major challenge to Michigan public libraries which will remain to be resolved well into the 70's, is to flesh-out the skeleton of public library system organization into quality library service for everyone in the State. This requires money, of course -- massive new money from both State and Federal and perhaps county sources. It also requires ideas and energy which can only come from highly skilled and dedicated people. As impressive as our gains may seem when we look back 5 years, or even one year, the road ahead to the only reasonable goal is a long, long way.

School Libraries

Under Michigan's allotment of \$4,775,593 under Title II, Elementary, Secondary Education Act, massive improvements are now occurring in school libraries, both public and private, during the last two years.

Twenty area-wide instructional materials centers, each serving all public and private schools in a county, or multi-county area, have been established with assurance of local continuation. Approximately \$8 million worth of books and other instructional materials have been deposited in 4,500 schools.

Selection of materials has, on the whole, been well done. Teachers now have materials they have long needed and desired. Audiovisual materials have been, in some cases, housed in cooperative centers for the greater use of all students and teachers in an area. The impact of an enriched and enlarged instructional program is beginning to be felt. Title II requires the schools to maintain their local expenditures for instructional materials up to or greater than the base year expenditures for materials in order to participate in the federal funds. Schools are required to use standard selection aids in placing their orders. Those schools without a school library supervisor, receive central cataloging services from the State Library. Over 6,000 titles, ordered by approximately 2,500 schools involving 2 million cards have been cataloged at the State Library thus far.

Six school library consultants on the State Library staff have conducted three series of in-service training programs in all parts of the State for school librarians, school administrators and non-professional staff working in school libraries. At least 50 new school libraries have been established in the State in the first year of the program.

A Media-Mobile has just been delivered which will be used to hold in-service programs with teachers on the use of printed and audiovisual materials in teaching. This will involve intensive month-long concentration in one area (county or larger) using new materials and equipment housed in the media-mobile and involving the proficiencies of local personnel to help with workshops and presentations.

A demonstration elementary library mobile unit is being readied for loan to a public school district for one school year. The district must provide a certified librarian to work with students and teachers in the use of the materials. At the end of the year, the school district must plan to continue some form of centralized instructional materials service with at least one librarian. Careful evaluation of the mobile school library is being planned. Shortage of school librarians is now the most serious deterrent to good school library service in Michigan.

Legislation is now pending which would reimburse the salaries of area-wide school library supervisors in each of 63 intermediate and first and second class districts.

### Community College Libraries

In 1963, the State Board for Libraries commissioned a study of community college libraries in Michigan which documented that with two exceptions, all of the community college libraries in the state were sub-standard in materials and personnel, and that most of them were growing so fast that despite large expenditures they were becoming more inadequate each year.

Out of this report and the planning it sparked between community college administrators, librarians and the State Library, has grown (1) greater library support locally and consequent improvement in several community college libraries. (2) A legislative proposal for a crash program to bring community college libraries up to standard (this met some opposition in 1966 from community college administrators who feared that categorical aid would jeopardize general state aid) and (3) plans for central services to the community college libraries from the State Library.

Beginning in March, 1967, 14 community college library reference librarians receive a daily telephone call from the State Library Reference staff. Materials requested are in the mail the same day, or referred on to one of the State's resource libraries. Within three weeks this program received 200 titles, 52 subject requests, and photo-copied 117 pages from periodicals, although this period spanned the Easter vacation. The idea is not to obviate the need for a strong college library, but to provide students and faculty with more specialized materials.

Beginning April 1, 1967, each community college library receives sets of catalog cards for all adult, non-fiction books added to the State Library collections. Colleges are asked to return one duplicate master card for each set they use, marked with the date of acquisition and the name of the college. This should provide data on how similar buying patterns are, and lead us to further planning for centralized book examination, acquisition and processing as well as cataloging for all community colleges. The State Library has established a position of community college library consultant (as yet unfilled) and hopes to provide greatly increased services to these emerging libraries.

A proposal for federal funds under the Higher Education Act is now being prepared, for a joint collection of instructional films to be available to all community colleges and to be housed and administered in one of them. Several of the community colleges have benefitted by basic grants under the Higher Education Act. The State Library attempts to help by keeping the community college librarians aware of federal programs.

#### Library Service to the Handicapped and Institutionalized

With implementation of LSCA Titles IV A and B, library service to inmates of state institutions, both correctional and mental, and services to the shut-ins and physically handicapped should take a real step forward. The plan now shaping would provide a library of at least 5 books per inmate in all institutions serving over 500 people. Full time professional staff would be provided by the State Library, clerical staff, space and equipment by the institutions, with a dollar-for-dollar sharing of the materials between the State Library and the institution budget. This plan builds on a foundation of library service to institutions by means of deposit collections and a professionally staffed bookmobile, already provided by state funds, in Michigan.

An advisory committee on Service to the Blind and Physically Handicapped recommended on April 5, a bold program of reading centers for the blind and visually handicapped in the public libraries in metropolitan centers, a coordinated statewide service

to aged and other shut-ins at home or in convalescent hospitals, and accelerated service to the blind and visually handicapped students of the state.

A central collection, for use throughout the state, of materials for adult basic education, books, pamphlets, filmstrips, teaching machines, has been established at the State Library with a \$100,000 grant in June, 1966, under Title II B of the Economic Opportunity Act. A book catalog of these materials is being prepared and a position established for a consultant to work with communities, libraries, schools and institutions offering training to adult illiterates.

### Coordination of Libraries

The exciting imperative of coordination between all kinds of libraries is the major challenge facing Michigan libraries today.

The groundwork for effective coordination of research libraries in Michigan was laid in 1966, with a monumental investigation of our research library resources, their adequacy, their availability, and the possibilities of coordination done by Charles Nelson Associates. The study grew out of a series of conversations at the State Library among directors of research libraries in the State (university, public and special) searching for effective means of coordination and cooperation. A subcommittee of the State Senate Appropriations Committee, charged with investigating the feasibility of coordinating research libraries, added urgency to the questions raised by the research librarians. As the first step toward improving and coordinating Michigan's resources, the group voted to commission the Nelson study -- an in-depth look at our resources, how adequate they are, to whom they are available, how susceptible of coordination. The study was completed late in 1966 and has documented what many of us suspected. Charles Nelson's proposals for solution have wide implications. This year, 1967, will demand of the library profession in Michigan some crucial decisions which may reach far into the future. These may involve application of the new technology in radical new ways; they will almost certainly mean the leveling of traditional barriers between university, community college,

school and public libraries. They will require the more refined delineation of what must be duplicated and what can be shared. They may involve affiliation with neighboring states in the building research resources.

