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1:10

~~1:10~~ PM - Lunch Daniel Boorstin

Friday, June 13, 1975

THE UNIVERSITY OF CHICAGO

GRADUATE LIBRARY SCHOOL

1100 EAST 57TH STREET
CHICAGO • ILLINOIS 60637

May 12, 1975

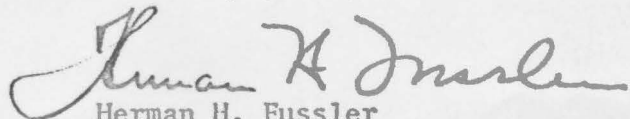
Mr. McGeorge Bundy
The Ford Foundation
320 East 43rd Street
New York, New York 10017

Dear Mr. Bundy:

I enclose the memorandum on the Library of Congress and its potential relationship to national needs. I thought it would be helpful to have some confirmation of my own assessment of the issues and hence invited Bill Dix, of Princeton, to work (quite confidentially) on the MS with me.

As you may well imagine, writing such a statement in haste - and, in considerable measure, in a hotel room in Houston, Texas - leaves something to be desired. However, the issues, as you well know, are critical and I hope that some sense of this emerges.

Sincerely yours,



Herman H. Fussler
Martin A. Ryerson Distinguished
Service Professor



The Library of Congress
and the "Public Interest"

It is the purpose of this memorandum to outline some of the more critical and important ways in which the services - existing or potential - of the Library of Congress are related to national systems of access to information, literature, and bibliographical data. Such national systems will in the future become indispensable to the effective delivery of recorded knowledge to the people of this country.

Information as a National Resource

It is evident that a critical resource of any modern society is the extent and quality of its access to recorded information or knowledge. Such access is essential for a wide array of educational, informational, economic, cultural, research, and other purposes. In the past ten to fifteen years, serious problems and deficiencies in the existing systems for such access have been noted by many scholarly bodies and other organizations, including The National Academy of Sciences, The National Advisory Commission on Libraries, The American Council of Learned Societies, The Social Science Research Council, The American Library Association, and The Association of Research Libraries.

The Emergence of Critical Library Problems

Although many libraries, during the 1950's and 1960's were able to expand their collections and their services, sometimes very substantially,



it will not come as a surprise to most observers that many of the basic recommendations of the various prior studies of users' needs have yet to be fulfilled. Furthermore, by the end of the 1960's it was becoming evident that library and informational services would find it increasingly difficult simply to maintain, let alone expand or improve, their ability to serve the wide range of users who must depend upon them.

By way of illustration, it was by then widely recognized that the cultural, economic, and political concerns and interests of the United States had become world wide in contrast to the previous concentrations on the U.S. and Western Europe. Despite this, the library resources to support such expanded studies were more often than not inadequate and frequently poorly organized or cataloged. It was also recognized that the aggregate production of relevant publications and information, throughout the world, was increasingly exponentially at rates exceeding the fiscal resources of even the largest libraries. Such exponential increases in the production of recorded knowledge are expected to continue. The unit costs of publications and other sources of information have been increasing even more rapidly than the gross production rates. In response to some of these pressures, the aggregate expenditures of many major academic and research libraries during the late 1950's and 1960's were increasing at annual rates of 10 to 15 per cent. Such increases are clearly untenable over any extended period. These increases reflected, in addition to the rising costs of publications, the need to increase rather low salary levels, the labor-intensive nature of the majority of traditional library operations, the devaluation of the dollar in terms of foreign acquisitions,



and various efforts to respond to changing users' needs. The resulting cost pressures have already resulted in significant reductions in services and acquisitions in many distinguished libraries. Reductions in the acquisition of retrospective materials and foreign publications, the cancellation of some serial subscriptions, and much more selective acquisitions of current U.S. publications, have all become commonplace.

By the early 1970's, it was evident that: (1) Many users still had serious informational or research needs that were not being satisfied by existing library or other systems; (2) Unless some new approaches were developed, the quality of access to recorded information was likely to deteriorate rather than improve; (3) Most libraries, despite cutbacks and economies, were still experiencing cost increases that could not long be sustained and, unless alternative approaches were found, the existing level of services would inevitably deteriorate further; (4) A program of rather small federal grants to individual libraries had been tried briefly, but such aid did not address the long-term, basic trends or issues, and, in any case, was probably not a very promising approach in terms of its overall cost/effectiveness; and (5) It was neither feasible nor desirable to try to build or to support a monolithic national system of libraries or information agencies in a highly pluralistic institutional setting.

