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PROBLEMS OF REGIONAL DEPOSITORY LIBRARIES. A PANEL DISCUSSION HELD AT SYRACUSE UNIVERSITY
ON JUNE 9, 1966.

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The New York State Library's Committee on Federal Depository Library Service sponsored a panel discussion to assess the problems of regional depositories, based on 3 years of experience in New York State. Members of the panel, representing university, college and public libraries, discussed the following topics: planning for state-wide federal documents service; conflicting obligations of regional depositories to their local clientele and to interlibrary loan requests; the need to strengthen local depository services; a possible increase in governmental support to regional depositories; future effectiveness of the 1962 law; and local library experiences with regional depository assistance. The development reports as well as conventional publications was emphasized, and discussion of efforts of library systems to achieve bibliographic access and provide resources on a cooperative basis indicated a need to cut across established institutional patterns. (JB)



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**U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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PARTICIPANTS:

Warren Boes	Carper Buckley
Sylvia Faibisoff	Ronald Glens
Peter Paulson	Rae Rips

THE UNIVERSITY OF THE STATE OF NEW YORK

THE STATE EDUCATION DEPARTMENT

THE NEW YORK STATE LIBRARY

ALBANY, NEW YORK 1967

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ALBANY, NEW YORK 1967

FOREWORD

Since its designation as a regional depository in 1963, The New York State Library has sponsored a number of activities intended to clarify and highlight the responsibilities and problems of those libraries which serve as depositories for United States government publications. Among those activities have been the Albany conference on depository libraries held in 1964 and the publication of Federal Depository Library Service in New York State (1964). Continuing this tradition, the present publication is being issued.

Grateful acknowledgement is made to Mrs. Marta Dosa, of the faculty of the Syracuse University School of Library Science, who wrote the introduction and who arranged for the panel discussion to be held as part of a Syracuse University Institute on Government Publications. Thanks are also due to the members of the State Library Committee: Marion Hemstreet, Peter Paulson, Robert Stewart, and John White.

John A. Humphry
Assistant Commissioner for
Libraries

THE NEW YORK STATE LIBRARY
ALBANY, NEW YORK
NOVEMBER, 1967

INTRODUCTION

In June 1966 The Syracuse University School of Library Science offered a two week Institute on Government Publications, as a part of its summer session program. Students of the School were eligible to enroll for graduate credit, and the objective was to present a highly concentrated combination of lectures, reading assignments, and laboratory work with the University Library's documents collection.

The Depository Library Act of 1962 opened the way for an increase in the number of depository libraries, and brought a greater volume and variety of federal documents into already existing depositories, once more moving the problem of the management and bibliographic control of government publications into the foreground. Parallel with the need for training more library school students for information work with documents, the library profession itself has become more aware of the necessity of intensifying its efforts at continuing education in this field. Thus, two kinds of educational needs, experienced at different levels but producing the same objectives, were met by the Syracuse Institute.

The Library Development Division of the New York State Library, as part of its program to promote public library development in the State, supported the Institute by providing scholarships for public librarians.

Guest lecturers included Carper W. Buckley, Superintendent of Documents; Dr. Bernard M. Fry, then Director, Clearinghouse for Federal Scientific and Technical Information; Marion H. Hemstreet, Senior Librarian, Legislative Reference Section, the New York State Library; Rae Rips, Chief, History and Travel Department, Detroit Public Library; John E. White, Head, Gift and Exchange Section, the New York State Library; Harry N.M. Winton, Chief, Documents Reference Section, Dag Hammarskjold Library; and Donald F. Wisdom, at that time Head of the Documents and Serials Division, Library of Congress. Of special value to the Institute was the willingness of all guest speakers to participate in informal discussions and offer counsel to individual students during the afternoon practice session.

On June 9, 1966 the New York State Library's Committee on Federal Depository Library Service sponsored a Panel Discussion on Problems of Regional Depository Libraries, under the able coordination of Mr. Peter Paulson. The present document contains the text of those discussions.

Section 9 of the Depository Library Act of 1962 provided for a maximum of two regional depository libraries in each state and the Commonwealth of Puerto Rico, stipulating that the libraries will,

"...in addition to fulfilling the requirements for depository libraries, retain at least one copy of all Government publications, either in printed or microfacsimile form...and within the region served will provide interlibrary loan,

reference service, and assistance for depository libraries in the disposal of unwanted Government publications..."¹

In spite of their inherent importance in planning statewide federal document resources and services, the literature on regional depository libraries is slight. The late Jerome K. Wilcox had foreseen the need for some centralizing and coordinating agency at a multi-state level, when, as long ago as 1938, he recommended that the designation of depositories should depend on three factors: "heavy population concentrations, large library centers and regional designation for the sparsely settled regions."² Both Clifton Brock and Carper W. Buckley have repeatedly discussed the provisions of the 1962 law concerning regional depositories. Mr. Brock, in proposing an alternative program in lieu of the current depository system, cited the benefits the distribution in microform of non-GPO materials would have for regional depositories.³ In 1963 Mr. Buckley expressed optimism concerning regional depositories and spoke with appreciation of the voluntary regional arrangements by the New York State and Wisconsin State libraries.⁴ Surveying the depository situation in 1966, he made reference to the "...many things that must be considered by a library before it undertakes the heavy additional responsibility of a regional depository." He stated that "There are also questions of detailed procedure under this phase of the law which are constantly arising. We are working with the libraries to resolve these as they develop."⁵ A more detailed assessment of regional depository responsibilities and problems was provided by Mr. Roger H. McDonough in 1963. Referring to the experiences of state libraries in California, Georgia, and Wisconsin, he brought up the need for public financial support for these libraries in carrying out their regional tasks in addition to their local service.⁶

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- 1 Depository Library Act of 1962. Public Law 87-579, Sec. 9; 76 Stat.352.
 - 2 Wilcox, J. K. "Proposed survey of Federal Depository Libraries." In American Library Association. Public documents, 1938. Chicago, 1938. p. 33.
 - 3 Brock, Clifton "Implementing the Depository Law" Library Journal, 90: 1825, April 16, 1965.
 - 4 Buckley, C. W. "Implementing the Depository Library Act of 1962." Library Resources and Technical Services, 7: 369, Fall 1963.
 - 5 Buckley, C. W. "Implementation of the Federal Depository Library Act of 1962" Library Trends, 15: 34-35, July 1966.
 - 6 McDonough, R. H. "Depository Library-Privilege or Responsibility" Library Resources and Technical Services, 7: 371-376, Fall, 1963.

On November 14, 1963 the New York State Library was designated as a regional depository, serving all of the State outside of New York City. The report on Federal Depository Library Service in New York State, published in 1964 by the State Library Committee on Federal Depository Library Service offered the first systematic evaluation of federal depository service on a statewide basis, including the responsibilities of the State Library as a regional depository.⁷ A paper of considerable synthesizing value by Thomas Shuler Shaw in 1966 presented the role of regional depositories in the context of national resources for out-of-print federal government publications.⁸

The purpose of the 1966 Panel Discussion was to realistically assess the problems of regional depositories in the light of three years of experience in New York State. Topics considered included planning for statewide federal documents service; conflicting obligations of regional depositories to their local clientele and to interlibrary loan; the need to strengthen local depository services; a possible increase in governmental support to regional depositories in the light of their mounting burdens; future effectiveness of the 1962 law; and local library experiences with regional depository assistance.

Since members of the Panel represented various types of involvement with federal documents in university, college and public libraries, the present publication offers observations and suggestions that have originated in a variety of library environments and situations. The questions raised, the informal and spontaneous nature of the discussion - judiciously left intact by the editor - increases the information value of this publication.

All guest lectures and the Panel Discussion were open to the public. The attending librarians, administrators, researchers, and other users of documents, could bring their comments into interplay with the speakers during the discussion period at the end of each session. This give-and-take exchange of ideas served a dual function: it provided practitioners with a common meeting ground for the exploration of problems and suggested solutions, and it also exposed students to the dynamic interrelationships of the problems of the real library world.

The role played by federal, state and municipal governments in sponsoring research and disseminating its results, as well as in providing information at the more popular level, was reflected in several of the discussions at the Institute. The depository library's responsibility for collecting technical research and development reports, in addition to con-

7 New York (State) The New York State Library. Federal Depository Library Service in New York State. Albany, 1964. p. 16-18.

