

Committee Recommendations

Our research libraries are now confronted by serious problems that threaten the quality of their service to the nation. There is a growing realization that if these libraries were unable to function effectively the frontiers of knowledge would cease to advance, our understanding of the foreign world would lose its currency and its relevance to policy, and higher education would sink into mediocrity.

What those who do the nation's research need from our libraries can be simply stated: more informative, up-to-date, and efficient bibliographical services relating to books, manuscripts, official documents, pamphlets, and journals; and the ready availability across the nation of these and all other materials of value to research, including those relating to hitherto neglected foreign areas.

Our recommendations are designed to enable the nation's research libraries to meet these requirements so that our national purpose can be pursued with effectiveness and wisdom.

Underlying our recommendations is the firm conviction that these requirements can indeed be met if we clearly formulate our national goals and policy, coordinate the efforts that are now isolated, augment and organize our resources for optimum use, and obtain substantially more support of research libraries from both public and private sources. Furthermore, we are convinced that the measures that must be taken today need not foreclose tomorrow's options but should facilitate the realization of a coherent national system which makes use of modern technology whenever research will thereby be better served.

We assume that individual libraries will continue to do everything in their power to cope with their problems. The

solution of staffing inadequacies, for example, will require study, planning, and Federal support; but the individual research library may be able to increase the effectiveness of its staff by such measures as job analysis, in-service training programs, the automation of library operations, and leaves of absence for summer institutes and graduate study.

We anticipate also that research libraries will continue to cooperate in a variety of projects and systems designed to enhance their utility to scholars. The research libraries of the United States have had an impressive record of achievement in such cooperative enterprises and programs as the National Union Catalog, the Farmington Plan, and innumerable research projects initiated and carried out by the Association of Research Libraries.

But whatever the libraries do for themselves, singly or in combination, it is a major finding of the ACLS Committee that the nation's research libraries cannot respond effectively to the ever-mounting demands made upon them by government, business, industry, and education without greater assistance and support from government and from the private sector. In particular, a coherent national system cannot be achieved without active Federal participation and support. For this reason we begin and end with recommendations which emphasize the crucial role that the Federal government must play in the evolving nationwide system of research libraries. It is clear, however, that Federal support alone cannot solve the problems of the libraries. The attainment of our objectives will require the intelligent, wholehearted, and sustained efforts of everyone concerned. We can pledge such efforts on the part of the universities, the scholarly societies, and the librarians.

A NATIONAL COMMISSION ON LIBRARIES

1. We recommend that a National Commission on Libraries and Archives be appointed by the President to serve on a continuing basis and to be responsible for Federal policy and

*programs relating to the nation's library, archival, and informational needs.*²

The need for a National Commission on Libraries and Archives with adequate staff and authority has become increasingly apparent in recent years. Though concerned with all types and levels of library services, the Commission we propose would recognize that research libraries undergird all libraries and that their effective functioning is essential to the advancement of knowledge in all fields and to the quality of education. The Commission would therefore assist research libraries to develop their resources and facilities; to examine, adapt, and utilize the relevant applications of modern technology; to devise a system for increasing access to research materials throughout the nation; and to establish symbiotic relationships with research libraries overseas.

Where such a Library Commission should be located in the Federal organization is a question the President and Congress will decide. However, we consider it appropriate to place the Commission in the Department of Health, Education, and Welfare, directly under the Secretary, but reporting to the President and the Congress as well as to the Secretary. We conceive the main requirement to be that the Commission have authority to advise the Federal government on national needs in library services and development, on financial support, and on planning in the direction of a national library system.

It may be desirable also to establish a division of research library services in the Office of Education, possibly in the Bureau of Higher Education, to bring together certain Federal operations relating to research libraries, including the funding of direct support, construction, training, and research, to be carried out within policy guidelines laid down by the National Commission. If this is done the great research li-

² See Charles Blitzer and Reuben Clark, "Research Libraries and the Federal Government," pp. 77-85, *infra*.

braries and archival collections outside of the universities should be given the same standing and consideration as the university libraries.

Appointed by the President with the advice and consent of the Senate, the Library Commission should be representative of scholarship in all fields, the public interest, and the library profession. It should of course have a staff adequate to the performance of its functions. Such a Commission will in our view satisfy the manifold needs that owe their origin and present urgency to the lack of a central body with responsibility and authority to formulate a national library policy and to assure the effective performance of all libraries in the public interest.