The Prospects for Change and Improvement

Fortunately, during this same period a number of highly relevant studies of basic issues and alternatives had been undertaken, and a number of new prototype or operating capabilities had been developed. Taken together, and used wisely, these alternatives offer the prospect of some very basic improvements in our systems of access to recorded knowledge.



The proposed changes fall essentially into three very closely related areas:

(1) First of all, it is extremely important to develop a national, comprehensive, very high quality, machine-readable, bibliographical data base. It is this data base that will, in the first place, eliminate much of the current redundant and very expensive bibliographical analytical work, and, in the second place, alert any user, wherever he may be, to the existence, possible relevance, and institutional location of pertinent documents or information.

(2) Secondly, it is imperative that some highly efficient national systems for the sharing of documentary and other informational resources be developed. Careful studies have amply demonstrated that many books and other sources of important information are used very infrequently. Thus, copies of many publications do not need to be acquired and held by dozens or even hundreds of libraries if certain prior conditions can be met. For example, there must, first of all, be efficient access to an excellent bibliographical system to alert any interested user to the existence and location of potentially relevant materials - whether locally available or not. Secondly, a system of shared resources must be developed that will assure any user - and his institution - of a right to future and reliable access to such materials. There are two operational models of such access that are well tested and highly relevant to such a development. The first is the Center for Research Libraries in Chicago, supported primarily by its member institutions, located in all parts of the country and Canada, with some additional support from foundations and Federal grants.



The Center now offers access to more than three million volumes, and several thousand serial titles. The second model is the National Lending Library in England, a government agency, which will make available to any user any recent serial article in the sciences, technology, business, and the social sciences. It now offers fast access to more than 50,000 current serial titles from all parts of the world. For many older materials, already held in one or more libraries, a more efficient and more equitably supported system of assured and speedy inter-library loans is required.

(3) The third major required change is to shift many present manual processes in libraries to the computer. It is now evident that, though certainly not easy, this can be accomplished with important cost benefits and potentially great improvements in the speed and quality of information access and the quality of library service. However, each library cannot, and should not, try to develop its own system. Either "packaged" systems or very effective shared data-processing networks will be required. There is now ample experience to indicate that such applications can be cost/effective.

While none of these basic changes is simple, each is known to be feasible and, if developed wisely, these changes can alter in quite fundamental ways the quality and scope of our national systems of access to recorded information. The change can, at the same time, create a much more dynamic and evolutionary library and information-handling capability.

Over the longer term, it will also be essential to examine alternative systems and technologies for the more efficient production, diffusion, and storage of recorded information. The traditional book and the journal, while certainly not obsolete, will no longer be the optimal choice.



-6-

in many instances. This is especially true in the case of information of interest to very small and highly specialized scholarly or other groups. The production and distribution costs of traditional systems of publication and distribution are simply becoming too high for such audiences.

The Role of the Library of Congress

The responsibilities of The Library of Congress in serving the Congress itself and other divisions and agencies of the Federal government are well known. In carrying out these responsibilities, LC has assembled and organized massive collections, services, and research activities. Its collections are also used in traditional ways by many resident and visiting scholars in a variety of disciplines.

It is in another sector of activities, however, that The Library of Congress, in its role as the de facto national library of the United States, is particularly important at this stage of the evolving national and international library and information systems. These are some of the functions and activities in which LC must become the principal mover:

(1) LC should accept the primary responsibility for the design, development, operation, continuing improvement, and evaluation of the previously noted national, comprehensive, bibliographical data system.

The requirements here are very complex, but are also very central and critical elements in terms of national informational needs. Such a bibliographical system must provide for the subject analysis and careful bibliographical description of a high proportion of the world's books, technical reports, journal articles, and other sources of information.



It is extremely desirable to undertake this basic bibliographic description and intellectual analysis, in so far as possible, only once. It is now hoped that much of this work can be undertaken in the country where the primary publication is produced. In order for such a system to be effective, the complex data to be recorded must be handled in a very carefully standardized manner. In the last several years, there has been a very significant movement toward both the development of international bibliographical standards, and the international exchange of bibliographical data. The Library of Congress must play a critically important role in both of these developments. The functions are a logical, but much more complex, more inclusive, and more powerful extension of the older and well-known production and distribution by LC of copies of its printed catalog cards.