An advisory committee, made up of directors of research libraries, academic deans, industry research officers, has identified the first step in Michigan's coordination of research facilities as the improvement of access to the 5 resource libraries in the state -- University of Michigan, Michigan State University, Wayne State University, the Detroit Public Library and the State Library. It has been recommended that the State Library establish access offices with a reference librarian, student help, telephone and photocopier in each of the resource libraries, and extend the daily "hot line" service, now operative in Public Library Systems and community colleges, to the 60 academic libraries of the state. Through the public libraries, this service would also be made available to special industrial libraries. Requests would be screened at the State Library and distributed to the resource libraries. Such a modest program, using only conventional communication media -- the telephone, photo reproduction and the mails, should document the feasibility of sharing research materials, the volume of demand which exists when access is made easy, and the degree to which the 12-24 hour lag because of mailing time, is genuinely hampering. The next step, based upon the experience of the first, would be facsimile transmission of documents. We are hoping that this first step in coordinating Michigan's research resources can be financed in 1968 through LSCA Title III and its State matching funds.

### Recommendation

State government grows steadily in size, sophistication and complexity. If its partnership with the federal government is to be fruitful, state government must be provided with effective information services. State Libraries in Michigan and elsewhere need to be strengthened in order to provide the service which state government needs, and also to meet the challenge of state-wide library coordination. Only a state library, uncommitted to any particular type of library, region or municipality in the state can assume leadership here. Only a State Library can foster fruitful relationships with the Library of Congress and other federal and regional library resources.

The State Libraries generally are not strong enough. Legislation, perhaps involving state matching funds, specifically designed to improve state libraries in their information role of state government, and in their coordination role towards all libraries in the state, would be to the advantage of all American citizens.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
H. G. Johnston  
Project Director  
April 19, 1967  
Appendix J

The Detroit Metropolitan Library Project

On September 22, 1966, before an audience of public librarians and library trustees, college librarians and library school educators, and interested citizens, the Detroit Metropolitan Library Project was officially launched by Governor George Romney, Mayor Jerome P. Cavanagh of Detroit, and other leading state and local officials. Regional planning was stressed by Mayor Cavanagh as well as by Governor Romney who stated "The Detroit project. . . is a logical next step in seeking to provide specialized library services on a regional basis. It is foolish and wasteful to collect the great resources located at the Detroit library, unless we also provide ready access to as wide a population as can be effectively and efficiently served."

Many people have been involved in planning for regional library service in the Detroit metropolitan area. Leadership for the project development was provided by Dr. Ralph A. Ulveling, Director of the Detroit Public Library and his staff, by Miss Genevieve M. Casey, State Librarian, Michigan State Library, Dr. G. Flint Purdy, Director of Wayne State University Libraries and a member of the Michigan State Board for Libraries, and Miss Helen E. Kremer, Michigan State Library. Support by the Detroit Public Library staff is evidenced by its continued interest, concern and enthusiasm. Of equal importance is the support received from suburban librarians not only in the public library field but in high school, college and university, and special libraries as well.

The Detroit Metropolitan Library Project is an experimental-research-demonstration project. Its purpose is to create a design for metropolitan area-wide research and reference service from Detroit's Main Library complementing and adding depth to the public library service of the suburban communities.

The objectives to be achieved during the next two years are:

- to provide area wide research-level service and free borrowing privileges from the Detroit Main Library to all residents of the six county metropolitan area .
- to measure analytically the resulting use in terms of the user's place of residence, educational level, occupation , college, age, sex; the nature and purpose of use; the library department used, and the type of material used.
- to measure and analyze costs.
- to devise an equitable basis for continuing financial support of the service.
- to successfully promote the acceptance of that basis.

Without the availability of federal funds, without the national climate of concern for libraries as well as the growing recognition of the plight of metropolitan units, the project could never have been realized. A federal grant to Wayne State University under Title I of the Higher Education Act supported the opening study last year. A combination of Federal LSCA -- Title I funds and state aid provides financing through June 30, 1967. Additional federal funds are being requested to continue the project. Special state funds have also been recommended by Governor Romney.

The total project was originally divided into three phases to facilitate the financing. Nelson Associates, Inc. of New York began in August 1966, their six month analysis of the cost of Detroit's Main Library services and a development of tools for measuring use patterns. This first phase was completed in January 1967 with the publication of the Nelson report "Methods and Procedures for Measuring Patron Use and Cost of Patron Services for the Detroit Metropolitan Library Project. "

This report is basic to our objectives in its recommendations for determining the costs of patron services at the Detroit Main Library. The analysis of costs would provide a realistic and equitable basis for support. At the same time, the report suggests (1) appropriate changes in the financial record keeping which may facilitate the determination of true costs of patron services, and (2) appropriate ways for relating the measures of patron use to costs in order to determine an equitable support formula.

Phase II began February 1, 1967, with the opening of the Main Library of the Detroit Public Library system for free borrowing privileges and reference services to all of the residents of Wayne, Oakland, and Macomb Counties. During the first eight weeks over 8,800 new user-identification cards were issued at the Main Library of which over 4,200 were issued to non-residents of the city. About half of these were issued to people who qualified for free cards because of job or school location but 2,200 were registrants who qualified for the first time for free borrowing privileges. These new "Metropolitan" borrowers accounted for 25% of the registration during that period. Metropolitan use, in contrast to number of registrants, can not be determined until the sample weeks of intensive study which will be held during Phase III.

Phase III will begin on July 1, 1967, with enlargement of the service area to include three additional counties: Monroe, St. Clair, and Washtenaw. The data gathered during Phases II and III will be transferred to magnetic tape. The characteristics of the user, being thus recorded from the application card, can thereby be related to the characteristics of use. The measurements of cost can then be applied strictly on a geographic scale or to other categories of assessment such as school districts or colleges and universities. The computer-based research on the type of borrower and his library habits will also be secured.

The concerns and goals of the project are basically part of a much larger problem: that of providing optimum government services to the people of rapidly expanding metropolitan areas, efficiently and economically, and in the face of political fragmentation.