ACQUISITION

2. We recommend that the National Commission on Libraries be given responsibility for policy and planning relating to the acquisition of research materials for the nation's libraries.

In fulfilling its responsibilities, the National Commission on Libraries and Archives must devote particular attention to the urgent problems relating to the acquisition of research materials wherever published, as well as to their cataloging, indexing, abstracting, preservation, and accessibility.

In each of these areas the National Commission should make recommendations for action to the appropriate operating agencies after it has surveyed the nation's needs, established priorities, formulated plans, and determined the most effective allocation of resources and responsibilities. The Commission should also maintain general supervision over the operating agencies, and should have a continuing role in informing the public and particularly the Congress on library needs and how they can be met in the interest of research. We take for granted that the Commission will make full use of the capabilities of the Library of Congress (whose expanded role as the national library is outlined in Recommen-

dation 5), the National Library of Medicine, the National Agricultural Library, the Center for Research Libraries (see Recommendation 6), and other public and private institutions and organizations.

In the area of acquisition, the Commission will undoubtedly recognize the primacy of the Library of Congress among the nation's research libraries. Treaties and informal arrangements bring it a steady flow of official publications from abroad, and it is engaged in worldwide acquisition through two remarkable programs of great importance to research. One is known as the Public Law 480 Program. The other comes from Title II-C of the Higher Education Act of 1965 which authorizes appropriations to the Office of Education for transfer to the Library of Congress for the purpose of "acquiring, so far as possible, all library materials currently published throughout the world which are of value to scholarship."

In order that acquisition under Title II-C meet the needs of the larger research community, the Librarian of Congress has requested that the Title be amended to provide for the purchase of a second copy of everything acquired and to permit Library of Congress offices abroad to act as purchasing agents for other libraries. The second copy would be deposited in the Center for Research Libraries (see Recommendation 6), where it would be nationally available by loan or copy. For many foreign items such availability would be adequate, but every research library would continue to purchase material for its own collections; and the services of the Library of Congress offices, particularly in countries with no visible book trade, would be invaluable. Moreover, such a central service would eliminate the present necessity for expensive duplication of overseas procurement activities by many libraries. The Library of Congress would pay the administrative costs of acquisition, which frequently exceed the cost of the materials.

We strongly advocate the continuance and expansion of the Public Law 480 Program which is financed with counterpart funds and directly benefits a large number of American

libraries. Between 1961 and 1967 this program distributed several thousand foreign publications to each of thirty-six American research libraries. The Library of Congress is capable of widening the program to include developing countries in Africa, Asia, and Latin America wherever counterpart funds are available and the Congress authorizes their use for research materials. We suggest that participating libraries be no longer required to make the payment that was imposed at the outset of the program.

The role of the Commission would be to weigh results, point to gaps in our foreign acquisition, propose administrative and legislative measures to expand and strengthen procurement programs, and exert every effort to stimulate the Federal support that the Library of Congress and other agencies will require if they are to fulfill their respective missions. The goal is that of the Farmington Plan: that at least one copy of every significant foreign publication be acquired and made available for use anywhere in the United States. The premise underlying this goal is even more evident now than it was in 1942 when a group of librarians stated it at a meeting in Farmington, Connecticut: There is no longer any part of the globe about which the United States can afford to remain in the dark.

BIBLIOGRAPHY

3. *We recommend that the National Commission be given the authority to initiate and coordinate bibliographic programs through the establishment of a National Bibliographical Office and other means.*³

The ideal of bibliography is to provide the scholar, wherever and whoever he is, with up-to-date information on the existence and location of materials relevant to his research, wherever they are. The turbulent outpouring of publication

³ See Edwin E. Williams, "Bibliographical Control and Physical Dissemination," pp. 26-58, *infra*.

in recent years has made the ideal impossible to realize, and scholars in the humanities and social sciences in particular have been increasingly handicapped by what one of them has called "appalling arrearages" in cataloging and bibliographic analysis.

The Library of Congress now regularly performs an astonishing range of bibliographic services from the prompt cataloging of new American books to the *Monthly Index of Russian Accessions* and the current *National Union Catalog*. Funds for faster cataloging of more foreign titles have been authorized in recent legislation. In addition, scores of other libraries, agencies, and organizations are also producing bibliographies, indexes, and abstracts often of great value. Nevertheless, the breadth and depth of bibliographic analysis remains inadequate, with gaps in many fields; there is frequent duplication; and substantial delays, sometimes of years, continue to restrict the availability and adequacy of information about what has been published.