8 Shaw, T. S. "Distribution and acquisition [of government publications]" Library Trends, 15: 46-47, July 1966.

ventional publications, was emphasized. Efforts of various library systems - public, governmental, industrial, academic and school - to achieve bibliographic access and provide resources on a cooperative basis, clearly pointed up the need to cut across established institutional patterns.

Library school students and librarians who participated in the Institute, were exposed to a variety of attitudes and opinions. Thus their learning experience was based on the interaction of several sources of information with their own independent evaluation. If Jerome Bruner is right in considering creative thinking to be the result of combinatorial activity, it should be stated, as a grateful tribute to all those who cooperated in the Institute, that due to their contributions the Institute provided a most creative atmosphere for inquiry and study.

Special acknowledgment is extended to the New York State Library for the publication of the present document, thereby extending the benefit of this discussion to a wider group of readers.

Syracuse, N. Y.
December 1967

Marta L. Dosa
Assistant Professor in
Library Science
Syracuse University

PROBLEMS OF REGIONAL
DEPOSITORY LIBRARIES

THE PARTICIPANTS

- WARREN BOES is Director of Libraries at Syracuse University.
- JARPER BUCKLEY is United States Superintendent of Documents.
- SYLVIA FAIBISOFF is Head of the Central Serials Record, Cornell University Libraries.
- RONALD GLENS is Director of the Brandeis University Library; at the time this discussion was held he was Director of the Elmira College Library.
- PETER PAULSON is Head of Technical Services, New York State Library and Chairman of the State Library Committee on Federal Depository Library Service.
- RAE RIPS is Chief of the History and Travel Department, Detroit Public Library.

The text on the following pages is an edited version of a transcript of the discussion. Although each participant had an opportunity to revise his or her remarks, editorial changes were confined chiefly to those required for style and clarity of meaning.

PROBLEMS OF REGIONAL DEPOSITORY LIBRARIES:

A PANEL DISCUSSION

Mr. Paulson: The Federal Depository Law of 1962 created a radical new creature: the regional depository library. There are a maximum of two regional depositories in each state, and these are required by law to accept all depository publications that are offered for distribution. They are required to keep these publications, presumably for all time (although they may keep them in either micro-format or in full-size original). They are also required by law to provide interloan, advisory, and reference services to local depositories, and they can authorize a local depository to dispose of depository publications.

To the extent that these regional depositories are also State Library agencies, they have a role in statewide planning. One route by which a library may seek depository designation is by obtaining the endorsement of the State Library authority. However, effective statewide planning is seriously weakened by a provision in the law which allows libraries seeking depository designation to bypass the State Library authority, and simply get the endorsement of all the other depository libraries within the Congressional District.

The first subject which I would like to ask our panel to discuss concerns the role of the regional depository and the State Library authority in planning for statewide service. As you know, depository libraries are apportioned by Congressional District. What this means in New York State is apparent from these two charts (figs. 1 and 2). Each dot in fig. 1 represents a depository library in 1964, and the numbers next to the dots indicate the number of items each of these depositories have selected.

In looking at this map you can immediately see that depository libraries appear to be fairly well distributed across the State, and do not seem to be confined to any one area. However, a closer examination will reveal some gaps in the service pattern. For example, in the Plattsburgh area and in the area around Watertown there are no depositories. Down in the Chautauqua-Cattaraugus Region there is only one depository, and there are no large depositories in the Mid-Hudson area.

If we relate this geographical distribution of depositories to such natural service points as the central reference libraries of the public library systems, we will find that of some 30 central reference libraries (outside of New York City), 28 are within 25 miles of a depository library, and 14 are in the same city as a depository library. But two of the central reference libraries are 70 miles from the nearest depository--one at Plattsburgh and the other at Watertown.

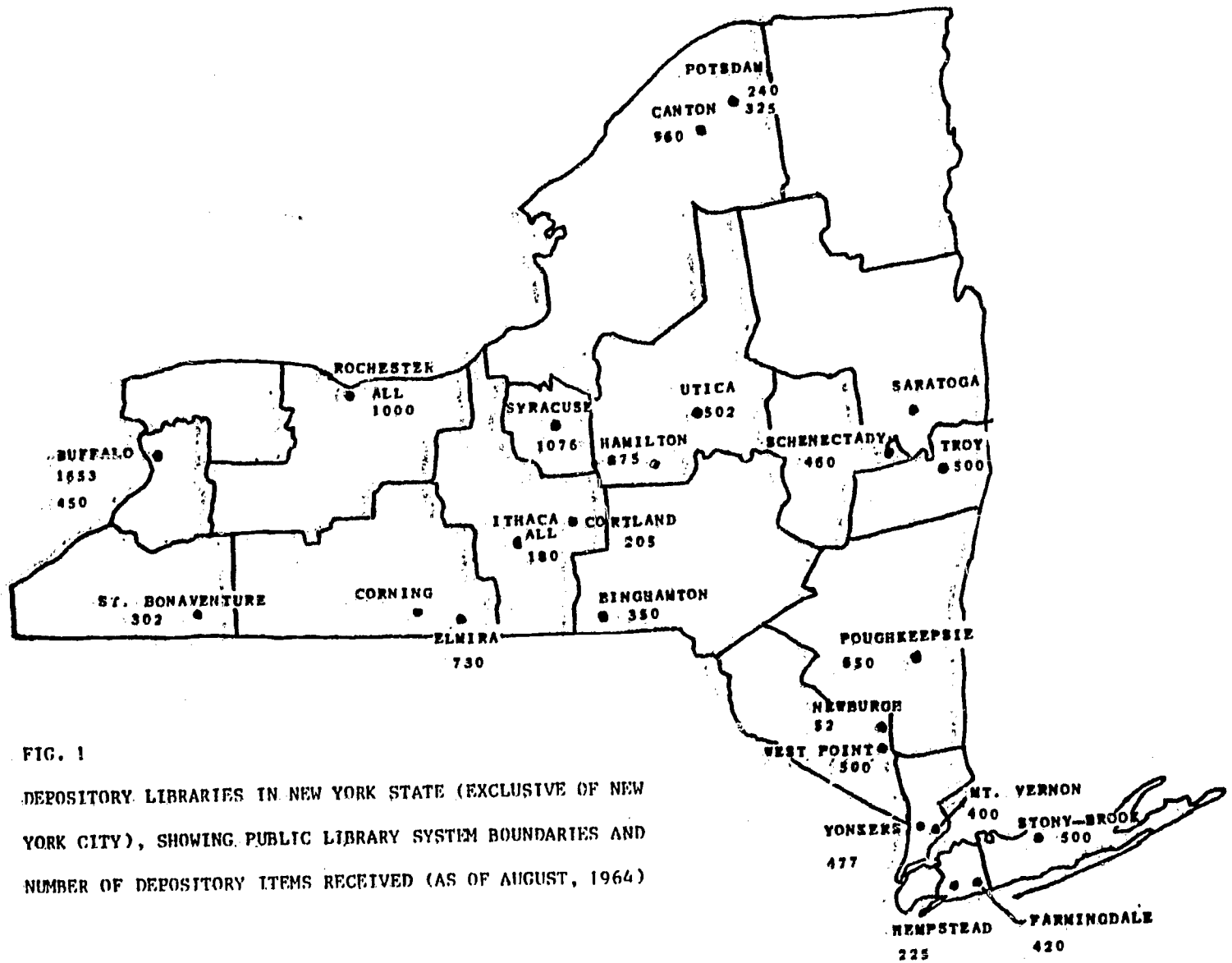


FIG. 1
 DEPOSITORY LIBRARIES IN NEW YORK STATE (EXCLUSIVE OF NEW YORK CITY), SHOWING PUBLIC LIBRARY SYSTEM BOUNDARIES AND NUMBER OF DEPOSITORY ITEMS RECEIVED (AS OF AUGUST, 1964)