The library dilemma in the Detroit area is essentially the same as in other major metropolitan centers in the country. There are more than 400 separate governments and approximately 80 independent public library districts in the six counties which, for purposes of this project, constitute metropolitan Detroit. Within these counties are, at present, 36 institutions of higher education including eight community colleges. The vast population growth in Detroit metropolitan area, the move to the suburbs, the "explosion" of knowledge, the demands of students involved in mass educational programs, the

decentralization of industry, inflationary increases in costs, the decline in tax revenue and population in the core city, combine to demand effective area-wide access to information resources in depth, and equitable distribution of costs. Between 1950 and 1960, the percentage of the metropolitan population living in Detroit dropped from 64% to 44%. The population of the core city also declined by 179,424 between 1950 and 1960 and has registered decline since 1960. Since 1950, the cost of maintaining the Detroit Public Library System has risen from \$3,037,256 to \$6,824,800 this year. Meanwhile, the need increases for suburban students, professional and research people to use the research resources of Detroit's Main Library.

A 1966 survey conducted by the Detroit staff revealed that 35.4% of a sample of 15,000 people entering the Main Library during an eight-day period were non-residents of Detroit. At the same time, less than one percent of the financial support of the Main Library came from nonresidents. Unquestionably nonresidents' use will continue to increase in volume and in percentage, while the inner city's use, and its tax and population base tend to shrink.

In varying degree, most of the people in the six-county Detroit Metropolitan Area have access to reasonable good local library service. However, none of the suburban communities can afford or should attempt to duplicate the in-depth resources of the Detroit Public Library. The three million people who live outside Detroit will now be legally entitled to use these specialized educational tools. In addition to materials, the services of Detroit's highly specialized and knowledgeable staff will also be available. This concentration of specialized service should also prove to be a more efficient employment pattern for the limited number of trained librarians available to the profession.

## Appendix A

Below is a summary of "A Proposal for a Demonstration Project on Total Informational Service to an Industrialized Metropolitan Area" which was prepared in 1961 by a committee of librarians, Miss Katharine G. Harris, Director, Reference Services, Detroit Public Library as chairman.

This is a proposal only which was not adopted as a basis for the existing Detroit Metropolitan Library Project although many of the underlying principles are the same.

## Summary of Proposal

Business, industry, and research projects in Michigan are making increasingly heavy demands on libraries in the areas adjacent to them. The problem is particularly acute in the larger metropolitan areas such as Detroit, but is experienced in smaller communities also. Since many of the requests come from outside the tax areas of the libraries involved, the financing of such assistance creates a heavy burden which must be met in more realistic ways. It is recognized that it would be wasteful and ill-advised to duplicate research materials widely in the State but that means to utilize and support those now in existence must be found.

This proposal is intended to demonstrate how the vast resources of the Detroit Public Library, supplemented by those of the university and special libraries in the area, could be utilized to provide the most complete service possible to business and industry in the Detroit metropolitan area. This would be accomplished by developing specialized information files and union lists, by identifying all research tools and individual specialists within the area. This would be accomplished by developing specialized information files and union lists, by identifying all research tools and individual specialists within the area, and by establishing lines of communication with major reference facilities outside the immediate area as a source for loan and photocopies. The total resources of the area would be augmented by identifying specific needs and creating a joint acquisitions procedure thereby avoiding unnecessary duplication of

expensive and specialized materials and assuring full access to these materials. This service would be provided not only to the organizations, 25% of which are outside the Detroit city limits, which are now making heavy demands on the Library, but also to other organizations which may not now realize what resources could be available to them.

As a result of the two-year project it would be hoped to determine realistic costs for such service which would either be picked up by the organizations which were receiving the service or by a program of state support.

\* \* \* \*

The major differences between the above Proposal and the Project are:

1. Limits itself to the relationship of business and industry and other organizational users to the Main Library; Project involves all types of users.
2. Emphasizes primarily the reference and research functions of library service; Project, in addition, encourages use of circulating materials.
3. Envisions a developing and sharing of research tools, and identifying specialists throughout the metropolitan area; Project concerned only with Detroit Main Library tools and specialists.
4. Primarily a program involving cooperation between the special libraries of the area and special research collections of university libraries of the area and Detroit Main Library; Project does not propose a specific pattern of cooperation.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Gertrude S. Gscheidle  
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Chicago Public Library  
April 19, 1967  
Appendix K

I appreciate the opportunity to present to the National Advisory Commission on Libraries this brief statement on the problems of public libraries in a great city in relation to the established objectives of the Commission.

Public libraries are inherently different from all other types of libraries in many fundamental ways. They are legally responsible for providing a wide range of educational, informational, recreational and communication services for all segments of the population of the governmental jurisdiction in which they are established. This includes people of all ages, from the pre-school child to the senior citizen; people in all walks of life educationally and economically; people in all occupational pursuits, including students in elementary and secondary schools and colleges and universities; men and women in business, professional and governmental institutions and these institutions themselves; and householders and housewives.

Furthermore, the public library has little or no control over the use or non-use of its facilities by this tremendously varied and complex clientele. For example, it cannot require the use of the library by any of its clientele as an elementary or secondary school may do of its student body. Neither can it restrict its clientele as can a college or university or research library, or a business house or governmental library. Even though there may be fine elementary, secondary, college and university libraries, many also tax-supported, within the community, a public library must serve the students of these educational institutions if they wish to use the services, as most do. On the other hand, neither does a public library have a "captive" clientele as do these other types of libraries, whom they can reach easily and work with closely in stimulating and developing the use of its services. One possible exception is the children in elementary schools where close cooperation between schools and public libraries usually exists.

Neither can a public library restrict its collections and services to any delimited area. It must provide materials in the entire universe of knowledge and at all reading and intellectual levels to meet the tremendously varied needs and interests of its heterogeneous clientele.

The population of metropolitan areas has become increasingly mobile. This has had a tremendous impact upon libraries. The jurisdiction and boundaries of institutions and governments have all but vanished. Library users easily and readily transcend the limits of individual libraries. Students from elementary school to the university range through the book collections of school, public, college, university and special libraries at will seeking the material they need wherever they can find it. It is common for college students, or the parents of any students, to drive across the metropolitan area visiting public library after public library, seeking a much-needed book available in the way they wish to use it, for home use, for example, as compared to reference use. They recognize no boundaries of cities, suburbs, towns or villages. The rising standards and changing methods of education, the pressures and complexities of government, business and the professions, and the multiplicity of interests of the general reader are constantly creating demands for materials which only a large public library system can supply, such as, long runs of newspapers and periodicals; government publications and patents; national and international city, trade and telephone directories; extensive collections of films and recordings; and comprehensive collections of books in all subject fields.