What is lacking and what is urgently needed is a National Bibliographical Office that can survey the nation's requirements, develop standards for bibliographical activities, eliminate duplication and waste; and support as necessary the filling of gaps. (See pp. 29-31.) Such an office would cooperate with the scholarly societies to promote abstracting and full indexing and to seek agreement on the data elements required to identify the several categories of research data to be included in machine processing.

But efforts such as those just outlined are directed primarily toward the cataloging and other forms of bibliographic control of new publications. We cannot ignore the equally important millions of publications containing the accumulated data, wisdom, and experience of the past already in our libraries. The Library of Congress has maintained for many years a National Union Catalog (NUC) of publications located in several hundred American libraries; but it is still an incomplete record of what is held even in this group, and it should be made more complete, both in depth and in

extent. Publication of the catalog of all imprints before 1956 has begun, but ten years will be required to bring out the estimated six hundred volumes. Concomitantly, means should be found to complete this record of the essential older publications and make it available through the same automated techniques that will be used for the newer publications. Not to do so will result in imbalance in research, lead to wasteful duplication of expense as well as effort, and deprive the scholar of the improved service the computer offers.

We recommend also that the current Library of Congress bibliographic program relating to manuscripts and copies of manuscripts be further developed. Microphotographic reproduction of manuscripts and other unique materials serves both to make copies available to scholars throughout the country and the world and to prolong the life of the originals by saving them from unnecessary wear. Uncoordinated copying, however, results in wasteful duplication, and until now this has been the general practice. During 1965 the Library of Congress established the Center for the Coordination of Foreign Manuscript Copying to bring order into one sector of this vast field. We recommend that the Center's mandate be broadened to include the coordination of large-scale domestic photocopying as well. Information on what has already been done is being collected by the National Register of Microform Masters.

It is essential also that more nearly complete information be assembled on what exists in American manuscript collections. The *National Union Catalog of Manuscript Collections* (NUCMC) is in process of publication, and five volumes will be completed by the end of 1967; but at the present rate of progress the catalog will not be complete for years or even decades. Furthermore, hundreds of institutions with important manuscript holdings do not have the means to arrange, describe, and report what they have. In our view, Federal funds are required both to expedite publication of the NUCMC and to reimburse other libraries and historical societies for reporting their holdings.

There is a growing belief that many of the needs we have been detailing can be met by employing computer technology so that the bibliographical record can be "mechanically consolidated, manipulated, and rearranged to meet specific . . . needs." (See p. 30) Much research must be done before this expectation can be realized and the necessary support for it should be a primary concern of the National Bibliographical Office we propose.

TECHNOLOGY

4. *We recommend that the Commission plan, coordinate, and support research designed to improve library services through applications of modern technology.*⁴

In assuming responsibility for library technology, the National Commission would be concerned with automation of library operations and bibliography, electronic communication among libraries, developments in microform technology, and such technical problems as the durability of book papers, film, and tape.

Promising technological experiments are being made in a few libraries across the country as noted elsewhere in this report (pp. 36-37). For a year the Library of Congress has been providing sixteen libraries with machine-readable cataloging data on magnetic tape (Project MARC) which has multiple utility, including the printing of catalog cards. The next step will be direct electronic linkage between a computer at the Library of Congress and computers in other libraries and information centers. But while there is progress toward a great national network, we know that such a goal is not likely to be reached overnight. To meet our society's virtually insatiable and infinitely varied demand for information, an effective national system must depend on a number of specialized networks; yet such networks are still in an ex-

⁴ See Max V. Mathews and W. Stanley Brown, "Research Libraries and the New Technology," pp. 59-76, *infra*.

perimental state. Facsimile transmission is costly and as yet not very satisfactory. It is obvious that much more experimentation, research, and analysis of results will be required, not only to adapt present technology to library usage but finally to design systems that are workable and economically feasible. Greater effort and more funding will be required to move from pilot project to operating system, and national coordination will be vitally necessary to assure systems compatibility among libraries. At each step forward the National Commission would have a crucial part to play.