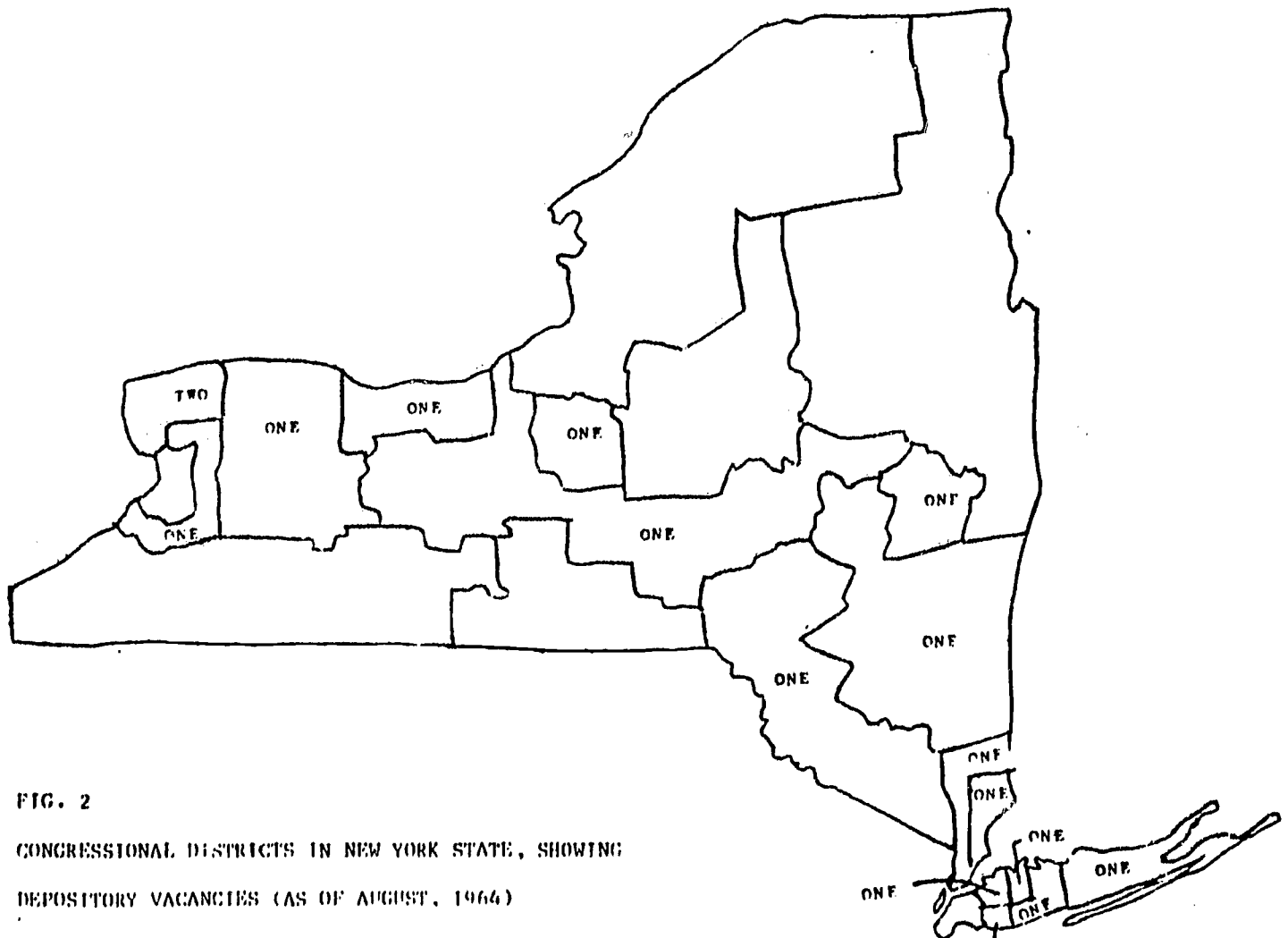


FIG. 2
 CONGRESSIONAL DISTRICTS IN NEW YORK STATE, SHOWING DEPOSITORY VACANCIES (AS OF AUGUST, 1964)

One would think that under the revised Act of 1962 we might have been able to remedy some of the weak spots that we have identified. Fig. 2 shows the vacancies that existed in 1964. You will see that one cannot possibly do anything about the Plattsburgh area, or the Watertown area, or the Chauqua-Cattaraugus region.

The question we might ask from all this is: Does the Congressional system, which we've had with us as long as we've had depository libraries, really make sense in terms of modern service areas? Perhaps we could start by calling upon Mr. Buckley to tell us if there is any good reason why designations are apportioned by Congressional District.

Mr. Buckley: I think, Mr. Paulson, the essential and basic reason is the fact that this enables the system to be flexible. In other words, as the population would increase, as new Congressional Districts would come into being, the feeling of the framers of the law has been that this was, if not the ideal way, one way of insuring that there would be provision for additional depositories. It has much to recommend it. Certainly it is not perfect, as other features of the law are not, but I think that we might be able to start by seeing a reason why, in determining how depositories are to be designated, that they would think of apportionment by Congressional District.

Mr. Paulson: We do know that under the 1962 act there were potentially some 700 new depositories. The number actually designated was under 200. I don't know what your latest figures would be, but I would guess from last year's figures it would be somewhere around that.

Mr. Buckley: We have 856.

Mr. Paulson: The new ones since the Act was passed; 856 today.

Mr. Paulson: Then we have about 250 new depositories since the Act was passed, and many of the new designations have not been taken up. Taking this along with the fact that California has exhausted all of its new designations and New York State is, we feel, quite rapidly approaching the same situation, it would appear that the available vacancies aren't where we need them the most. I wonder if anybody on the panel has any comments on this situation, or any suggestions to offer.

Mrs. Faibisoff: Mr. Paulson, on what basis are you supposing that New York State has not distributed depositories where they are needed most? What's up in that northeast corner of New York State that needs a depository library?

Mr. Paulson: Well, for example, there's the city of Plattsburgh, containing the central reference library for the public library system and an important unit of the State University. As a matter of fact, the State University has indicated to us its desire to become a depository.

Let's make an easy assumption and state the need for depositories

in terms of the A.L.A. standards for central reference services. The latter state that the reference books that people need should be within one day's drive of where they live. I'd say 25 miles is adequate, but 70 is a little far to go on that basis. That's the reasoning behind our saying that Watertown and Plattsburgh are inadequately served, even though these are low population areas.

Mrs. Faibisoff: My understanding is that there's no actual citation in the law as to where you can place a regional depository. Am I incorrect in this? Does a regional depository have to be assigned within a particular Representative district?

Mr. Paulson: That's a question which I would like Mr. Buckley to answer. The thought has occurred to us that perhaps a regional depository does not necessarily use up a depository designation.

Mr. Buckley: The law merely specifies that not more than two libraries within each state may be designated as regional depositories. It does not go beyond that. In actual practice, everyone has assumed that, unless there would be compelling reasons to the contrary, that the State Library, acting as the State Library Authority, should certainly be one. The other concept that seems to have grown up by actual practice is, particularly in a large state, of having a rather informal line of demarcation. In the state of Indiana, to use an example, the State Library has the northern half of the state, as I remember, and the other regional depository, which is Purdue University, takes care of the southern part of the state. Now this is an arrangement that is not precluded by the law, but it is not spelled out.

So I think the answer to the question is that a regional library must be a depository, if the law says not more than two regional depositories in the state. So I think the answer to the question, "Must it use up a depository designation?" would probably be yes.

However, as with many things in the law, the utmost flexibility is left, and there would be no guarantee that the State Library had to be a regional, nor would the second regional have to be designated. In a small state, for instance, where it might be decided that only one would be necessary, there is absolutely nothing to require the designation of the second regional for the state.

Mrs. Faibisoff: It seems to me that you are placing an undue amount of responsibility on the State Library by assuming that it will assume the responsibilities which are imposed on a regional depository inter-library loan. The State Library does get the burden of interlibrary loan now, and on top of it, you're asking it to service government documents. Why can't you think along other lines? Why not another area which doesn't have that much interloan responsibility to service and to retain depository items?

Miss Rips: I think one requisite for a regional depository is basically that it has to be an all-depository library. I mean, only an all-

depository library can function as a regional, because that would be the only library that would have all the publications. And in order to be an all-depository library, you couldn't name just any library; you have to choose one with large enough facilities for keeping the documents or storing them. It seems to me that right away you limit the libraries that can possibly serve as depositories simply on the basis of size itself. There are relatively few all-depository libraries.

Mrs. Faibisoff: I believe that the basic requirement is ten thousand volumes before you can be designated a depository. Am I correct, Mr. Buckley?

Mr. Buckley: That is correct.

Mrs. Faibisoff: But it does not require that you have, at any time, a complete depository collection?

Mr. Buckley: No, I think the point that Miss Rips is trying to make is that because of the responsibility, as you know, that is imposed on these regionals (it's provided that after designation as a regional they would thereafter be required to accept and retain everything), that it would be rather difficult to function as a regional if, prior to that time, their holdings had been very, very sparse.

