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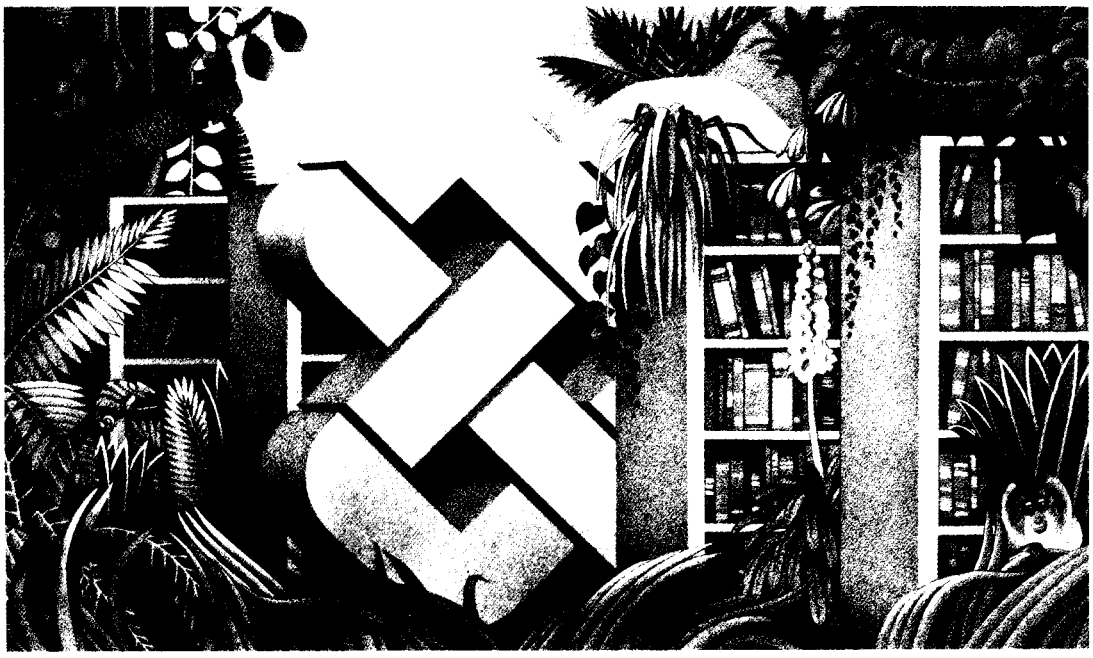

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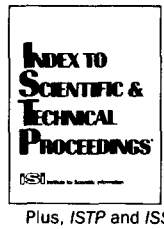

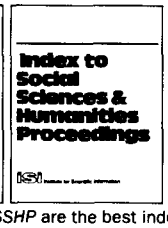

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Editor: ELAINE HILL

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From the Editor

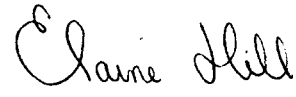
Governmental activities that relate to information issues and policies, such as contracting out, copyright revision, privatization, and transborder data flow, ultimately have an impact on information centers and information professionals. This issue of *Special Libraries* is intended to inform you, our readers, on some of those crucial "Governmental Activities and Information Issues," as well as on the valuable role of SLA's Government Relations Program.

I would like to thank guest editor Catherine Jones for her assistance in compiling this special issue. Ms. Jones has been chief of the Congressional Reference Division of the Congressional Research Service at the Library of Congress since 1978. A member of Special Libraries Association since 1970, she has served as chair of the Government Relations Committee, president of the Washington, D.C. Chapter, a member of several Association committees, including the Finance Committee, and was recently elected to a three-year term as treasurer on SLA's Board of Directors. She is an active member of both the News and the Library Management divisions. In 1987, she received the SLA President's Award for her contributions to the Association's Government Relations Committee.

Ms. Jones is an adjunct faculty member at the School of Library and Information Science, Catholic University of America. During the past several years, she has also served on various professional associations, was president of the Catholic University Library School Alumni Association, and was assistant treasurer of the District of Columbia Library Association.

In addition, I would like to acknowledge the assistance of Sandy Morton, SLA Director of Government Relations and Fund Development, in selecting authors and topics.

I would also like to point out that this is our first issue of *Special Libraries* produced entirely in-house on our desktop publishing system. I'd like to recognize Raven Melville, SLA Secretary of Publishing Services, for her dedication and assistance in producing this issue on the system.



Elaine Hill

A Note from the Guest Editor

This special issue, devoted to governmental activities and information issues, was conceived with a three-fold purpose in mind: to provide a discussion of several major information issues now being, or soon to be, debated at the various levels of U.S., Canadian, and other international governments; to serve as a reference source for the beginnings and growth of the Government Relations Program within the Association; and to provide background on the differences in the Canadian and U.S. structures of government.

The main theme that weaves throughout each of these articles is *involvement*—whether it be in developing an expertise about the issue and how it will affect the information community, or discussing and debating issues with lawmakers and decision makers as policy makes its way through the legislative process at the state, national, and international levels. *Involvement* has been one of the main goals of SLA's Government Relations Program since its inception in the early '80s. As issues became more and more complex and resources scarce under modern-day budget constraints, we realized that our greatest strength lay in the pooled knowledge of our membership. It is this reservoir that we have begun to tap through chapter and division liaisons. The payoff has been that SLA's voice is sought whenever information policy is formulated.

I hope this issue will help you to learn more about government affairs and the issues facing information professionals today. Enjoy!

Catherine A. Jones
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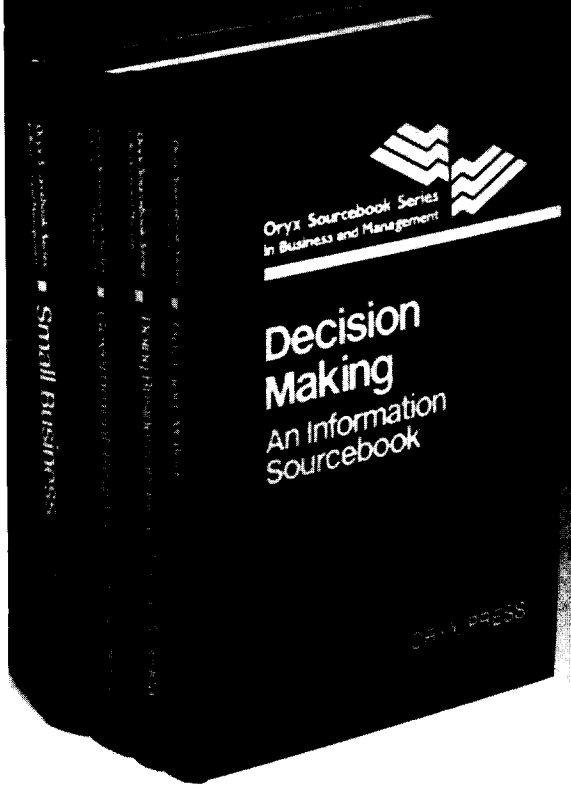

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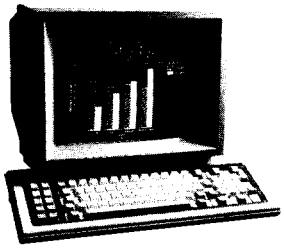

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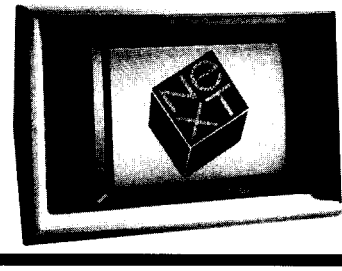

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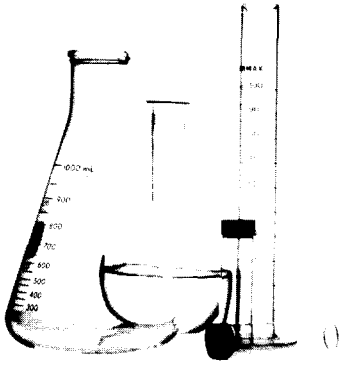

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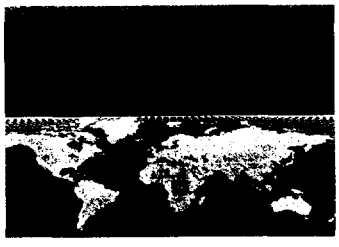

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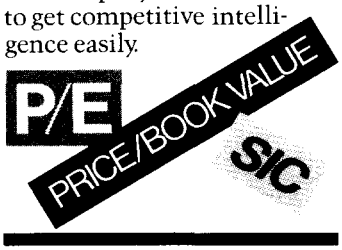

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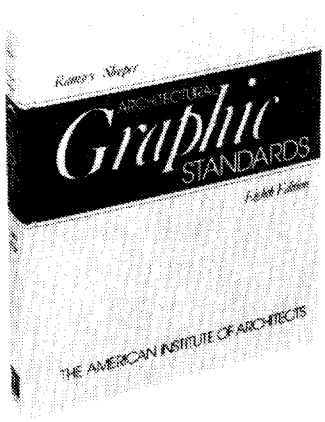

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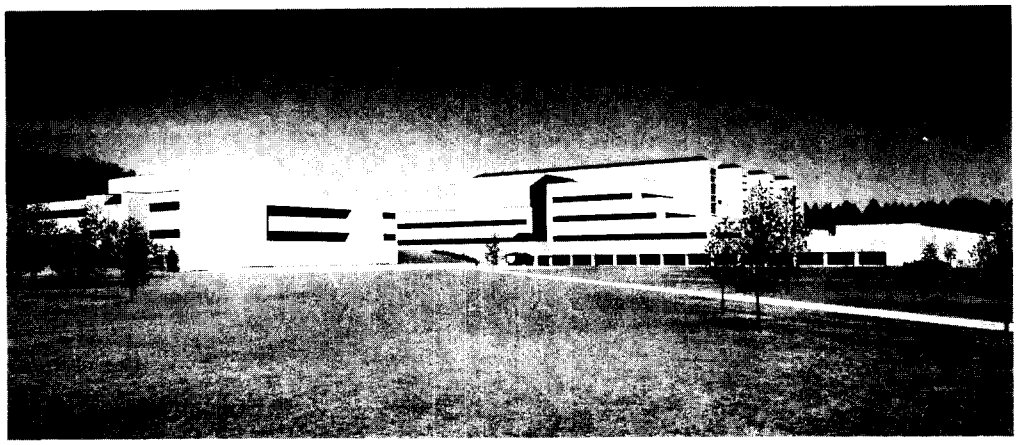

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Issues, Trends, and Strategies Second Edition

By Peter Hernon, Simmons College and Charles R. McClure, Syracuse University

The new edition of this classic text will continue to assist librarians and other information professionals to improve access to government information resources and to reassess traditional assumptions related to government publications. This newly updated and reorganized volume reflects the most recent published literature; over 35% of the volume represents new material. Greater attention has been given to the role of technology and the information policy context that affects public access to government information resources.

Public Access to Government Information meets a number of important objectives:

- to identify and discuss critically important issues related to increasing access to government information resources
- to offer solutions and recommendations by which government information resources and services can be made effective
- to encourage more assessments that examine issues across levels of government, looking for common themes
- to emphasize the importance and need for a research base related to government information resources and services
- to encourage a critical assessment of current practices and traditional assumptions related to government information resources
- to provide an overview and syntheses of the authors' ideas, research, and opinions from previous, but disparate, writings

The volume addresses issues, trends, and strategies related to public access to government information resources. Public access is viewed within the context of bibliographic control, collection development and resource sharing, the role of information handling technologies, reference and referral services, the administration of documents collections and services, the integration of government information resources with other library holdings, the planning process, and the amount and type of education and training that documents staff members have.

This volume will be of interest to practicing librarians, documents educators, students, government officials, and those administering depository library programs. Moreover, it is an excellent textbook for government and document-related course work. The volume offers an overview of a wide range of topics, discussion of issues, encouragement of the planning process, and identification of ways to enhance public access and increase the effectiveness of depository library programs.

August, 1988 **ISBN: 0-89391-522-X (Cloth)** **ISBN: 0-89391-523-8 (Paper)**

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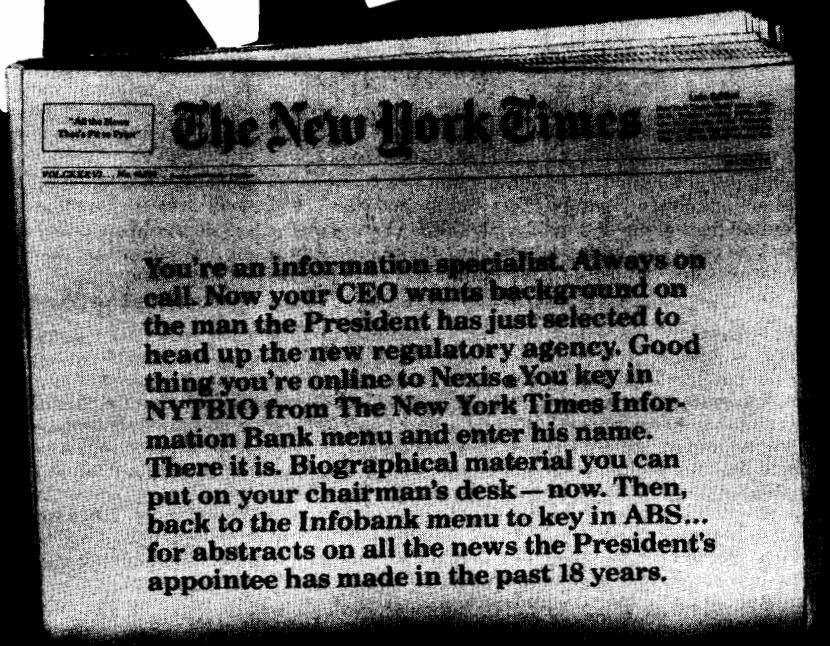

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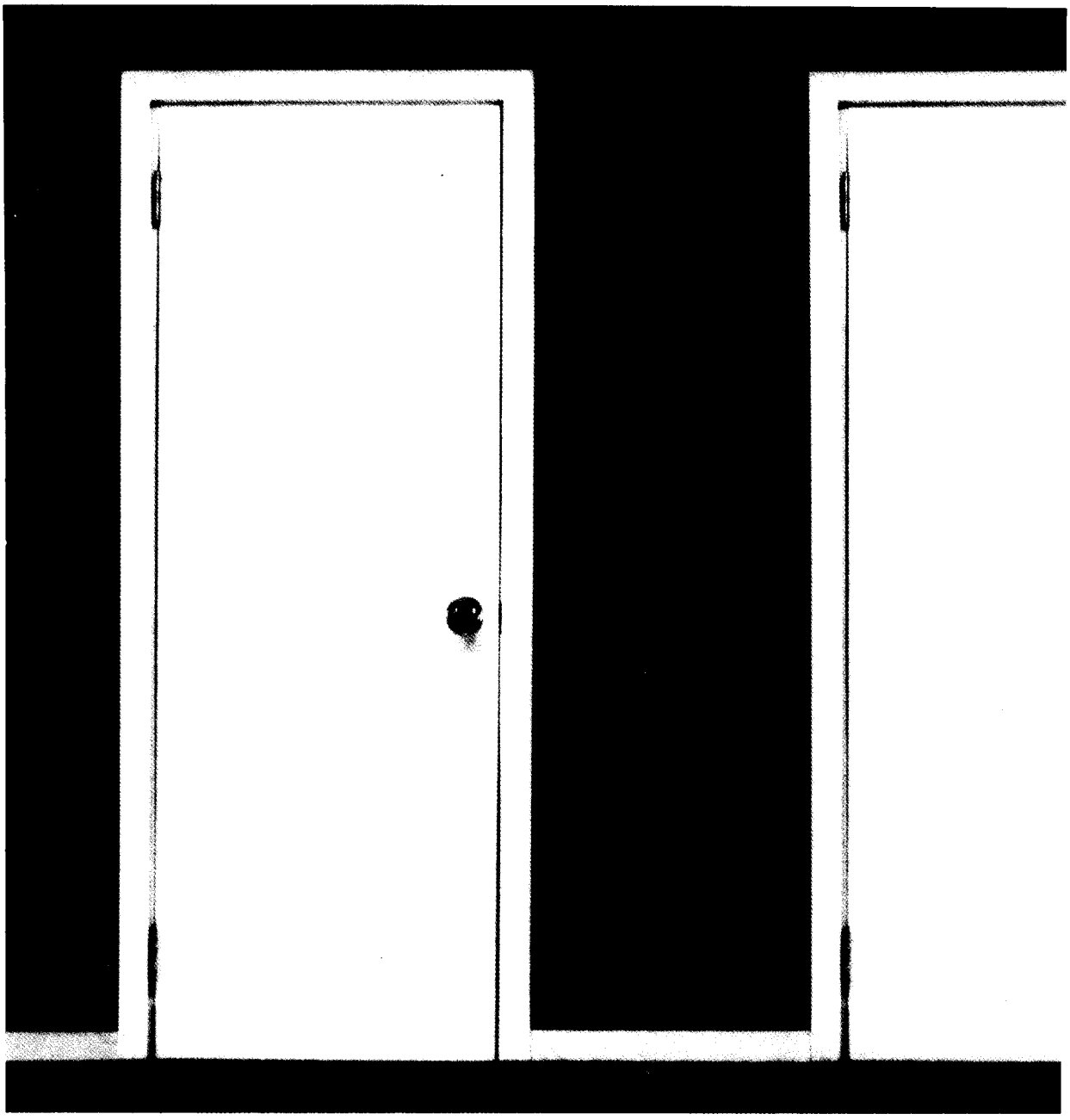

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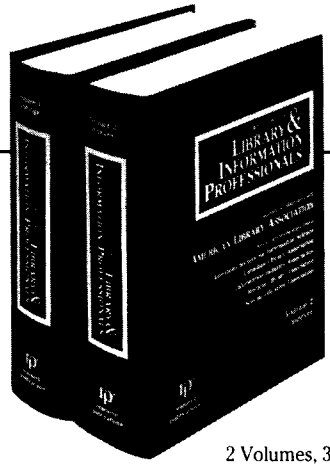

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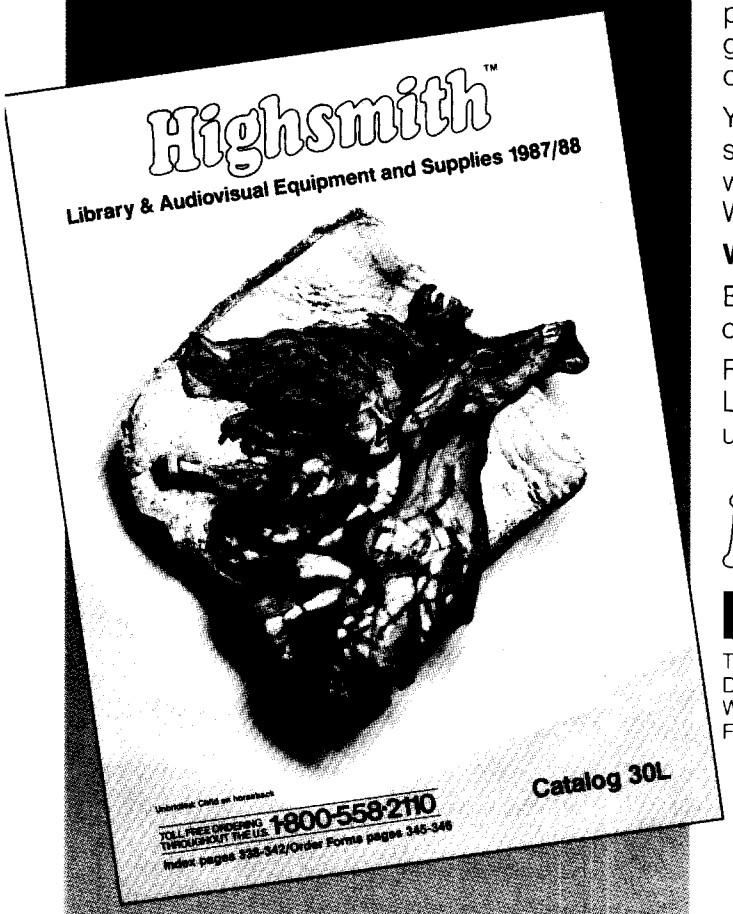

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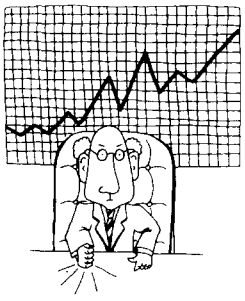

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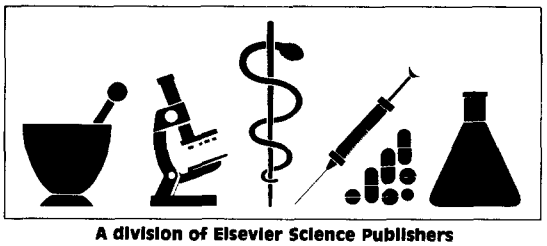

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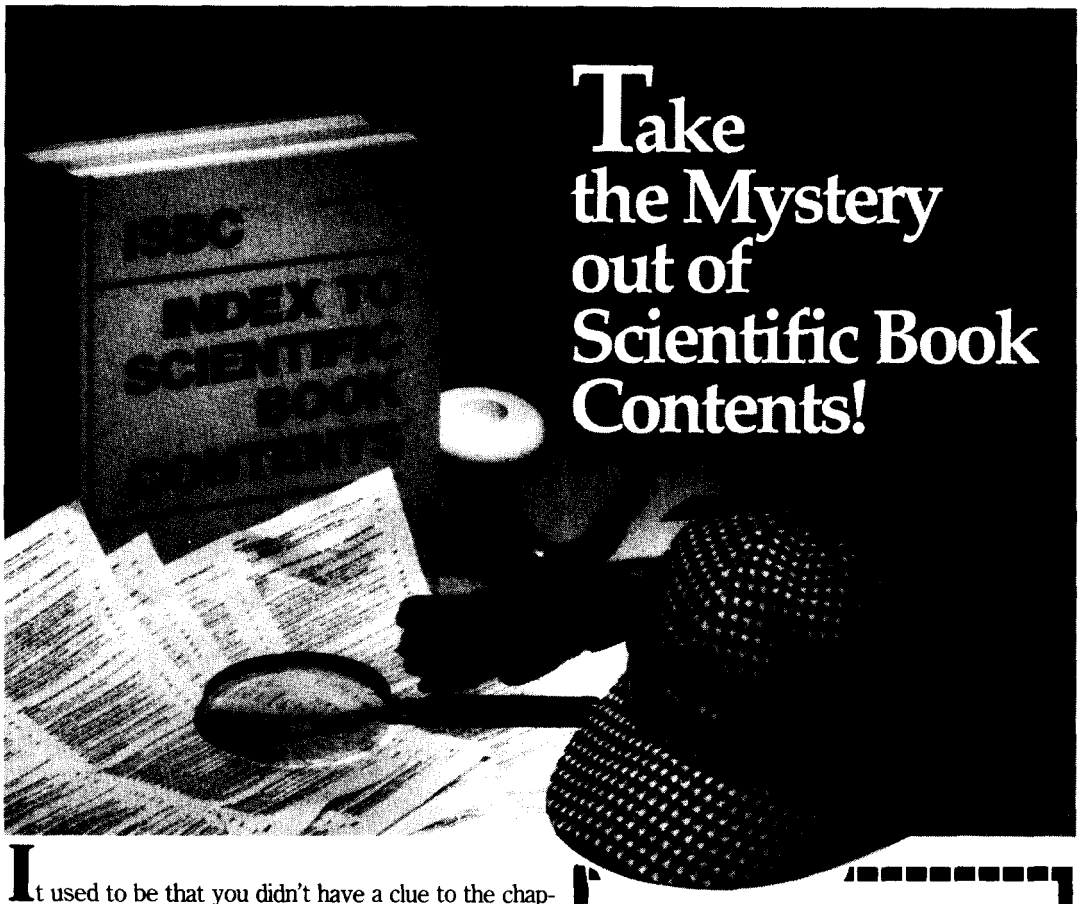