Microform production is another technology that has advanced rapidly in recent years, although it has not fulfilled Fremont Rider's prediction of 1944 that microtext would supplant the book. Nevertheless, every research library relies increasingly on various types of microforms. Microreproduction is particularly valuable for such bulky materials as newspaper files, for out-of-print works and for such specialized categories as technical reports. Here and there it is taking the place of books whose paper has deteriorated beyond usability. But more experiment and research are required to make these microforms more convenient, more legible, and more compatible with other media. (See pp. 66-69.)

For some years research libraries have been concerned with the problem of deteriorating books and other library materials. In 1964 the Association of Research Libraries outlined a plan for the preservation and continued availability of books of research value whose pages have become brittle. In 1967 the Library of Congress established an office to begin to carry out this plan. Further research and experimentation on methods of preservation may be a prerequisite to actual operations. (See pp. 42-43.) A useful function of the office would be to report periodically on the quality of paper going into current publications. The task of preservation will grow beyond bounds by the end of the century unless publishers adopt "permanent/durable" book papers. (See Recommendation 8.)

To carry out its mandate in this area the Commission may

decide that an Office of Library Research and Development is needed. However, the diversity and difficulty of the problems subsumed under technology may argue against their concentration in a single office and may argue for their respective assignment to existing agencies or institutions which have already progressed some way toward solutions. The main thought is that the single office, or the National Library Commission itself, would have a major role in guiding the library community along technologically promising paths to the future and in formulating solutions to problems that are essentially national in scope and clearly beyond the capacities of individual libraries. With such guidance and assistance the research libraries should be able to respond effectively to the rising demands that are being made upon them.

LIBRARY OF CONGRESS: THE NATIONAL LIBRARY

5. We recommend that the Library of Congress be made The National Library by action of Congress, that it be named The Library of Congress: The National Library of the United States, and that an Advisory Board be created for it.

Once no more than a collection of books for the exclusive use of Senators and Congressman, the Library of Congress has progressively devoted more and more of its program and operations to national needs and purposes. Since World War II it has become increasingly clear that the Library of Congress is performing many if not all the functions of a national library and that it is in fact the national library of the United States. We therefore recommend that the Library of Congress be now declared the national library by right and law. Furthermore, in order to give the new designation substantive as well as honorific significance we recommend that the Library of Congress be given the authority and means to become the keystone of a national library system

and to take the lead in developing a worldwide library network.

To assist the Library in formulating policies and plans responsive to the research needs of the nation, we recommend the establishment of an advisory board to be appointed by the President with the advice and consent of the Senate. It is apparent from the discussion of the preceding recommendations that the Library of Congress, constituted as The National Library of the United States, will be the most appropriate agency to execute many of the research library programs to be delineated and promoted by the National Commission on Libraries and Archives. Specifically there are three important areas in which the contributions of the Library of Congress, impressive as they are, could be definitely increased were it given the responsibility and the means. They are the acquisition of foreign research materials on a global scale, bibliographical activities, and the application of modern technology. We are satisfied that what the Library of Congress could do in these and other areas as The National Library would immeasurably benefit not only Congress and the Executive Branch but the entire clientele of the country's research libraries.

THE CENTER FOR RESEARCH LIBRARIES

6. We recommend that the Commission incorporate into The National Library System the facilities of the Center for Research Libraries and other cooperative programs that serve the national research interest, and that Federal support be provided to such agencies.

Many of the needs for broader and faster access to research library materials can be satisfied most effectively and economically by a pool of such materials that can be borrowed (or photocopied) by any library as needed. In recognition of this, a group of university research libraries established the Center for Research Libraries in Chicago

to collect and make readily available research materials for the joint use of scholars and scientists across the nation. The Library of Congress cannot provide the same ready access to its collections for scholars, wherever they may be, and at the same time fulfill its primary function of keeping the materials at hand and immediately available for the use of Congress and Federal agencies generally. The Center has been in operation since 1950 as a nonprofit institution, with the acquisition of research materials for nationwide loan and photocopy service as its primary purpose. The Commission's objective of improving access to more materials by more libraries can be most effectively and efficiently achieved by building on the Center's already substantial collections and experience. We therefore recommend that it be given Federal support to augment its income from members' dues and thereby enabled to provide ready access to materials that could not otherwise, or only at unnecessarily greater national expense, be made readily available to all research workers.