There is one point on that that I think we might consider. That is if they had not necessarily had everything in their collections before, but they had had a substantial collection, this provision that they extend the permission to the subsidiary depositories before anything five years old or more can be disposed of, might mean that gradually over a period they could pick up by that route from the publications being discarded a lot of things to fill their gaps. One thing that has been largely overlooked, except by persons like ourselves who come to meetings and kick this thing around, is that the librarian seeking the status of a depository or the member of Congress who is asked or who wishes to designate it, should ascertain as the very first thing whether or not this library does have the collection, facilities, and staff to give it a reasonable chance of providing the service that is required. This is, of course, a consideration that comes right back to haunt us in the designation of the regionals. Almost immediately, before you can go any further, you have to consider whether or not the library is equipped to provide this very extensive and responsible service.

Mr. Boes: I wonder about the definition for a regional library. Is what is described in the act inadequate? A regional library ought to be in a population center. It ought to be a decent library and, it ought to have the capability to give service. I question the idea of the State Library being a regional library. If it is really going to furnish service in government documents, it should furnish it in the widest sense of the term. It should

not only include items received from the Government Printing Office, but technical reports, non-GPO documents; it might even go into deeper sources. It must be a research library in the University sense.

Two regional libraries for some states which are small are fine and some like the state of Rhode Island would, I'm sure, be happy with just one. But I wonder about Alaska.

I think all of these things have to be re-defined, and I hope that in later acts we'll have a broader definition of what a region is as far as the federal authorities are concerned, and they might even give us some cash to support the regional centers. That would even help more.

Miss Rips: This point that Mr. Boes brings up about financing is a very important condition. In Michigan, the Michigan State Library is really the only one that is financially equipped to serve on a statewide basis. You cannot, for instance, expect, the Detroit Public Library to assume service for the entire state of Michigan, and yet not receive any financial aid to carry on that service. The citizens of Detroit can pay for service to the city of Detroit. But if it's to be extended to all the citizens of Michigan, then a State agency must pay for that service, and the only library agency that's available is the Michigan State Library. I'm sure this situation must exist in most states, so that from a financial standpoint, the State Library is a logical agency to designate as a regional depository.

Mr. Boes: Especially in this state.

Miss Rips: The other point Mr. Boes makes--I think that there are some states that should have, not just two regionals, but maybe should have as many as four or more--like California--if they have a lot of colleges. I can easily see where New York could have a regional in, perhaps, Syracuse, could have a regional in Buffalo, a regional in Albany, and several regionals in the New York area.

Mrs. Faibisoff: Miss Rips, in this particular instance, I am not clear. Why do you want more regionals when you have fourteen depository libraries which have not given up complete collection programs. We are not concluding that the depository libraries are going to give up their collections because regional depositories have been established.

Miss Rips: This is the point now. I think a library like Cornell is much better qualified to be a regional library than many other institutions. But is Cornell willing to pay for that service to other libraries in New York State?

Mrs. Faibisoff: Well, some of the comments I have read were that the federal government should finance these regionals.

Miss Rips: Well, they should.

Mrs. Faibisoff: Mr. Buckley may object to that and I would object too, because I think that's another taxpayers' problem. Being a taxpayer, I'm not going to ask for more.

Mr. Buckley: I would not object, except in the guise of a private taxpayer, but I think it is interesting to see what a much better authority than I am on this subject has to say. Many of you know Mr. Paul Howard, who is the recently designated Executive Secretary of the Federal Library Committee. He is a very eminent librarian, and along with Miss Rips, is a member of our Advisory Committee on the Implementation of the Depository Library Law. Now when Mr. Paulson kindly furnished me with the outline I did ask Mr. Howard specifically about this particular thing. What he says is something that I can only pass on to you. I can't discuss it at any length because I really haven't the background. He points out there there is, at the present time in Washington, serious study of the idea that the Federal government should charge for services which it provides to groups. Included in this are publications. A recent Presidential directive instructs government agencies to investigate carefully and to establish charges wherever these are feasible. If this directive is ever fully implemented, the volume of material reaching depository libraries may be drastically curtailed, and it is my view that in such a climate, it would be difficult to establish the principle of Federal government financial support for depository libraries. There is no provision in the present law which would permit any payment of money by the Federal government to the depositories.

Mr. Howard is a librarian who is no longer a government employee, but he now is definitely a member of a very important committee serving the library profession from Washington. To me his viewpoint was very interesting because I have not yet seen this directive he speaks of, but I think it is something that we might expect and that there might be a trend forthcoming that could affect some aspects of the federal depository program.

Mr. Glens: But at the same time don't we have another depository system, where the institution taking the responsibility is funded with federal funds to carry on reference service. I am speaking of the science depositories.

Mr. Buckley: Many of you may know more about this than I do, because the only depository system that I know anything about whatever is the federal depository program. We do know that, as Mr. Glen says, there are a number of other depository systems operated by other branches of the government.

Mr. Glens: There they recognize that the cost of management for those

depositories would be too great to ask the institution to absorb all the maintenance, so federal funds were made available. I'm wondering if the regional depositories can afford to collect everything that is needed, manage them, give service, without some sort of outside financial support. Just the maintenance of the collections is becoming a greater and greater cost. If you're really going to do the job properly, you have to have many non-depository items. You have to fill in those gaps that you have.

But I have another question about making the State Library the regional. What percentage of the documents, the Federal documents, are tied up within the State Library by the legislative and legal departments, so that they are not really available to serve the functions of the regional library?

Mr. Paulson: I would like to say something first about money. For a long time, the mis-impression has been abroad that publications are free to depository libraries. A 1956 survey showed that depository libraries were spending about a million and a half dollars a year in servicing, housing, cataloging, and binding the publications they were receiving as depositories. You might compare that to the federal government's contribution to the program, which in the same year was five hundred thousand dollars. Now certainly this indicates that there are a lot of expenses connected with depository service that libraries incur, which we do not ordinarily consider.

The role of regional depository seems to be all obligation and very little, if any, compensation. There is really no privilege that a library gains by becoming a regional depository. It incurs the obligation to give interloan service, and to accept all publications. It takes on other responsibilities to provide larger services to local depositories, and it really gets nothing to help it at all. I am not just thinking in terms of dollars and cents, but even in terms of second copies of selected titles, so that we can meet the problem that Mr. Glens raises. Every regional depository has a responsibility to a local clientele, as well as to an interloan clientele. And, of course, this would be true no matter what library was regional depository, whether it be Cornell or any other library in the state.

Now, you asked a very specific question about local demand on the State Library at Albany. We feel that we have a very important obligation to provide service to state agencies. We are still struggling with the problem of how we are to do this and also fulfill the other function that we have by law and custom: that of servicing the other libraries of the state, the public library systems, academic libraries and university libraries, with the special materials that are needed by them on interlibrary loan. We have taken some steps to meet the problem—for example, we now subscribe to depository and non-depository publications on microcard. This gives us a backup copy to meet local demand. However, this is not entirely satisfactory, and I think that what we're going to do is to buy second copies of selected titles.

- Mr. Boes: What you're implying is going right back to the old thesis, which we were discussing a minute ago, and that is to really have a working regional set-up, you need financing. Mr. Howard's little point which was just read, I think is contrary to the present philosophy of our government, as far as the populus is concerned, and that is that information and education should be available to all the people. Government documents are information of importance, telling what is happening in our government offices. It seems to me that it's a natural outgrowth that eventually there should be subsidization of the various government depository centers, to satisfy the regional centers (at least to begin with) in their responsibilities to those who must be informed.
- Miss Rips: At least subsidize them with a second copy.
- Mr. Glens: I would think this might be one thing that would be very useful. If the regional library were willing to accept two copies, that second copy should come under the depository program.
- Mr. Paulson: Yes, but I think we would certainly want to do it on a selective basis. There was a time when we did raise the question whether, under the law, a regional depository is entitled to a second copy by virtue of becoming a regional depository.
- Mr. Buckley: I don't believe so, Mr. Paulson. I don't have the text with me, but I do think that the law specifically provides that only one copy, or not more than one copy shall be distributed to a depository. However, this would just seem to me, and I'm just giving you an off-the-cuff opinion, that this might be a possible future amendment that would be easier to come by than some others that we might think of.