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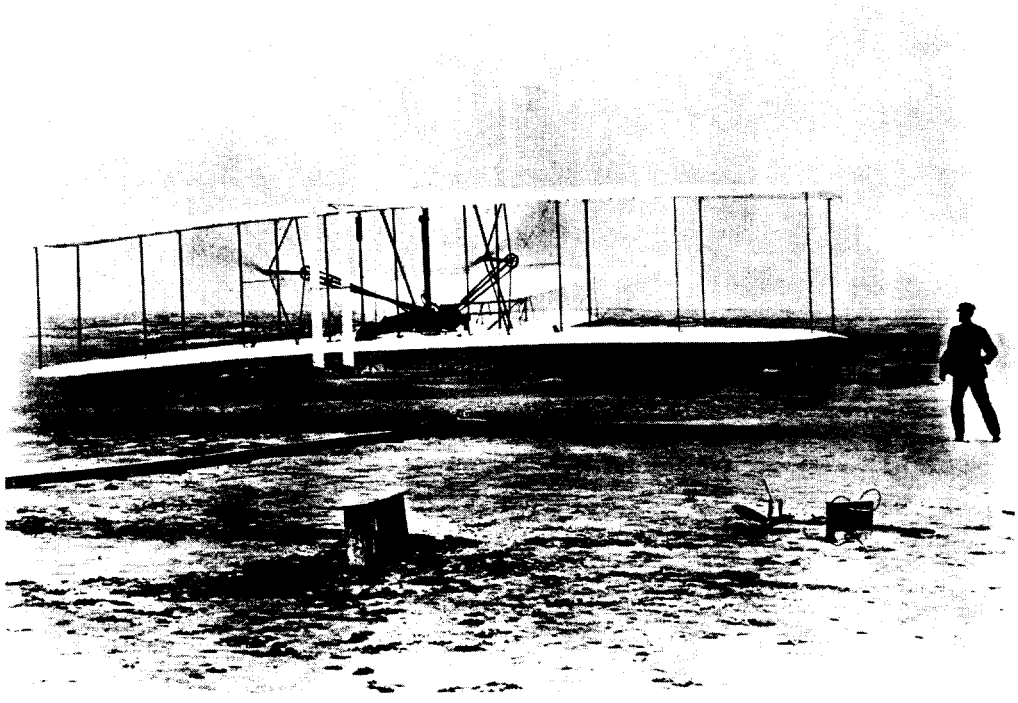

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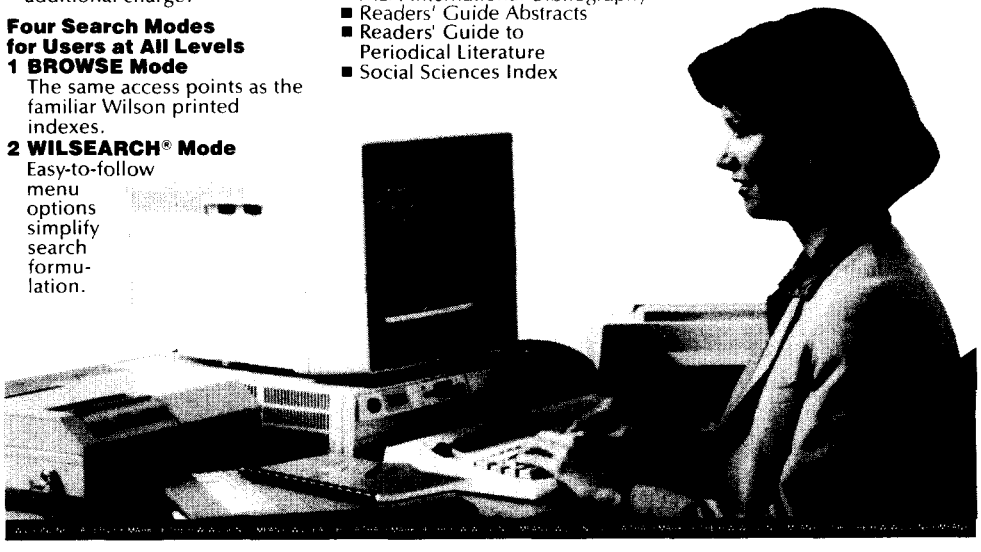

Governmental Activities and Information Issues

Lynne McCay

We as information professionals have a stake in the information policies developed by our government at all levels. Along with leaders in education, business, and government, we are keenly interested in a variety of information issues which have evolved in this Age of Information. This article is an overview of the articles in this special issue which deal with various aspects of governmental activities and information issues.

LIBRARIANS—as seekers, handlers, and purveyors of information—have known for some time that information has value. The importance of information issues has gained more and more prominence in this Age of Information as leaders in education, business, and government have begun to measure the value of information.

The articles in this special issue all deal with governmental activities at various levels—state, national, and international—as they relate to information issues and policies.

SLA's Government Relations Committee

As it became apparent that the growing interest of government leaders in information issues and policies would affect special libraries, the Association organized the Government Relations Committee in 1981. In her article on "The SLA Government Relations Program," Donna Scheeder says that the Association has taken "an active role as an educator attempting to share policies in ways that are productive and useful to the profession's future" and that "the Association and its members can be heard through an effective Government Relations Program." Scheeder gives an historical view of the program and discusses the current agenda which emanates from the SLA Government Relations Policy Statement and the Association's annual Legislative Platform. Scheeder also describes the work of the Government Relations Network as a link between the Association and the members. The Government Relations Committee—through the network—responds to the information needs of the membership. Conversely, concerns and ideas about information policy issues which surface in the chapters and divisions are fed back to the Committee through the network. Scheeder gives some tips on how to communicate effectively with legislators as she points out that the success of the Government Relations Program "depends on involvement from each individual member."

SLA Addresses Information Issues

In her article, "SLA Responds to U.S. Government Issues in the '80s," Sandy Mor-

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ton has summarized the Association's activities over the last 10 years in this area. Morton sets the context for information policymaking, as she states that "budget constraints, threats to the national security, and exploding technological advances have dramatically changed the ways in which the U.S. government has collected and disseminated its information." Morton discusses the major information issues which the Association has addressed, including OMB Circular A-76 on contracting out of federal library services; OMB Circular A-130 on management of federal information; privatization and NTIS; FCC access charges; 1990 Census data; and the definition of sensitive, but unclassified, government information. Morton states that "the 1980s ushered in a new administration which over the course of the decade has constructed numerous barriers to the free flow of taxpayer-supported information." She discusses the Association's response to the challenges presented by the information policies of the '80s and states that "SLA and its members have become increasingly visible in making their views known to public officials." The Association has taken an active role in speaking out on issues in the area of information policy and in educating government leaders whose policymaking decisions affect the membership, the library community, and the information industry.

Information Issues on the National Level

As is evident from the growth of the SLA Government Relations Committee, and the activities of the Association related to information issues, the movement to study (and grapple with) information issues has gained momentum in the last decade. This thrust can also be seen in a number of activities on the national level. Among them are the workings of the U.S. National Commission on Libraries and Information Science (NCLIS), the current project of the Office of Technology Assessment on "Technology, Public Policy and the Changing Nature of Federal Information Dissemination," and the debate over privatization of federal information services.

Contributions of NCLIS

In her article on "The National Commission's Contributions to the Information Profession," former Commission Chairman Elinor Hashim focuses on the role of the U.S. National Commission as both an educator and a facilitator, and as the focal point for interest in libraries at the federal level. Hashim points out that, as an educator, "NCLIS has a responsibility to call national attention to issues affecting libraries." She goes on to cite the commission statement, in response to *A Nation at Risk*, which underlines "the importance of libraries...[and] the importance of the skills of finding and using information effectively in the lifelong learning process."

As a facilitator, NCLIS has been involved in such areas as copyright revision, and, as Hashim explains, has also been responsible for "forging partnerships with other agencies to improve the delivery of library and information services." As the government agency "charged with advising the President and the Congress on the nation's library and information needs and developing and implementing policies to meet those needs," NCLIS assumes a leadership role as the one strong voice for libraries in the executive branch.

Hashim discusses in detail the Commission's best-known accomplishment—the 1979 White House Conference on Library and Information Services—which provided a forum for discussion and generated interest about libraries at the national level. She looks forward to a second White House Conference proposed to be held between 1989 and 1991.

Information Policy and the OTA Study

The information explosion brought on by advances in information technology fed a growing interest in information and the value of information on the part of government leaders. This interest has led to a sharper and more focused look at federal information policy.

In her article on "Technology Assessment and Federal Information Policy," Kathleen Eisenbeis presents an overview of OTA and focuses on OTA's current study of federal information dissemination.

In describing the origins of OTA, Eisenbeis points to the "need for a highly skilled, prob-

lem-oriented, independent office to assist Congress in decision making," and states that OTA was established to provide Congress with "...competent, unbiased information concerning the effects, physical, economic, social and political, of the applications of technology...."

Eisenbeis discusses early congressional interest in information policy, the role of the Joint Committee on Printing, its Ad Hoc Advisory Committee, and its Ad Hoc Committee on Depository Library Access to Federal Automated Data Bases. She highlights the range of issues and the complexity of questions addressed by these groups as they contributed to the formulation of government information policy. She also discusses in detail the current OTA study on technology, public policy, and the changing nature of federal information dissemination—including in her discussion an interesting overview of the processes leading up to the study's inception.

Decisions about federal information policy which ultimately become embodied in legislation have far-reaching effects on the information industry and information professionals in the library world. It is important to all of us that Congress uses such vehicles as the OTA study, which (as Eisenbeis says) "brings together considered opinions and critical evaluations from many perspectives," to assist them in their decision making.

Privatization and NTIS

One area of federal information policy which has been a subject of prolonged and heated debate has been the concept of privatization. In his article, "Government for Sale: The Privatization of Federal Information Services," Marc Levin provides an historical view of privatization "as a concept and as a political movement," and focuses on privatization of information services as exemplified by the contracting out of federal libraries and the proposed sale of the National Technical Information Service (NTIS).

In examining library contracting by several federal agencies under the Office of Management and Budget's A-76 program, Levin notes that while "federal experience with contracting out library services is still in its infancy...serious questions...still loom." Levin outlines both the philosophical arguments and monetary incentives which have led to OMB recommendations to privatize NTIS. He also discusses the many questions which remain about the wisdom of this proposal—questions dealing with "citizen's rights...the spectre of corruption...economic return...pitting the information 'rich' against the information 'poor'...[and] public benefit." These questions have fueled the debate over privatization of NTIS, and point out again the complexity of information issues facing both government decision makers and members of our profession today.

State Government and Information Issues

The impact of decisions about information issues made by national government leaders may be more far reaching. Nevertheless, activity at the state level—particularly related to library funding issues—can also affect us as information professionals. In her article, "Pennsylvania Libraries Hope for Success via 'ACCESS,' " Linda-Jean Smith describes the evolution of a library program in Pennsylvania. She illustrates the hurdles encountered in getting sufficient state funding for the full ACCESS program, despite the initiatives taken and the support given by the governor. Smith cites a need for "the commitment of the entire information community,...the realization that whatever affects one segment of that group will affect everyone, and...an awareness of the connection between libraries and the future of our culture" as necessary ingredients in the funding formula.

Smith's case study of the ACCESS program dramatizes the need for perseverance and determination on the part of information professionals as they pursue information policy goals. Despite the obvious need for all the components of the ACCESS program and the tremendous efforts of its supporters, the program has not been fully successful because of circumstances—largely political circumstances—which have prevented it from being fully implemented. The ACCESS case study shows again that policy decision making—at any level of government—is a long and arduous process. It is rare to achieve immediate consensus, and incremental change is often the best hope for ultimate success. Given the dedication and resolve of the supporters of

ACCESS, it is easy to see why Smith says that "Pennsylvania libraries hope for success."

Information Issues in Canada

In her article on "Canadian and American Government Structures and Issues of Interest to Special Librarians," Cynthia Smith summarizes some of the major information issues of current interest in Canada and places them in context in her discussion of the Canadian government structure. Smith describes the "Canadian constitution system" as "an amalgam of British and U.S. precedents." She goes on to compare Canadian and American government structure in terms of the "written vs. unwritten" and, consequently, "flexible vs. inflexible" constitutions. She characterizes systems of government as either "Congressional-Presidential" or "Parliamentary-Cabinet" and defines "unitary" and "federal" systems of government, stating that "in effect, the Canadian system is a compromise."

Smith outlines recent developments in the Canadian system of government—all as a means of introduction to show that "the method of bringing issues of concern to the attention of relevant legislators" in Canada is different from that used in the United States. Smith points out that the Canadian chapters of SLA—particularly the Toronto Chapter—have been "active in protesting relevant government legislation."

In discussing the Free Trade Agreement (FTA), Smith gives an example of the power of protest which resulted in eliminating the requirement for "Canada to phase out...discriminatory postal rates for magazines of significant circulation"—a proposal in the draft FTA which was "the cause of considerable concern to Canadian librarians." Smith also discusses legislation currently before the Parliament on copyright and pornography—both of which would have implications for Canadian librarians and are, therefore, being closely monitored. Like their American counterparts, the Canadian librarians are speaking out on information issues as government information policies are being debated and decided.

International Information Issues

In his article on "Transborder Data Flow: An Historical Review and Considerations for the Future," Dr. David Bender speaks on an information issue which is global in nature. Concern about transborder data flow (TDF)—which Bender states "is most simply defined as the exchange of information across national borders via telecommunications technology"—is a relatively recent phenomenon. In the beginning, discussion about TDF "was concerned solely with personal privacy," moved quickly to "concerns on the results of transmitting business information from nation to nation," and today centers on two main issues—"national sovereignty and economic and trade concerns." With consequences of such proportion, the considerable debate and "international consternation" about TDF is understandable. Bender states that two issues need to be resolved—"development and implementation of an international policy and standardization." Their resolution "will aid in ending debate on TDF while providing for an equitable solution to the issues of TDF." Information policymaking—even at the international level—is an incremental process in which there is room for input by knowledgeable sources at many steps along the way. Bender calls on the world's information leaders "to persuade both political and business leaders that finding a solution [to the TDF problem] is critical ...[to] all users of the world's information resources."

Governmental Activities, Information Issues, and Us

At all levels of government—state, national, and international—there is widespread interest in information issues. As information professionals, we have a role to play in the development of information policy. The Special Libraries Association—as seen in a number of the articles in this issue—has had a voice in addressing the major information issues of the day. Although the Association's Government Relations Program is in its infancy compared with other associations and other programs, it has made an impact by drawing on the resources of the membership—calling on knowledgeable people to present expert testimony, to make comments and suggestions, and to enter into the debate on information issues which ultimately leads to the formulation of information policy. The

views of the Association are now sought as government leaders grapple with the multitude of these complex information issues. In the end, these issues affect each of us as we carry out our jobs in the information field. All of us can address these issues. We can get involved in the process of government decision making, either individually or collectively, through such avenues as participation in the SLA Government Relations Network. We *can* make a difference in the development of information policy!

Lynne McCay is the senior team leader for congressional reader services at the Congressional Research Service, Library of Congress. She served as the Government Relations Committee chair for the Washington, D.C. Chapter in 1986–1987.

The SLA Government Relations Program

Donna Scheeder

■ **The Special Libraries Association has moved to the forefront as a source of sound advice and information for public policymakers on information policy alternatives. This article examines the genesis and development of this movement, gives a brief overview of the Association's Government Relations Program, and suggests ways that each member can participate in it.**

SINCE moving to Washington in 1985, the Special Libraries Association (SLA) has substantially increased its role as an educator of government policymakers both in the legislative and executive branches. When the bylaws were established and the Association was tasked with the duty to "promote and improve the communication dissemination and use of such information and knowledge for the benefit of libraries or other educational organizations," *(1)* it was probably not clear to the authors that this task would eventually take the Association representatives to the halls of Congress and the Canadian Parliament. However, due to the wisdom of past SLA presidents and Boards of Directors, the expert guidance of Executive Director David Bender, and the dedicated work of the Association's first and only Director of Government Relations, Sandy Morton, SLA has moved into the forefront as a source of sound advice and information for public policymakers on information policy alternatives. This article will examine the genesis of this movement and give a brief overview of the Association's Government Relations Program and its importance to each member.

The appointment in 1941 of a Washington, D.C., liaison officer to keep the Association informed of legislation affecting business and special libraries might be considered the first step taken by SLA on the road to developing an effective Government Relations Program. During the 1950s and 1960s, the Association was on record as supporting important legislation, such as the Library Services Bill and the Medical Library Assistance Act, *(2)* but it was really events that took place in the late 1970s which provided the impetus behind the Association's Government Relations Program as we know it today. During the 1970s, Congress wrote a major revision of the Copyright Law, a chief concern of SLA members, and enacted legislation to hold a White House Conference on Library and Information Services, which was held in 1979. These two major events made obvious the government's influence on the library of every Association member. By the end of the decade, SLA's Executive Director was making bimonthly visits to Washington in order to meet with government officials and representatives on matters of concern to the Association.

The White House Conference, in particular,

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provided an opportunity for Association staff and members to become involved in informing officials of matters of concern to the special library community. The Association's 1979 Annual Report called the conference "the most significant event of 1979 for all components of the library, publishing and other information related professions." *(3)* A special committee of SLA members was established to prepare a booklet of issues for delegate consideration.

Further emphasis on the importance to SLA of using the political process was made by Joseph Dagnese in his president's report for the 1979–1980 Association year. He stated that in keeping with that year's conference theme, *"The Realities of the 80's—Challenging SLA,"* the first challenge "is that of the political process." He went on to observe that "our involvement in the congressional hearings on the Copyright Law revision changed our stance to active involvement in trying to influence legislation which was perceived as inimical to many of our member's libraries." *(4)*

That year, SLA began taking positions on several issues. It supported U.S. legislation on the creation of a National Periodicals Center and the creation of an Assistant Secretary for Library and Information Services.

At that point, the Government Information Services Committee was monitoring some issue areas. At the same time, cooperation with other information associations, such as the Medical Library Association and the American Library Association, increased as SLA recognized the truth of the old adage, "there is strength in numbers." That same year, the new Executive Director, Dr. David Bender, stated in his report that the Association's goals must include a commitment "to advocate forcefully within the sphere of government relations the role and purposes of special libraries." *(5)*

In January 1981, SLA's Board of Directors approved the formation of a new standing committee on government relations, which included both U.S. and Canadian coordinators. This action recognized that government relations continued to be a high priority concern of SLA members.

During the 1981–1982 Association year, SLA further developed and expanded its Government Relations Program. Articles on matters of concern began to appear in the *SpecialList*, SLA's monthly newsletter. Positions were taken on such important issues as the proposed occupational standards for librarians employed by the U.S. government.

It was at this point that the Association determined that some focus was needed for government relations activities. This was provided by the development of an Association Government Relations Policy Statement and the formation of an annual Legislative Platform. The statement and platform are developed by the Association's Director for Government Relations and the Government Relations Committee, and are submitted to the Board of Directors annually at the Winter Meeting for approval.

As the early '80s passed, the Association became involved in a number of legislative topics, including the monitoring of the Fifth Year Review of the Copyright Law and the implementation of the Paperwork Reduction Act. Contracting out for library services first surfaced in the 1982–83 Association year and still continues as a legislative agenda item. Computer crime and postal legislation were also matters of major concern.

Additional efforts were also begun to further consolidate the Association's government relations activities. Discussions between the chairs of the Government Information Services Committee, John Kane, and the Government Relations Committee, Catherine Jones, focused on the overlapping jurisdictions of the two committees. As a result of a recommendation to the Board by the Committee on Committees, the Government Information Services Committee was disbanded and the Government Relations Committee had its definition revised by the Board to include additional responsibilities.

In 1984, the Government Relations Network was created. Chapter presidents were approached and asked to appoint a liaison to work with the Executive Director and Government Relations Committee on legislative initiatives, monitoring government policies affecting the Association and identifying expert witnesses. Twenty-nine chapters answered this first call. In 1987, this network was expanded to include division liaisons as well.

The Government Relations Committee also responded to the information needs of the membership. Catherine Jones and her com-

mittee members held several successful programs at Annual Conferences that provided a legislative update for Association members. As concerns continued to mount over government policies in the '80s, which seemed to weaken the nation's infrastructure for the collection and distribution of information, the committee continued to respond with informative articles and programs for the members, information for the Board and the Executive Director, and suggested positions on issues in the form of resolutions for the Board to consider. The Committee also gathered information and wrote testimony and statements to be given for inclusion in congressional and executive agency hearing records. Still, the numbers of issues that required tracking and action continued to mount.

The move of the Association headquarters to Washington, D.C., in 1985 signaled, in a way, the importance of the Association's involvement in helping to shape public policy. It reaffirmed the Association's commitment to attempt to do more than be in touch with the governmental agencies that create public information policy. It recognized that SLA had to take an active role as an educator in attempting to shape policies in ways that are productive and useful to the profession's future.

With the move to Washington, it also became clear that increasing SLA's visibility in Washington was a full-time job. In 1985, the Board of Directors created the position of Director of Government Relations and Fund Development. The Association was fortunate enough to acquire the services of Sandy Morton, a seasoned Capitol Hill veteran, who immediately began to work with the committee and the legislative network to direct the Government Relations Program. She was immediately faced with a variety of issues important to our membership, such as privatization of the National Technical Information Service (NTIS), Canadian Copyright revision, massive cuts in the federal budget, and the prospect of further cutbacks due to passage of the Gramm-Rudman-Hollings law. This last development had numerous repercussions for the Association's members, as data collection and dissemination programs were cut, services of the Library of Congress were curtailed, and some of the Association's members employed in federal libraries were threatened with possible elimination of their positions.

Canadian concerns were also mounting. In addition to copyright, bills in the Ontario Provincial legislature and increased charges for Canadian government publications were causes for action. All three Canadian chapters appointed a government relations liaison, and the Toronto Chapter had its own Government Relations Committee for the first time. *(6)*

The benefits of having a Director of Government Relations, particularly one with prior Capitol Hill experience, could be seen immediately. During 1986 and 1987, SLA representatives testified before Congress on such issues as the privatization of NTIS and the appointment of the new Librarian of Congress, Dr. James Billington. The appointment of Dr. Billington was a particular success for SLA, since Dr. Billington was on the list prepared for President Reagan by the Association. Dr. Bender, Sandy Morton, Committee Chair Catherine Jones, and former Association President Frank Spaulding visited the White House to discuss SLA's concerns and candidates and, shortly thereafter, learned that their efforts had been successful.

The Government Relations Committee continues to emphasize its educational responsibilities as well. For example, the committee played a central role in the planning and presentation of the Association's first State-of-the-Art Conference, entitled "Government Information: An Endangered Resource of the Electronic Age." Fifty-seven delegates attended the conference held in Washington, D.C.