As noted earlier, legislation has been introduced with the support of the Library of Congress to amend Title II-C of the Higher Education Act of 1965 to permit the purchase of a second copy of significant current publications abroad to be deposited in the Center as a national loan copy. Federal support should be extended under the guidance of the Commission to include the purchase of retrospective materials and to cover related operations in the national interest. Under this arrangement the Center for Research Libraries would become in effect a national library for the dissemination of research materials. (See pp. 50-51.)

Similarly other nonprofit institutions able and willing to contribute significantly to the national library system should be appropriately supported. As already suggested, the Library of Congress may soon be fulfilling the original purpose of the Farmington Plan. However, Title II-C applies to current publications only, and there is therefore a sizable gap in foreign acquisition which the Farmington Plan committees are prepared to fill. Sponsored by the Association of Research

Libraries, these area committees have been purchasing retrospective research materials abroad and filming official documents and newspaper files that cannot be removed. They have actively collaborated with such scholarly organizations as the African Studies Association, and they utilize the Center for Research Libraries to house and make their growing collections available. This we consider a service vitally necessary to the research on which our understanding of the world depends, and we believe it clearly warrants governmental and foundation support.

The Association of Research Libraries has recently initiated a program of resource development on politically sensitive areas which is, in our view, deserving of substantial support. Founded in 1932, the Association has had a notable record, not only in diagnosing and prescribing for the ills of research libraries, but in devising projects and programs to enhance the value of library services to the research community. The Association has recently been given \$500,000 by the Ford Foundation to perform bibliographical services and develop scholarly resources on Mainland China over a five-year period. This will begin to fill a lack in the field of Asian studies where bibliographical control has been inadequate and the competition for research materials has been marked by anarchy and duplication. In the planning stage, committees of the Association worked closely with committees of scholars, and control of the China project will be vested in a joint board of librarians and area specialists. The Association is prepared to extend its program to include the Soviet Union and Eastern Europe if funds are made available. In every case the Library of Congress will be depended on for acquisition wherever it has offices and adequate appropriations; but the Association centers will assume the duties of defining needs, abstracting, translation, indexing, and publishing bibliographical aids both for advanced scholarship and for undergraduate instruction.

What division of bibliographical labor would be agreed to between the Association of Research Libraries and the Li-

brary of Congress is conjectural; but the Library of Congress has accepted the principle of decentralization and sharing of responsibilities in proposing the Center for Research Libraries as a national lending library. It would seem wise to exploit fully the Association's initiative and special resources in certain sensitive areas.

COPYRIGHT AND THE NEW TECHNOLOGY

7. We recommend that in revising the copyright law Congress postpone decisions relating to technological uses of copyrighted material until a national commission on copyright has made its report.

The need for revising the present copyright law is widely recognized. In drafting new legislation Congress faces the difficult task of safeguarding the rights and interests of authors and publishers without creating obstacles to research or impeding the library services without which scholars would be unable to function. Modern technology has indeed introduced dilemmas in copyright theory and practice as is clearly set forth in Professor Ralph Brown's paper. (See Appendix.)

The doctrine of *fair use* of copyrighted material has grown up in response to the needs of scholars; we welcome the prospect that it will soon be explicitly authorized by statute, but we consider it essential that the scope and application of *fair use* should not be narrowed. We are alarmed to find that such narrowing is implied by the Report on House Resolution 2512⁵ in spite of the intention of the Committee on the Judiciary, as stated in this report, to avoid "either freezing or changing the doctrine" (p. 31).

It would also be disastrous if the effect of new copyright legislation were to inhibit or hamper needlessly the development of improved services to research and teaching that the new technology is making possible.

⁵ H. R. Report No. 83, 90th Congress, 1st Session, pp. 29-37.

There is virtually no body of data on current usage, and no one can foresee what will happen in this arena of constant change. Hence it is hard to see how legislation can be written today that will be satisfactory for years to come.

For this reason we advocate the establishment of a National Commission on New Technological Uses of Copyrighted Works as proposed in Senate Bill 2216, and we urge that no final decisions be made in this area until the Commission has made its report, three years after the date of the act. That report is to recommend legislation and administrative action designed to resolve the basic dilemma the new technology has brought into being. The eventual result of its findings might well be the establishment of a permanent commission to study the issues as circumstances change and recommend such changes in both law and administration as may from time to time be desirable.