I don't know, if anybody ever suggests amending this law, what the reaction would be. It's been quite interesting, and I think for the students whose background is in political science that it is an especially fascinating thing, to reflect on the history of enactment of this legislation. Many of these things that Mr. Paulson has led us into already, in this first hour, are things that all of us recognize as rather considerable weaknesses in the structure of the present law. Most of all, they are things that I think many of us visualized even before the law was passed. I think more and more that we continue to regret the fact that back in the 30's the late Mr. Jerome k. Wilcox, came only close to securing in the A.L.A. a resolution that would have enabled a complete and thorough survey of the depository system to be made. I think we can see what a tragic happening it was that that could not gain some momentum. If that could have been done, then in 1962, or possibly earlier, we could have started determining what additional depository resources were needed. We would then have been adding to a basically competent workable system, without having any libraries in the system that had just been tacked on for one reason or another without any concept, in

many cases, of what the responsibility was, and with no real need for their being a depository. Then I think that we might very well have had a little bit better basis if the whole idea had not been that it was necessary, feverishly necessary, to enact some legislation, regardless of what it was. If it is not perfect legislation; nevertheless, this is the legislation. We get it on the books, and we do something about it afterwards. So, we are finding these weaknesses and they're weaknesses that I think we are not surprised at discovering. This is one of the basic reasons why we will continue to have these problems and it's going to require some time and effort to work around them. The manner in which the legislation was enacted, was perhaps not ideal from the standpoint of the reflection and the study and the time that should have been put into it.

Mrs. Faibisoff: Mr. Buckley, couldn't we do a little finagling? At the present time, two regional depositories have been designated for New York State. There is only one. Why can't you deposit two copies?

Mr. Buckley: This, again, would be a possibility; and this, again, as I have mentioned earlier, would require an amendment--it might not be an earth-shaking amendment. We can sometimes do a little finagling, as Mrs. Faibisoff says, but you have to be rather careful to stick to the letter or spirit, at least, of the law. You don't dare go too far afield. Somebody may chop your head off if you do.

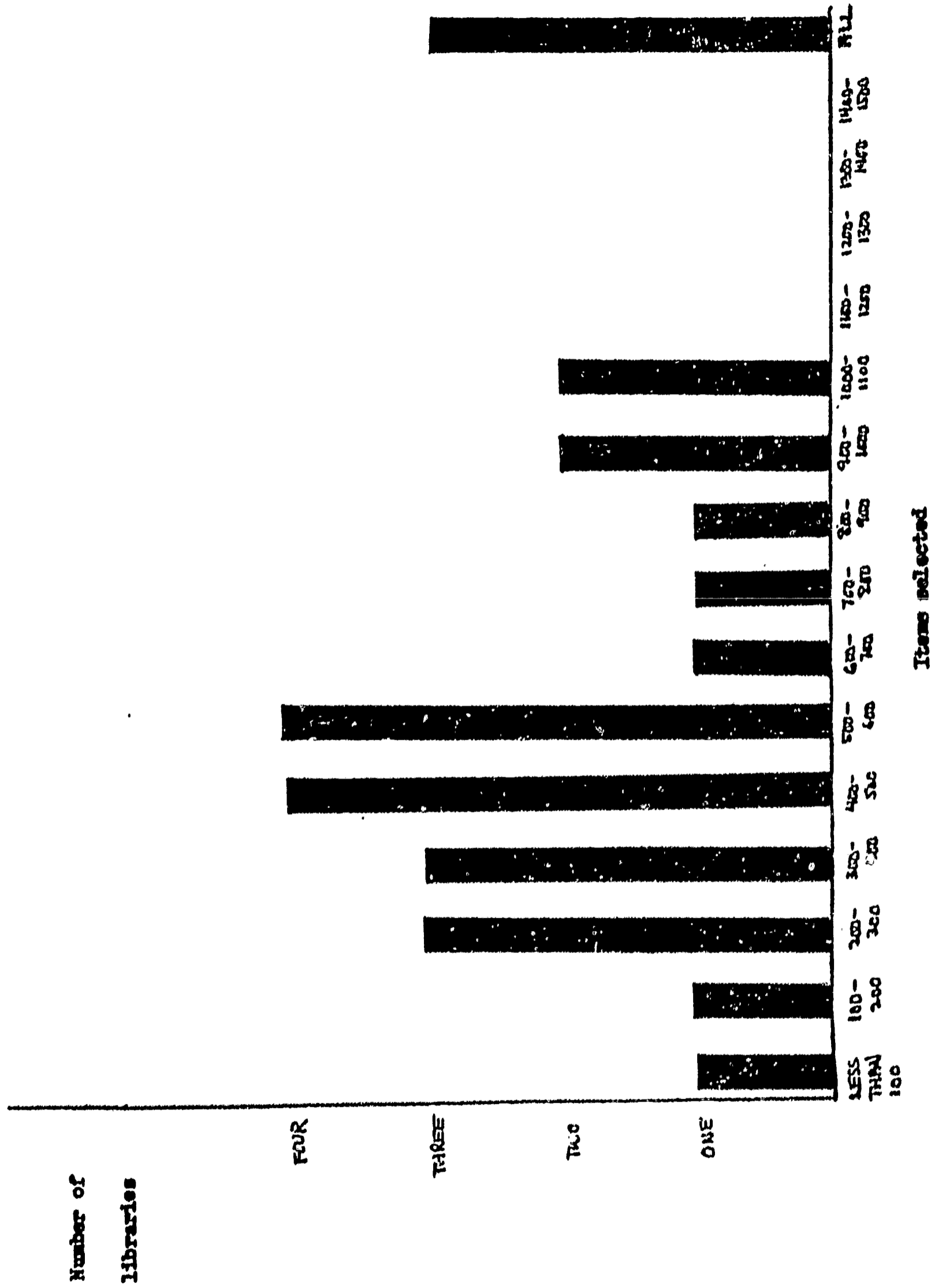
Mr. Paulson: Actually, there are potentially two regional depositories in New York State. Only one has been designated so far. However, our area of service excludes New York City. And, in fact, in the discussion of the 1962 Act New York was the main example given of a State which would need two regional depositories: one in New York City and one in the Upstate area. To date, the people in New York City have apparently not been able to agree upon a library to serve as regional depository there, but if the New York State Library were to take up both designations, we would clearly have to extend our area of service. That might involve inconveniences to people in New York City as well as to ourselves.

I do know at this point there is some discussion in New York City looking towards the selection of a regional depository there, mainly because no depository library in New York City can discard anything until a regional depository is selected. As a result, there is a great deal of pressure to find one in that area.

Mr. Glens: In your illustration of the state, there were several depositories that didn't seem to be doing very much. I know it's very hard to get people to drop a depository, its a prestige symbol, but how effective are those depositories? In fact, I think there are three there that could easily be dropped.

FIG. 3 NUMBER OF DEPOSITORY ITEMS SELECTED BY LIBRARIES IN

NEW YORK STATE (AS OF AUGUST, 1964)



Mr. Paulson: I just happen to have a transparency (fig. 3) which shows the number of items being selected by depository libraries in New York State. About half of the depositories select under 600 items. One of them takes less than 100; one falls between 100 and 200; a couple fall under 300. Now those are small selections out of the total number of depository items available, which at that time we estimated was about sixteen or seventeen thousand.

Mrs. Faibisoff: Mr. Paulson, isn't it quite possible that those are more heavily used than a library which has a complete depository? In other words, it is conceivable that a law library with only 100 to 200 items uses it all to the fullest possible extent, whereas 90 per cent of your collection may not be used in your complete depository.

Mr. Paulson: That is true. However, I would also raise the point that they are using up a vacancy, and if it's a place or area where greater service capabilities are needed, a library selecting this few might better buy what they need, than to actually occupy a depository designation.

Miss Rips: I definitely agree. I think it is a crime for a library taking so few items to have a depository designation.

Mr. Paulson: These are old line depositories and usually public libraries. The trend which we can observe today is that the new designations are generally being taken up by college and university libraries, and that the larger number of items are being selected by college and university or academic libraries. This chart does give you some idea of the distribution of items to depository libraries in New York State.

Mr. Boes: In the consideration of a regional library, one of the points I tried previously to make is that for the future, we need to have a different definition of library service. It needs to be a total information system. While government documents are of great importance for their information, sometimes you need all the other facets, too, and this isn't implied in the Act. I'm wondering whether there is ever any consideration as to the future, and a re-definition of what our centers of information are to be doing.

Mr. Paulson: Do you want to expand on that point?