The Chicago Public Library is the only large public library system in the State of Illinois and in the Chicago metropolitan area which extends into the States of Wisconsin and Indiana. It, therefore, constitutes a great center of educational and cultural resources, and reference and information services for a vast area which includes close to 7,000,000 people. On Saturdays and holidays, the Chicago Public Library is host to readers of all ages, not only from the surrounding suburban area but from surrounding states. The responsibility for providing these library services should also, therefore, transcend the boundaries of local institutions and governmental jurisdictions and be assumed jointly by municipalities, the state and federal governments, and by libraries of all kinds.

In 1965, the Chicago Public Library was designated under the Illinois Library Development Act as one of four Reference and Research Centers in the State of Illinois. These centers were established and are supported by funds from the Library Services and Construction Act and the Illinois Library Development Act. As such a center, the Chicago Public Library now lends books on inter-library loan to schools, colleges, and small public libraries serving hundreds of communities in nineteen counties in the northern quarter of Illinois. This enables residents of this entire area to tap the resources of the Chicago Public Library in their own communities.

What are some of the major problems in providing public library services for this tremendously complex, varied, flexible and far-flung clientele in relation to the objectives of the National Advisory Commission on Libraries?

Of top priority is the critical shortage of professionally educated library personnel. Because of the extensive expansion of library facilities throughout the country, brought about in large measure by State and Federal Aid to libraries of all types, the dire shortage of trained librarians which is, and has been one of the major problems confronting all libraries, has become even more acute. It must be remembered that all libraries are essentially professional service organizations and professional services depend upon trained personnel. It is one thing to provide funds for buildings, books and communication materials, and improved and expanded services. If the investment is to bear fruit in raising the educational, cultural and economic standards and enriching the life of the people, ways must be found to make trained librarians available in sufficient numbers to carry on the whole program efficiently and effectively.

A second fundamental is the need for a carefully worked out plan and program on a national basis for the development and improvement of libraries of all kinds as a foundation for the use of the State and Federal Funds. Development and improvement should be by cooperation and not by competition or duplication.

This may be illustrated by reviewing some factors which have affected library use in the past decade. With the launching of "Sputnik", a critical concern over the quality of American education

was suddenly unleashed. This produced an immediate impact upon the American educational system, focusing attention on educating the gifted child, improving reading in quantity and quality, and heightening standards for college admission. Changes in curriculum and educational emphasis were made with such dispatch that there was no time and opportunity to improve school and college libraries to bring them to a level of adequacy in keeping with the newer educational objectives. Therefore, suddenly, overnight, public libraries throughout the nation were deluged with students of all ages making demands for books and reference facilities far beyond capacity. Public library circulation soared.

Now State and Federal funds have been made available to elementary and secondary schools, colleges and universities, and public libraries. Also, educational emphasis is being focused on the culturally deprived child, an entirely different problem in education and reading. Elementary schools are frequently remaining open after school and even in the evenings, hours when public libraries have traditionally served children and young people. As a result, public library circulation has declined sharply all over the country at a time when more money is being spent for materials and facilities than ever before. (See September 1, 1966 issue of the Library Journal.) Planning for cooperation and coordination all along the line from the beginning, not only among libraries but within educational institutions themselves, could have produced a better foundation for sustaining the programs and achieving the objectives.

Another need is the real standards, real definitions of roles and objectives for libraries of all kinds. Libraries of various types have through professional organizations, developed standards but these have been for the most part statements of goals and objectives based upon subjective rather than objective data. There is, for example, no body of facts which indicates exactly what superior library service of various typed and under varying conditions should cost; or which types of libraries can most effectively and efficiently serve the needs of specific clientele, for example, what should be the respective roles and responsibilities of school, college and public libraries in serving students of all ages; or what should be the role of public libraries in relation to other educational institutions in dealing with the educational problems

of illiterate and semi-literate adults; or in heterogeneous metropolitan cities, what types of library facilities and services should properly be provided, for example, in communities with high educational levels with great use of public libraries and in communities of low educational levels where library use is also low; or can there be a definitive basis for the spacing of, and what factors should determine the spacing of, library service outlets in metropolitan cities?

A final contingency which must be borne in mind is that the definitive objective of all library service is people, and what books and the means of communication can do for them in all of the aspects and problems of daily living. People and the factors and the circumstances which motivate their lives are subject to ever-changing conditions, frequently unpredictable conditions, which alter drastically, and sometimes suddenly, the ways in which they use library services. Among such changes are, economic conditions and the standard of living which affect the amount of leisure time and the competition for its use; factors which affect the movements of people, from cities to suburbs, from rural to urban areas, from one area of the country to another; international events, such as the launching of "Sputnik" which, as indicated above, brought about extensive changes in educational procedures; and national programs, such as the War on Poverty, with the potential for bringing into the orbit of library services segments of the population formerly non-users. All of this means that planning for library services should be flexible so that quick adjustments can be easily made to the changing needs and interests of the people.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
Jesse H. Shera  
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April 19, 1967  
Appendix L

Over the past three decades a fair amount of material has been published that deals with the library of the future, but almost nothing exists in print concerning the librarian of tomorrow. Yet human resources, manpower, are obviously the most important of all library resources. The role of the library in all its variant forms is becoming far too an important element in the intellectual, or for that matter to the engineers. It is true that the kind of libraries that one may expect the future to evolve will have much to do with the kinds of librarians who will operate them, but it is equally true that the intellectual competence of tomorrow's librarians will be a determining factor in the services that tomorrow's libraries will be able to offer. The hen theory of eggs is as valid as the egg theory of hens.

We cannot expect technology alone to solve the problem imposed on libraries by the mounting flood of recorded knowledge and its growing importance to the future of our civilization. Without knowledge of librarianship the engineer will merely reinvent the wheel or, more accurately, try to solve the problem of information retrieval by making electronic stack-boys. We yield to no one in our belief that automation will drastically reshape librarianship in the next quarter of a century; we cannot believe that the library will remain isolated from the drastic changes that mechanization is making in every other aspect of our lives. But librarianship cannot be saved from its plight by machines alone. The burden of Elting Morison's argument in Men, Machines, and Modern Times, is that the engineers, given sufficient time and resources, can do anything, the fault is that society has not told the engineers what it is they are supposed to do. Society has not asked the right questions about the problems that machines are supposed to attack. As Archibald McLeish once told the staff of the Library of Congress, "We have all the answers, it's the questions we do not know." No words could be more truly applicable to librarianship.