PERMANENT/DURABLE PAPER

8. We recommend that the Government Printing Office and commercial publishers adopt lasting book papers for all publications of potential value in research.

When the Virginia State Library sounded an alarm about the "rapid embrittlement of modern book papers" in 1957, many American libraries were already beginning to microfilm and discard books whose pages broke when bent or powdered off when touched. This happened with books published since about 1870. Researches by the late William J. Barrow, financed by the Council on Library Resources, confirmed the opinion, first stated in 1829, that acidity is the primary cause of the deterioration of book papers whether they are rag or wood pulp. Mr. Barrow then went on to work out specifications for "permanent/durable" paper.

Mr. Barrow's findings led to a remarkable conference of librarians, publishers, paper manufacturers, and others in Washington in September 1960, and to subsequent develop-

ments which for a time promised that future librarians and scholars would be spared the scourge of brittle books. Two or three paper manufacturers announced their ability to supply nonacid papers, and two or three publishers adopted such papers. But the alarm gradually died down, and tests Mr. Barrow made just before his death in August 1967 revealed that most American publishers were still printing their books on paper that will lose its strength and flexibility before the end of the century.

If this practice continues, almost every current library accession will impose a needless burden on the staff and budgets of the next generation of librarians. One American research library is now spending eight or nine dollars to microfilm an average-length book that can no longer be handled, its total filming costs threaten its budget for book buying, and the growing backlog of books waiting to be filmed are of no use to anyone and divert the staff from other duties.

To bring about the general adoption of permanent/durable paper for publications of research value, scholars and librarians must make publishers fully and constantly aware of the disastrous consequences their use of acid book papers has entrained. We believe also that the changeover might be facilitated if the Library Commission we propose were to get publishers and paper manufacturers to agree on the specifications for permanent/durable papers and then get librarians and scholars to specify the categories of publications they consider worthy of longevity.

In appealing to publishers to adopt enduring book papers we recall that President Johnson asked the National Advisory Commission on Libraries to recommend actions by both public and private groups that would increase the adequacy and effectiveness of the nation's libraries. In our view the publishers of America would make a contribution of incalculable magnitude to the functioning of research libraries by simply printing their books on paper that will last centuries rather than decades.

SUPPORT: THE PRIVATE SECTOR

9. *We recommend that corporations and foundations provide increased support for research libraries.*

We are convinced that the nation's research libraries must receive a larger share of the national income if they are to meet the insistent demands that are made upon them. The Executive Order establishing the National Advisory Commission on Libraries specifically calls for recommendations for action by private institutions and organizations as well as by the government. In our view, research libraries would be on solid ground in seeking financial assistance from foundations and corporations.

*The Foundation Directory*⁶ reports that 6,803 foundations made grants totaling \$1,212,000,000 in 1966 and that grants have been increasing at the rate of 16 percent a year. While research libraries received a very insubstantial part of this total, scores of well-endowed foundations, on the basis of their stated purpose and objectives, should be receptive to appeals in support of carefully designed library projects and programs, including experimentation which would not necessarily be financed otherwise.

More pointedly, a number of foundations have liberally subsidized scholarship through grants-in-aid and fellowships but with an occasional notable exception their benefactions have overlooked the research libraries upon which their grantees have depended. Foundations have also made substantial grants to universities to establish and operate research centers and to strengthen the curriculum in neglected areas. All such grants should include substantial support for the libraries upon whose resources and services both instruction and research depend.

Another welcome type of foundation support would be grants for projects and programs of benefit to all research

⁶ The Foundation Library Center, *The Foundation Directory*, Edition 3. New York: Russell Sage Foundation, 1967.

libraries. An outstanding example is the Council on Library Resources which was established by the Ford Foundation in 1956 to solve the "problems of libraries generally, and research libraries in particular." During the presidency of Verner W. Clapp, the Council supported an astonishing range of projects including basic research on several of the librarian's most baffling problems.⁷

Corporate giving to higher education has increased several hundred percent in the past ten years, as necessity has improved the techniques of university fund-raisers and the Council for Financial Aid to Education has alerted the corporate world to frequently alarming college and university deficits. The fact is, however, that corporations could increase their contributions some four hundred percent before they reach their tax-deductible limits. In most cases the university librarian will not make his own appeal for corporate support but will provide his president with a statement of needs and projects for inclusion in a university appeal. We particularly commend corporate support as a source of income to the unaffiliated research libraries. It need hardly be said that corporations that rely on research turn constantly to the general research libraries, and this suggests that the libraries' appeal to them need not be phrased wholly in terms of altruism.