Mr. Boes: The President had an Advisory Committee on Science and Technology which issued a report several years ago. That was for science and technology, but there's no reason why it can't be said for social sciences, too; and that is, in order to have real information, you have to have a lot of back-up. In other words, you must not only have the documents about the Saint Lawrence Seaway, but you ought to have the books and pamphlets on the subject too. When somebody goes to a library to find out information about the Saint Lawrence Seaway, he should be able to find everything in depth there, to help him learn what

he wishes to learn. Right now, the Act doesn't cover this at all. You could have a regional depository that has nothing but government documents, and that isn't much of a regional depository.

Mr. Paulson: Nothing except ten thousand volumes. Mr. Buckley, do you have any standards, or does anybody have any standards, for the designation of regional depositories, aside from what is stated in the law.

Mr. Buckley: No sir, I do not think there are any. I think it's interesting to note that until the passage of the 1962 law, a depository did not have to have ten thousand books, but only had to have one thousand publications, in addition to government publications. So is it any wonder, really, that having existed for as many years as it had, that there were a great many libraries in the system that didn't exactly meet what we look to today, or even looked to then, as the appropriate standards. Now this might be a good place to bring up something that I think we ought to recognize. When I make a statement like I just did someone says: "Well, then the fault lies with the Superintendent of Documents, because who does the law empower to investigate these libraries and to recommend that they be dropped?" However, I think we have to remember that the designation of these libraries is in the hands of members of Congress. As someone has indicated here on the panel, it is regarded by some libraries very much as a prestige item. I have visited depositories in investigating them where it is quite apparent that little use was made of the documents. But the greatest emphasis would be placed, from the head of the university right on down, on the fact that this library had maintained the depository privilege for so many years.

This is where the trouble comes in. Today, the new law has clarified and made very restrictive what the Superintendent of Documents can do on investigation. If he finds that it is not maintained as a public library, or if he finds that the number of books is less than ten thousand, then he can bring this first to the attention of the library and then give them so many months to correct it. If this isn't done, presumably then he can move to take them off the list of depositories. I've always thought that it's a very ticklish situation, since nothing was done to eliminate the evil at the source, and since some libraries have gone on for many years building up this "ivy-covered" prestige, that a much-maligned bureaucrat can come in and tell a library that it can no longer be a depository. I can just visualize the immediate reaction of the entire alumni, the board of directors, board of trustees, and everyone else at the college. Remember the person to whom they are going to appeal will be both of the Senators and their Representative. This can put a member of Congress in an embarrassing predicament.

The thing that ties in right here, Mr. Paulson, is the system that has worked so well in New Jersey and California,

and certainly also by your people in Albany. The State Library Authority, working with the members of Congress--if indeed they have been fortunate enough to establish this kind of relationship--cannot, it is true, go back and correct past evils, but they certainly can prevent, to a large extent, their multiplication in the future. Now I mentioned New Jersey and California because I know a little bit more about how they are working. Over in New Jersey, the State Library Authority has managed to go directly to a member of Congress to say to him in effect "I understand that the librarian of such and such a library has applied for designation as a depository. In my judgment, you should not grant that designation"; and he will give the reasons. Now from his standpoint, this means that he is able to insure that when the depository vacancy is filled that it will be filled by a library which meets the requirements. In New Jersey and California they are trying to exercise, in the overall statewide coverage, the addition of new libraries on the basis that will give the most adequate coverage to the state at large. This is a point that Mr. Howard asked me if I would mention to all of you. Where you can maintain the relationship, the relationship of cooperation between the State Library Authority and the members of Congress having the right of designation, it is something that is very important and can be very effective. Again, it is not always a simple problem. What is going to happen if you make a suggestion to the Congressman and the Congressman says "Well, I've heard you and the answer is still 'no'. The library down there wants to be a depository. I want to designate it". Would the State Librarian be able to prevail? It hasn't come up as yet in either of these states mentioned.

Mr. Paulson: I think that this point is well taken. We've had some experience in New York State in which we have been able to intervene with the members of Congress in some designations. However, there is still a problem of communication, since a library can approach a member of Congress and we might not know about it. This has happened to us, in fact, we're embarrassed by a recent Senatorial designation, and yet we only knew it was made when we were notified that the whole transaction had been completed. Because of the alternate route by which a depository may secure endorsement of its application for designation, there is a weakness in the law which seriously inhibits statewide planning. In our report of 1964, we made a very strong recommendation that the Senatorial designations be reserved for use in areas where there was need for additional service and where there were no Representative vacancies. This recent designation didn't meet those requirements and it may create problems in other areas. It certainly will create problems in the future if we don't have any expansion in the total number of depositories.

Perhaps I should bring up a question which we have touched upon obliquely, and which relates to some of the things we have already talked about. Does the existence of a regional depository

mean that local collections should become weaker, or does it mean that we should make them stronger? Does the regional depository have a role in seeking to strengthen local collections, and can it reasonably ask local depositories to provide certain services and assume certain obligations to other local libraries. Now, Mrs. Faibisoff, I remember that in 1964 at our Albany conference, you said that Cornell was disappointed by some of the statements in the State Library report. In particular you had thought that the designation of a regional depository would mean that some of the burdens of local service and local demand would be taken away from you, and our recommendation was that we should ask the local depositories to do a great deal more. Do you still feel this? Being in a university library, which may or may not serve public library systems or other demands of the area, how do you feel about local responsibility?

Mrs. Faibisoff: Well, the reason for depositories in the university libraries is certainly far different from the reason for a depository in a public library or a special library. At Cornell, so far as we are concerned, the collection is part of the teaching, to meet the student's needs, and also a part of our feeling that we have to preserve these documents. Cornell has not felt that it need necessarily restrict the use of government publications to surrounding areas. Cornell makes government publications available, and Cornell also lends government publications.

At that time, as I recall, the State was quite concerned that there would be a tremendous burden of interloan responsibilities and that because a regional depository had been designated, other libraries were going to give up their collections. I don't know what survey has been done, but I doubt very much that any depository libraries have asked to do this. I don't know. I mean I wonder, to what extent--let me put it that way--the depositories have asked the regional if they could discard depository material.

Secondly, I did survey our interlibrary loan requests for government documents for one year, to find out if the burden had increased as a result of this, and I'm very happy to report that there were few demands made in interlibrary loan for our depository items. I checked the State University and found that out of 269 requests, only 5 were for depository items.

Mr. Paulson: Perhaps this is related to developments in the Cornell area. Mr. Glens has been involved in an exciting cooperative project in your region.

Mr. Glens: Well, it was our thesis when we started out on this program that we could not rely as heavily as we had been on Cornell, which is only 40 miles away, for borrowing. We had two new depositories in the region. We had seven academic libraries, four industrial or special libraries, and one very specialized graduate school library, all receiving government documents. So we set about to

create a union holding list of all documents in these libraries, and this is giving us larger and longer runs of older documents than we thought existed in the region. I think that's why we only borrowed one document from Cornell in a full year, and that document was rather interesting because the regional library didn't own it. This is one of the problems of the regional library--building up their resources. We went to you initially for it, after we found no one in our group had it.

Mr. Paulson: It was more likely that we couldn't find it.

Mr. Glens: Well, this could have been the problem with this particular item, but our greatest problem now is building backfiles of documents.

Mr. Paulson: This ties in with the question Mrs. Faibisoff asked and which I didn't answer. We really have not had a great many applications from libraries which wished to discard material. Certainly, not to the extent that we expected them. This is partly true because we had a disposal program in operation for some years before the law was actually amended. As a matter of fact, New York and Wisconsin served as model regional libraries in anticipation of the 1962 act.

However, there have been libraries that have discarded material. Just to guess from memory, perhaps ten libraries have done so since we began our program, which was in 1956.

Mrs. Faibisoff: May I ask you this? Does the local library have to build a complete collection, or should that be one of those responsibilities of the regional library? Why was a regional library incorporated in the 1962 depository act? Wasn't the depository library an adequate set-up?