The key to the success of the Government Relations Program has been the creation and expansion of the Government Relations Network. Currently, 42 of 55 chapters and 10 of 28 divisions have government relations representatives. Each of these members of the network acts as a focal point for government relations activities in their chapter or division. They serve as a vital link between the grassroots members, the Director of Government Relations, and the Government Relations Committee. They convey the concerns of their chapter and division members and keep their membership informed about issues that might require individual action on the part of Association members, such as writing letters to Members of Congress or appropriate federal agencies. Each representative is also responsible for the identification of individuals

within their chapter of division who have expertise on different areas of government programs and services that affect libraries. Frequently, SLA is called upon to provide on short notice the Association's comments on proposed regulations, such as the new Federal Communications Commission (FCC) charges, or to provide expert witnesses to testify before congressional committees on such topics as the proposed privatization of NTIS. SLA can provide informed and credible comments and witnesses because of the information gathered from the Government Relations Network.

At present, the committee is acting to further expand its capabilities to respond to these demands on short notice by developing an expert roster. Questionnaires will be sent to each member of the network asking them to identify individuals who would make good potential witnesses on specific topics and who would be able to come to Washington to testify. While there are many knowledgeable people in the Washington, D.C. Chapter, the impact of testimony is often greater when it comes from the individuals working in the private sector who are "beyond the beltway." A recent example of this was the testimony of Carla Newsome, an SLA member from Pittsburgh. Her testimony before the House Subcommittee on Science, Research and Technology on the proposal to privatize NTIS was well received as both knowledgeable and credible since she represented an important segment of the NTIS user community.

In addition to the guidance given by the membership through the grassroots network, the Government Relations Program is anchored by the Government Relations Policy Statement and the Legislative Platform, which annually comes before the Board of Directors for approval. The statement and platform give the Government Relations Program its shape and focus. The Government Relations Policy Statement is based upon the objectives of the Association and its commitment to the improvement and growth of library and information services. The 1988 Legislative Platform included the following planks: SLA encourages the enactment of legislation which advances library and information services in the private and public sectors, and which fosters the uses of new information technologies and the international exchange of information, regardless of its format. The Association also takes the position that postal legislation should allow for the mailing of information in an efficient and cost-effective manner.

The monitoring of government activities is another crucial aspect of the 1988 Legislative Platform. SLA is committed to the oversight of various government activities and regulations to ensure that the library and information services mission of each government agency is not adversely affected. It is pledged to monitor legislative and executive branch activities to ensure that government documents and information are easily accessible and readily available to the special library community. The platform is also concerned with library and information personnel practices, including standards and wage comparability; developments in telecommunications that affect the transmission of data used in education, research, and the provision of library and information services; funding for library and library-related programs; and copyright legislation that ensures that libraries in the public and private sectors receive equitable treatment.

It is this basic platform, combined with input from the grassroots network, which guides the Government Relations Committee and ultimately the Board of Directors in the formulation of positions on specific issues. For example, the committee and the Government Relations Director heard an outcry from the SLA membership when the FCC recently proposed to eliminate the exception from access charges permitted to enhanced service providers. At the fall 1987 Board Meeting, the Board of Directors passed a resolution stating the Association's opposition to the plan, and individual members were urged by their network representatives to write letters explaining the hardship this plan would cause libraries and information professionals. This played a part in the recent FCC decision to drop plans for this increase.

Currently, the controversy also continues over the proposed privatization of NTIS. The Office of Management and Budget continues to attempt to privatize this service despite an overwhelmingly negative outlook on this proposal on the part of users of NTIS, the providers of its data, and the U.S. Congress. The SLA Board of Directors passed a resolution in October 1987 urging Congress to hold

open hearings on the impact of such a proposal, and a representative of SLA appeared at hearings on February 24, 1988.

Over the years, it has become increasingly obvious that SLA and its members can be heard through an effective Government Relations Program. Ultimately, however, success depends on involvement from each individual member. The Government Relations Committee is really a "Committee of the Whole," and, to be successful, each member must make a commitment: to participate by alerting each chapter representative to important emerging issues on the state and local, as well as the federal, level and to help government officials understand the issues before them and the impact their actions will have upon the library and information community by writing letters expressing these viewpoints.

It is important that more members express their views effectively. The following tips, recommended in the *U.S. Congress Handbook*, may help you communicate more effectively with government officials: Know the facts, both the legislative facts and those related to your position. Your letter should present them in an orderly and concise manner that demonstrates the impact through illustrations of the proposed legislation or regulations on your library and the information profession. You cannot assume that an official is as well-informed as you about a given problem, so explain the situation. If possible, relate any adverse impact to the official's own district or state. All of this should be done as briefly as possible, preferably on one page. *(7)*

It is important to remember that SLA is engaged in an exchange of information, and the Government Relations Program is an effort to help government officials understand the issues before them. Position statements for the Association must have prior approval from the SLA President and/or the Executive Director.

As SLA approaches the '90s, new challenges for the Government Relations Program loom on the horizon. Planning is underway for a second White House Conference, and new technologies raise new issues. Canadian members are preparing for a major revision of the Canadian Copyright Law and the Association is assisting with the monitoring of this legislation. The Association will enter the '90s ready for these new challenges because of the nurturing and support given to the Government Relations Program by Executive Director David Bender, Director of Government Relations Sandy Morton, and by the presidents and members of the Board of Directors who have seen its importance to the organization and supported its growth.

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Donna Scheeder is the senior team leader for congressional reference services at the Congressional Research Service, Library of Congress. She is the current chair of SLA's Government Relations Committee and has been a committee member since 1985. She is also currently serving as the president of SLA's Washington, D.C. Chapter.

SLA Responds to U.S. Government Information Issues in the '80s

Sandy I. Morton

■ **The 1980s brought with it a new administration in Washington, which, over the course of the decade, has initiated a number of programs leading to less access to government data. This article discusses six issues on which the Special Libraries Association, through its Government Relations Program, has responded to government leaders and expressed concern over these initiatives.**

BUDGET constraints, threats to national security, and exploding technological advances have dramatically changed the way in which the U.S. government has collected and disseminated its information. The 1980s ushered in a new administration that, over the course of the decade, has constructed numerous barriers to the free flow of taxpayer-supported information.

Issues such as contracting out of federal libraries, the management of federal information, the proposed privatization of the National Technical Information Service, imposition of access fees on enhanced service providers by the Federal Communications Commission, changes to the 1990 decennial census questions, and sensitive, but unclassified, government information have been of great concern to information professionals. As a result, SLA and its members have become increasingly visible in making their views known to public officials.

OMB Circular A-76

The United States Government has had a policy since 1955 that it should rely on the private sector to provide commercial services/products wherever possible. In 1966, the Office of Management and Budget (OMB) issued Circular A-76, "Performance of Commercial Activities." Updated in 1967 and 1979, its implementation was made a priority by the Reagan administration in 1981. *(1)*

OMB's revision of the circular in January 1983 proposed, to the dismay of the library and information community, that those activities related to library services and facilities operations be deemed commercial activities. In the government's view, therefore, these activities were candidates for contracting out.

In response to the OMB notice, SLA offered its comments opposing these revisions, stating that the inclusion of these activities, "could seriously erode the acquisition, access, pro-

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cessing, and retention of information services needed to support the agencies of this nation's federal government." The statement went on to say:

> The Association supports the Circular's intent of reliance on the private sector for providing commercial goods and services but via a competitive mode. SLA is concerned that the final revision of the Circular approved by OMB ensures fair and impartial treatment toward both contractors and libraries. *(2)*

Despite opposition from other segments of the library and information community as well, when OMB released the final version of the circular on August 4, 1983, library operations remained on the list of commercial activities. Within months, a number of federal libraries became candidates for contracting out, including the ones at the Department of Housing and Urban Development (HUD) and the National Oceanic and Atmospheric Administration (NOAA).

Congressional interest in contracting out continued following the release of the Circular. In September 1984, the House Post Office and Civil Service Subcommittee on Human Resources convened a hearing to discuss how the government had been proceeding with its contracting out agenda. In a prepared statement for the Subcommittee, SLA noted:

> ...that while administrators in agencies in the federal government have embraced the notion of the institutional library as "a commercial activity" and therefore acceptable for contracting out, this idea has not found fertile ground in the academic or the private sector, where it is assumed that the profit motive provides the drive for economic and efficient operations. *(3)*

Information professionals continue to be concerned over the loss of the institutional memory in those libraries and information centers which have been or are scheduled to be contracted out.

OMB Circular A-130

Congressional approval of the Paperwork Reduction Act of 1980 was motivated by the need of the government to cut down on burdensome paperwork, improve efficiency, effectively use the information it generated, and reduce the costs that the government encounters in managing its information-related activities. *(4)* In order to comply with provisions of the Act, OMB issued Circular A-130, titled "Management of Federal Information Resources," which deals with four general areas: 1) information collection; 2) information sharing; 3) economics and cost considerations; and 4) information dissemination, distribution, and publication.

In May 1985, SLA offered its comments on A-130. While commending OMB for its effort to provide more coordination of federal information resources and its encouragement to convert printed data sources to automated systems, SLA raised issue with language in the Circular which called for more reliance on the private sector to disseminate government data. SLA disagreed with such a concept:

> Maximum feasible reliance should never be placed on the commercial sector for the dissemination of government products and services. Since the most expensive aspect of information—its creation or collection—is accomplished with public money, the public should continue to have access to this information through depository libraries and agency distribution. Special libraries rely on the present dissemination framework which ensures equal access to government data whether it is for nominal fees from GPO, free through depository libraries, or agency distribution. If the commercial sector were given publishing distribution rights, the cost to the public of government data which was once affordable would rise and the present unlimited time for access would shrink to the life-cycle of the marketplace. *(5)*

An enormous negative response to the proposed circular was received by OMB, and despite contentions that revisions were made to the final product, the December 24, 1985, *Federal Register* contained, in essence, few substantive changes to A-130. In the ensuing years, information professionals have seen more information becoming less accessible.

Privatization of NTIS

Another component of the government's reliance on the private sector to perform certain of its activities is privatization: the "selling off" of some of its functions. In April 1986, a *Federal Register* notice appeared

requesting comments on a "study of alternatives for privatizing the National Technical Information Service (NTIS)," *(6)* an agency which collects and disseminates vital government scientific and technical data. Commenting on this proposal, SLA stated that the agency should not be privatized because "it works now." *(7)*

During the last two years, there has been much activity by information professionals to keep the government from allowing a private sector company to operate NTIS. Congressional opposition has grown as well, with both Houses of Congress, in 1987, approving legislation to prohibit NTIS from being privatized. This prohibition, however, was made part of the Omnibus Trade Bill, which was still in a House-Senate Conference Committee in late March. In a February 1988 hearing before the House Subcommittee on Science, Research and Technology, SLA presented testimony reiterating its opposition to privatization. We stated:

> We are chagrined that despite an overwhelming negative response to this notice in the *Federal Register* and despite the recommendation made by a Department of Commerce task force that NTIS not be privatized, the Department is moving ahead with plans to offer a number of NTIS functions to the private sector....*(8)*

These "plans" included a January 1988 meeting for interested bidders with Department of Commerce staff and a Request for Proposal (RFP) promised by the end of February. Perhaps due to congressional pressure, the RFP had not materialized as spring began. With only a few months left of the current administration, the fate of NTIS had not been sealed.

Access Charges

In July 1987, the Federal Communications Commission (FCC) released its "Elimination of Interstate Access Charges Exemption for Enhanced Service Providers." The intent of this proposal was to have enhanced service providers (ESPs) or value-added networks, such as Telenet, Compuserve, etc., pay an access charge in order to hook up to a local phone company. An exemption had been granted to these ESPs after the breakup of AT&T in 1983 because the FCC felt that the industry was not "mature" enough to withstand such charges. In proposing these regulations, the FCC stated that "it was concerned that the charges currently paid by enhanced service providers did not contribute sufficiently to the cost of the enhanced access facilities they use in offering services to the public." *(9)*

There was a great uproar from members of the library/information community in opposition to this proposal. In its comments to the FCC, SLA noted:

> There will, indeed, be "rate shock" if the FCC eliminates the exemption of ESPs as of January 1988, not only for the information industry, but for the end-users, which includes our members and their clients. One large research library, operating on a budget of $300,000, estimates it would need an additional $10,000 (between a three and four percent increase) but that money is not in its 1988 budget. *(10)*

The FCC was inundated with negative comments and had to deal with congressional opposition as well. Representative Edward Markey (D-Mass) convened a hearing on this issue in October of last year. The only witness to testify in favor of the proposal was the chairman of the FCC, Dennis Patrick.

Due, no doubt, to the wide-ranging opposition from so many sectors—Congress, the computer industry and its clients, and the library/information community—the FCC finally announced in March that it was not going to impose the access fees.

Census Data

Following a staff meeting in July 1987 between OMB and the Bureau of the Census, it came to light that OMB had requested the elimination of approximately 30 questions from the 1990 census form. This caused great concern that OMB, for political reasons, was attempting to delete some important data which might be collected. *(11)* A hearing was held by the Joint Economic Committee to look into the reasoning behind deleting those questions. Representatives from OMB stated that they were complying with the Paperwork Reduction Act and felt that some of the questions were redundant.

SLA, in a letter to the chairman of the Joint Economic Committee, stated:

> The information to be collected in the 1990 census is important not only to those of us in the library/information field, but will be used to reapportion seats in the House of Representatives, redistrict other governmental bodies, allocate billions of dollars in federal funding, and make government and private projects possible, from schools to shopping centers and, of course, libraries. *(12)*

A final decision by OMB and Census officials had not been made public by late March 1988; although, there continued to be congressional concern over the issue. The Congress was to be formally apprised by April 1 of the specific questions which will be on the 1990 form.

Sensitive, but Unclassified

In October 1987, then National Security Advisor John Poindexter signed a memo, titled "National Policy on Protection of Sensitive, but Unclassified Information in Federal Government Telecommunications and Automated Information Systems." It was sent to all federal agency and department heads and was intended to broadly define sensitive, but unclassified, government information, which, in the words of the memo, "is electronically communicated, transferred, processed, or stored on telecommunications and automated information systems." *(13)*

Interestingly, this memo was meant to clarify a 1984 National Security Decision Direction (NSDD-145) signed by President Reagan, which used the term "sensitive, but unclassified," but did not define it. The so-called "Poindexter memo" caused an uproar among information professionals, who saw this as yet another barrier to unclassified government data. It allowed each federal department and agency head to determine what information within each area could be construed as "sensitive." The library and information industry communities mobilized major opposition to the memo and questioned its ramifications. Congressional interest was piqued, no doubt, by the presence of John Poindexter, who had already resigned as National Security Advisor over the Iran-Contra affair.

In March 1987, Poindexter's successor, Frank Carlucci, rescinded the October 1986 memo. This did not, however, end the debate, since NSDD-145 was still in place. In May 1987, the National Commission on Libraries and Information Science (NCLIS) convened a hearing on this issue. In a statement to the Commission, SLA noted:

> The trends have become clear: government has resorted to tactics such as reclassifying documents to restrict access and "privatization" of federal agencies, which are information-rich sources for librarians, business people, and the public.... While threats to our national security and budgetary constraints cannot be overlooked, no one—the public, business, government, or the information community—can deny that one of our greatest resources is information. *(14)*

Conclusion

The concern of SLA members over threats to the free flow of government information continues. Even as the current administration nears its end, information professionals must keep the pressure on government officials—elected and non-elected—who legislate and carry out the nation's laws. A new administration does not necessarily mean sudden change. John Shattuck and Muriel Morisey Spense, both of Harvard University, note in a recent report on government information controls that the trends of the past decade related to information policy can be reversed. *(15)* But it will not happen because it should. It will happen if the new President and his policymakers realize the vast potential of the Information Age and recognize the harm done by impeding the flow of information.

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Sandy I. Morton is director of government relations and fund development for the Special Libraries Association. One of her major functions is to monitor U.S. and Canadian legislative and regulatory activities to determine their impact upon the special library/information profession.

The National Commission's Contributions to the Information Profession

Elinor M. Hashim

■ **The U.S. National Commission on Libraries and Information Science (NCLIS) is probably best known for the 1979 White House Conference on Library and Information Services, but it has also made other significant contributions to the library/information science community in conducting important studies, focusing national attention on issues, and forging partnerships with other agencies to improve the delivery of library and information services. It is hoped that a second White House Conference to be held between 1989–91 will add significantly to increased awareness of the importance of people's information needs.**

WHEN mention is made of the U.S. National Commission on Libraries and Information Science (NCLIS), the first thing to come to the minds of most people is the 1979 White House Conference on Library and Information Services (WHCLIS). While the White House Conference was certainly a major achievement, the Commission has made a number of other contributions to the library and information science field. Because the White House Conference involved people from all the states and territories during a designated period of time, it has tended to eclipse the other achievements of the Commission. This article will highlight some of these other achievements over the past years and conclude with hopes for the anticipated second White House Conference on Library and Information Services.

NCLIS was established in 1970 by public law as a permanent, independent agency within the executive branch of government, charged with advising the U.S. President and the Congress on the nation's library and information needs and developing and implementing policies to meet those needs.

The Commission is composed of 15 members: the Librarian of Congress plus 14 other members appointed by the President with the advice and consent of the Senate. According to the authorizing legislation, "five members of the Commission shall be professional librarians or information specialists, and the remainder shall be persons having special competence or interest in the needs of our society for library and information services, at least one of whom shall be knowledgeable with respect to the technological aspects of library and information services and sciences, and at least one other of whom shall be knowl-

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edgeable with respect to the library and information service and science needs of the elderly." *(1)* The chairman is designated by the President, and commissioners are appointed for five-year staggered terms. Every July the terms of three commissioners expire, except when the term of the Librarian of Congress comes up, since he is automatically reappointed as the one permanent member of the Commission.

The charge to the Commission is very broad, and when one considers that it is a minuscule agency by federal standards—15 commissioners, a staff of 10, and a budget that has rarely exceeded $700,000—its accomplishments may be seen as impressive.

In 1975, the Commission issued *Toward a National Program for Library and Information Services: Goals for Action. (2)* This is often referred to as "the program document." It provides the long-range planning framework for developing library and information policy. The program document was circulated widely and endorsed in principle by most of the major library and information service associations. Two major objectives stated are: "1) to strengthen, develop, or create, where needed, human material resources which are supportive of high quality library and information services; and 2) to join together the library and information facilities in the country, through a common pattern of organizations, uniform standards, and shared communication, to form a nationwide network." *(3)*

During a Senate Appropriations hearing on the NCLIS budget several years ago, the chairman of the committee asked whether the Commission had plans for updating the program document in view of the technological changes since 1975. We agreed to do so and, in re-examining the document, found that most of it is still valid. The section dealing with the "nationwide network concept," however, did need revision since it called for a nationwide network emanating from the top (federal government) down. This has not happened, nor does it seem desirable any longer, with the advent since 1975 of a variety of networks. NCLIS asked the Library of Congress Network Advisory Committee (NAC) for assistance in revising the networking section of the 1975 document. As a result, NAC devoted four meetings to this subject during 1985 and 1986, discussed current key issues and major areas of concern, and then issued a "common vision of networking." *(4)* This common vision statement calls for a network of networks rather than a monolithic one as had been envisioned in 1975. The program document, then, with this modification remains significant 13 years after publication.

One of the key roles NCLIS has played is to bring people with disparate views together to discuss their differences and try to resolve them. An example of this is copyright.

During the negotiations for the 1976 revision of the Copyright Law, one of the unresolved issues was whether library photocopying for interlibrary loan constituted copyright infringement and whether the practice was adversely affecting the revenues of the copyright owners. In 1974, a continuing Conference on Resolution of Copyright Issues was convened by the chairman of NCLIS and the register of copyright. Representatives from virtually all interested constituencies were invited. A proposal was made which called for the collection of data on the amount and type of library photocopying and the cost of administering a royalty payment mechanism. NCLIS agreed to sponsor the study and, with additional funding from the National Science Foundation and the National Commission on New Technological Uses of Copyrighted Works, a contract was awarded to King Research *(5)* and an analysis was made of library photocopying. Both users and owners of copyrighted material were involved and the study provided a factual basis for subsequent negotiations.

The 1976 Copyright Revision Act included, at the Commission's request, a section calling for review of the photocopying provisions at intervals no greater than every five years. NCLIS, in conjunction with a number of federal agencies and representatives of the library and publishing fields, helped make another modification to the Act that would allow photocopying for interlibrary loan but provide protection for copyright holders from abuse of this privilege.

One of the most effective mechanisms used by the Commission to stretch its meager budget has been the use of task forces. Task forces have been convened over the years to study topics of major import to the library and information science community, but which NCLIS could not afford to undertake itself

with its small staff and commissioners who serve part time. The task forces were composed of experts in the particular subject under investigation and represented various points of view. These people dedicated their valuable time without compensation to work with staff and commissioners. The Commission paid travel expenses only and its financial investment was small compared to the results achieved. The range of topics addressed by NCLIS task forces has been wide and important to many segments of the library and information community. Some have been controversial, but all have served to focus national attention on the issues and make recommendations to key groups. Listed below are the task force reports, whose titles indicate the range of issues studied:

- *The Role of the School Library Media Program in Networking, 1978.*
- *Public Sector/Private Sector Interaction in Providing Information Services,* 1982.
- *Final Report to the National Commission on Libraries and Information Science from the Community Information and Referral Services Task Force,* 1983.
- *Report of the Task Force on Library and Information Services to Cultural Minorities,* 1983.
- *The Role of the Special Library in Networks and Cooperatives,* 1984 (Co-sponsored by SLA).

Unfortunately, with rising travel costs and a budget which has not increased appreciably, the Commission has been unable to use task forces in recent years to assist in its work. A disadvantage of this, in addition to the loss of expert advice, is the resulting lack of involvement of a cross section of the profession in the Commission's work.

As an independent agency, NCLIS has a responsibility to call national attention to issues affecting libraries. When *A Nation at Risk (6)* and other reports discussing the nation's educational system were issued, a notable omission in these reports was the importance of libraries in the learning process. NCLIS established an ad hoc committee to study *A Nation at Risk* as well as other reports. The committee prepared a statement, which was unanimously adopted by the full Commission in 1984 and subsequently transmitted in person to then Secretary of Education T.H. Bell. *(7)*

The statement adopted by the Commission points to the importance of the skills of finding and using information effectively in the lifelong learning process. It says, in part:

> A basic objective of education is for each student to learn how to identify needed information, locate and organize it, and present it in a clear and persuasive manner. This objective should be realized in part through academic courses and in part through school library media centers which provide special opportunity for students to develop research and self-study skills and to build capacities for lifelong learning. *(8)*

Later, the Secretary of Education sponsored a series of regional seminars to bring together librarians, educators, library users, and other interested groups to identify the most effective role for libraries in the learning society. The Department of Education issued a report entitled *Alliance for Excellence: Librarians Respond to A Nation at Risk (9)* summarizing the recommendations and results of the seminars on the role of libraries. Recommendations from the seminars supported two concepts: libraries have a major role in support of education, and libraries should provide leadership in the learning society. NCLIS has continued its interest in the subject with a program aimed at identifying the skills necessary to find and use information effectively. NCLIS has worked with representatives of the library/information community and educators in this area.

NCLIS, recognizing the need for cooperation at various levels of government, has concluded agreements with other federal agencies to provide better service to a particular segment of our society—the elderly. Persons over 65 are the fastest-growing segment of the U.S. population and they do have specialized information needs. NCLIS has signed a Memorandum of Understanding with the Administration on Aging (AOA) in the Department of Health and Human Services and one with ACTION, the agency that administers government-sponsored domestic volunteer programs. Using their respective networks on

the federal, state, and local levels, these agencies and NCLIS can work together to provide improved services to an important segment of our population.