If the quality of analysis and standardization in such data are sufficiently high, it will facilitate not only the international exchange of bibliographic information, but the exchange of bibliographical data from one institution to another within the United States. Such a comprehensive data base will also make it possible to generate an extremely broad range of bibliographical tools designed to serve different user requirements or different kinds of institutional needs. The modes of access to such a data base (or bases) may also be highly variable, from on-line, inter-active, computer searches to specialized, printed or microform bibliographies related to a wide range of subjects, forms of material, or institutional holdings.



A comprehensive national bibliographic data base (or bases) must also attempt to indicate, within reason, the institutional holdings of all significant materials in order to facilitate user access to the requested documents wherever they may be located.

The Library of Congress is the only logical agency in the United States that can accept responsibility for these badly needed, but very complex, functions.

(2) Secondly, it is essential to expand and otherwise improve LC's own acquisition and processing operations. It is through these current operations that much of the permanent, national, bibliographic record is being created. These activities have been greatly expanded since the necessary authorizations were granted in the Higher Education Act of 1965, but further expansion of systematic acquisition from other geographic and linguistic areas and greater speed in procession are desirable. LC should also expand and improve its procurement services for other scholarly libraries in areas of the world where the book trade is not well organized.

(3) LC should assume the primary responsibility for a large scale retrospective conversion of bibliographic data for its own holdings and those of other libraries. A failure to handle this will result in a patchwork of poor quality, fragmentary conversions.

(4) The great economic and intellectual importance of developing and supporting a system (or systems) for shared access, especially to infrequently used resources, has already been noted. The Library of Congress should provide major assistance through materials and operating support in the development and operation of such services. It could so do by procuring an extra, loan, copy of many foreign, and possibly some



domestic publications, and by helping to establish and support a national serials lending library. The LC should in this connection work very closely with the Center for Research Libraries which already provides important shared resources capabilities.

(5) The Library of Congress should serve as a national center for the development and operation of a greatly expanded program for the preservation of deteriorating research materials. This program must insure the preservation of at least one copy of significant publications or provide a master photocopy of them from which additional copies can be made. The physical deterioration of the books and journals now held by U.S. libraries is a very serious national problem.

(6) While it is clear that the technology necessary to achieve complex bibliographical systems and networks is feasible, much related analytical research and development remains to be done. LC is the obvious agency for coordinating and sponsoring much of this work.

(7) For years a substantial amount of work has been done by librarians and others in developing international standards of bibliographical description. As indicated above, this work is now bearing fruit and there is active planning toward a system of universal bibliographic control. LC with its governmental status and its already widespread international relationships is the appropriate agency to carry forward this work and develop a genuine international bibliographical network.

Requirements for Implementation

In order for The Library of Congress to fulfill these, and its many other responsibilities, substantial national leadership will be required to



effect the necessary technical, organizational, and policy changes. Much of the basic legislative authority for the suggested responsibilities already exists, but funding for many of the requirements is insufficient. Since the services to be developed are critically related to a wide sector of non-Federal interests, it will be essential for LC to establish an effective and carefully coordinated, external advisory and policy-making structure.

It should also be noted that the Library of Congress is a very large and complex establishment. It has nearly 4,500 staff members and is responsible for expenditures of appropriated funds that presently approximate \$100,000,000 annually. Its position in the Legislative Branch of the Federal government, with services to the Congress, the Executive branch, and with many external national obligations is very unusual and not without problems.

Conclusion

The responsibilities proposed for LC in this memorandum, although complex and substantial, would respond in a cost/effective manner to very serious national needs. The objectives outlined are basically compatible with many existing functions of LC. No other agency has comparable resources in staff and experience, and no other agency has the potential to respond as well if given skilled, imaginative, and perceptive leadership.

William S. Dix
Librarian, Princeton University

Herman H. Fussler
Martin A. Ryerson Distinguished Service
Professor, The University of Chicago

May 11, 1975



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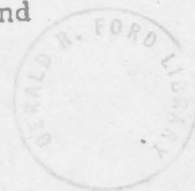
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William S. Dix
Librarian, Princeton University

Herman H. Fussler
Martin A. Ryerson Distinguished Service
Professor, The University of Chicago

May 11, 1975



THE WHITE HOUSE

WASHINGTON

June 9, 1975

MEMORANDUM FOR: JIM CANNON

FROM: DICK CHENEY

Jim, attached is a paper from McGeorge Bundy on the Library of Congress.

It's a good piece.

Don asked me to pass it on to you and suggests that you or someone on your staff discuss it with Boorstin.

Attachment



May 26, 1975

Dear Mac:

Thanks for the memo on the Library of Congress. I'm pleased to have it and will be visiting with the appropriate people about it.