Mr. Buckley: I think that the basic reason why the framers included the provision for the regional depositories was the fact that of all the protestations made during the hearings, perhaps the one that came up most often was that any number of libraries' representatives came before the committee and pointed out that there was no way that they could get rid of this material, and that the superintendent of documents would not let them discard to the extent that they wanted to. Now, it's interesting to note that when I first got my teeth into this function directly--it was 1949 when I assumed the position of Assistant Superintendent of Documents--I found out that at that time this request was made to the Superintendent of Documents in wholesale fashion. Constant letters came to us appealing that there was no space and that the only solution to this problem was that we should issue more or less blanket instructions to permit the library to dispose of almost anything. There were a limited number of librarians throughout the country who were acting unofficially at the time in pretty much the same capacity that the advisory committee that

Miss Rips is a member of, now acts in relation to the superintendent of documents and the Government Printing Office. It was not a committee in the formal sense of the word, but the Superintendent of Documents customarily asked for the opinion of these librarians on important matters. They represented the different kinds of libraries throughout the country, and almost unanimously when this request would be made, their prevailing view would be how could a library be a depository in the true sense of the word and, yet, want to just take a quick look and throw most of the material received in the wastebasket. So the framers of the law were seeking some middle ground. We hope, as Mr. Paulson said, although they never gave any public recognition to this fact, that they took into account what he and his associates at Albany and the folks up at Madison, Wisconsin, working with us, had done to create the framework and the knowhow. They decided that by doing this, formalizing the experimental arrangements, they would permit the other depositories to solve this problem by disposing of anything they wanted to dispose of over five years old, provided they had the permission of the regional library.

Mrs. Faibisoff: But at the same time the regional library did not necessarily pick up this back file. Therefore, it is junked. My feeling on it is that we need someplace in the country, a warehouse, for back files of this depository material that is dumped, similar to the Chicago Mid-West Research Center. Someplace where we can send our back files, we know they are going to be kept--maybe one, two, three, four copies, because the regional library in the distribution of its material is very apt to lose that material. Now, of course, again, I know that there is a saving factor in that we have microform, and so we can always say it's on microform so we don't need the actual copy. I think most librarians feel the same as I do--they would like to have a physical copy at hand--a hard copy, and it seems to me that some provision should be made, when you speak about regional library designations, for a warehousing center--another archival center upon which we could draw. I don't know whether this is feasible or economic or ridiculous, but this is my concept of a regional library--someplace where we can store it and get it.

Mr. Paulson: What you are suggesting is really a super-regional library.

Mrs. Faibisoff: Exactly. Or the elimination of the state regional.

Mr. Paulson: You are right in saying that there is a contradiction in the responsibility placed on the regional depository. On the one hand, they are required to provide interlibrary loan services in regard to government documents (and the law does not define whether they have to lend everything or whether they can lend selectively). On the other hand, if they're authorizing other libraries to discard, presumably for some types of material they may have the only copy in the state. Therefore, can they freely lend it, subjecting it to the risk of loss in the lending

process? I don't think there is any easy answer, and perhaps the suggestion that you make does give us an effective back-stop. Does anyone else on the panel have any ideas or comments on this subject?

Mr. Boes: We're pointing out the inadequacies of the regional libraries and the whole depository program. It certainly serves good purpose and historically it has good reason for existing, but there are a lot of libraries that belong to it and shouldn't--both in the past and now--many of them joining it just for prestige and not because they have a need to serve. This may, by the way, help you in setting up your region in Plattsburgh--perhaps Plattsburgh doesn't deserve a depository library. Just because it might be in the geographic area is no answer. I thought the point about the regional center with only one copy which it lends out and might lose, is a good one too. After all, if it lost a copy, it's not much of a regional center any more. I think the point about financing is a good one. Regional centers if they're ready to serve the public have to be financed, not only by a second copy, but I'd like to take the extra jump--dollars and subsidation for personnel and maybe for public relations, etc. should also be furnished.

I'm worried, too, about the idea of total coverage. For example, the Government Printing Office does not distribute all government documents. This we all know. It distributes a large percentage of them, but not all of them. This is always a problem. We can get them through microform, but people hate to use microform. I think that it is too bad that when the Act was passed that we couldn't have had more time to prepare a better one, or that a better one is not in the process of being prepared now.

Miss Rips: May I comment on that Mr. Paulson? It took, I would say, well over fifty years to get this depository revision, and I don't believe anybody would say that it was a perfect law. But it accomplished certain things that the American Library Association and the documents librarians had been striving to achieve for years and years and years. And it was really just pure accident that they were even able to get this law passed. I think if Representative Hayes had not happened to want to designate another depository in his district and if Mr. Edmon Low had not been a friend of Congressman Albert and Mr. Ben Powell a friend of Senator Jordan, we never would have gotten this revised law.

Despite its defects, when you think about the law you do find certain improvements, and it took a long, long time and a tremendous fight to get those. For the first time, you've got the ability to name additional depositories, which you never had before; and this was a tremendous accomplishment. The complaint that you heard all the time at all documents meetings was how can we get rid of these unwanted documents--how can we discard them? So the regional depository was one way of trying to meet

this complaint, of giving libraries a means of getting rid of the material that they didn't want. Mr. Boes mentions another complaint which documents librarians have had since the beginning of time--namely, that so many documents are not distributed through the depository system. The depository act at least makes the effort to try to get non-G.P.O. material distributed to depository libraries, and Mr. Buckley is working very hard and the documents committee is working very hard to try to get the cooperation of the government agencies so that this will, in time, be accomplished.

What has taken you fifty years to accomplish, you cannot then expect to achieve in five months. So I think that the revised depository law gave very definite benefits to libraries. Certainly it is not perfect, but I do think it is an improvement over the law that you worked with before. For instance, this suggestion that the regional library should have two copies. Now I think this is an amendment that, as Mr. Buckley says, is reasonable and it's not going to involve too much more money, so this is one that if you can get an interested Congressman as sponsor, you might be able to get that amendment to the law passed. But if you start getting all excited about revising the law again with all sorts of provisions for microfilm and microfiche, you're just going to ball up the whole works all over again. I think when you deal with the government, you have to be satisfied with small progress slowly.

Mr. Buckley: I think what somebody mentioned a moment ago about the patrons not liking to use microforms is a point that those who are hearing discussion of this problem for the first time might be interested in. We have always been a little skeptical since it was first proposed, at the indications that it's only our opposition that prevents all government documents from being produced in microform.

Now I don't believe it is that simple, but suppose we did say the word and sponsored an amendment to the law. Is there any doubt in any of our minds that this would do an irreparable hardship to the depository system? Is it likely that all of the libraries--the 856 libraries--would have or could readily obtain the reading equipment that would be necessary, even if they could induce their clientele to use publications in this form? So I do think that this is something about which have to read a bit warily. I don't think that, like other innovations, that any of us are dead opposed to the idea of its coming in, and I think that the idea that it might come in as an eventual aid in implementing this non-G.P.O. is a real possibility. But again, we want to be sure that when it is used, that whatever is issued in whatever microform, the depositories will have the facilities to make it available to their readers and that it won't pose a hardship from that standpoint.

Mr. Paulson: I'm glad that we got on to the subject of microforms because I was just about to bring it up and have you comment on it. I

would like to pursue that further, too, but at this point we should give the members of the audience a chance to ask the panel questions and to make comments on the discussion.

QUESTION: One of the panel members said it was a shame that some of the depositories collected so few items, and then you mentioned that there are certain areas of the state that had very few depositories. I notice that St. Bonaventure in the southwest corner of the state, which is the only depository for quite a distance, had a very low number of items. The same is true for the depository at Potsdam. I was wondering if depositories need to stay depositories with such a low number of items? Would you comment on the number of items and the lack of other depositories.

Mr. Paulson: We feel that some libraries are very clearly wasting the depository privilege. They're occupying a vacancy which might well be used by someone else, and they're selecting such a small number that they could easily acquire the documents they need in another way. In fact, there is one depository library in New York State that actually receives only 52 items. Now there should be some method we can use to encourage that library to relinquish and vacate its depository privilege.

On the other hand, I don't like to suggest that it is just a matter of how many items have been selected that is really of importance. In thinking about local service, increasingly we have to think in terms of regions and in terms of areas. If we look at that first chart again and examine the depository libraries in the Mid-Hudson area, you will see that they don't select a great deal: 650 items, 500 items, and 52 items. But their total resources actually exceed the 1,076 items available at Syracuse. In other words, the point I'm trying to make here is that cooperative selection could lead to very substantial improvements in the service patterns in local areas. Potsdam, which you did mention, is an example where there has been close cooperation between the two depositories. Even so, I think, it is too bad that they are using two designations in Potsdam.

QUESTION: Where the depository is so low, is this usually a public library?

Mr. Paulson: Generally, yes.

QUESTION: And is this a question of finance.

Mr. Glens: There's another reason for that, I think. Your public library patrons--the ones they see most of the time--want a different type of material than your college and university community. Therefore, their selection is probably based on their average patron, and the smaller public libraries don't have the personnel to do the public relations work to bring the documents to the attention of a potential reading population in that community.