Before discussing the White House Conferences, past and future, it seems appropriate to mention another area in which the Commission has had a growing interest and in which its influence has been felt—the international arena. In July 1984, NCLIS, the British Library, and the Library and Information Services Council of the U.K. co-sponsored a seminar in the U.K. on information and productivity. To continue the momentum of this meeting, NCLIS established a planning group to implement recommendations from the 1984 seminar and to plan a second meeting in the U.S. for 1986. The planning group agreed on a goal: "to develop and promote, at an international level, a public policy agenda concerning the use and effects of information resources on the economy and the quality of life." Three additional meetings were held in 1986 and 1987, and Canada was included in the latter three meetings. The final result of these trilateral meetings is "The Glenerin Declaration," *(10)* named for the sight of the last meeting, which was held in Canada. Simultaneously on December 10, 1987, "The Glenerin Declaration" was released by the British Library (U.K.), the Institute for Public Policy Research (Canada), and NCLIS (U.S.). In addition to background information and a preamble, the declaration contains guidelines and recommendations. Among the recommendations are:

- Educational policy be reviewed in the three countries...particularly with respect to the need for re-organizing the existing institutional structure of continuing education or life-long learning in both the public and private sectors.
- Increased public awareness of the role of information and the skills and resources required for its effective utilization....
- The national government in each of the three countries acknowledge its responsibilities to provide a coherent framework for the development of information policy which takes due account of the international character of the issues and the need for all segments of the information sector to be represented and heard in the process.
- The government explicitly recognize its responsibility to maintain public support for the creation and provision of certain information, through such means as the library system in each country, recognizing that there is a minimum level of information which must be available to, and accessible by, all citizens regardless of means.

NCLIS published "The Glenerin Declaration" in the *Federal Register* of December 10, 1987, and also sent copies to the press and a variety of groups with requests for comments and reactions. At its midwinter meeting in San Antonio in January 1988, the ALA Council endorsed "The Glenerin Declaration" and commended NCLIS for "its leadership in the development of a tri-national statement on information policy." *(11)*

As mentioned earlier, the 1979 White House Conference on Library and Information Services is perhaps the best-known NCLIS activity, but the programs and activities highlighted above were also significant and should give an idea of some of the Commission's ongoing contributions. Activities not mentioned here include a program to help promote library services for rural citizens, a study of the role of fees in supporting library and information services, a program on information for governance, programs to promote literacy, and others. More information on these and other programs may be found in NCLIS' annual reports.

The 1979 White House Conference on Library and Information Services involved more than 100,000 persons in all the states and territories through the pre-conferences that were held. The conference produced 64 resolutions, of which some 55 have been implemented. One of those resolutions called for a White House Conference every decade. This was endorsed by NCLIS some years ago and, in preparation for a 1989 Conference, the Commission appointed a Preliminary Conference Design Group in 1985. *(12)* This group was composed of federal representatives (members of NCLIS), state representatives (members of the Chief Officers of State Library Agencies), and local representatives (members of the White House Conference on

Libraries and Information Services Task Force). They were charged with preparing a report which would include:

1. recommendations on the kinds of appointments that should be made to the Conference Committee,
2. development of a preliminary conference design that would recommend the scope and focus of the conference,
3. options for financing the conference, and
4. initial planning for the schedule of events that would precede the conference.

The Design Group met its charge and presented its final report to NCLIS in December 1985. *(13)* The report recommends three themes for the proposed conference—Library and Information Services for: Productivity, Literacy, and Democracy. Since the issuance of the report, members of the White House Conference on Libraries and Information Services Task Force (WHCLIST), NCLIS, and many librarians, trustees, and friends have worked toward passage of legislation for a second White House Conference. Such legislation has now passed both Houses of Congress *(14)* (the House on June 8, 1987, and the Senate on December 15, 1987), but because of differences in the two versions, a House-Senate Conference will be required to resolve those differences. The Senate version, calling for the conference to be held between 1989–91, contains provisions not in the House version, such as: clarifying that state and territorial conferences are optional, limiting federal funding to $5 million rather than "such sums as necessary," and limiting the use of Library Services and Construction Act funds for conference activities to Title III Interlibrary Cooperation and Resource Sharing appropriations. The Senate version also contains unrelated provisions attached as riders. It is hoped that the House-Senate Conference will take place early in 1988, and that President Reagan will sign the legislation by spring.

One of the most positive results of the 1979 Conference has been increased public awareness of library and information services with the proliferation of friends groups around the country and the establishment of Friends of Libraries U.S.A. This has been important in obtaining better support on the local and state levels, particularly in view of the federal deficit and the ever-increasing need for libraries to obtain funding from other than government sources. It is hoped that the second White House Conference, in a more focused effort, can zero in on specific needs and increase public awareness even more. Many of the major professional associations have indicated their willingness to be involved by appointing liaison committees, and this too is important to ensure that all interests are represented in the planning process. My personal hope is that the second White House Conference will be smaller, more specific, and even more effective than the first.

I have often been asked, by legislators and others, why the National Commission should continue to exist. My response always is that the future of library and information services in this country is of critical importance to us all, and I believe that the presence of NCLIS at the federal level provides the focal point for bringing together various constituencies at the federal, state, and local levels to assist in meeting the information needs of the people of this country.

In conclusion, I would like to restate a portion of the statement I made during my swearing-in ceremony as chairman of NCLIS:

> I would hope that in the future we can eliminate from our vocabularies the terms information-rich and information-poor. I have never met a legislator or funding authority at any level who has disagreed with our goals—but it always comes down to a matter of priorities. It is difficult to compete with fire and police protection on the local level, with social services and education on the state level, and with the defense budget on the federal level. We have an obligation, however, to make our case and make it persuasively—that adequate library and information services are essential to all—that we are indeed necessary—as part of the educational system through the libraries existing in all levels of our educational institutions, as part of life-long learning through our public libraries, and as a part of business and industry through our special libraries. We cannot be first at anything unless we provide our people with the tools and resources they need to make them more knowledgeable and more productive. *(15)*

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The ideas expressed herein are those of the author and not those of the federal government or the U.S. National Commission on Libraries and Information Science.

Elinor M. Hashim is program director of special libraries at OCLC in Dublin, Ohio. She is also chairman-emeritus of the U.S. National Commission on Libraries and Information Science.

Technology Assessment and Federal Information Policy

Kathleen Eisenbeis

■ **A rapidly changing information technology environment, changing user needs, and an active information industry lobby are forcing Congress to rethink current information policies embodied in numerous and often conflicting laws, regulations, and guidelines. A knowledge of the chain of events leading to the current Office of Technology Assessment (OTA) appraisal of technology, public policy, and the changing nature of federal information dissemination is useful in understanding the complex issues, questions, and concerns now facing legislative policymakers.**

ANY analysis of federal information policy must quickly come to grips with a number of major problems: definition of terms, the breadth of the issues, the complexity of the subject, and the general lack of understanding about what public policy is and how it is made. There are an increasing number of articles in the library and information science literature that address the broad issues and areas of concern, so it is no longer the case that the profession is uninformed. For those who wish to bring themselves quickly up-to-date, Peter Hernon and Charles R. McClure have recently published *Federal Information Policies in the 1980's: Conflicts and Issues*, which not only provides a current and comprehensive bibliography on the subject, but also includes a number of appendices for reference purposes. *(1)* For the sake of simplicity and in the interest of space, the "basics" (definitions, concepts, laws, regulations, a review of the literature, etc.) will not be covered here.

The purpose of this article is to focus on the issues relating to use of electronic information technology in the collection and dissemination of government information. This is an area of information policy of increasing interest to members of Congress, the executive agencies, the information industry, and the library and information science community. Although not a policymaking institution, the Office of Technology Assessment (OTA), in its role within the congressional information system, is acting as an important "safety net" in the development of federal information policy. A current OTA project titled "Technology, Public Policy and the Changing Nature of Federal Information Dissemination," which is being conducted at the request of two committees of Congress, will be used as a framework for discussing some of the major issues and questions relating to information technology that have been raised and are now being addressed.

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This article will first describe the role and purpose of OTA, with particular attention to its relationship to Congress and legislative policymaking. Second, a chain of congressional activities will be developed, which will link some of the major events within selected committees to the current OTA assessment. And, third, some of the issues, possible outcomes, and implications of the OTA study will be addressed. *(2)*

The Office of Technology Assessment (OTA)

The need for a highly skilled, problem-oriented, independent office to assist Congress in decision making became apparent to the Subcommittee on Science, Research and Development of the House Committee on Science and Astronautics as its members faced the major environmental, social, and economic problems of the late '60s. The Subcommittee, under Emilio Daddario, took the lead in designing the institution known as OTA.

Congress found, that as technology continued to change and expand, its applications were "increasingly extensive, pervasive and critical in their impact, beneficial and adverse, on the natural and social environment." *(3)* The members felt it was "essential that, to the fullest extent possible, the consequences of technological applications be anticipated, understood, and considered in determination of public policy." *(4)*

Congress began to feel that most of the competence for technological assessment, that is, the use of a methodology to systematically generate accurate, comprehensive, and objective information about technology, was to be found within the specialized executive agencies or the contract organizations performing assessments for agencies. Congress needed to free itself from the "excessive influence by vested interests" and to "increase the rationality of the debate over technological developments and proposals." *(5)* As stated in the Technology Assessment Act:

> It is therefore imperative that the Congress equip itself with new and effective means for securing competent, unbiased, information concerning the effects, physical, economic, social and political, of the applications of technology, and that such information be utilized whenever appropriate as one element in the legislative assessment of matters pending before Congress. *(6)*

The OTA is expected to contribute to the legislative process by providing a link between technology and the body politic. It performs information functions only, not functions of control or recommendation. It is designed to supplement existing legislative systems for acquiring information such as hearings. It works with the assistance of, and in conjunction with, the Congressional Research Service of the Library of Congress and the General Accounting Office.

The OTA consists of a bipartisan congressional board, six senators and six representatives, an appointed director, an advisory council that includes 10 appointed public members eminent in science and technology, and a multidisciplinary staff. Services include conducting workshops, briefings, testimony, and issuing special reports on major assessments. The requests for assessments are made by the chair of any congressional committee and must be approved by the board. Assessments may take from one to two years to complete. Each project is guided by an advisory panel of experts on the particular subject as a way of ensuring that reports are objective, fair, and authoritative. *(7)*

The next section will discuss some of the major information policy activities of several congressional committees and show how the OTA has supported their information needs.

Congressional Interest in Information Policy

The Joint Committee on Printing (JCP) has primary responsibility for setting and administering policy for the printing and distribution of government publications under Title 44, *United States Code*. *(8)* In early 1978, the JCP established an Ad Hoc Advisory Committee to identify the major issues and policy questions

involved in revising the statute. The revision became necessary because of the technological advances which were already changing the nature of government information collection and dissemination.

The Advisory Committee identified the following principles for "information policy":

1. Congress should establish a workable, enforceable information policy that encompasses the entire government;
2. the administrative framework should be flexible in order to accommodate technological, political, or social changes;
3. administrative decision should be reviewable, perhaps in accordance with the Administrative Procedures Act or a similar procedure; and
4. the role of Congress and the executive agencies in formulating and administering information policies should be clarified. *(9)*

The hearings and final report of the Ad Hoc Committee were divided into six broad topics: administration of policy, federal printing and procurement systems, impact of new technology, access to and distribution of government information, the Depository Library Program, and pricing of government information. No changes in the law resulted, but the questions which were raised and the statement of issues are still considered valid a decade later.

The next step taken by JCP was to form the Ad Hoc Committee on Depository Library Access to Federal Automated Data Bases in May 1983. This committee was formed to evaluate the feasibility and desirability of providing access to federal government information in electronic formats to depository libraries. *(10)* OTA conducted a workshop for JCP in February 1984, which looked at the following questions:

1. How will information in electronic format affect the information delivery systems of public, academic, and other libraries?
2. What will be the principal means of technical information transfer used by scientists, engineers, the business community, and other citizens 10 years from now?
3. As the cost of producing and distributing printed publications goes up, and the cost of electronic equipment and telecommunications goes down, will it become more economical to distribute information in electronic format to the depository libraries? When might such a situation occur? What factors will affect these costs?
4. How will citizens access machine-readable data files if they are made available to or through depository libraries?
5. Are there established networks that could be used in making government-produced machine-readable data files available to depository libraries?
6. What options are available for placing the necessary equipment in depository libraries that would allow them to access electronic information generated by the federal government?
7. What is the outlook for including high-resolution graphics with text in a single database? *(11)*

As a part of its charge, the Ad Hoc Committee sought to identify the federal databases already available and found the number immense. They could not identify one publication that listed all federal government information files, and compiled a bibliography of directories that identifies only federally owned software, government databases, and private sector databases incorporating government-originated information. *(12)*

The Ad Hoc Committee's survey of 1,382 depository libraries provided an overview of their computer capability and database utilization in 1983. The members adopted a resolution in 1984 which recognized the technological feasibility of providing access to electronic information, and further recommended that pilot projects be initiated through JCP and the superintendent of documents. Next, the JCP wrote all federal departments and agencies, asking for proposals for pilot projects, and held an open forum in June 1985 to discuss and develop more detailed criteria for evaluating the proposed projects. Over 150 agency rep-

resentatives, congressional staffers, librarians, and private sector representatives attended the meeting. *(13)*

In May 1985, both Senator Charles Mathias, Jr., chair of the JCP, and Representative Frank Annunzio, vice chairman of the JCP, wrote to OTA Director John H. Gibbons requesting that OTA identify, develop, and analyze key issues affecting the future of the Government Printing Office. It was to be another year before the Technology Assessment Board considered and approved the OTA assessment which, by that time, included the request of the Subcommittee on Government Information, Justice, and Agriculture, of the House Committee on Government Operations, chaired by Representative Glenn English.

By 1985, English's Subcommittee was already grappling with issues of information policy relating to the electronic information systems being developed within the agencies, such as the Securities and Exchange Commission's Electronic Data Gathering and Retrieval System (EDGAR). The report of the committee issued in 1986 focuses on broad public policy issues presented by electronic information systems. *(14)* The committee articulated one of the principal goals of government information policy:

> ...the maintenance of general public availability of information in the possession of the government except where confidentiality is appropriate in order to protect a legitimate government or private interest. *(15)*

The committee's recommendations cover public access to agency records, copyright policy, consulting with public users, competitive procurements, user fees, competition with the private sector, and oversight. The report makes it clear that an agency cannot deny the public the benefits of new technology and must not only preserve, but improve, access to public records.

At the same time, the OTA was issuing a series of studies addressing key trends and issues in federal information technology, planning, innovation, and procurement; information systems security and computer crime; computer modeling, decision support, and government foresight; and electronic databases and dissemination of government information. *(16)* OTA concluded in 1986 that "the Federal Government is at or near the threshold of a major transition toward greater use of information technology for managing information" and, because government information is so vital, the "transition warrants careful study as it is raising a wide range of issues." *(17)* In May 1986, Representative English asked that OTA enlarge the scope of the pending JCP request to include his committee's interests in electronic collection, maintenance, and dissemination of federal information.

On May 13, 1986, the Technology Assessment Board considered and approved an OTA assessment responding to the requests of these two committees. *(18)* The final request to OTA was sent September 1987 by Representative Robert A. Roe, chair of the Committee on Science, Space and Technology, seeking to expand the scope of the assessment to meet his committee's information policy interests.

The Subcommittee on Science, Research and Technology of the House Committee on Science, Space and Technology, under Representative Doug Walgren, had held a hearing in March 1987 on the proposed privatization of the National Technical Information Service. Another series of hearings on the broader concerns of federal information policy relating to the dissemination of scientific and technical information was held in the summer. As the subcommittee reexamined the existing policy framework, new questions were raised regarding the lack of institutional coordination for effective, reliable, and systematic transfer of scientific and technical information. To this end, the OTA was asked to incorporate a new list of questions into the study. The committee asked:

1. Are there unique problems associated with the dissemination of scientific and technical information, or do federal science agencies face the same challenge in disseminating information as any other government agency?

2. What technologies could be applied to make dissemination of scientific and technical information more efficient and effective for federal science agencies?
3. How can the federal government improve public access to its resources of scientific and technical information?
4. What changes could be made, both in internal agency organization and in interagency coordination, to enhance public access to scientific and technical information? *(19)*

Research Plan

Recognizing the immense complexity of the federal information policy issues that the OTA staff were asked to address, the research plan presented the following objectives to provide direction:

1. To provide an understanding of the opportunities and problems presented by advancing electronic technology as applied to printing and dissemination of federal information by the Government Printing Office (GPO) and other federal agencies;
2. To develop a picture of how the GPO, other federal agencies, and the private sector are currently using or planning to use electronic technology and electronic formats as well as paper formats in information dissemination;
3. To develop an understanding of the needs and problems of federal information users and their current, planned, or desired use of electronic technology, and use of electronic formats compared to paper formats;
4. To identify and analyze a range of institutional and policy options for applying the technology and meeting user needs. *(20)*

The OTA staff work with experts both in and outside the federal government. An advisory panel meets with project staff, initially to review and critique the assessment plan, and later to review work in process. The panel helps shape and focus the study and critiques draft reports, both from the staff and those resulting from contracted research, but does not conduct research or approve the final report. *(21)*

Briefly, the assessment proceeded in the following five stages which: identified and described the current institutional base; assessed the current technology relevant to federal information dissemination; assessed the projected technology base for the near future and more distant future; evaluated present and future public information needs and problems; and identified and analyzed key issues and options relevant to federal information dissemination and the future of the GPO. In general, the OTA study addressed federal government public information technology and policy relating to issues of:

- equity of access to electronic government information;
- the role of the private sector in federal electronic information activities;
- institutional responsibility for federal information dissemination, including the role of GPO relative to depository and other libraries, the OMB, the NTIS, and other federal agencies and private sector information providers; and
- opportunities for innovation in federal information dissemination. *(22)*

The General Accounting Office (GAO) assisted OTA by conducting a survey of current and future needs of federal information users. The survey was sent to a cross-section of federal information users, including 300 to 400 depository libraries, during the fall of 1987. The results were provided to OTA for use in the study, to the JCP, and to other interested committees. *(23)*

One of the policy issues that the study addresses is federal information access and dissemination policy. To what extent is a rapidly changing technological environment, changing user needs, and an aggressive information industry lobby forcing ambiguous and often conflicting interpretations of policies that are essentially "paper-bound?" The question becomes how and when will Congress clarify and update public policy? In developing alternatives, the OTA planned to consider both relevant policy history and recent efforts to amend and update the composite laws, regulations, and guidelines.

Another issue, the institutional responsibility for information dissemination operations, involves developing alternatives which address possible changes in technology and matching user needs to various institutional arrangements. To what extent should reorganization occur? Is there a need for legislative branch control of congressional information separate from the executive branch? Could GPO functions be combined with NTIS? If institutional rearranging is done, then how will policy oversight be accomplished? To what extent should management of federal government information, procedures, standards, etc. be centralized? What are the kinds of impacts that will result from the policy alternatives?

Implications

OTA functions as a "safety net" by ensuring that Congress is provided with as thorough and comprehensive an assessment of the consequences of technological applications as possible within the constraints of time and resources. This necessarily perfunctory treatment of the complex issues which face the committees, and now the OTA staff attempting to assist in clarifying the federal information policy debate, provides clues to the slow, if not glacial, nature of the policymaking process itself. The assessment process brings together considered opinions and critical evaluations from many perspectives and presents them in one study for Congress' use. In such a way, the likelihood of Congress moving in directions that would make matters worse is reduced, and the potential "accidents" of the policy process are hopefully avoided.

The results of the OTA study, which were due to be completed in March 1988, are intended to be used by the committees in proceeding with their policymaking agendas. The report may serve to provide feasible plans for reorganization. It may provide impetus for the legislative committees to revise existing statutes or draft new laws which clarify information policy. It may answer questions for appropriation committees that have been reluctant to provide funds necessary to implement pilot projects proposed by numerous agencies. It could serve to bring the federal information policy issues to the attention of a different body of policymakers at higher levels within the bureaucracy. Press coverage may awaken the public to the need for pressure to be exerted on legislators to take action. At a minimum, it will provide more information to reduce the costs associated with uncertainty about the possible consequences of new policy alternatives.

Summary

The Office of Technology Assessment plays an important role in the information system of Congress. In this article, I have discussed some of the issues and concerns which have been raised by the committees requesting the current OTA study on technology, public policy, and the changing nature of federal information dissemination. Many important decisions regarding the future direction of federal information policy and the application of new technologies in the collection and dissemination of government information will be made in the next few years. It is hoped that the effort that has gone into the OTA study will produce a useful and potentially powerful document that will begin to move federal information policy from its confusing and ambiguous condition to one of clarity and well-defined purpose.

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19. Letter to OTA Director John H. Gibbons from Rep. Robert A. Roe, chairman, Committee on Science, Space, and Technology, U.S. House of Representatives, September 9, 1987.

20. *Research Plan for OTA Assessment of Technology, Public Policy, and the Changing Nature of Federal Information Dissemination*. Draft, October 21, 1986.

21. The advisory panel meetings, July 25, 1986; May 1, 1987; and January 29, 1988, were open to the public.

22. Wood, Fred B. "Technology, Public Policy, and the Changing Nature of Federal Information Dissemination," p. 92 (see cit. 18).

23. The survey results are available to the public upon request. Contact Mr. Larry Herrmann, U.S. General Accounting Office, General Government Division, 441 G Street, N.W., Room 3826, Washington, D.C. 20548.

Kathleen Eisenbeis is a doctoral student in the Graduate School of Library and Information Science (GSLIS) of the University of Texas at Austin. She is a University Fellow, specializing in federal government information policy analysis. She has worked as a documents, maps, and reference librarian, and taught government information resources in the GSLIS before entering the Ph.D. program full time. She has served as a member of the Depository Library Council to the Public Printer.

Government for Sale: The Privatization of Federal Information Services

Marc A. Levin

■ **Privatization, as a concept and as a political movement, is profoundly altering the federal information landscape. This essay explores the ideas and issues engendered by privatization; the distinctions between the public and private sectors in the delivery of services; and the effects this policy may have upon the future federal role in the library/information arena. Federal experience with contracting out of agency libraries and the proposed sale of the National Technical Information Service are examined to raise critical questions respecting the limits on privatization as a strategy for delivering tax-supported library and information services.**

Introduction

IN the market for a dam? How about Grand Coulee Dam, the world's second largest concrete dam? Prefer an airport? Would you be interested in Dulles International Airport outside Washington, D.C.? Too far out of town? Well, Washington's National Airport is also available. For more information, contact the Reagan administration.

These properties are just a few of the federal government assets listed for sale to the private sector in the 1988 fiscal year budget that the President sent to Congress. National Weather Service satellites, Naval Petroleum reserves, Small Business Administration loans, and the National Technical Information Service can be found on an expanding list of public property destined for the auction block. *(1)* These proposed sales illustrate the current administration's long-term strategy of shifting public functions to private enterprise, commonly referred to as "privatization."

The effects privatization may have upon the delivery of federal information services remain uncertain and speculative. However, the privatization debate does raise several critical professional issues regarding public access to tax-supported information services, who controls public knowledge, the future direction of federal library programs, and the quality of government we might expect as a result of widespread implementation of this policy. This essay will explore the conceptual and practical aspects associated with privatization to develop a framework for understanding these vexing public issues. Examination of two current examples of privatization in action—namely, the contracting out of federal libraries and the proposed sale of the National Technical Information Service—will provide a backdrop to analyze the declining federal

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role in the library/information sector and what this signifies for our profession.