SUPPORT: STATE AND LOCAL GOVERNMENTS⁸

10. We recommend that the several states and local governments adequately support their university libraries in the interest of education and research, promote state and regional

⁷ Council on Library Resources, *Tenth Annual Report*, Washington, 1967.

⁸ We are indebted to Kenneth E. Beasley for facts and insights incorporated in this section. Mr. Beasley wrote a paper for the ACLS Committee on "Library Service and State Governments" while director of the Research Department of the Kansas Legislative Council. He is now head of the Political Science Department at the University of Texas at El Paso.

networks, and assist libraries whose collections have special significance to their states or regions.

In spite of growing Federal aid to research libraries, enlightened self-interest should persuade the states to maintain or increase their support of research library services. This they could do on a modest scale by automatically providing for library support in all state programs pertaining to education, health, transportation, urban blight, etc. In our view, also, when they establish library systems, the states should recompense research libraries for the additional services they will have to assume. But the main item will undoubtedly continue to be support of the state university library or libraries.

It is a truism to say that graduate instruction that is worthy of the name requires a well-stocked, growing library, and we know that the budget of such a library may increase more rapidly than that of any other part of the university. The states will have more to spend each year—state expenditures in the aggregate are expected to rise from 75 billion dollars in 1965 to almost twice that amount in 1975—but the competition for every dollar will be determined and intense. To compete successfully, the state university librarian will have to convince his president that his fiscal requests are warranted and cannot be postponed; the president will then have to convince the governor, and the governor the legislature, while at each step there will be competing interests, each with its own peculiar merits. But the librarian has an excellent case in the rapid expansion of enrollment since World War II, the particular impact of greatly increased graduate study, the proliferation of new areas of research and instruction with their demand for instant collections, and sharply rising library costs. The case is not self-evident, however, and it must be repeated and constantly documented by a continuing flow of information on the library's needs, plans, and prospects.

The new university or new branch of an existing university faces a particularly difficult task for it will require the

simultaneous acquisition of retrospective and current materials of all types: books, periodicals, newspapers. How costly this may be is suggested in the expenditures for library materials of new branches of the University of California at San Diego and of the State University of New York at Stony Brook. Neither institution has as yet more than the beginning of a graduate school, but in 1966-1967 each spent more than a million dollars for books. Each has set one million volumes as its initial goal.

The university president and the legislators may well inquire whether such dramatic costs can be cut down or offset by more borrowing of books or by the creation of automated networks. Although there are successful cooperative arrangements by which the faculties and libraries of several colleges have in effect been pooled, the state university must depend very largely upon its own resources. As the university librarian at San Diego recently reported, experience has proved "conclusively and repeatedly" that borrowing cannot be relied upon except for the very unusual and little used items.

Several states have begun the planning and experiment which will lead to library networks of varying mesh; but experience so far has indicated that the benefits will have to be measured in services rather than in savings, even after massive initial capital investments. Furthermore, we feel that there is a real danger that a preoccupation with networks or systems may divert attention from the need for sustained resource development. A library must have resources and services beyond the requirements of its own immediate users if it is to share; and the strongest libraries could be seriously disrupted and weakened if they were required to satisfy the unclassified wants of numerous smaller libraries. New York State has foreseen this danger and has established fees which the state pays both for inquiries and for loans or copies. In the design of state or regional systems we strongly advise that adequate compensation be provided for the additional reference and lending load a few research libraries will

inevitably carry. A Federal contribution such as that provided in the Library Services and Construction Act of 1964 will be essential and Federal participation at the planning stage will ensure the requisite compatibility with other and larger library systems.

We commend the enterprise of the states that are now fashioning library systems for themselves or for their regions. Without awaiting the outcome of their efforts, we can be sure that a network that is functioning well would be capable of providing bibliographical services far superior to any we now have, and that in the next stage it would increase the availability of the identified material in its original form, in microcopy, or on a screen.