The greatest single need in librarianship today is for some form of activity, some instrumentality, that will bring librarians together with experienced scholars in other disciplines to facilitate communication and a common attack upon the information problem. Two events in the past two years have demonstrated to the present writer the importance of such interdisciplinary communication. The first was the Intrex conference sponsored by M. I. T. in the summer of 1965, which brought together for a period of approximately one month, engineers, scientists, publishers, and librarians. At the beginning of the meeting the problems of communication seemed almost insurmountable, but by the end of the sessions a fair amount of progress had been made in developing a common understanding of the library and information problem, with some indication of the research that needs to be done. The purpose of the meeting was to prepare the foundation for a series of experiments in information transfer, but perhaps its greatest accomplishment was the progress in encouraging inter-disciplinary communication. It may be that the most important remark that was made during the entire session, came near its close when an engineer was heard to remark, "There's a lot more to this damn library problem than I'd realized."

The second event was a conference to prepare a series of studies of library manpower, which was held at the University of Maryland in the spring of 1966. Here again, librarians came into close contact with scholars from other disciplines, in this instance the social, rather than the physical sciences, and substantial progress was made by the participants in achieving a common basis of understanding.

More than forty years ago, C. C. Williamson, at the request of the Carnegie Corporation of New York, prepared a report in library education in which he urged that professional education for librarianship be moved out of the public library training class to university campuses where it could profit from close contact with the entire academic community. His suggestion was followed, but the library schools still remained largely isolated from the academic environment. They were as stone in the midst of the academic stream which flowed about them leaving them almost unaltered.

A means must be found that will bring to bear upon the problems of librarianship the scholarship and the results of research in many disciplines. Answers must be sought to such questions as:

What is the role of the library in society, i. e., what is it that the library can and should do that makes it unique among the other agencies of communication?

How do people (children, young people, students, scholars, laymen, the aged) use recorded knowledge?

What is knowledge, how is it assimilated by the individual, and what ways does it influence his conduct?

What can the specialists in neuro-physiology and psychology tell librarians that will help them to organize their library materials more effectively? If we knew what happens in the human brain when it confronts a library or bibliographic file, the library problem would be well on the road to solution.

What does reading do to people? This question asked by Douglas Waples thirty years ago has not yet been answered.

How is knowledge disseminated through society? How does society know what it knows? How is society shaped by its collective knowledge? What is the impact of this knowledge upon a culture? Such questions encompass the area which the present writer has been calling "social epistemology."

Once such questions as these have been identified, refined, and set into an intellectual framework that relates them to librarianship, resources must be made available for an organized attack that will seek the proper answers. The present writer is of the opinion, and it is no more than that, that the "Pugwash" approach would be a good way to start, but in any case some means must be found to bring the intellectual resources of many disciplines from the physical and biological sciences, the social sciences, and the humanities to bear

upon the librarians' problems. The immediate task is to induce scholars in these areas of inquiry to see the importance of adequate mastery of the records of mankind if scholarship is not eventually to be suffocated, as Derek Price fears, by the proliferation of its own record.

A philosophical framework for librarianship is not an academic adornment, created for the gratification of professional prestige by librarians who are trying to lift themselves by their bootstraps to a higher level than they now enjoy in the academic pecking order. As the present writer has attempted to point out in a forthcoming article in Science, "Librarians Against Machines," the reason that librarians are fearful and distrustful of the machine is largely due to the fact that they have never concerned themselves with the reasons why they are doing what they do, or how they might do it differently if they knew how it should be done.

Above all, we need to "buy" talent, we need to "bet" on competent people in diverse disciplines who evince promise of productive and creative work. The present activities of the Federal government are too much directed toward "grant support." The present writer would not reject grant support entirely, by any means, but the machinery of obtaining a grant and the process of bidding for a proposal seriously interferes with research efficiency. Industrial research constantly "bets" on the work of its research staff, and there is no reason why the same practice cannot be transferred to librarianship by the fund granting agencies, both public and private. The great weakness in the manpower situation as it exists in librarianship today is that it does not challenge the inquiring mind of today's youth; but the challenge is there if it can be separated from the crust of routines, convention, and tradition.

If the present writer were a multi-millionaire he would endow an institute for advanced study of problems relating to librarianship and information science; a focus of learning and research that would draw to it not only a highly qualified permanent staff, but also visiting scholars from the sciences and the humanities who would pursue lines of inquiry of their own choosing, and which they believe are related in important ways to librarianship. These investigators would

be provided with every possible facility to expedite their work, and they would be paid salaries and given other attractive inducements worthy of their reputations. But most important of all, they would be free to pursue bibliothecal problems in their own ways, and take as much time at it as the work required. No doubt such a plan seems visionary and idealistic, and it is so intended for librarianship could do with more vision and ideals than it now exhibits. Librarianship can be made not only a very exciting field for inbestigation, it can also make a very important contribution, even an essential contribution, to the advancement of knowledge and the welfare of society.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY

Ralph H. Parker, Dean  
School of Library and Informational Science  
University of Missouri

April 19, 1967

Appendix M

There is a long tradition of bibliographic endeavor in librarianship extending back far into the past. Until the time of Melvil Dewey, it was an informal tradition. Librarians were essentially scholars who, by happenstance, became, responsible for administering collections of books. By the second half of the nineteenth century, there was need for the preparation of librarians who would be librarians first and scholars secondarily. Except for the schools for which Dewey was primarily responsible, those which sprang into existence tended to be apprentice schools attached to some public library. There was an emphasis on the mastering of techniques which would make a student into a trained librarian.

By the second decade of the twentieth century, it was becoming apparent that this type of training was not meeting the needs of the larger libraries in general, and of academic libraries in particular. By the 1930's, the public library training schools had all but disappeared. Unfortunately, many of the schools were merely transferred to universities with little change in curricular content or approach and with insignificant association with other parts of the university.

As part of the reaction to nineteenth century education for librarianship, the Graduate Library School was established at the University of Chicago. It attempted to relate librarianship to the social sciences, and a few other schools followed suit in a limited way. But the present pattern of library education is still the same as that which emerged from the Williamson report. The curriculum is essentially practical and is based upon an uncontrolled Bachelor of Arts degree. Librarians have demanded that the graduates of these schools be prepared to step immediately into existing jobs and have cared little for understanding or theoretical conception of the larger problem of librarianship which the graduate might bring with him. The inevitable result has been a wide spread death of creativity in the schools and a loss of dynamic thrust among library school graduates.