Best regards,

Sincerely,

Donald Rumsfeld
Assistant to the President

Mr. McGeorge Bundy
President
The Ford Foundation
320 East 43rd Street
New York, New York 10017

DR:pl



THE FORD FOUNDATION
320 EAST 43RD STREET
NEW YORK, NEW YORK 10017

Rec. 5/26

McGEORGE BUNDY
PRESIDENT

May 14, 1975

Dear Don:

Here's a quickly prepared memorandum on the Library of Congress and the public interest which may be helpful to you or to the appropriate member of your staff, in line with our conversation. It is a little hard to tell from the papers whether or not the decision to appoint Dan Boorstin is now behind you, but in either case this document may have some interest. Those who know Boorstin have no doubt whatever of his ability to grasp these matters intellectually -- but there is grave doubt as to the degree of his appetite for the strenuous task of management and political persuasion which is implied in the attached analysis.

The document was prepared mainly by Herman Fussler, whom I mentioned in my letter, but he enlisted the support of William Dix of Princeton, whose name I think is also known to your recruiters.

I think they regard the document as confidential in the sense that it is intended for private use by people with a responsible concern for this subject, but it was their own decision to put their names on it.

Sincerely,

Ma

McGeorge Bundy

The Honorable Donald Rumsfeld
The White House
Washington, D. C.

MEMORANDUM

THE WHITE HOUSE
WASHINGTON

*Scheduled
Fri June 13
12:15 PM
F47
W.H. Mev*

May 13, 1975

MEMORANDUM FOR: JAMES CANNON

FROM: DONALD RUMSFELD

At some point you might want to have someone on your staff discuss with the new Librarian of Congress (before he goes into the post) the contents of Bundy's letter (copy attached). If you think it is not a good idea, don't do it. I do not have a view.

2 Attachments

*J - Boonin The
new Librarian? let's*

*96 20
must have
lunch here one
day. June*

10 2 13 MAY 1975



May 13, 1975

Dear Mac:

Thanks for your note concerning the Library of Congress. I appreciate it and will see what can be done.

Warm regards.

Sincerely,

Donald Rumsfeld
Assistant to the President

McGeorge Bundy, President
The Ford Foundation
320 East 43rd Street
New York, New York 10017

cc: Jim Cannon w/copy of incoming



THE FORD FOUNDATION
320 EAST 43RD STREET
NEW YORK, NEW YORK 10017

MCGEORGE BUNDY
PRESIDENT

May 7, 1975

Dear Don:

Following up on our telephone conversation yesterday, I have asked the best and most anonymous elder statesman in the library field, Herman Fussler of Chicago, to put together a little paper about what the ideal Librarian of Congress should do, and we should have that for you early next week. If you want to check his credentials, meanwhile, ask the unprejudiced Edward Levi.

In essence what Fussler and the best of the academic and library leaders have in mind is that the ideal Librarian of Congress should be not only the leader of the Library of Congress as the national flagship of research libraries, but also an active senior adviser to the President and the Congress in developing a national library policy which simply does not now exist. In part I think this would mean some federal money for those research libraries and other basic information sources that are truly national or regional in their importance. But even more important than money, at least in the early stages, would be the simple fact of facing up to the national failure of analysis, understanding, and action in this field. The volume of relevant material multiplies; its complexity grows by squares and cubes; yet the old ways of gathering, storing, and using it are surprisingly little changed. Our non-system of research libraries is the best in the world, but today it is headed for both financial and intellectual disaster if a timely nationwide policy is not worked out.

The right man to take the lead in this process is a Librarian of Congress who knows how to get and hold the confidence of both the Executive Branch and the Congress. The Ford Foundation has for years supported the best (indeed the only) private national agency working on these problems -- the Council on Library Resources. What we have learned from that experience is that until there is leadership at the Library of Congress no private body can do very much good.

I am not slighting the task of running the Library of Congress itself. Indeed the condition of effective leadership on the national scene is effective leadership in the most important library of all. What I am saying is that a good Library of Congress is not itself enough. Indeed no American library, however great, can sustain itself over the next generation if we do not get a new level of rationality and cooperation in the nation's research libraries as a true system.

- 2 -

This is a tall order for what they tell me is a \$36,000 job, but if your lists have not hardened, I think you might find volunteers of astonishingly high standing -- at least in the world of learning.

Sincerely,

A handwritten signature in dark ink, appearing to read "Ma" with a long horizontal stroke extending to the right.

McGeorge Bundy

The Honorable Donald Rumsfeld
The White House
Washington, D. C.