The Concept Defined

"Privatization" has quickly become an important buzzword in the lexicon of public policy. What exactly is meant by the term? According to a 1983 report issued by the President's Private Sector Survey on Cost Control (a.k.a. the Grace Commission), privatization means:

> ...to turn over an activity, or part of an activity, currently performed by the Federal Government to a non-Federal entity. It is an option for implementing Government programs and policies, allowing the Government to *provide* services without producing them. *(2)*

The Grace Commission, consisting of 161 high-level private sector executives, identified $28.4 billion potential savings for the federal treasury, over a three-year period, from increased reliance on a privatization strategy. In this country, privatization has come to mean mainly government's relying more on private producers for services for which government remains, in varying degrees, responsible. Federal information services, like other public "utilities," must confront the prospects of deregulation through reliance on the free market philosophy known as privatization.

Contracting, as a common form of privatization, is not new in American government. It is traditional in public works at all levels and has been common in the rapid growth of human services since the 1960s. What is new, however, is the proposal to radically expand the practice and apply it to service areas in which it has not previously been considered appropriate, including federal information services.

Privatization can be defined as the policy of handing over to the private sector functions that previously have been performed in-house by government employees. Thus, privatization represents a pragmatic policy choice that combines economy, efficiency, and effectiveness in designing service delivery systems. At its best, privatization creates competition, efficiency, and wealth. At its worst, it substitutes insensitive and unresponsive privately owned monopolies for reified public bureaucracies, and breeds corruption.

Privatization is an emerging conservative concept that evokes sharp political reactions. It covers a great range of ideas and policies, ranging from the eminently reasonable to the widely impractical. As a reaction to the modern regulatory and welfare state, privatization has been a part of the Reagan agenda since 1981, and demonstrates the administration's commitment to reduce "big government" and as a strategy to control domestic federal spending.

Public vs. Private Provision

According to Professor Paul Starr of Princeton University, the terms "public" and "private" are fundamental to the language of our "law, politics, and social life, but they are sources of continual frustration." *(3)* Many activities seem to be public and private at the same time in varying degrees or in different ways. The confusion arises partly because the public/private dichotomy is used to characterize a number of other related oppositions in our thinking.

Historically, the private sector in the U.S. has long performed many services financed by public funds. Familiar examples are the purchasing of ordinary supplies that most governments buy in the marketplace, many professional services, design and construction of public works, and defense-related manufacturing. In pursuit of the public interest, for many years and in various ways, governments have undertaken an increasing range of activities that are by no means inherently governmental. The federal government, for example, ventured into many commercial activities with four main goals: 1) to remedy a perceived marketplace failure; 2) to capitalize on the government's unique ability to marshal the necessary economic resources to get the job done; 3) to obtain a desired national policy objective; and 4) for national security or legal reasons.

Since about 1980, the trend toward increased government spending, ownership, and intervention has been seriously questioned. This has sparked new debates about the merits of private versus public provision. Assertions that the private sector, as more efficient and effective, could do better have stimulated dis-

cussion of the desirability of government provision. Privatization, which is the transfer of assets or service functions from public to private ownership or control, has emerged as the focal point of this debate.

Proponents of privatization cite efficiency as a chief objective. However, while the leadership of business has strong ownership interests, there is no hard evidence that private sector employees work harder than their public sector counterparts. There are, however, persistent rigidities in public institutions (e.g., burdensome civil service rules, excessive legislative oversight, rampant proceduralism) that limit managerial flexibility and discourage efficiency. Conceivably, public management improvements and administrative reforms might achieve the same productivity objectives as privatization. Yet economy and efficiency, while worthy objectives for public managers to pursue, are sometimes insufficient criteria and must be tempered by values of equity, justice, and sense of community in serving the public interest.

An Overview of Federal Contracting

Interactions between government and the private sector have been widespread over the past few years, due to rising costs of providing services, shrinking revenues, and federal aid cutbacks. Contracting out is a practice as old as the Republic and is found at all levels of American government. When the government contracts out a public service, it retains its funding responsibility but hires a private firm to provide the service. The primary motivation for contracting out is to cut government cost by using a competitive bidding situation to drive down the expense for a particular good or service.

In recent years, there has been a marked trend toward increasing the scope of contracted services. According to the U.S. Office of Management and Budget, in 1980 the federal government spent about $100 billion for contracting services, and that figure reached $183 billion by 1984. *(4)* Pointing with pride to the successful efforts at the state and local levels, the Reagan administration has actively promoted contracting out as a means of pruning federal spending and taming the budget deficit. (Ironically, state and local governments have not considered information services as appropriate for contracting.)

The federal policy regarding reliance on the private sector for commercial activities was first addressed in U.S. Bureau of the Budget bulletins issued in 1955, 1957, and 1960. In 1966, the U.S. Office of Management and Budget (OMB) issued *Circular A-76*, which established implementation guidelines. OMB's principle was that the federal government should not engage in any activity that could be performed by the private sector. The 1983 revised circular contained even more precise language and provided definitions, tests, criteria, and other requirements for cost comparisons, including a suggested listing of activities deemed appropriate for contracting. Despite the strong protests by the American library community, "library services" was one of the commercial activities, along with laundry and janitorial services, found on OMB's list of federal activities deemed ripe for contracting.

Library Contracting

By the mid-1980s, several federal agencies (e.g., Department of Energy, Environmental Protection Agency, Department of Housing and Urban Development), in accordance with the OMB's ambitious A-76 program, had transferred their libraries to outside contractors. Perhaps the most controversial case involved the National Oceanic and Atmospheric Administration's (NOAA) decision to contract for the operations of its Central Library located in Rockville, Maryland. In April 1987, under heavy pressure from several constituencies, Congress requested the U.S. General Accounting Office (GAO) to examine NOAA's contract and investigate several serious allegations.

The GAO report, issued in August 1987, provides insight into the problems engendered by this policy. *(5)* Apparently, NOAA management, relying on the assistance of outside consultants, had to rewrite its contract solicitation more than 10 times, and was still unable to devise an accurate statement of the library's work. In commenting on this situation, Congressman Gary L. Ackerman (D-NY), chairman of the House Civil Service Subcommittee on Human Resources (with jurisdiction over federal contracting), stated the following: "I am convinced that this effort has cost the U.S.

taxpayer far more money for outside consultants to study the library than its privatization could possibly save." *(6)*

The GAO investigation revealed that, even after several years of contract preparation and study, NOAA management accepted a lowest bid that was inaccurate by virtue of its failure to include collection development costs. Even more astonishing was the fact that NOAA officials accepted a bid based on the bogus assumption that the winning contractor's costs would continue to decrease over the life of the contract because "volunteers" would come forward to help staff the library. This assumption raises two immediate serious questions. First, where do these volunteers come from, what are their qualifications, and who controls them? Second, is it not illegal for unpaid volunteers to replace federal civil servants to work unpaid for government contractors?

Poor contracting places an agency at risk. Federal officials confronted with today's complex challenges—such as cleaning up toxic wastes, ensuring air safety, containing terrorism, deterring insider trading, combatting the AIDS pandemic, promoting competitiveness, and fighting drug abuse—need reliable and high-calibre information services. Government libraries were originally established to help an agency fulfill its mission by providing professional in-house information services for busy federal officials. The NOAA case illustrates that the arithmetic of the marketplace does not always serve the public interest, since private firms are willing to cut corners to get higher profit margins at the expense of existing service levels.

There are other salient issues, primarily having to do with accountability and continuity of personnel, that are critical to managerial competence and must be considered before awarding a contract. For example, the library manager operating under a contract with a private firm faces a dual accountability situation, which presents a possible conflict. The library manager must please the corporate president while also serving the needs of the agency chief in Washington. The priorities of the two executives might be in conflict. The agency head, however, cannot easily dismiss the contractor and the library employees without the potential loss of key institutional memory. Thus, Ronald C. Moe of the Congressional Research Service warns that privatization poses serious problems "in providing direct institutional support" for public managers. *(7)* Federal librarians with years of experience possess keen institutional memory and a sense of commitment and pride in an agency's work. They offer expertise and are key elements of the bureaucracy and serve as organizational assets not easily traded in the open marketplace.

Federal experience with contracting out library services is still in its infancy. Studies to evaluate contractor performance and compliance, client satisfaction, and real agency savings have yet to reveal the effect this policy has upon the capacity of public decision makers to achieve their information needs. Serious questions regarding contractor commitment to preserving the integrity of agency libraries, their willingness to permit public access to tax-supported library collections, and their ability to recruit and retain competent staffing still loom.

Will contractors, knowing that the life of the contract has a termination date, continue to invest adequate resources into agency libraries and encourage strategic planning? Various risks and rewards are just beginning to emerge as the federal bureaucracy searches for balance between often competing objectives of efficiency and effectiveness. A crisis could be developing. Government leadership in the library/information sector appears on the wane as federal library services become the first tragic victim of a system rushing to embrace a policy objective shrouded in uncertainty.

A Privatized NTIS

Federal budget deficits can be reduced either by cutting spending or by increasing revenue. Given the political difficulties of the former, and the President's opposition to tax increases, the sale of government assets would seem to provide an expedient solution. The recent decision by the U.S. Department of Commerce to sell the National Technical Information Service (NTIS) to the private sector provides an illuminating case in point. The outright sale of NTIS to the private sector is the purest form of privatization, and the most dramatic. NTIS was established by Congress more than 40 years ago to serve as the nation's "cornerstone" for scientific and technical

publishing. *(8)* This unique federal agency was designed to foster wide and impartial public dissemination of specialized information critical to encouraging technical innovation and the open exchange of tax-supported research results. However ironically, the agency's strong financial and management condition makes it an excellent first candidate for privatization, especially in the eyes of federal budget managers eager to test their free-market philosophy.

Arguing that the federal government should not compete with the private sector, the OMB since 1981 has sought to convince the Congress that private firms should be permitted to operate NTIS under contract. This ignores NTIS' statutory mandate to operate on a self-sustaining basis, a requirement that has created an organization able to compete successfully with private operations. Numerous reviews carried out under the guidance of OMB's A-76 program attest to this. Yet the agency remains uncertain about its future as no compelling reason for privatization has been demonstrated by OMB.

After numerous meetings, public workshops, congressional hearings, and impartial studies—all demonstrating strong opposition—the President's fiscal year 1988 budget states: "in 1988, the private sector will be offered the opportunity to operate NTIS on contract, with the government retaining overall policy direction." In accordance with this budget language, in January 1988 the U.S. Department of Commerce issued a request for a proposal to privatize NTIS under the Federal Employee Direct Corporate Stock Ownership Plan (Fed CO-OP) concept.

The Fed CO-OP idea was introduced by the director of the U.S. Office of Personnel Management in 1986 as an innovative means to overcome long-standing in-house employee resistance to contracting out. *(9)* This form of untested privatization requires a winning contractor to fund an employee stock ownership plan at a level equal to one-half the savings expected to result from private management. This fund would be managed for the benefit of the former federal workforce that would, under this plan, be transferred to the new entity for a minimum of 180 days of guaranteed employment. *(10)*

Significant questions remain about where the money for the stock purchase would come from, as well as about how to place a fair market value on the stock, since the winning contractor might not publicly trade stock. An additional impediment to this idea would be the existing federal conflict-of-interest laws, designed to protect the government from corruption and graft, which prohibit public jobs from being used for private gains. *(11)* This plan raises questions about how many public employees would opt to share in the risks and rewards of ownership over the security provided by the civil service, all in exchange for just six months of assured employment?

In economic terms, whether a particular activity should be carried out by the private or public sector depends on the relative efficiency of the two sectors and the presence or absence of market failures. Simply changing the ownership of an existing public asset, such as the NTIS, has no meaning or impetus unless the new owner's efficiency in operating the asset differs from that of the original owner. Thus, in the case of NTIS, a private producer must, at a minimum, be able to improve or enhance the existing operations to justify the change. The proposal to sell NTIS does not even require a private operator to match or exceed existing service levels. In fact, it is doubtful that a private provider would be able to improve services, given the fact that NTIS already operates as a high performing (efficient) and client-centered (responsive) organization.

Privatization as government policy might on the surface seem like a good and politically correct notion. However, a closer analysis reveals several unattractive opportunity costs. Privatization of NTIS represents a major federal policy shift away from a constitutional and legislative tradition that embraces the concept of an open and free exchange of public information to ensure an informed citizenry. A privatized NTIS, as one facet of the federal information dissemination system, promises to have a grave impact on other, remaining channels of public access to federal information. For example, it is no secret that the U.S. Government Printing Office (GPO) and NTIS often compete with one another in marketing the same government publications; however, the GPO version is usually more reasonably priced to encourage wider public distribution. What would happen to GPO's deliberately reasonable pricing policy if it were suddenly

forced to compete against a private provider in an unregulated commercial marketplace?

The possibility that private operation of NTIS might increase the price of materials is a serious concern to the scientific community since the loss of access to NTIS documents would hamper research. It is conceivable that the massive federal investment in research and development would be wasted if the information generated by researchers were not readily shared with other members of the scientific community. The ability of the nation to meet global competition, to provide for national security, and to improve the quality of life for all citizens depends in part upon national investments in science and technology. Thus, the nation's future position in global markets depends upon the sustained generation of new knowledge and the open transfer of this knowledge to the people who need it most. Privatization of NTIS appears to be in conflict with these articulated national policy objectives since it places at risk a vital link in the process of technological innovation and scientific advancement. Serious questions about the ability of the federal government to maintain policy direction over a dismantled NTIS, accountable only to a private board of directors, linger.

Limits on Privatization

As a concept and as a political movement, privatization is profoundly altering the shape of the public sector in the United States. Too often the relationship between the public and private sectors is viewed as a zero-sum game in which increased prosperity for one sector is achieved at the expense of the other. The reality of the modern nation state, however, is that the prosperity of each of the two sectors is inextricably linked to that of the other. To understand the potential of privatization, it is, therefore, first necessary to understand its limitations. To accomplish that requires an investigation of the dialectical tensions raised by the legal, economic, and value dimensions of this policy.

Although the U.S. Constitution provides many protections for citizens against arbitrary governmental action, it provides little or no protection from abuses by the private sector on infringement of individual liberties. This realization has prompted Professor Harold J. Sullivan of the City College of New York to assert: "privatization does threaten our constitutional rights." *(12)* By turning public services over to private groups, the government can effectively evade constitutional restraints. For example, a private contractor delivering library services may, without having to follow the due process of law, legally determine who will receive what level of tax-funded services. Thus, if private flexibility and discretion are among the advantages promised by privatization, they may come at the expense of citizens' rights.

Perhaps the most potent factor limiting the spread of privatization is the spectre of corruption. A high percentage of the instances of corruption that have occurred over the two centuries of American administrative history has involved contracts with private providers to perform a public service. *(13)* This is perhaps understandable since the letting of contracts generally involves substantial sums of money accompanied by considerable discretion on the part of contracting officials. The stakes for private parties are often high, and they may be willing to go to the edge of the law. Thus, the potential for corruption during the contract stage is considerable.

Among the arguments for contracting is that contractors are more efficient than civil servants. There is, however, little evidence that the contract bureaucracy is a model of efficiency. Moreover, contracting has tended to breed inefficiency in the civil service, requiring many public employees to administer contracts instead of carrying out governmental programs. At the same time, contracting expands the powerful spending coalition that lobbies Congress to increase the federal budget in support of contractor special interests. Thus, while contracting might lead to more efficient government, it does not guarantee smaller government.

Economic return is not the sole measure of public benefit from privatization. The fact that the private sector seeks it suggests that the economic return is most likely to benefit the private sector. A frequently made charge against privatization is that it will result in service going just to the easy and profitable customers, called "creaming," resulting in the neglect of difficult and/or unprofitable customers. *(14)* In the case of public information services, this practice would create an

uneven "playing field," pitting the information "rich" against the information "poor."

Public managers must face the unpleasant prospect of the hidden costs of privatization. The costs of disruption associated with transition, labor unrest, vendors' failure to deliver, or poor management are potential pitfalls of a privatization venture. Hostile takeovers, bankruptcies, mergers, divestitures, and business failures are common market occurrences that could play havoc with contractor services. Estimating market value of a public asset is another significant problem. Is the government obtaining private sector efficiency or merely subsidizing a private firm by selling public assets at below market value?

The determination of public benefit requires a more complex formula, one that considers other values. What serves the public interest does not always provide the highest economic return. A major danger of bringing the private sector into the provision of public services is that it risks bringing cost considerations into the forefront of the decision-making process to the detriment of other values held by our society. The private sector is more concerned with doing well (making a profit) than with doing good (advancing the general welfare). In a democracy, a major social value is the idea that public officials are accountable for their actions to elected officials and, ultimately, to the public. When a public function is assigned to a private entity there is a weakening of the lines of political accountability. What then occurs is the emergence of "third-party government," allowing the government to operate by remote control, held captive by influential and invisible non-federal actors. *(15)*

Conclusion

At present, there is no evident reason to believe that the spread of privatization will stop. Looming budget deficits and mandated expenditure limitations will encourage federal policymakers to consider all privatization options. However, privatization should be applied only to things the American people are not willing to risk. Is the American public willing to place the future of federal information services in the hands of the lowest commercial bidder, rather than the "best and brightest" public servant? Information professionals, as the collective voice of expertise, should remain skeptical about a program with no verifiable record of expenditures and savings, and should mobilize to protect our public information infrastructure from the vagaries of the marketplace.

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Marc A. Levin is librarian for administrative and support services at the Institute of Governmental Studies, University of California, Berkeley, and has served on SLA's Government Relations Committee since 1984.

Pennsylvania Libraries Hope for Success via "ACCESS"

Linda-Jean Smith

■ **This article examines the background and development of a comprehensive plan for library service in Pennsylvania. Major obstacles to the success of such a program include: lack of recognition for the role of libraries in education and the community; economic realities of government budgets; and failure of libraries themselves to promote, improve, and manage services in a cooperative manner.**

Introduction

IN September 1984, Pennsylvania Governor Dick Thornburgh introduced to the public "ACCESS Pennsylvania: An Agenda for Knowledge and Information Through Libraries." This program, according to Governor Thornburgh, is an attempt to carry on the efforts of Pennsylvanians like Benjamin Franklin and Andrew Carnegie to provide libraries—through a system—to "advance...the educational, cultural and economic well-being of" the Commonwealth. The program was created after a culmination of years of study and thorough analysis by experts and advocates. The Pennsylvania library community greeted Governor Thornburgh's pronouncement with great anticipation, for it promised tremendous progress in library services using state aid.

Over three years later, some of the key components are in operation but only with the assistance of Library Services and Construction Act (LSCA) funding. The proposal that would influence special libraries most directly—Interlibrary Loan Compensation—is not even part of the most recent budget request from the Pennsylvania State Library. Other major initiatives are also in danger of losing momentum, due to the vagaries of politics, economics, and a public that wants a 'quick fix.'

It does not appear to be enough to have a governor who advocates a program. It is not enough to have a dedicated talented staff in the State Library Agency itself. It is not even enough to have a legislative coalition. Without the commitment of the entire information community, without the realization that whatever affects one segment of that group will affect everyone, and without an awareness of the connection between libraries and the future of our culture, a program of adequate funding will not succeed.

Structure and Function of Libraries in Pennsylvania

Pennsylvania was one of the pioneer states in the field of public-library systems. The

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Pennsylvania Library Code, adopted in 1961, was "essentially a state-aid scheme designed to improve all local libraries meeting standards prescribed in the act," which contains most of the essential features of the library system concept. The state librarian has the authority to designate as many as 30 district library centers throughout the state. These centers receive a fixed per capita grant from the state, and can contract with any public library board to become a system member. As members, a library must exchange service with other centers and provide direct service to district residents and supplementary services to other district libraries. *(1)*

Four regional library resource centers have been designated by the state librarian and are located at the Carnegie Library of Pittsburgh, the Pennsylvania State Library, the Free Library of Philadelphia, and the Pennsylvania State University Library. These centers "must make their research collections available to all state residents under rules and regulations determined by a ruling board for which the State Librarian functions as Chairman. Each center is eligible to receive State aid in an amount not to exceed $100,000." *(2)*

Amendments to the Library Code, which consists of statutes and the regulations to implement them, include Act 105 of 1982, regarding Library Cooperations, and Act 90 of 1984, the Library Record Confidentiality Act. Act 105 extended the powers and duties of the state librarian to "promote and support cooperation among the various types of libraries in Pennsylvania for the purpose of increasing the services and resources available through libraries, and to provide financial support for the development and maintenance of cooperative programs from funds appropriated to the State Library" for that purpose. Act 90 specifically protects library circulation records from being made available except in a court proceeding.

The entity of the State Library is a bureau of the Department of Education, and has three divisions in its current form: The Library Services Division consists of the physical plant of the State Library itself and its collection management, reference, and technical services. The School Library Media Services Division includes the instructional materials, instructional television, and school library media and networking services. The Library Development Division is responsible for continuing education programs, advisory services, networking and academic library activities, and subsidies and grants on both the state and federal levels.

The Advisory Council on Library Development was established as part of the Department of Education to advise the governor and secretary of education regarding the appointment of the State Librarian, to give advice on general policies and operations of the library program of the Commonwealth, to serve as an administrative board of appeal for disputes which affect eligibility and amount of state aid, to promulgate rules and regulations for the approval of plans for state funds, to approve library district boundaries, and to aid in understanding and disseminating information in these matters. The Member Council is required to meet at least four times annually, and, at present, meets in conjunction with the Federal Advisory Council, since much of the state funding is influenced by federal standards, also.

Development of a Comprehensive Plan for Library Service in Pennsylvania

There has always been a cause-and effect relationship between studies of libraries in Pennsylvania and the legal framework that supports the library systems. As in many other spheres, government action inevitably results from analyzing the inadequacies and options faced by a constituency. During the last 30 years in Pennsylvania, such directly corresponding occurrences took place at regular intervals.

Lowell Martin's 1958 study, "Library Services in Pennsylvania, Present and Proposed," led straight to the system of state aid to public libraries that persists today and to the 1961 legislation allowing the establishment of local libraries, district library centers, and regional resource centers. In 1962, the Institute of Public Administration, under Dr. Kenneth Beasley, prepared "A Study and Recommendations of Library Districts in Pennsylvania." At that time, boundaries were drawn, designating 30 libraries to perform as District Library Centers, to provide better access to resources as well as leadership and advice for local libraries. This system still endures, although the boundaries and number of centers have changed. *(3)*

Dr. Martin followed up on the effects of his 1958 survey and the subsequent legislation with "Progress and Problems of Pennsylvania Libraries: A Resurvey." He discussed and analyzed county and multicounty systems, the need for implementation of five-year plans by the district library centers, the use of state-level consultants to assist the centers, and the need for increased funding for regional resource centers. *(4)*

Three studies in the 1970s made recommendations which eventually influenced the passage of Act 105 of 1982, providing state support for cooperation among different types of libraries. The 1971–74 Pennsylvania Library Master Plan Committee Report and the 1975–76 "Plan for Library Cooperation in Pennsylvania," provided by a team from Drexel University, gave strong support to the concept of multi-type library systems. "Bibliographic Access in Pennsylvania," produced by the Pittsburgh Regional Library Center in 1977–78, surveyed interlibrary loan activities across the state and projected the level of state library funding needed to enter Pennsylvania Library holdings into a statewide database. The Pennsylvania Union List of Serials (PAULS) was one result. *(5)*

As an outgrowth of the 1979 White House Conference on Libraries and Information Science and the concurrent meetings in Pennsylvania, there was an awareness of the need for a concerted effort to focus attention on libraries and the funding required to support them. One step was to form a statewide Advocacy Organization that is able to speak for everyone interested in libraries. Pennsylvania Citizens for Better Libraries (PCBL) sponsors a newsletter with legislative updates, workshops, advisory services, an information clearing house, and a fund-raising and programs idea exchange, as well as co-sponsors an annual Library Legislative Day with the Pennsylvania Library Association.