Only a handful of faculty members in library schools today could be classified among the intellectual leaders of the profession. With few exceptions, library schools have failed to expand and enrich the corpus of librarianship. Forward thrusts have largely come from a handful of practicing librarians. Arising out of this void, and largely in the context of new machinery and a potential new technology, individuals largely outside the library profession have introduced ideas and concepts variously as documentation and information science. All too frequently these innovators are completely unaware of the positive contributions which librarianship has made and continues to make, despite its weaknesses. Because of this ignorance they would write off all the past.

Therefore, much that has been proposed in the name of information science is either naive, irrelevant, or at variance with reality. Writing in this area has been voluminous, verbose, and often inane. Perhaps the most common failing has been the lack of distinction between the present tense and the future tense, between what is in existence, what is feasible, and what is purely hypothetical conjecture. The voice of the documentalist is crying that libraries already catastrophically destroyed libraries and library service.

There is no doubt that libraries and librarianship will change, that there must be developed a new unified program of education of individuals who will be responsible for acquiring, storing, organizing, and disseminating information in the years that are ahead. If the librarian of the future is to cope with the problems which he will face, it is necessary that the library schools create a new curriculum which will retain from the past that which is good, will meld with it the new content which appears to be valid, and will present the entire content with an enthusiasm which will be infectious and inspiring. It will be based upon concepts of research rather than apprenticeship. We can safely make two assumptions regarding the educational requirements of librarians in years to come.

First the librarian of the future can no longer be passive about the intellectual content of the collection in which he works; he can no longer be primarily concerned with the housekeeping functions of a library. Librarians will have to be prepared as specialists whether it be to work in a school library, as a children's librarian, as a cataloger, or as a subject specialist in a research institution.

Second, we must recognize that there is nothing in the elementary aspects of library science as taught in the past which requires, or even justifies, graduate standing for the student who would learn it. There is no reason why a college junior can not master the concepts of elementary cataloging or reference, or that he can not be learning the literature of some subject.

The logical conclusion to these two assumptions is that the program of library education should extend over a number of years and could well begin as soon as the student has completed the general education requirements of a bachelor's degree. Assuming that no more than five years of college education can be justified for the vast majority of library practitioners, the would-be librarian would be exposed to three years of professional maturation (while continuing his academic studies) instead of the single year now available. The aspirant for public librarianship, for example, would learn that courses in political science and sociology are extremely relevant soon enough to be able to include them. The present imbalance of academic backgrounds of librarians with many English majors but few scientists could to some extent be corrected during the normal course of study.

This type of curricular arrangement would also tend to break the traditional isolation of librarianship from the main stream of university education. It would mean that the young librarian with a master's degree would have a respectable amount of graduate work in some subject outside his professional field.

As I would conceive the education of librarians, courses would be offered at three conceptual levels. First there would be those courses at the undergraduate level which are essentially pragmatic; they would introduce the student to the skills and practices of libraries as they exist today. They could be designed as a core which would be required of all who would enter any aspect of librarianship.

At the second level would be courses which would deal with the principles of librarianship in its broadest conception. These courses would be at an advanced undergraduate or a graduate level. From them the student should achieve understanding of the principles of bibliographic organization, of the relationship between libraries and other institutions involved in information transfer.

Courses at the third level should be essentially theoretical in nature. They should be concerned with the problems of access to information and to potential solutions of them. These courses would often have little direct application to the first job which the graduate would undertake, but would be designed to prepare him for understanding and perhaps even molding the changes in libraries during the next two decades. They would explore the traditions of librarianship, the new ideas which have arisen out of the documentation movement, and hopefully they would spawn other ideas for the achievement of creative librarianship.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY

Don R. Swanson  
Dean, Graduate Library School  
University of Chicago

April 19, 1967  
Appendix N

Education and Training for Librarianship

Education for librarianship involves problems and dilemmas that have gone unresolved for the past half century. The state of affairs can I think, best be appreciated by dividing the subject into the following four areas.

(1) The professional practice of librarianship as it now exists, which includes among other things rather intimate understanding of reference and bibliography, of the principles of cataloging, of the way in which library materials are organized and used, and of the problems of building a collection to meet the needs of the users.

(2) Clerical operations within libraries, which include checking in and out of books, shelving of books, the maintenance of files, (circulation, catalogs, book orders, etc.), saying shh to noisy patrons, and in other respects conforming to the popular maiden-aunt type expectations.

(3) The planning of future libraries and information systems, which requires an understanding of the capabilities and limitations of the technology of computers and other information handling devices, of the methods of systems and procedures, and of the problems of organization and management.

(4) Basic research in library science and information science, whatever that might mean.

Some studies, and a variety of miscellaneous opinions, hold that upwards of 80% of the day to day tasks performed by professional librarians are nonprofessional, or clerical in nature. This

would suggest that the manpower problems of libraries arise largely from a failure to plan library procedures in such a way that labor is properly divided between professional and clerical tasks. If this is so then it is clear that the library schools should not be looked upon as a source of the much needed manpower for libraries. Perhaps they can however be looked upon as a source of people who will be competent to plan library procedures in the future in such a way as to make better use of professional manpower resources.

There are only certain aspects of the tasks listed in (1) that are sufficiently demanding of intellectual skill to justify being taught in library schools. To a considerable extent library schools emphasize area (1), but even so, probably spend much time teaching details that could as well be learned on the job. It is my opinion that a shift in emphasis should be made to area (3) and this does indeed represent the goals and objectives of the U. of C. Graduate Library School. Some library schools do teach courses designed to acquaint students with "documentation" or "mechanized information retrieval." In my opinion this practice is not necessarily related to the objectives implied by area (3). The principles of systems planning go well beyond the boundaries of information retrieval and computer applications -- though to be sure the latter are involved.

The planning of systems depends first of all on a profound knowledge of the purposes and objectives which the system must serve. Some notion of the depth of consideration of this kind can perhaps be appreciated by considering a single major class of libraries, namely the large research and reference libraries of the country. If we say that their objective is to place information quickly and conveniently at the disposal of scientists and scholars we need not dissect this statement too far before we come to realize how far short of such objectives today's libraries fall, and just how great is the potential for doing a really bad job of planning the libraries of the future. We need only remark that no single large research library today even expects to be self-sufficient, and its collection is probably adequate for not much more than half or possibly two-thirds of the specific needs of its users. This statement is only a conjecture, but provocative. For if it is so it implies that the libraries of the country should function as a single system so that their aggregate holdings are quickly accessible to everyone. Systems planning on a rather

grand scale is necessary. The "ideal" system would be so costly that the entire problem must be formulated somehow in terms of the "optimal allocation of limited resources." Problems of this type have been the subject of many hundreds of papers and a number of books related to operational analysis. I do not of course imply that every librarian must become a mathematician skilled in operational analysis, but I do imply that here is an entire branch of applied mathematics which is, at least in principle, central to librarianship and which library education should to some extent assimilate. The planning of large systems has, in addition, rather enormous implications for the study of communications and computer technology.