The Federal government has largely overlooked the unaffiliated libraries that cannot be classified under higher education. They may have priceless treasures and provide the materials for magnificent scholarship; but they have no alumni and no visible means of support beyond an endowment which may have to be cut into to wipe out current deficits. Certain historical societies and independent libraries can validate a claim to support by the states and the localities whose heritage they richly document.

SUPPORT: THE FEDERAL GOVERNMENT

11. We recommend that the Federal government extend existing legislation and provide adequate funds to enable research libraries to respond more effectively to the nation's requirements in all areas of scholarship and inquiry.

Since World War II, and particularly since the advent of the space age, the nation's research libraries have been all but overwhelmed by the proliferation of publication on every continent and by mounting demands on their resources and services from the universities, the industrial community, and research centers supported by government contracts. Li-

brarians have been keenly aware of this dual pressure, and they have taken what corrective measures they could. But there has been no assurance that their isolated efforts would be more than palliatives or that they would finally coalesce into a functioning national system. Furthermore, what had to be done was simply beyond their resources. In their statement to the National Advisory Commission on Libraries in January 1967, spokesmen for the Association of Research Libraries expressed their belief that more Federal support "must be brought to bear" because the libraries themselves, singly or in concert, lack the financial capability to deal with "the research library problem."

Research libraries have had very modest Federal support in the past, but their importance to the nation's welfare was specifically attested in the Higher Education Act of 1965. Title II of that Act was designed to strengthen the resources of research libraries and to ease their predicament. In our opinion certain amendments to the Act would enhance its usefulness to the libraries and the several communities they serve.

Title II-A provides for grants for the purchase of books and other library materials for academic but not for independent libraries. We believe that all research libraries should benefit from Title II-A as they do from Title II-C. While the unaffiliated libraries have no enrolled students, their collections are in constant use, most of them serve the faculties of widely scattered colleges and universities, and some of them, notably the New York Public Library, might be mistaken in term-time or vacation for any crowded university library.

The Association of Research Libraries has recommended that the supplemental grants in Title II-A be based not on total university enrollment but on a count which weights graduate students by a factor of four, in view of the heavy demands they make on the library's resources and services. We consider this a sensible suggestion. We believe also that

following its survey of library needs the National Commission will recommend that the sums authorized and appropriated under Title II-A be substantially increased.

The Federal government has provided indispensable support to the training of librarians in Title II-B, and in consequence there has been a heartening increase in enrollment in library schools. However, an increase in the number of trained librarians would not necessarily meet the distinctive requirements of research libraries. Meager financial and administrative support has generally forced the library school to operate within a narrow band and to emphasize training rather than scholarship. Greater support would enable the schools to broaden their aims and courses of study, and devise ways and means to produce the rare hybrid that every research library seeks, the librarian-scholar, either by divided graduate programs or by courses in librarianship specifically designed for linguistic or area specialists.

We have already indicated our approval of amendments broadening the scope of Title II-C. In this and in other instances the unsolved problem is how to persuade appropriation committees to view library needs with the same understanding and sense of urgency that education committees evince. Authorization is often less than half the battle. In the case of Title II-C the Library of Congress was authorized to acquire research materials on a global scale and catalog them without delay. Although the Library of Congress prepared itself for its expanded role in both acquisition and cataloging, appropriations have fallen substantially below the authorization, and the full intent of the act has not been realized. In this area the National Commission will have a useful part to play.

We believe that the Congress should provide funds for related library support in all legislation that authorizes or creates fellowships, grants-in-aid, and contracts which directly or indirectly depend on library services.

We trust that Federal funds will continue to be available in support of regional systems, with the stipulations that

compatibility and eventual linkage with a national library system are provided for, and that libraries that carry more than their share of increased services are compensated for them.

We believe also that Federal as well as foundation funds should be used to establish mutually beneficial relations between research libraries here and abroad, to promote the overseas programs of such agencies as the United States Book Exchange, for the exchange of library personnel, and for the expansion of the Shared Cataloging Program of the Library of Congress in the interest of standardization and compatibility in the exchange of bibliographical information on a worldwide basis. When funds are appropriated to carry out the purposes of the International Education Act, specific library support should be added.

Finally, if the Administration and the Congress establish and support the central structure we have proposed, namely a continuing National Commission and a Library of Congress functioning as the National Library in the full sense of the name, the nation's research libraries will be enabled to forge a coherent library system which will effectively meet our needs as a nation and a people.