At about the same time, Governor Thornburgh assigned the State Library the task of developing a Comprehensive Plan for Library Service in Pennsylvania, in response to fiscal pressures and the rapid expansion of technological innovation and proliferation of information. A planning process was developed in which a large Planning Council, representing the broad spectrum of the library community, was divided into seven Issue Committees and a Steering Committee. The latter mechanism operated to establish priorities for the Issue Committees, to anticipate the potential for overlaps and omissions, to coordinate the solving of specific problems by the appropriate committees, and to develop criteria to prioritize the proposed courses of action. The Issues Committees narrowed over 70 proposals to 19 recommendations, which were the basis of the Comprehensive Plan delivered to Governor Thornburgh in September of 1983. This final document addressed issues including relationships among different types of libraries, the impact of technology, state aid and local funding for libraries, varying markets and specific needs for library services, the role of the State Library, and governance of public libraries, thereby setting the stage for a full-blown program for expansion of library service. *(6)*

ACCESS Pennsylvania: Realities

In the fall of 1984, Governor Thornburgh announced the initiative, called ACCESS Pennsylvania, as part of his own program for the development of education in the state. This proposal incorporated many of the elements of the Comprehensive Plan and focused on three tangible symbols of library access or service: a statewide library card, increase of local financial support for libraries, and formation of a statewide database to allow the sharing of resources through technology. This plan was a strong response to the need to: establish a theme, logo, and symbol; promote libraries throughout the Commonwealth; garner support for increased funding; and foster participation by each and every library.

Consolidating most of the 19 recommendations of the Planning Council, the ACCESS Agenda defined the Commonwealth's role in providing statewide access to library resources, in sharing library resources through technology, and in revising financial support systems of public libraries. The program also designated the individual library's role in effectively managing library service; in directing service to business and government; and in teaching students information searching skills, according to each institution's mission statement. *(7)*

The State Library immediately sprang into action following the announcement of the initiative, authorizing consultants to produce proposals for studies of the statewide library card, the Interlibrary Loan Compensation Plan, and the School Library Catalog Program. The three separate reports were submitted in March 1985 and presented to the Governor's Advisory Council on Library Development for approval, subject to the availability of funding.

At the same time, legislation was introduced to revise the equalization aid formula to provide state aid to public libraries in economically distressed communities. The proposed 1985–86 budget asked for $2 million for Library ACCESS, to compensate libraries for sharing materials through the statewide library card and interlibrary loan and to automate the high school catalogs. The hard work came to a head in July 1985 when two things occurred: Governor Thornburgh signed Act 50 of the current legislative session into law, which revitalized the equalization aid formula and increased the number of qualified libraries from 7 to 72. A total of $500,000 was made available to those libraries. Secondly, the ACCESS element of the 1985–86 budget was *not* approved by the legislature. At the last minute, in an Appropriations Committee meeting, the $2 million line-item was eliminated. Although this failure dealt a blow to everyone involved in the promotion of ACCESS, the Governor's Advisory Council authorized expenditure of federal LSCA funds to initiate pilot projects to test the various components of the plan, and the library community re-grouped for an assault for greater legislative support in the 1986–87 budget proposal. The pilot project for the statewide library card ran from November 1985 through June 1986 in 23 counties. The program reimbursed public libraries 80 cents each time they lent a book to someone from another district.

Plans also continued with the design of the ILL Compensation Plan, which would compensate a lending library $2.50 for each filled loan and 50 cents for each processed (but unfilled) loan. The proposal also called for subsidization of the costs of interlibrary delivery service through the statewide cooperative Interlibrary Delivery Service.

In April 1986, an Evaluation of the Statewide Library Card System Demonstration Project surveyed library users, public officials, and library board presidents for their impressions. An overwhelming majority approved and supported the program.

With the 1986–87 budget proposal, the amount requested was again $2 million for Library ACCESS, but was only funded at 50 percent of that amount. Therefore, the proposed programs were drastically curtailed, and no funds were available for the Interlibrary Loan Compensation Plan. However, to maintain momentum, the State Library appointed a committee to revise the current Interlibrary Loan Code, which had not been amended since 1979. The available ACCESS funds were used to continue the statewide card project in the former pilot project sites, while 1986–87 LSCA "seed money" was used to establish the system in another one-third of the state. A combination of ACCESS money and LSCA funds was used to further subsidize the Interlibrary Delivery Service. This subsidy reduced individual library costs, increased the number of distributed items, and expanded the program to additional libraries. More than 100 public, academic, and special libraries are participants in this non-profit, member-controlled organization.

In 1985–86, a laser compact disc catalog was compiled from 650,000 catalog records of school, academic, and public libraries across the state. The ACCESS Pennsylvania database was introduced in September 1986, and received smashing reviews. A separate line-item of $200,000 in the 1986–87 budget was allotted to continue the High School Catalog segment of the ACCESS Program. The new appropriation allowed the addition of 46 more school libraries to the database. The State Library is currently exploring the possibility of further expansion of the union catalog database using the CD-ROM technology to include all types of libraries.

At the same time, the legislature appropriated $19,500,000 for State Aid to Public Libraries, which was a six percent increase and marked the eighth year the General Assembly approved a significant increase for that program. This was also the eighth, and final, year of the Thornburgh administration. The library community was keenly interested in maintaining the momentum for the ACCESS Program but realized that dealing with a new administration could also mean additional

delays. One brighter note was the initiation of a Legislative Coalition by Representative Jon D. Fox, which could only benefit libraries and highlight visibility for ACCESS and other programs.

With the election of a Democratic governor, there was more than a change in the leadership position, but numerous adjustments in all levels of the state bureaucracy. By February, Governor Robert Casey appointed a new secretary of education, Thomas K. Gilhool, and a new budget process began for 1987–88. Simultaneously, Elliot Shelkrot, who had been state librarian since 1980, resigned to assume the head position at the Free Library of Philadelphia, and another gap in the momentum continuity appeared. The terms of several members of the Governor's Advisory Council on Library Development/Federal Advisory Council also expired in late 1986 or early 1987, but most agreed to serve until replacements were appointed. However, until the state librarian vacancy is filled, it will be unlikely that new appointees will be named.

Meanwhile, in spring 1987, the various library associations and councils prepared to tackle the budget process with joint participation on April 29, Library Legislative Day. Governor Casey and his administration proposed a 3 percent increase in funds for library-related programs, with $1 million for the statewide library card system and $350,000 for continuation of the high school catalog project. The library community was disappointed in the decrease in statewide card funds, and lobbied well and hard for the $3 million that would be needed to deploy the program in every library in the state. They also requested (again) $1 million to fund the Interlibrary Loan Compensation Plan and $500,000 for the high school catalog, as well as additional funds for the State Library General Operations Fund. The latter was, and still is, in very serious danger. The State Library staff was already understaffed due to hiring freezes and funding cuts over the past years, and is responsible to provide service to *all* libraries as well as provide support for the various ACCESS programs. Interlibrary loan service was threatened and hours were cut back.

The legislature *did* restore the previous year's level of appropriation of $2 million to the 1987–88 budget in July, as well as authorize $350,000 for the high school catalog, but did not increase it or fund the ILL Compensation Component. The State Library and Advisory Council, in response to requests from librarians across the state, authorized the statewide implementation of the statewide card—for all qualified libraries who wished to participate—as of January 1, 1988. However, once again federal funds are being used to subsidize the program. It is anticipated that other sources of funding, from the state and local governments, will replace the federal money in the future.

At the Annual Meeting of Pennsylvania Citizens for Better Libraries in October 1987, Secretary Gilhool announced formation of a 32-member committee to search for a new state librarian. Gilhool also stated that he felt the position should be elevated to a level comparable to the other commissioners in the Education Department. The deadline for applications for this position was March 1, 1988 (after the submission of this article). Hopefully, a qualified and interested individual has been selected, and the pursuit of funding for the ACCESS program and replacements for the Advisory Councils have been restored to priority status.

The Role of Special Libraries

At first glance, it appears that the ACCESS Agenda relates most directly to public libraries, with some attention to school and academic institutions. Thus far, special libraries have primarily benefitted if they are Interlibrary Delivery Service (IDS) members or are the type of special library (e.g., county law library, museum, historical society, non-profit organization) that is subject to state or federal funding directly.

However, there are other, not-so-obvious effects of the agenda and of government funding, in general, upon special libraries. One of the goals of ACCESS is more direct service to business and local government, many of whom *are* special libraries. Therefore, improved resources in a public facility will be available for their research needs. Lack of funds directly affects the distribution of government information and depository materials, which can also disrupt specialized research. The development of technology, such as in the laser disc high school catalog, can someday be expanded to *all* types of libraries throughout the state.

There are also parallels between the status of publicly funded libraries and the position of non-income generating libraries in for-profit settings. There are similar needs for accountability, communication and public relations techniques, management tactics, and increased access to information in whatever format available. As Alex Ladenson says, we must never forget "the essential *unity* of knowledge." *(8)*

Being a law librarian, I have always been struck by the relationship between the legal framework and libraries, knowing that the forces behind legislative funding and public interest can limit or expand the resources as well as the liabilities of the information resources in our nation. As Richard DeGennaro notes, "...libraries can no longer be measured by the number of books and journals they own. The true measure of the effectiveness of a modern research library is in its ability to connect with other information and library resources around the country." *(9)* ACCESS is an exercise in exploring the potential for those connections.

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Linda-Jean Smith is the library and research services manager for the law firm of Stradley, Ronon, Stevens & Young in Philadelphia. She is a member of the Government Relations Committee for SLA, and has served on the Federal Advisory Council for the State of Pennsylvania for four years.

Canadian and American Government Structures and Issues of Interest to Special Librarians

Cynthia M. Smith

■ **This omnibus article seeks to explain in a simple way the essential differences between the American and Canadian government structures as well as several anomalies in the Canadian system. Because the Canadian structure is partially derived from the British model, reference will also be made to the British system. The article will also summarize key features of the *Constitution Act, 1982* and the 1987 Meech Lake Accord—two developments which will have an impact on government relations. It finishes by describing three government issues which will have varying and continuing impact on special libraries.**

Introduction

THERE is often confusion when comparing the Canadian and American government structures. It is generally acknowledged that the Canadian constitutional system is difficult to understand because it is an amalgam of British and U.S. precedents and it does display some similarities with the U.S. system.

There are significant differences between the governments of Canada and the U.S. For example, Canada has a multi-party system. At the federal level (at the moment), there are three major parties: Progressive Conservative (PC), Liberal, and New Democratic Party (NDP). Legislative voting patterns are established by the caucuses of each of these three parties and party discipline is enforced.

For purposes of comparative analysis, it is usual for political scientists to categorize constitutional systems under the following simple headings:

- written vs. unwritten;
- congressional-presidential vs. parliamentary-cabinet;
- unitary vs. federal (if federal: centralized vs. decentralized) and;
- flexible vs. inflexible.

I propose to discuss these areas and then to summarize the significant features of the *Constitution Act, 1982*, which repatriated the Constitution formally from Great Britain, and the Meech Lake Accord, 1987, which restructured federal-provincial relations. Comparisons will be made to the U.S. and British constitutional systems. I will also review some recent developments in Canada and

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three major government issues of current interest to special librarians: the Free Trade Agreement; Bill C–60, *An Amendment to the Copyright Act...and Other Acts in Consequence Thereof;* and Bill C–54, *An Act to Amend the Criminal Code and Other Acts in Consequence Thereof*, in the area of pornography.

Overall Comparisons

Written vs. Unwritten

The American Constitution, drafted in 1787 and approved and put into practice in 1789, is written and remains virtually unchanged (with relatively few formal amendments) since 1789. Significant changes arise in the interpretation put on various sections by the Supreme Court of the United States. The United States is federal, democratic, and presidential. Powers are clearly separated by a system of checks and balances in the Constitution, and civil and political liberties are also protected. The U.S. Constitution includes an amending formula. A Bill of Rights was added in 1791.

The Constitution of Great Britain is unwritten and is primarily based on tradition and convention as well as a series of constitutional documents, such as Magna Carta and the Petition of Right. *(1)* It is based on the theory of supremacy of Parliament. *(2)* The reluctance of the British judiciary to interfere with the decisions of the legislative branch distinguishes it from that of the U.S. *(3)* Great Britain is unitary and parliamentary. Because its Constitution is unwritten, it is highly flexible.

Canada is a combination of the two. Its Constitution is written insofar as it outlines the division of power between federal and provincial governments, but unwritten insofar as the conventions or traditions of parliamentary government are not specified. It was formerly named the *British North America Act, 1867* (BNA Act), and was renamed the *Constitution Act, 1867* and revised as the *Constitution Act, 1982*, at which time an amending clause and a "Bill of Rights," called the *Canadian Charter of Rights and Freedoms*, were added. All provinces but Quebec were in agreement with this form of a written constitution. As a result, Quebec refused to sign the 1982 agreement.

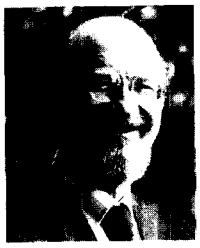
Congressional-Presidential vs. Parliamentary-Cabinet

The President of the United States performs duties which the Prime Minister and the Cabinet perform in Great Britain and Canada. The presidential system is characterized by the separation of powers: legislative, executive, and judicial. The U.S. President and his Cabinet are prohibited by the Constitution from holding seats in Congress or on the judicial bench. The President is excluded by the Constitution from the active daily participation (and questioning) in Congress that the British and Canadian prime ministers routinely undergo. The President plays a leading role in the initiation and execution of public policy. However, if Congress rejects legislation proposed by the President, nothing major happens; he remains in power for a fixed term of four years and business continues as usual.

Parliament consists of three elements: the Crown, an upper house (in Britain, the House of Lords, and in Canada, the Senate) and lower house (the House of Commons). There is no separation of powers into branches of government because Parliament is "one" and sovereign. All executive power is expressed through the Crown, but the Crown acts on the advice of the responsible ministers. The Cabinet ministers (the practical executive) must have obtained election to parliament and must hold seats in one of the houses.

In Britain, the center of power lies with the Prime Minister and the Cabinet. The Prime Minister is limited by what are known as the conventions of Parliament. The formal executive in Great Britain is the Crown. The House of Lords (upper house) is hereditary, and at times it plays an important role in the political process. The political executive consists of the Prime Minister and the Cabinet. In the British system, the Parliament is said to be sovereign, and there is a deliberate unification of both the legislative and executive authority in a single group within Parliament, the Cabinet.

In Canada, the formal executive consists of the representative of the Queen, the Governor General, but it is the political executive consisting of the Prime Minister and the Cabinet that wields the substance of power. In Canada and Great Britain, Cabinet government is called "responsible government," insofar as



Allen B. Veaner

In the introduction to the Task Force Report, Allen B. Veaner provides a review of issues surrounding the value of the information professional. Using a discussion of the traditional views of librarians as a springboard, he discusses the current research on the problem and outlines the approaches to be used by Task Force members in studying the issue.

Mr. Veaner has a distinguished career in academic library administration, including posts at Harvard, Stanford, and the University of California at Santa Barbara. He has worked as a library management consultant for the past five years and has had clients from special, public, and academic libraries. In 1988, G.K. Hall will publish a book by Mr. Veaner on academic library management.

Mr. Veaner is a member of the Toronto Chapter and the Library Management Division.

Honorary Member

W. Kenneth Lowry

In response to AT&T Bell Laboratories' need for information for its state-of-the-art research and development work, W. Kenneth Lowry developed the world's first industrial library network. He created a network of geographically dispersed AT&T libraries and centralized information units. His system blended operational information functions with information planning and systems development using advanced technology and high-calibre information professionals.

During his tenure as director of libraries and information systems, the electronic library at AT&T was initiated. Computer systems were designed to support every phase of library service: acquisitions and processing, cataloging, circulation, alerting and SDI services, information retrieval, request processing, indexing, text editing and formatting, user feedback, and management information.

The library community has benefitted from his leadership both at AT&T Bell Laboratories and during his term of president for the International Federation for Documentation. He has served as a member of the Board of Visitors at the University of Pittsburgh Graduate School of Library and Information Science and the information committees for a number of professional associations and government agencies.

He supported the participation of his staff in the activities of the Special Libraries Association as well as other library associations. He encouraged librarians and information professionals to publish and to make presentations at the conferences and meetings of their professional associations.

During his term as president of the International Federation for Documentation, he was awarded the Silver Medal by Pope Paul VI.

William J. Welsh

In 1947, William J. Welsh joined the staff of the Library of Congress. In the ensuing years, he has advanced through the ranks and was named Deputy Librarian of Congress in 1976.

The Library of Congress is truly a "special" special library, which serves the members of Congress and the citizenry of the United States and is a vital link with libraries across the country. As Deputy Librarian of Congress, Mr. Welsh manages the daily operations of the Library.

Mr. Welsh has a lifetime of contributions to the library community. He has been actively involved in the programs of the International Federation of Library Associations and Institutions, the National Commission on Libraries and Information Science, and the Association of Research Libraries, to name a few. Additionally, he has served on advisory committees to Lehigh University, University of Michigan School of Library Science, and Massachusetts Institute of Technology.

Among his writings have been "Libraries and the New Technology," "Toward a National Bibliographic Database," and "Academic Libraries in the Year 2000."

James M. Matarazzo

James M. Matarazzo, as his contribution to the Task Force Report, contacted 13 corporate executives to solicit comments on the value of the information professional and excerpted their evaluations in his report, "The Value of the Information Professional: The View from the Top." Dr. Matarazzo also served as chair of the Task Force and has lectured widely on the findings of the study.

A long-time supporter of SLA, he has served as president of the Boston Chapter and has held several chapter posts, including chair of the Membership and Education committees.

At the association level, he was elected Chapter Cabinet chair and has served as SLA student relations officer. Dr. Matarazzo has served on various committees including a current term on the Special Committee on Research. He is the faculty advisor to the Simmons College Student Group.

A recipient of two SLA Special Programs Fund Grants, the most recent in 1987, he is associate dean and professor at the Graduate School of Library and Information Science at Simmons College.

Ann W. Talcott

Ann W. Talcott's contribution to the Task Force Report was entitled "A Case Study in Adding Intellectual Value: The Executive Information Service." The case study discusses how a high-tech Fortune 500 company copes with information overload by obtaining expert help to assist in selecting, analyzing, and packaging information; identifying options; and decision making.

Ms. Talcott is a library management consultant. Previously, she was library network support manager at AT&T Bell Laboratories. Her activities with SLA have included serving the New Jersey Chapter as president and secretary and on several chapter committees. She has also been a member of the Illinois Chapter.

In addition to her chapter activities, Ms. Talcott is a member of the Information Technology Division and the Library Management Division, for which she served as division chair. In 1988, she was elected to SLA's Board of Directors.

James B. Tchobanoff

An organization derives a variety of benefits from the employ of an information professional, including money or time saved, liability avoided, or a positive change in the course of action of the organization. A review of anecdotal evidence of the impact of information professionals to an organization was presented in the report of James B. Tchobanoff to the Task Force. His article was entitled "The Impact Approach: Value as Measured by the Benefit of the Information Professional to the Parent Organization."

Mr. Tchobanoff is section manager of the Technical Information Center of the Pillsbury Company, Research and Development Laboratories. Currently a member of SLA's Board of Directors, his activities have included serving as president of the Minnesota Chapter. He is a member of the Food, Agriculture & Nutrition Division, for which he served as chair, and the Library Management, Science-Technology, and Information Technology divisions.

At the association level, he presently serves as chair of the Special Committee on Research. Mr. Tchobanoff has served a prior term on the Board as Division Cabinet chair-elect and chair, and was chair of the Long-Range Planning Committee.

SLA President's Award

The 1988 SLA President's Award is presented to the members of the Task Force to Determine the Value of the Information Professional for their work in producing the first comprehensive document examining five approaches to establish the value of the special librarian. The Task Force was appointed by Frank H. Spaulding, SLA president during 1986–87. The Task Force presented its findings to the membership at a luncheon program on June 10, 1987, during the Association's 78th Annual Conference in Anaheim, California.

Undoubtedly, the report from the Task Force is a significant contribution to the literature on the special libraries profession and it is for this contribution to the profession that these seven individuals are honored.

Frank H. Spaulding

Frank H. Spaulding, SLA president during 1986–87, developed the concept for the Task Force and initiated the study during his term. He actively supported the work of the Task Force and presented the findings during a luncheon program at the 78th Annual Conference.

In addition to serving SLA as president, he served a previous term as a director and was appointed secretary to the Board. Mr. Spaulding has been a member of various Association committees, including the Finance and Association Office Operations committees and the Special Committee on SLA Division Structure.

At the chapter level, he was elected president of the New Jersey Chapter and was a member of the New York Chapter.

He served as chair of the Library Management Division and is a member of the Information Technology Division. Previously he held memberships with the Engineering, Science and Technology, and Documentation divisions.

In 1987, Mr. Spaulding retired from AT&T Bell Laboratories where he was manager of library services. At present, he is a consultant and instructor.

Miriam A. Drake

Miriam A. Drake, director of libraries for the Georgia Institute of Technology, studied the value of the information professional from the aspect of the value added to the information product, the productivity of the information seeker and user, and the effective decision making that results. Her study, "Value of the Information Professional Cost/Benefit Analysis," found among other things, that Georgia Tech's online information system saves $1.2 million in faculty time.

Ms. Drake is a member of the South Atlantic Chapter of SLA and has served as president of the Indiana Chapter. She is a member of the Library Management Division and served on its Education Committee. She is also a member of the Information Technology Division.

In 1982, she received the H.W. Wilson Company Award for her article in *Special Libraries* entitled "Information Management and Special Librarianship."

Helen M. Manning

Helen M. Manning, manager of the Semiconducter Group Libraries at Texas Instruments (TI), shared the results of a library-users survey done at Houston's TI library in early 1987 as her contribution to the Task Force Report. In her report, "The Corporate Librarian: Great Return on Investment," she documents that the corporate librarians have an overall return on investment of 515 percent at TI.

Ms. Manning is currently a member of SLA's Professional Development Committee. A member of the Texas Chapter, she has served as the chapter treasurer and, at present, is the chapter consultation chair. She joined SLA in 1981 and is a member of the Library Management Division.

Evelyn Butler

Evelyn Butler retired as head of the Smalley Library of Social Work at the University of Pennsylvania in 1986 and was named Social Work Librarian Emerita. In 1988, Ms. Butler remains actively involved in the profession as a consultant for social science libraries. She has led a career devoted to special librarianship, and has provided exceptional service to the Association and her peers.

To her colleagues, Ms. Butler is honored as the "Dean of Social Work Librarians." She has been an advocate of high standards for libraries at schools of social work. Among her significant contributions to the field of social work librarianship was her work on the publication *Building a Social Work Library: A Guide to the Selection of Books, Periodicals and Reference Tools*, published by the Council on Social Work Education. This work has never been equalled.