To this point I have not mentioned the fourth area, that of research -- an area in which some library schools, especially that at Chicago, have been prone to advertise their interest. The sound of it is piously scientific and scholarly, but it is most difficult to define. It is possible of course to conduct what passes for research in such a manner that it is quite disconnected from the first three areas named, wherein the critical problems of the profession lie. Thus research in itself may be insufficient to provide a foundation for the profession of librarianship. At the very least it must proceed on the basis of rather profound knowledge of the purposes and objectives of libraries if it is to have such value, and such has not consistently been the case for all that has gone by the name of research in librarianship. If there is a basic science on which librarianship rests, it must depend, philosophically at least, on the recognition or creation of order, form, and structure, in the universe of recorded knowledge. Fragments of other sciences are in this sense relevant, e. g. some mixture of mathematics, linguistics, and the behavioral sciences.

In summary the moral of this story is that the emphasis in library schools today is on area (1), but with varying degrees of effectiveness. The manpower shortage arises because too many professional librarians are working in area (2). Area (3) is almost totally ignored and urgently needed. Area (4) is a questionable activity for most library schools, (at least at the M. A. level) and might better be left to the academic disciplines. The manpower shortage in libraries will ultimately be solved not by more and more library schools turning out more and more professionally trained people to do clerical jobs, but rather through infusing the field of librarianship with those who can do a better job of planning for the future use of man and machines in such a way as to take better advantage of available resources.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY

James L. Lundy  
President, University Microfilms  
April 19, 1967  
Appendix O

1. Pleasure as well as honor to have this opportunity.

II. Background

A. Xerox

1. Communication technology (copiers, copier-duplications, long-distance transmission, etc.)
2. Communication essential for education to occur.
3. Education a base for sound society.
4. Xerox "a 1% company" (donation of 1% of pre-tax profit to education.)
5. Xerox Education Division (XED)
  - a. University Microfilms and University Microfilms Ltd.
  - b. Professional Library Service
  - c. American Education Publications
  - d. Curriculum Materials Unit
  - e. Industrial and Government Unit
  - f. Job Corps
  - g. Headquarters: New York City

B. Library Services Group of XED

1. University Microfilms founded 1938. University Microfilms Ltd. (London) a subsidiary
2. Professional Library Service acquired 1966.

III. XED Library Services

A. Substantial current interest of educators in:

1. Variable-path learning opportunities.
2. Intellectual "exploration and discovery" opportunities.

B. University Microfilms (Ann Arbor, Michigan)

1. Concept: Make available, through reprints and on-demand (one-at-a-time) publishing, materials which otherwise would not be readily available.

2. Technology
    - a. Start with original microfilm negative.
    - b. Make copies on demand
      - (1) Positive microfilm
      - (2) Xerographic (paper) copies
    - c. Run offset edition if potential demand warrants.
  3. Publisher relations: Pay royalty on copyrighted materials.
  4. Typical collections published on demand
    - a. Early English Books 1475-1700
    - b. Early American books 1493-1875
    - c. Early American Periodicals
    - d. Early English Periodicals
    - e. Over 2500 modern periodicals
    - f. Out-of-print books, including over 2,000 Russian OP's
    - g. Over 100,000 doctoral dissertations
    - h. Newspapers (wiener Zeitung, New York Times)
    - i. Benedictine Manuscripts
  5. Typical items or collections produced by offset for inventory
    - a. Alices Adventures under Ground
    - b. Churchill "kits"
    - c. Legacy Library
    - d. March of America
    - e. Novyi Mir
    - f. Vanity Fair
- C. University Microfilms Ltd. -- London subsidiary of University Microfilms.
- D. Professional Library Service (Santa Anna, California)
1. Subsidiary acquired in mid-1966
  2. Cataloging, processing, jobbing services

E. XED Library Services Plans and Needs

1. Bibliographic control
2. Information services
  - a. Dissertations: DATRIX\* system
  - b. Other materials
3. Readers and reader-printers

\* Direct Access to Reference Information: A Xerox Service

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY

Dr. James G. Miller  
Vice President for Academic Affairs  
Cleveland State University

April 19, 1967

Appendix P

1. It is most desirable for the Commission to review the nation's information processing activities broadly, rather than restrict its scope to the narrow concept of libraries as traditionally viewed.
2. It is desirable to take a multimedia approach, considering the interrelationships and trade-offs among all the modalities of information processing.
3. The ultimate goal is to have on-demand immediate access to all relevant information in all parts of the country. There should not be regional inequities or inequities based on available funds in the nation's distribution of information.
4. Books and journals will probably always have a place, as will microform, but ultimately electronic storage of large masses of texts is desirable. This not only will permit rapid electronic transmission of information (which is also possible by television or facsimile transmission of documents or microform), but it will also permit data processing machines to "compute" upon the text for many purposes including machine cataloging, abstracting, and translating, and, as software improves, searching text for answering questions and compiling it for many other purposes.
5. A national information processing system for information storage and retrieval and library functions generally requires five major components: Rapid automatic input devices, long lines, large-scale memory, computers, and output devices. Adequate hardware is available now in all except the first of these categories. If a national program can be set up for developing a multifont

print reader so that it will not be necessary for human beings to key punch large masses of text into storage, the entire strategy of the nation's library program can be changed. The announcement of the creation of your Commission stated that the Federal government will spend \$600,000,000 a year in the library field. With such a print reader, this amount of money could store a very significant proportion of the entire text of the Library of Congress in electronic memory from which it could be permanently available anywhere on a national network. It is recommended that a multifont print reader be developed on a priority basis. There is general agreement among the companies working in this field that a print reader could be developed within 24 months.

6. In July of 1966 EDUCOM held a Summer Study at Boulder, Colorado to plan a pilot Interuniversity Network for Information Processing. The report of this study will appear as a book in May of this year. A Proposal for Developing a Pilot Interuniversity Communication Network (EDUNET) is being submitted to a number of governmental and private funding agencies. It is hoped that this Commission will see how important such experimental efforts are to libraries and to education generally and give its support to such activities.
7. Plans for the design of a university health sciences information center are also being discussed. Such an information center would be a single node in a national information processing network. Such a design for an information center could apply not only to the health sciences, but rather to all disciplines on a campus thus bringing together the library with all the other media. The information center would be the central point on the campus for transmitting information to terminals on all campuses. It would also connect to regional and national networks. Universities and other organizations could well be encouraged to build such buildings instead of traditional libraries.