QUESTION: Well, there you are going back to money too, as well as their collection policy. I'd hate to see the depositories become just the State Library and the college libraries. I'd hate to see it taken away from the public libraries, because there you're reaching another type of clientele which you wouldn't be reaching otherwise.

Mr. Glens: We have some excellent depository libraries that are public libraries--Buffalo, for example, is an outstanding one. Miss Rips represents a public library that has an excellent document service but they have also a collection, a staff, and services that make that document collection work. Many of the smaller public libraries just don't have the logistical support.

Miss Rips: I think partially the problem with some public libraries that select so few items is that the librarian very often doesn't know enough about documents to select properly. It is a selection problem, as well as a failure to really appreciate the kind of material they could get if they selected more widely. So, perhaps, by attending an institute of this sort you could improve the selections in small public libraries.

Mr. Paulson: I wouldn't want anyone to go away with the impression that only college and university libraries should be depositories. Some of them, both Buffalo and Rochester would serve as examples, are very fine public libraries and have fine document collections.

What we find is that the problem libraries are the poorly supported ones. In general, libraries that may have been outstanding in an earlier day, where the town or city in which they are located has declined, or public library support has declined; and they're not able to give adequate service in any sense.

QUESTION: Can you tell us how many pieces these figures represent? I understand a depository item is a series.

Mr. Paulson: Right. An item can be either a specific series or a general category of publications issued by a particular agency. So we should make it clear here that when we say 52 items, we're not talking about 52 pieces of material that come in the library each year, but it's 52 categories of publications that this library selected. Yet out of sixteen hundred that were available at that time, this is quite a low number.

QUESTION: What is meant by public service. How much service does the library have to give?

Mr. Paulson: Well, that's one for Mr. Buckley.

Mr. Buckley: Is the question how much service the depository has to give to the public?

QUESTION: Yes, because an undergraduate in a place that is non-depository, needing recent materials published by the government cannot get them through interlibrary loan from depositories because he is an undergraduate. I was wondering if this isn't contradicting the services of the depository.

Mr. Buckley: Well, it is not definite, like so many other features of this law. As Miss Rips points out and as I mentioned earlier, we know that the law is not perfect. We know, however, that it does represent features that we had all wanted in the law. But it does not spell out, to answer your question, the exact type of service. I do think that you will find that a lot depends on the caliber of the documents or reference librarian. His or her interest in documents and the feeling that this documents librarian might have, the feeling of responsibility. So I think it could boil down largely to a question of the individual enthusiasm of the librarian for his job in the absence of anything more specific. There are no standards that have been spelled out.

QUESTION: Which librarian are we talking about? The one at the borrowing end, or the one at the lending end, because your question raises some interesting points. If the policy of her library is that it will not borrow for the use of undergraduates because it feels the materials in its own library should support an undergraduate program of instruction, and because this policy is applied in total to all undergraduates, is it not then depriving an undergraduate of depository materials?

Mr. Buckley: Yes. There is no doubt about that. I was thinking of it in the simpler aspect where the depository librarian would not be required to conform to the type of policy that you mentioned, but a question of whether or not the documents librarian wanted to go to the trouble. I think everyone of us has faced this situation as we are deluged every day with the thousands of phone calls and inquiries that often have little relation to our function. I don't suppose there's a person in this room who has not been faced with that and we are surely tempted to say, "Well, why in the world does this person, if he has to ask somebody, come to me?" But on sober reflection, we can't do that.

Now this is a problem that I haven't met before. But what we're saying is that you might have the regional library set-up working in the manner that it is supposed to work, where there could be, for instance, facilities for interlibrary loan, and because of policy considerations, maybe this library might say "Well, the university library should appropriate money to provide this service for its own undergraduates rather than having this expense and this trouble borne by the State Library." It looks, off hand, as if the undergraduate is a victim; I don't know how she would beat that system. It is unfortunate. I hope that it is not a widespread situation, but if it should become one, it points out the value of discussions of this kind. Frankly, this is something I have not visualized in trying to think of what problems might emerge in the application of this provision of the act.

QUESTION: Mr. Buckley, you mentioned before that the designation of depository libraries by Congressmen and Senators provided a certain flexibility to the system, insofar as re-districting might add new districts. What would happen if it went the other way around? There are instances where, I believe, at least part of districts have been combined, and we have the case of large-scale re-districting. What happens in this case?

Mr. Buckley: In 1913, an act was passed which took the depository system out of the spoils system. This feature was retained in the enactment of the 1962 law. The effect of it is that once a library has been designated as a depository, it remains a depository for as long as it continues to function as a public library and to meet the requirements of the law. And I might go just one step further and say that this was one of the factors that I was apparently unsuccessful in making clear in my appearances before the committees considering the 1962 act. Time and time again they would say--"But how can you say that there is any merit in having a system where there would be one or two per Congressional district when right here on your list there are five in a certain district." This is one reason why there can be five. Another reason obviously is that the Senatorial designations may be anywhere, and it is possible for both of those to be in a single Congressional district. So, suppose you would have both Senatorials; two representative designations; a land grant college; and any number of libraries which had previously existed in other districts but through re-districting had been put in this district. When you find that there are many more than two in a single district, that is quite possible. It doesn't work the other way around. They can be increased, but when the population decreases, they cannot be decreased by reapportionment.

QUESTION: Mr. Glens, regarding the duplication of materials, in your system is there any extensive photocopying of library materials? Would you recommend this?

Mr. Glens: At the present moment, we have a policy amongst the cooperating libraries that anything under 10 pages is automatically photocopied and shipped at the expense of the local library, not the borrowing library. We are reciprocating enough that we don't have to keep billing each other. We haven't had any complaints on this yet, but primarily we do photocopy. If it is a valuable item or a volume in a set, we will normally not allow it to go out; therefore, we photocopy it in that case. This is another problem on restriction for interlibrary loan--there are just certain items you don't allow to circulate. But photocopy, I would say, we use for 90% of our loans. Except I wonder about that undergraduate. I haven't run into such a problem.

QUESTION: I'm from a special library. I know that you mentioned that some people don't like to use the microfilm. Part of the conversion will be in libraries such as ours and through the

reader-printers. I think engineers and scientists are becoming educated to reading microfilm, practically all our technical reports are coming in microform now. We do like the microfiche because it is easy to use and easy to file, and I look forward to the time when we can get documents from your office on microfiche.

Mr. Buckley: Well, I certainly am happy to learn that, because my mention of it was something that has been a concern. I can't forget the tremendous outcry that came in 1951 when we extended permission to the depository to substitute micro-facsimile editions for any printed holdings. We were deluged by long distance telephone calls and hundreds and hundreds of letters immediately registering the most bitter protest over the government substituting this micro-copy for the printed. Of course, we had no such intention, and we immediately had to issue another instruction pointing out again what we hoped we'd made clear in the first--that all that we're saying is that if a commercial micro-edition exists and the depository wishes to substitute it, then it may do so if it has the suitable reading facilities and if it is suitably indexed for use. But I share with you the feeling that, as we said a moment ago, the time will come, certainly, when there will be some emergence into this field with the documents distributed to the depositories. But to allay any resurgence of this general alarm, I don't think that we're even close to a time as yet when we will be distributing everything in any kind of a micro-edition.

QUESTION: I have a question for Mr. Buckley. NASA and the Atomic Energy Commission have standardized the microform used for these research reports by using the microfiche. Would the G.P.O. consider this? Would microfiche be the most advantageous form?

Mr. Buckley: To answer that I will say that no final determination has been made. However, each time that this is proposed, our objection that many libraries would suffer a disadvantage because of no standardized form is very quickly swept aside. It is pointed out to us that this was true maybe in 1951, but this is no longer true at all.

We are persuaded that if we should suddenly announce that we were going to produce all documents in microfiche, that none of the depository libraries would have the slightest difficulty. This we hope would be true, if indeed this is ever coming--but I think I would have to be shown. I don't think that any determination has been made and, in my mind, I have never been sure that the new developments have, as yet, made our concept obsolete. It may be that microfiche is to be the vehicle that will cure all the ills here.

Mr. Paulson: Well, we've just about reached the time when we've said we will adjourn. I want to thank the members of the panel for their fine contribution, and the audience for their patience in listening to us. We have a Deputy Commissioner in the Education Department who says that he has the ability for finding a problem for every solution. I hope that we've given you more solutions today than we have problems, and I hope that you've found the discussions as profitable as I have.