In 1940, she joined SLA and immediately became involved in the Connecticut Valley Chapter. In addition to serving in a variety of committee posts, she was elected vice president and then president of the chapter in 1945. When she relocated to her current home in Philadelphia, she became active in the Philadelphia Chapter, was appointed to a number of committees, and served as chapter secretary and later on the Board of Directors. She was a co-founder and chair of the Social Science Group of the Philadelphia Chapter.

Ms. Butler was also active in the Social Science Division and served as chair in 1952. Additionally, she served as chair of the Social Welfare Section of the division and chaired the Special Projects Committee.

At the association level, Ms. Butler was a member of the Committee on Committees, chaired the Subcommittee on Travel and Transportation for the 1942 Detroit Conference, and was a member of the Executive Committee for the 1965 Philadelphia Conference.

Active outside the library profession, Ms. Butler has shared her expertise with the National Conference on Social Work, the Council of Social Work Education, and the National Conference on Social Welfare Informational Service.

In August, she will travel to China as part of the Association of College and Research Libraries' Citizen Ambassador Program. She will discuss the automation of research libraries, the use of computers in research, the structure and operation of cooperative networks, and the organization of research libraries.

Elizabeth W. Stone

Dr. Elizabeth W. "Betty" Stone, dean emeritus of the School of Library and Information Science at the Catholic University of America in Washington, D.C., has served the library community with dedication and innovation.

A noted contribution to the profession made by Dr. Stone was the founding of the Continuing Library Education Network and Exchange (CLENE) and its publication *CLENExchange*. The establishment of CLENE brought the issue of continuing education for librarians to the forefront of issues facing the profession. As a result, CLENE developed a formula for evaluating continuing education, as well as a national method for recording attendance for those who participate.

As assistant dean at Catholic University, she instituted a program which evolved into the Joint Spring Workshop. The program, held annually, is a day-long program on a profession-wide basis which is chaired on a rotating basis by the various library associations in the Washington, D.C., area. The workshop enables information professionals throughout the metropolitan area to gather annually to discuss a topic of common concern.

She was also an organizer of the first World Conference on Continuing Education for the Library and Information Science Professions. This conference resulted in the establishment of a Round Table on Continuing Professional Education by IFLA.

Dr. Stone has been active in SLA and has served as president of the Washington, D.C. Chapter. During her tenure, she put the chapter on sound financial footing. Currently she is chair of the chapter's Student Loan and Affiliation Committee. Her support and guidance have resulted in the establishment of a student group at Catholic University.

Paul Klinefelter

Paul Klinefelter is program manager for Information Analysis Centers at the Defense Technical Information Center. He receives the John Cotton Dana Award for his work in supporting the information needs of librarians, scientists, and researchers. In particular, he was instrumental in bringing the Defense Documentation Center's bibliographic database, the Defense RDT&E OnLine System (DROLS), to the defense community.

Mr. Klinefelter has been a positive influence on the profession. He served as chair-elect and chair of the Military Librarians Division, and was primarily responsible for the development and continued success of the Military Librarians Workshop sponsored by the division. In addition to developing the program, he secures military support for the annual workshop. Additionally, he recruits talented individuals for the board of the Military Librarians Division and has served as a mentor to many.

At the chapter level, he has served as president-elect and president (1969–1971) of the Washington, D.C. Chapter.

Although he is not a librarian, he has spent his entire civilian career working in information systems. He served as an officer in the U.S. Army, is a veteran of World War II, and has been awarded the Bronze Star and Purple Heart with Cluster.

He has been a member of SLA since 1961.

Enid T. Thompson

Enid T. Thompson is a librarian and archivist who is also an educator, author, and scholar. She sought to bring together librarians, historians, archivists, and museum personnel before it was called "networking." Her career began in 1935 at the Carnegie Training School at the Idaho Falls Public Library. In 1962, after working in a variety of public libraries, she was appointed head librarian at the State Historical Society of Colorado, a post she held for a decade. Under her direction, the photograph, pamphlet, and manuscript collections were organized and indexed. Her collection activities and strong belief in public service made the library a regional resource.

In 1972, she became a freelance researcher, writer, and consultant. In 1976, she joined the University of Denver, where she served as director of archival studies and was a professor in the history department. This dual focus enabled Ms. Thompson to train research-oriented historians and archivally oriented library students.

As a freelance researcher and writer, she worked with historical societies, museums, and local history librarians. Through her work, she helped to raise the standards of collection storage, care, and retrieval, while promoting her philosophy of preserving history at the local level.

Ms. Thompson joined SLA in 1963 and, over the years, has been involved in leadership positions in the Rocky Mountain Chapter (formerly the Colorado Chapter) and both the Museum, Arts & Humanities and Pictures divisions. She has served as chapter president (1968–1969) and edited the chapter bulletin. In 1969–1970, she served as chair of the Museums, Arts & Humanities Division and edited the *Museum Bulletin;* in 1976–1977, she chaired the Picture Division.

Her activities are as broad as her interests and include serving as a director for the Denver Women's Press Club, lecturing, and serving as a consultant to the U.S. Bureau of Mines.

Beryl L. Anderson

Beryl L. Anderson retired in 1987 as chief of the Library Documentation Centre at the National Library of Canada, following an active career which including teaching at Dalhousie University and serving as assistant professor at the Graduate School of Library and Information Studies at McGill University. Ms. Anderson has served as a vital link between special librarians in Canada and the United States, and has promoted a spirit of cooperation between librarians everywhere.

Ms. Anderson joined SLA in 1957. Throughout the years, she has served in a variety of capacities for her chapter and at the association level. In 1959, she chaired the Archives Committee of the Eastern Canada Chapter, which, at that time, was the Montreal Chapter. She also served as chair of the Union List Committee, was a member of the Buying Guide Committee, and was chapter consultant.

Beginning in 1973, Ms. Anderson became active in association-level activities. She was a member of SLA's Research Committee and was the Canadian representative on the 75th Anniversary Committee. In 1978, she was elected to SLA's Board of Directors and served in that capacity until her term ended in 1981.

Ms. Anderson concluded her long career with SLA as a member of the Special Committee on Canadian Concerns, which focused attention on the unique needs of SLA's Canadian members.

In addition to membership in SLA, Ms. Anderson holds membership in the Canadian Library Association, the Atlantic Provinces Library Association, the Library Association of Ottawa-Hull, and the Archaeological Institute of America. She has published extensively, including "Special Libraries in Canada, 1976–78," *Canadian Library Handbook 1979–1980*; "Canadian Library Associations," *IFLA Journal*, 1982; and "Le Centre de documentation de la Bibliotheque nationale du Canada sur les recherches en bibliotheconomie et en science de l'information au Canada," *Nouvelles ASTED*, 1985.

Ron Coplen

Ron Coplen receives the John Cotton Dana Award posthumously following a distinguished career which began in 1960 when he joined the New York Public Library. He has served on the staff of Columbia University Libraries; Oceana Publications; F.B. Rothman; Harcourt Brace Jovanovich, Inc.; Kelley Drye Warren; and, at the time of his death, Gossage Regan Associates.

Mr. Coplen joined SLA in 1971 and has held various posts with the New York Chapter, the Publishing and Library Management divisions, and at the association level.

At the chapter level, his posts included president-elect and president (1977–1979), as well as chair, Publishing Group; chair, Membership; editor, *Chapter News;* and chair, Long-Range Planning Committee.

His division-level activities were equally impressive. They included service to the Publishing Division's Project, Hospitality and Bylaws Revision committees; bulletin editor; chair of the Bulletin and Nominating committees; and division chair (1975–76 and 1978–80).

In 1973, he began participating in association-level activities by serving on the Tellers Committee, which he later chaired. Other association-level activities included chair, New York Conference Committee; member and chair, Scholarship Committee; career advisor; member, Committee on Committees; and member, Anaheim Conference Committee.

Mr. Coplen received numerous awards recognizing his contributions to the profession, including the Publishing Division's Fannie Simon Award. In 1983, SLA awarded him the SLA Professional Award for his work on the *Cumulative Index to Special Libraries, 1970–1981*. In 1987, he was named a Fellow of the Special Libraries Association.

Following his death, SLA's Board of Directors established the Ron Coplen Leadership Address to recognize the contribution made by Coplen to the Association.

served as chair of the Awards Committee.

Ms. Moore has participated in many professional associations, including the American Chemical Society, the American Society for Information Science, and the American Records Management Association. She has been a guest lecturer at the Western Michigan University's Alberta Brown Lecture on Special Librarianship.

Ruth S. Smith

Ruth S. Smith, director of the Office of Customer Services at the National Technical Information Service, has been a member of SLA for 41 years (having joined in 1946), a period that nearly encompasses her career.

Ms. Smith's participation at the division level began with her involvement in the Aerospace Division, for which she served as chair-elect and chair. Her largest contribution at the division level, however, was her work to form the Library Management Division. She recognized a need to provide a forum for the discussion of the unique needs of special library managers and saw the division as the vehicle. In addition to acting as temporary secretary for the Library Management Division, she served as division chair.

At the association level, Ms. Smith has served as chair of the Government Information Services Committee, as well as a member of the Nomination Committee, the 1978 Kansas City Conference Program Committee, and the Awards Committee. In 1979, she was elected to the Board of Directors as Division Cabinet chair-elect. Additionally, she has served as SLA's representative to the Federal Library Committee. In 1987, she was named a Fellow of the Special Libraries Association by her colleagues.

Her support of SLA is apparent in ways other than her support of SLA activities. She established a program of SLA chapter liaisons with NTIS to keep members informed of NTIS activities. She has served as a mentor and guide to many librarians and has always advised them to become actively involved in SLA.

Ms. Smith is an innovator, who is concerned that government information services be efficient, and she has worked toward the creation of current technical information standards that benefit all users of information.

Miriam Tees

Miriam Tees, associate professor at the Graduate School of Library and Information Studies at McGill University, began her involvement with SLA in 1953 as a member of the Eastern Canada Chapter (formerly the Montreal Chapter.) Over the years, she has advanced through a series of chapter and Association appointments and offices, and, in 1987, was named a Fellow of the Special Libraries Association.

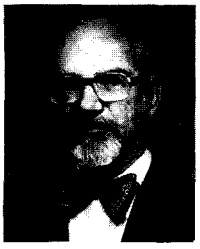
At the chapter level, she held nearly every elected leadership position: treasurer, vice president, and president. She also served as chair for the Chapter Directory and Nominating Committee.

She quickly became involved with SLA at the association level. She actively participated as a member of the Association Office Operations, Planning, Professional Development, and Awards committees. Additionally, she has chaired the Scholarship, Professional Development, Awards, Conference Advisory, and 1969 Annual Conference Organizing committees. She also served as SLA's delegate on the ALA/U.S. Department of Education Accreditation Project.

In 1970, she began an extended tenure on SLA's Board of Directors. Professor Tees served two terms as a director (1970–73 and 1974–77), during which time she was appointed secretary to the Board. In 1973, she served as a John Cotton Dana lecturer, and was president of SLA in 1975.

Her support of the Association also has extended into the student groups, where she continues to serve as the faculty advisor for the McGill University Student Group.

Active in the Canadian Library Association and the International Federation of Library Associations and Institutions, Professor Tees received an SLA Special Programs Fund Grant in 1984, and has lectured throughout the world on various aspects of education for special librarians. She has an extensive list of publishing credits, including "What Special Librarians are Looking For in Graduates," published in a 1986 special issue of *Special Libraries* devoted to library education.



Robert W. Gibson, Jr.

Robert W. Gibson, Jr., at the time of his election to SLA president-elect, was well known for his credo on the influence of special librarianship, "The wise use of recorded knowledge can help eliminate the costly re-invention of the wheel."

In 1965, he was named head of the Library Department at the General Motors Research Laboratories, a position that he held until his retirement in 1987. His career included positions as assistant supervisor-librarian, Battelle Memorial Institute, and assistant librarian at the IBM-Thomas J. Watson Research Center.

His contributions to the Special Libraries Association are many. On the chapter level, he served as president of the Cleveland Chapter and chair of the Metals Division (currently the Metals/Materials Division).

At the association level, he served as president-elect and president (1968–1970) and was a John Cotton Dana lecturer. Following his presidency, Mr. Gibson served as a special representative to the Council of National Library Associations and as a member of the Conference Advisory Committee, Headquarters Operations Committee, SLA Professional Award Committee, and SLA Hall of Fame Committee. In 1987, he was named a Fellow of SLA.

For five years, he was the SLA representative to the American Association for the Advancement of Science, of which he was also a member. He served on SLA's Finance Committee and was general chair for the 1960 conference in Cleveland, deputy conference program chair for the 1978 Kansas City Conference, and a member of the 75th Anniversary Committee. In 1987, Mr. Gibson was honored by his colleagues and named one of the first 15 Fellows of the Special Libraries Association.

To promote an understanding of special librarianship, he has lectured and published extensively. In 1977, he participated in a panel on "Library Management" at the National Information Conference and Exposition in Washington, D.C. He has served as a member of the SLA/NCLIS (National Commission on Libraries and Information Science) Task Force on "The Role of the Special Library in a National Network Program," and, in 1980, published "The Special Library Role in Networks." Mr. Gibson has been a member of SLA since 1958.

Edythe Moore

In 1987, Edythe Moore was selected as one of the first 15 Fellows of the Special Libraries Association, an honor that concluded a dedicated career in special librarianship. Ms. Moore joined SLA in 1949. She has served three SLA chapters and one division, and was elected Association president for 1974–1975.

Her career, which began in 1943, is marked by rapid advancement. In 1946, she was coordinator of the Technical Information Center at Philips Laboratories. Ten years later, she was head of the Technical Information Center for the American Potash and Chemical Corporation. In 1962, she joined The Aerospace Corporation, where she was named manager of library services in 1964.

Prior to relocating to the West Coast, Ms. Moore was a member of the New York Chapter and later the Upstate New York Chapter. In both instances, she held a variety of chapter posts. In 1957, as a member of the Southern California Chapter, she was chapter membership chair. Several chapter posts later, in 1963, she was chapter vice president and she assumed presidency of the chapter in 1964.

During the same time, she served as an officer for two sections of the Science-Technology Division (Aerospace and Chemistry) and on the nominating committee for a third section (Engineering) of the division.

At the association level, Ms. Moore has held numerous posts, including chair of the 1968 Conference Registration Committee and the Membership Committee, and as a member of the Special Committee on Membership Requirements and the Task Force on Association Objectives. In 1969, she was elected to SLA's Board of Directors. In 1970, she was appointed secretary to the Board, and was elected to the post of SLA president-elect in 1973. In 1976, following her term as past president, she

SLA Award Winners 1988

Hall of Fame Award:	**Robert W. Gibson, Jr.** **Edythe Moore** **Ruth S. Smith** **Miriam Tees**
John Cotton Dana Award:	**Beryl L. Anderson** **Ron Coplen (posthumously)** **Paul Klinefelter** **Enid T. Thompson**
Professional Award:	**Evelyn Butler** **Elizabeth W. Stone**
SLA President's Award:	**Frank H. Spaulding** **Miriam. A. Drake** **Helen M. Manning** **James M. Matarazzo** **Ann W. Talcott** **James B. Tchobanoff** **Allen B. Veaner**
Honorary Member:	**W. Kenneth Lowry** **William J. Welsh**
Fellows Award:	**Vivian Arterbery** **N. Bernard Basch** **Laura N. Gasaway** **H. Robert Malinowsky** **James M. Matarazzo**
H.W. Wilson Company Award:	**Herbert S. White**

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David R. Bender is executive director of the Special Libraries Association. He holds a doctorate from the Ohio State University in the field of educational development, technology, and higher education administration, and has held positions in school, public, and special libraries. In 1986, he received SLA's President's Award for his contributions to the Long-Range Plan.

The continued development of technology, in concert with the accessibility to technology, has begun to void some of these problems. The international trading community has come to accept the positive impact of TDF, if for no other reason than the information it provides which enhances their competitive stance and increases productivity and trade.

Future Considerations

The future of transborder data flow, regardless of the past 14 years of international consternation on the issue, can be reduced to two considerations: development and implementation of an international policy, and standardization. Resolving these issues will aid in ending debate on TDF while providing for an equitable solution to the issues of TDF.

As this article demonstrates, international discussion has long focused on TDF, and a variety of international treaties have been enacted which outline conditions, rights, and benefits of TDF. Yet, to date, there has been only limited international cooperation on the issue.

TDF is unique in the sense that there is no precedent upon which to base conclusions or solutions to the variety of problems posed by the issue. Additionally, there is no single international organization which might serve as the focal point for leading and determining the future of TDF for the nations of the world. The United Nations does not recognize all nations and OECD does not have Third World nations as members.

This is one of the challenges of the future—to create an international agreement that will satisfy the needs of all nations and all concerned parties in TDF. Such an agreement would dismiss such longstanding issues as a basic definition of TDF, establish a world-recognized set of legal principles and practices that would encompass all aspects of TDF, protect the rights of information producers and information users, and provide a flexible framework into which future technology and developments would fit.

Problems that must be overcome in order to develop such an international agreement include differences in national legal systems, actual and perceived rights of nations and individuals, and current barriers to information flow.

Issues of trade, economic development, and employment, as well as competitiveness and productivity, must be resolved. While most worldwide organizations agree on the basic premise of free flow of information, many barriers exist to free flow. Any internationally accepted agreement must provide for the removal of barriers to the flow of information. Developing such an agreement, in light of the concerns of privacy and issues of proprietary information, might make tearing down barriers to the free flow—internationally—of information difficult, if not impossible.

Secondly, international standards must be developed that will allow for the anticipated growth in TDF. At present, no unified system for software or hardware exists, but rather a hodgepodge of national standards which may or may not serve as an impediment to the flow of information. Both the International Telegraph and Telephone Consultative Committee and International Standards Organization have been working to develop such a system of standards. Fortunately, the key players in the industry have cooperated and work is advancing in this crucial area of TDF.

Conclusion

Obviously, there is a choice. The Global Village can continue on its current course by taking no action to reconcile the issues of TDF. As history has shown and as practice has proven, by taking no action, the nations of the world act. Regrettably, actions taken in those instances tend to be negative. In the case of TDF, they reduce worldwide cooperation at a time when worldwide cooperation is needed; they restrict the flow of information, which impacts the worldwide economy; and they take a step backward while technology is leaping forward.

Can the Global Village take action and reconcile the problems created by TDF? The answer to that lies in the ability of the world's information leaders to persuade both political and business leaders that finding a solution is critical and to their benefit, as well as to the benefit of all users of the world's information resources.

information network supplying information from European sources. Since 1979, the network has grown to offer access to more than 500 databases.

Associated with loss of control of information and dependency on foreign sources of information is impact on culture. While no data exist to support the contention that TDF has a negative impact on culture outside the originating country, the perception exists that there is a negative impact, or a threat from the influx of other—generally Western—cultures throughout the world. The threat, which may appear insignificant on the outside looking in, is a subtle, yet visible, undermining of one country's traditions and mores.

Television broadcasts are the most vulnerable targets to criticism on the impact of TDF on a country's culture. At present, there is no international consensus on worldwide broadcasts. The Soviet Union favors prior review of broadcasts, while the U.S. adheres to the belief that broadcasts should not be restrained. There is no agreement by the worldwide community on this issue although it has been the topic of discussion by the United Nations on more than one occasion.

These issues—loss of control of information, dependency, and cultural impact —constitute a portion of the current controversy on TDF.

Economic and Trade Concerns

In 1988, the world business community recognizes the importance and value of information to keep business productive and competitive. Yet problems arise in trade and commerce that are attributable to TDF. These problems—which involve employment, restraint of trade, productivity, and competitiveness—will continue to be the core issues of TDF until the international community agrees on a resolution to these issues.

Employment and, more importantly, loss of employment is a growing issue. The need for information services continues to grow. It is estimated that the international data processing market will break the $1 trillion point by 1990—less than two years from now. *(12)* As a result, countries with established data-processing industries are working furiously to capture a share of this rapidly expanding, worldwide market.

This is a natural progression for nations with established information industries. Countries without such industry or with developing information-processing industries may find it cost effective to send such work to those nations with the appropriate expertise. Developed countries have the opportunity to create jobs in this industry and to positively impact their national economy.

On the other hand, lesser-developed countries have taken steps to limit foreign control of the information marketplace. Some countries require in-country data processing, while others limit use of foreign databases or require use of domestic telecommunications satellites. These restrictions enable the "have not" countries to support growth and development of domestic information industries while utilizing outside service providers.

Other non-tariff barriers inhibit foreign industry from establishing a foothold in information services. These barriers can include restrictions on services, prohibitions on the introduction of new products and services, or regulations that require investment in domestic facilities. Non-tariff trade barriers can help assure that nations keep—and hopefully build—jobs in their domestic information industry.

Restraint of trade is another aspect of TDF that is quickly coming to the forefront of discussion. Obviously, the attraction of a multi-million dollar industry is too much for conglomerates to avoid. Tariff-based trade barriers are no small problem. They include price differentials for use of post, telephone, and telecommunications (PTTs) networks or subsidies to the domestic information industry which precludes competition from foreign information providers.

The elimination of flat-rate charges for foreign users of PTT networks has the potential of driving competing industry from certain markets because of escalating fees for use of PTTs. As an alternative, competing industry can develop alternative networks to bypass PTTs or simply pass along costs to users.

Transnational corporations operating in countries with competing industry can fall victim to laws restricting the flow of information from their headquarters. Restricting an organization's access to databanks in a different country will nullify any competitive edge and result in the loss of the ability to compete.

TDF and, at the same time, recognized that market forces alone could not deal with some of the legitimate concerns of governments. OECD member governments agreed to promote access to data and information and avoid the creation of unjustified barriers to the international exchange of data and information. They also agreed to develop common approaches for dealing with the issues and to consider the possible implications for other countries when taking unilateral action. This agreement became the first international effort to address the economic issues raised by TDF. *(8)* All OECD member countries have signed this non-binding agreement.

Glenerin Declaration

In 1987, the U.S., Canada, and the United Kingdom, at the conclusion of a series of meetings on TDF, issued a joint statement which has become known as the "Glenerin Declaration." This statement, which was published in the December 10, 1987, *Federal Register*, stated that:

> The government explicitly recognize its responsibility to maintain public support for the creation and provision of certain information, through such means as the library system in each country, recognizing that there is a minimal level of information which must be available to, and accessible by, all citizens regardless of means. *(9)*

The National Commission on Libraries and Information Science (NCLIS) participated on behalf of the United States in the formulation of the statement. This attempt at a coordinated response to the issues of TDF seeks a "mechanism for the orderly sharing of information among our three nations and eventually any other who may wish to participate." *(10)* This statement sets the stage for a review of the current discussion and issues surrounding TDF.

The Current State of TDF

Concerns with personal privacy have long since given way to two major issues: national sovereignty and economic and trade concerns. Both of these points have a number of subsidiary issues which constitute the current discussion on TDF.

The discussion that surrounds issues of sovereignty and culture tends to provoke tremendous debates which are frequently heated and generally less open to compromise. The laws enacted in the late 1970s protecting the privacy of a nation's citizenry are a clear indication that national pride cannot be underestimated, particularly in TDF.

Three issues arise in TDF from a national perspective: 1) loss of control of information; 2) dependency on technology and /or information; and 3) perceived impact on culture.