STATEMENT TO THE MEMBERS  
OF THE  
NATIONAL ADVISORY COMMISSION ON LIBRARIES  
GIVEN BY  
American Library Association  
April 19, 1967  
Appendix Q

The American Library Association is a non-profit, professional organization which has striven for nearly 100 years to further the development of school, college, university, research, and public libraries as a highly essential bulwark to education. As this work has brought us in continuous contact with the U. S. Office of Education, we are glad to present some facts, as we see them, regarding this important Federal agency, especially as far as libraries are concerned and also to register a protest against the status of the library activities unit in the structure of the Office.

We are firmly of the opinion that strong educational services and facilities are underlying factors in our national progress, whether it be in science, business, technology, culture, general understanding, or other facets of human life. In order to achieve these objectives, an adequate Office of Education is needed, capable of assisting in these activities and giving leadership where appropriate.

The Office of Education has had a long history, and has operated under many forms of organization. As you know, it was created originally by the Congress in 1867 (14 Stat. 434; 20 U.S.C.1) to collect and disseminate information on education and "otherwise promote the cause of education throughout the country." Since other testimony will no doubt describe the development of the Office of Education over the years, its organization, and its present status, and will point out its tremendous potential for affecting current educational progress throughout the Nation, this statement will not go into the details or into an extended description of this Federal agency.

The Association is highly gratified that the U. S. Office of Education, with its annual budget of almost \$4 billion in FY 1967, has become such a powerful force in the furtherance of education in the United States. Although school, college, public and other types of libraries have long welcomed and found useful the publications (studies, reports, statistical compilations, and other printed material) of the Office of Education ever since its founding in 1867, it was really

not until 1937 that the American Library Association came into close contact with the USOE by cooperating in the establishment of a library unit in this Federal agency.

It was then, about thirty years ago, that the Congress began making small appropriations to the Office of Education to undertake studies and reports on school libraries, college libraries and public libraries; to foster cooperation among libraries; and between public libraries and schools; to further library participation in the adult education movement; and to carry on a number of other library activities, including the promotion of library development generally. In other words, the Library Services and Research Division (as it was called in 1937) was to be a Federal agency to further a program of coordinated activities for school, college and public libraries. The intention was that this library agency be on a par with other bureaus or divisions which might be set up, cooperating with them but not being subordinate to any one of them.

Those functions the library services unit has faithfully endeavored to carry on during the thirty years of its existence, although continuously hampered by lack of funds, and sometimes by a lack of understanding on the part of the Office of Education.

The American Library Association has followed with great satisfaction the increasing attention which the Congress has given to library activities -- school, college, and public libraries -- assigned to the Office of Education. The Association has greeted with high approval the substantial appropriations which the Congress has granted for these purposes, and it has noted the stress placed upon cooperation among all types of libraries in committee hearings and in the laws enacted.

The Association disapproves strongly the present Office of Education organization which puts the Division of Library Services and Educational Facilities under the Bureau of Adult and Vocational Education. This Division administers the Library Services and Construction Act, and the college library resources and library training sections of Title II of the Higher Education Act. However, the library grant programs dealing with college library construction, research, statistics and school library resources are assigned to other bureaus,

not all of which have even one trained librarian to give professional assistance. In addition, other programs scattered throughout the USOE have library involvements but no formal arrangements have been established for coordination with the Library Services Division. To fulfill their functions properly, all library activities need to be considered as a coordinated whole, and be so directed towards that purpose.

We think, therefore, that all library activities in the Office of Education should be concentrated at a high level under one administrator who reports directly to the Commissioner, and that fragmentation of programs involving libraries should be stopped.

In justification of this stand, we offer a few of the arguments:

(1) During the past decade, school, college, research, state, and public libraries have taken on new significance as a result of the vast growth of knowledge, and the need of all our people (every-day citizens, scientists, businessmen, workingmen, children, the disadvantaged, and others) for immediate and ready access to the information available in printed pages, in data-storing equipment, and in other records.

This fact is emphasized by the actions of the President in his message on education, in his recommended legislative program for libraries, in his creation of a National Advisory Commission on Libraries to study and make recommendations on the whole program of libraries, and in other ways.

(2) Congress has likewise shown its concern over the present status and requirements of public libraries, college and university libraries, and school libraries, not only by the laws it has enacted, but by the level of the appropriations it has granted. In its hearings and in its laws, the Congress has recommended cooperation and coordination among libraries of all types where practicable.

(3) Not enough energy and attention has been employed under the present organization in building up a staff able to deal effectively with increasing library activities in the Office of Education. Although

performing notable and conscientious work, the staff of the Library Services Division has been too small in numbers and not specialized enough in any aspects of librarianship to fulfill adequately the functions required of it. For instance, there are no specialists in library construction, in library service to state institutions, in service to the blind and physically handicapped. The position of Director was vacant for over a year, the position of College and University Specialist has been unfilled for more than a year. There is no professional librarian in the Bureau of Higher Education or in the Center for Educational Statistics at present. No statistical publication on libraries has been issued since the establishment of the Center.

(4) The Office of Education has not provided fully the leadership in library development needed to cope with the advances and changes in the conditions of our modern life and the potential for the future. Changes in practices of school, college, research, state, and public libraries require far more than is possible under the present dispersed arrangement in the U. S. Office of Education.

Another matter of great concern to the Association is the proposed plan for decentralization of grant program activities into nine HEW regional offices. If the important library programs are to fulfill their high potential under this system, it is essential that each of the regions be staffed adequately with professionally trained librarians to administer the programs dealing with school, college, public, and institutional libraries. At the same time, it is also of the utmost importance that a properly organized staff of highly qualified librarians man the unit at the national level in order to give nationwide leadership in library development.

Every indication points to the increased essentiality of libraries in this and the next few decades. Knowledge is proliferating at a tremendous rate, and the complications of recording it on the printed page and by photographic and electronic means are staggering. To keep the Nation in the forefront of progress, libraries of all types must be strong and resourceful enough to take the lead by cooperation and planning. The Office of Education must play a role in these changes. These results can be achieved best by an organization in which library activities are under one top-level administrator with broad library experience and background, who reports directly to the Commissioner.