The control of information becomes critical when information is either processed outside of the originating country (generally for economic reasons) or when information is stored outside of national borders. Despite controls to protect raw data and its resultant information, control over that information can be asserted in a variety of ways. Data can be intercepted without the knowledge or consent of the owner. Information can be destroyed, either willfully or by an accident or natural disaster. Access to databanks may be denied because of political unrest or opposition to government or interference by nature.

Technology brings both cures and curses to our Information Age. Media coverage of information invasion fuels the fears that technology is not infallible or that information may be accessed by unauthorized personnel.

The overriding fear expressed by most Third World nations and several Second World nations is that of dependency on the "information superpowers"—generally the United States, Canada, and several western European countries. Most nations recognize the need to utilize information and technology to create both economic development programs and prowess. Yet, with an estimated 65 percent of database suppliers headquartered in the U.S. *(11)* and probably a high percentage of technology vendors in North America, the apprehension is understandable.

Lesser-developed nations are taking actions to build and enhance information technology, while taking actions to limit dependency on the information superpowers. Brazil is one of the most aggressive of a growing number of countries limiting foreign suppliers of technology and related services.

Concerns over dependence on foreign databases led the European community to band together in 1979 to develop Euronet Diane, an

telecommunications channels. *(1)*

While the introduction of the concept cannot be trivialized, it might be viewed as somewhat myopic inasfar as it was concerned solely with personal privacy and seemed to ignore the greater implications of information transfer.

The debate on TDF quickly evolved into a more serious discussion on security of nonpersonal data in 1977 at a symposium sponsored by OECD in Vienna. *(2)* While non-personal data included a wide range of information, at the heart of the debate was the primary concern that business information was no longer safe. Nations recognized the implications of TDF and began to consider and implement legislative restrictions to safeguard information from the inquiring computers of others.

This marked an important change in the focus of debate on TDF. Discussion of TDF switched from invasion of privacy on a personal level to concerns on the results of transmitting business information from nation to nation. Viewing TDF from a business perspective opened a Pandora's box of issues. Considerations were, and continue to be, made on the impact of TDF on trade, productivity, competitiveness, and employment, not to mention national sovereignty.

These early discussions provoked widespread concerns on the issues of TDF, and, in 1977, the General Assembly of the Intergovernmental Bureau for Informatics (IBI) passed the following resolution:

> The transnational dimensions of information must be recognized as well as its economic and social consequences to national sovereignty, especially when large amounts of data are transmitted abroad for processing and storage, or in cases where foreign interests collect data about a country and its people and do not make it freely available to the government of that country. The need to create a new international order in the field of transnational data flows must be recognized. *(3)*

In 1978, an OECD Expert Group on Transborder Data Barriers and the Protection of Privacy was established. The goal of the group was to develop guidelines for basic rules governing the flow of personal data and the protection of privacy and to investigate the legal and economic problems related to the flow of nonpersonal data. This led, in 1980, to the establishment of OECD guidelines governing the protection of privacy.

In the United States, TDF first appeared in a background report entitled "International Barriers to Data Flows," prepared for the Committee on Interstate and Foreign Commerce for the U.S. House of Representatives in 1979.

The definition of TDF became more specific and complex. TDF was defined as "the electronic transmission of data across political boundaries for processing and/or storage in computer files." *(4)*

Five years had passed since the introduction of the TDF concept. Discussion focused on the impact of TDF at both the national and international levels. The Committee report stated that:

> National governments and international organizations are examining some potentially harmful impacts arising from the free international flow of information. Apprehension is particularly acute in Europe because of the fact that so much data processing, transmission and storage there is [sic] frequently performed in a country other than where the data is collected and used, or where the concerned data resides. Individual governments have enacted or are contemplating restrictions designed to safeguard the security of personal data. *(5)*

West Germany and Sweden were among the first countries to enact laws to protect the privacy of citizens. Since then, the number of countries with laws controlling TDF have grown to more than 20. *(6)* The impetus for such laws was the belief that, once information was computerized and moved across national borders, the potential for abuse of that information was tremendous.

International Involvement in TDF

In 1980, OECD formulated a specific set of principles entitled "Guidelines on the Protection of Privacy and Transborder Flows of Data," with the intent to ensure data protection in both private and government sectors. In 1983, the Council of Europe enacted a binding treaty with its members that created a consistent approach to TDF in Western Europe. *(7)*

In 1985, OECD inititated a Declaration on Transborder Data Flow, which recognized the benefits to be derived from the growing use of

Transborder Data Flow:
An Historical Review and Considerations for the Future

David R. Bender

■ **Advancing information technology has created a phenomenon in which information crosses national boundaries. In some cases, information is processed in another country, while in others the data is transmitted for use by multi-national organizations. This flow of information—Transborder Data Flow (TDF)—has sparked international debate and action on its merits. Initially, discussion focused on personal privacy. Subsequently, debate has focused on key issues of national sovereignty and economic concerns. In the future, world leaders must resolve the problems arising from TDF, implement an equitable international policy which regulates TDF, and strive toward standardization of information technology to facilitate the international flow of information.**

IN the 1960s when Marshall McLuhan first spoke of the Global Village, he attributed the phenomenon to television. Little did he know what was yet to come. Since that time, communications technology has advanced and contributed to the shrinking of our Global Village. Today, computer technology, communications satellites, fiber optics, and an entire host of communications technology have been combined to allow for the international exchange of information.

Transborder Data Flow (TDF) is most simply defined as the exchange of information across national borders via telecommunications technology. As simplistic as that may seem, TDF plays a vital role in our global society. However, along with this critical exchange of information comes a variety of international issues that has spurred international debate and has divided the Global Village into the information "haves" and the "have nots."

This article will encompass a review of the significant events which comprise the major points in the history of TDF, a discussion of the current issues surrounding TDF, and considerations for the future.

History

Transborder Data Flow was first discussed at a seminar sponsored by the Organization of Economic Cooperation and Development (OECD) in 1974. At that seminar, the term was used in the context that privacy protection laws could be circumvented if data on citizens in the country were held in computers located outside the country and remotely accessed by

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artistic merit, educational, scientific or medical value. The penalties for conviction are very stiff. Needless to say, this bill outrages creators and is of serious concern to librarians who must, if the bill is passed, evaluate every work under the terms of the bill.

These issues remain unresolved but will continue to be monitored by Canadian libraries. *(13)*

Summary

It is hoped that the clarification of differences between American and Canadian government structures, the explanation of three curious anomalies in the Canadian system, and the overview of the major constitutional changes presently being negotiated will provide librarians with a better understanding of the governmental system and a framework in which to place the three aforementioned contentious political issues.

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Cynthia M. Smith is chief of the Legislative Research Service of the Ontario Legislative Library. She is SLA's Canadian government relations chairperson and is a former president of SLA's Toronto Chapter (1984–85).

dealing provisions under copyright laws can occur. Some of the countries which have had some legal provision for fair dealing as well as some form of copyright collective include Sweden, Finland, Great Britain, and the U.S. The new act attempts to define fair dealing and also establishes priorities for consideration of whether a particular use of a work is fair. It also defines fair dealing—for example, in the copying of articles from journals or summaries of reports. If fair use remained, it would allow individuals to make a copy of a part of a work, but not to infringe on moral or economic rights of creators.

Of particular concern to Canadian special librarians is the proposal to establish copyright collectives to demand payment from libraries, universities, government, and private corporations when copyrighted material is photocopied on their premises. Nowhere does the bill or indeed its predecessor, the *Charter of Rights for Creators, (12)* say how this system is to work. A new Copyright Board is to be established to oversee the rates of royalties set up by associations and to step in when regulations break down. It will license the use of copyrighted works when the copyright owner cannot be found. Memberships in the collectives will be voluntary.

The prospect of waiting for permission to photocopy from a centralized collective gives pause. Consider the implications for large public or academic libraries, or libraries in remote regions. It is possible that organizations could pay a flat yearly fee to the collectives to cover the costs of copyright. However, the amount of compensation (fee) will have to be defined. While few could criticize intellectually the rights of creators to receive royalties for photocopies of their work in libraries, almost all could criticize the lack of a plan for implementation of the program.

On October 29, 1987, the Canadian Library Association (CLA) presented a brief to the Committee suggesting, in essence, the withdrawal of Section 50 and that all its subsections under the general heading of "Collective Administration of Copyright" be dropped from Bill C–60, but, if that was not possible, that fair dealing and copyright exceptions be dealt with at once. CLA was not successful, and the Committee will recommend to the House that provision be made for the collective administration of copyright. It also suggested that the definition of maps, charts, and plans as "literary works" be retained and the amendment defining them as "artistic works" be dropped. Bill C–60 sets forward the conditions which have been promised in the Free Trade Agreement (FTA) to ensure rights to the creators of intellectual property. The bill, as amended, received third reading on February 3, 1988, was referred to the Senate Committee on February 4 for review, and was then referred to a Committee of the Senate on February 11, 1988.

Bill C–54: An Act to Amend the Criminal Code and Other Acts In Consequence Thereof

Bill C-54 received first reading in the house on May 4, 1987. It is highly controversial and has engendered much opposition among prominent Canadian writers, such as Margaret Atwood, and librarians, notably those of the Toronto Public Library, who held a one-day "strike" to oppose the bill. Although its impact on public and school libraries will be very strong, there are some special librarians who may also be affected. Bill C-54 fully revises Canada's laws dealing with obscenity, and the issues it deals with are complex and emotionally charged. The four areas it deals with are: the definition of pornography and erotica; the special (stringent) rules that apply to a person under 18 having access to such materials; the newly created offence and sentencing structure; and the defence of artistic merit and educational, scientific, or medical value.

The bill does not address obscenity as such. Publications that might currently be judged obscene will, under C–54, be judged against more extensive and precise definitions of pornography and erotica. The definition of "erotica" would cover such issues as mass market "porn" magazines. The six categories of pornography are *very* stringent and range from sexual intercourse to extreme forms of sexual violence and child pornography. The exhibition of erotica to a child under 18 is a summary conviction offence, as is the selling or renting of erotica to a person under 18. Moreover, it will also be an offence to display erotica in a public place without either a prominent warning sign or opaque wrappers. Defences against charges of violation of the law can be attempted under the categories of

Issues of Particular Interest to Librarians

We have established that the Canadian political structure is different from that of the American political structure. The methods of bringing issues of concern to the attention of relevant legislators are also different. Groups such as the Canadian Library Association (CLA) or Special Library Association (SLA)—which prepare letters, briefs, petitions, and/or send deputations to testify before federal committees, discussing issues which impact on the effective carrying out of library service—make themselves heard. Of the three Canadian chapters of SLA, Eastern Canada, Western Canada, and Toronto, the last has been the most active in protesting relevant government legislation. Three government-related issues are of interest to Canadian members of SLA: the Free Trade Agreement; Bill C-60, *An Amendment to the Copyright Act...and Other Acts in Consequence Thereof;* and Bill C–54, *An Act to Amend the Criminal Code and Other Acts in Consequence Thereof.*

Free Trade Agreement

The draft of the Free Trade Agreement (FTA) was the cause of considerable concern to Canadian librarians because Canadians were going to be required to phase out the use of discriminatory postal rates for magazines of significant circulation. However, as a result of widespread protest, the final agreement as signed does not require Canada to phase out these discriminatory postal rates. The publishing industry is exempted from the FTA. Film, video, and music are also specifically excluded from the deal.

There is little fear that Canada will lose its national cultural identity through the FTA because "cultural industries" are specifically excluded from the deal except for four areas: 1) the tariff elimination on "goods"; 2) federal policy for the sale of cultural industries to Canadians except for Article 2005, s.2 (This article is of concern to opponents of the agreement. If Canada uses this clause, e.g., to forbid the production and/or distribution of a U.S. made film, it may open itself up to retaliatory trade remedies by the U.S. in other unspecified—e.g., steel—parts of the economy. There is not sufficient definition in the FTA to spell out long-term consequences); 3) a provision to protect U.S. copyright holders in the re-transmission of television broadcasts (Each party will be allowed to determine the condition under which the right for payment of re-transmission is to be exercised. A joint committee to study re-transmission issues is to be established by 1990); and 4) removal of the requirement for advertising in Canadian periodicals to have on it a phrase indicating that it was printed or typeset in Canada. Canada also agreed to remove the "print and typeset in Canada" test in the *Income Tax Act*, allowing Canadian publishers to have their printing and typesetting requirements fulfilled in the U.S. The FTA is contingent upon the amendment of the Canadian *Copyright Act. (11)*

Copyright

In October 1985, a federal parliamentary subcommittee, examining the revision of copyright and consisting of members from all three political parties, presented recommendations to the House in its report *A Charter of Rights for Creators.* Among other things, it recommended that copyright legislation must reflect the legal recognition of the exclusive rights of creators to determine their use of their work and to share the benefits produced by that use.

On May 27, 1987, Communications Minister Flora Macdonald gave first reading to Bill C–60, entitled *An Act to Amend the Copyright Act and Other Acts in Consequence Thereof.* The bill received second reading on June 26, 1987, and was referred to the Legislative Committee on Bill C–60, which, at the time of writing, had referred the amended bill back to the House for third (and final) reading. Moreover, a second bill, purported to rectify gaps in the first, is supposed to be on the legislative agenda as well, but as yet nothing has appeared on the Order Paper.

It is the aspect of fair dealing which is the main bone of contention between creators and users of information. Users tend to favor the extension and clarification of fair dealing under the revised act. A 1987 study entitled *Law Survey: Exceptions to Copyright and Archives*, by the National Library of Canada, examines reprography provisions in copyright laws of 76 countries and shows that the establishment of copyright collectives and fair

powers to guarantee that province's cultural and linguistic rights. *(9)*

There are three other features of Canadian government which differ from that of the U.S.: the role of the Senate, minority government, and lobbying.

Senate

Canada's Upper House, the Senate, is very different from its U.S. counterpart. Like that of the U.S., it was originally established to represent regions. By 1975, the total number of senators was 104. Canadian senators are appointed rather than elected, and the Senate has for years been used as a reward and sinecure for the party faithful. This policy and the late compulsory retirement age of 75 frequently make its political composition at odds with that of the House of Commons. It acts generally as a mere rubber stamp and, compared to its powerful and elected U.S. counterpart, is woefully weak and inadequate. It is not permitted by the Constitution to introduce money bills and practice dictates that it can neither amend them nor defeat them. Its important function is that it usually does most of the parliamentary work involved with private bills, leaving the Commons to deal with government legislation. Senate committees also increasingly deal with issues that might previously have been referred to costly Royal Commissions. For the last 20 years, there has been an increasing clamor for reform, most recently led by Alberta's Premier Getty, seeking a stronger and more credible "voice of the provinces" role for the Senate. The Meech Lake Accord states that Senate reform will be an issue for discussion in the annual conferences of First Ministers.

Minority Government

On occasion, none of the three major Canadian political parties has achieved a majority in the legislature, so a minority government has held power. At the federal level, there were only four minority governments between 1900 and 1956, but in recent times, 1957–80, 6 of 10 elections have produced minorities. Minority government is an interesting difference between the Canadian multi-party parliamentary system and the American two-party system. When none of the three parties has an absolute majority of seats, "responsible government" becomes less automatic. There can be a fairly even distribution of seats between the three parties *or* one party can possess a distinct plurality but not a majority, necessitating government with the concurrence of the other two parties.

While the parliamentary system under minority government is necessarily more complex, the parliamentary process is not greatly impeded. Indeed some have argued that, under such circumstance, it is improved, and, more important, it can work *only* if the Prime Minister is willing to compromise with the opposition parties. While minority government does offer potential for the opposition parties to have a stronger voice in policymaking, the opposition is somewhat constrained by the fact that it does not have behind it the support which the civil service offers to members of the Cabinet. Moreover, the opposition parties sometimes are so hostile to each other or divided internally that they have difficulty uniting to defeat the government. The role of the opposition is to be critical of the government, and it is often difficult for them to become strongly cooperative in a minority situation. *(10)*

Lobbying

Another difference is that, although there are companies which regularly lobby the government, there are no registered lobbyists in Canada. However, in the past 20 years, there have been 21 private members' bills to register lobbyists introduced at the federal level by members of all three parties. On January 30, 1987, the first government bill to register lobbyists, Bill C–82, entitled *An Act Respecting Registration of Lobbyists,* was introduced by the Minister of Consumer and Corporate Affairs and given First Reading. At the time of writing, a year later, the status of this bill had not changed. The intent of this legislation is to disclose rather than to regulate lobbyists and it proposes a two-tiered system: paid lobbyists would be required to register and to disclose their clients and the issue(s) on which they were lobbying within 10 days, and employees of lobbyists and other umbrella organizations would have to list their names and addresses annually.

expanded the political role of the judiciary, which is now called upon not only to settle dominion-provincial conflict over the division of powers but also to interpret and apply the provisions of the charter.

As yet, the *Constitution Act* and the amending formula remain relatively untested. Only time will tell.

Meech Lake Accord

In 1986, the Quebec government of Robert Bourassa set forth five conditions for the reentry of Quebec into the Canadian constitutional family, and these conditions provide the framework on which the Meech Lake Accord was constructed. The five conditions were: 1) distinct society recognition; 2) constraints on federal spending power; 3) Quebec veto, which became the amending formula in the negotiations; 4) more Quebec control over provincial immigration; and 5) provincial input into Supreme Court appointments. During the negotiations, only two other features were added to meet the concerns of the other provinces: provincial input on the method of selection of senators and annual First Ministers conferences on the Constitution and the economy. The three-part Accord must be ratified by the government of Canada as well as by each of the provincial governments by 1990 if it is to take effect.

The Progressive Conservative government of Brian Mulroney worked out the Meech Lake Accord in 1987. While the Accord is not yet law it will, when accepted, make two major changes:

- in the method of constitutional amendment, and
- its declaration that Quebec is a "distinct society."

The first part of the Accord consists of a section whereby each of the provincial premiers agreed to present the amendments to the provincial legislatures for approval. As well, the province of Quebec and the federal government agreed to certain provisions regarding immigration. All parties agreed to abide by the new method of appointing senators (by the federal government from lists of eligible candidates submitted by the provinces) until the Accord is ratified.

The second part of the Accord, entitled the Motion for Resolution, states that the reasons for entering into such an agreement to amend the Constitution were to secure Quebec's signature to the *Constitution Act, 1982*.

It is the third part of the Accord, the schedule of amendments, which is the section of greatest interest. The Accord, when ratified, will bring about changes in seven areas of the Constitution. The first major change is the inclusion in the BNA Act, renamed the *Constitution Act*, of a new section which states that the Constitution of Canada will henceforth be interpreted in a manner consistent with the recognition of Canada as composed fundamentally of English- and French-speaking Canadians and that Quebec constitutes a "distinct society" (no definition of that term is given). Senate vacancies will now be filled from provincial lists of suitable candidates presented for selection by the federal government. Its reform is to be discussed in annual constitutional conferences of First Ministers.

A similar procedure of federal government appointments from provincial nominees has been instituted for appointments to the Supreme Court of Canada, which has been specifically recognized in the Constitution for the first time. An additional change in the Accord allows for immigration agreements to be constitutionalized; these are an area of joint federal-provincial jurisdiction. Greater provincial input and control over new federal-provincial shared cost programs in areas of exclusive provincial jurisdiction has been given. The final change concerns the amending formula for altering the Constitution. A number of national institutions, such as the Senate and the creation of new provinces, now require unanimity, whereas under the Act of 1982 they had previously been under the seven provinces, 50 percent of the population formula. Some commentators, such as Eugene Forsey, feel this will make the Constitution extremely difficult to amend. Also, First Ministers conferences on the economy and on the Constitution will now be required yearly from 1988.

With the acceptance of the Accord, the courts will now have the additional problem of adjudicating between the provinces and the Charter on the one hand and the unspecified, but potentially inclusive, claims of the province of Quebec for additional and/or special

with the Canadian experience in which the BNA Act, 1867, deliberately created a highly centralized federal system, but judicial interpretation similarly has altered this balance by expanding provincial powers (*Constitution Act, 1867*, s. 92, ss. 13) and contracting Ottawa's authority (under s. 91).

In effect, the Canadian system is a compromise: like Great Britain, it has a parliamentary model: like the U.S., it has a federal model changed in interpretation by the decisions of the judiciary.

Flexible vs. Inflexible

The U.S. Constitution is the least flexible of the three described, with amendments requiring agreement of two thirds of the House of Representatives and the Senate and three quarters of the states. By contrast, the British system is highly flexible because, being largely unwritten, it can be changed by any new understanding or convention; indeed, the tradition of the parliamentary system is one of gradual but persistent change from precedent to precedent.

As a characteristic compromise between the British and American systems, the Canadian Constitution is flexible with regard to its unwritten parliamentary aspects but extremely rigid in its written component, which applies mainly to the federal division of powers. From 1867 to 1982, it proved impossible to agree on a formula for the formal amendment of the Canadian Constitution. This log jam was broken by the *Constitution Act, 1982*.

Recent Developments In Canada

The Constitution Act, 1982

The *Constitution Act, 1982* did very little to alter the division of power: nothing to change the unwritten understandings and conventions of responsible government and very little to alter the federal division of powers. There was some augmentation, in 1982, of provincial power over the control of revenues from natural resources. The changes in the *Constitution Act, 1982* have often been described as creating a "new" Constitution, but in actual fact, to use a phrase of the much quoted Canadian constitutional authority and former Senator Eugene Forsey, it is "the old constitution with knobs on."

Prior to 1982, Canada's Constitution was actually an act of the British Parliament and could only be amended by that body. There were two major changes in 1982, apart from removing any constitutional power from Britain and "patriating" the Constitution.

The first change was to establish for the first time a formula for constitutional amendment by providing that changes to most parts of the Constitution can be reached with the agreement of the Senate and the House of Commons and the support of two-thirds (seven) of the provinces comprising 50 percent of the population of the country. There are some flaws in this agreement. Under the *Constitution Act, 1982*, five different amending formulas were established depending on the circumstances of the amendment. Most amendments could be made with the approval of seven provinces and 50 percent of the population. Some changes require unanimous consent of Parliament and *all* the provinces: e.g., changes affecting the offices of the Queen, the Governor General, or provincial lieutenant-governors; provincial representation in the House of Commons; the use of English or French; the position of the Supreme Court of Canada; and the unanimity formula itself.

Changes affecting only a few provinces require the approval of Parliament and the provinces concerned. Changes to federal incentives and/or institutions not covered by the above formula can be made by Parliament acting alone, and changes to provincial constitutions can be made by the relevant provincial parliament alone.

The Yukon and the Northwest Territories were dismayed to find that there was no provision for obtaining the agreement of their governments either on the question of provincehood or in the matter of extending existing provincial boundaries northwest (unlikely, but possible, under the present terms). Moreover, there is no right of provincial dissent in such matters as changes to national institutions. *(8)*

Quebec had sought guarantees for its traditional language rights and, not receiving them, had refused to sign.

The second change was to establish a Charter of Rights and Freedoms which, for the first time, spelled out the political and language rights of Canadian citizens. Admitted ambiguities in the wording of the charter have

the ministers must be responsible or accountable to an elected majority in the House of Commons. A vote of "no confidence" in the House of Commons usually causes the government to fall. The role of the Senate in Canada will be described later; the battle over its reform has raged for years.

Rigid party discipline, implicit in a parliamentary system, prevents a member of the government from criticizing his/her own party policy in the debates of the House of Commons or from voting against the government in the House. Party discipline must remain tight because the life of the government depends on the support of the party. There can be no maverick voting across party lines as in the U.S. Congress, and the party whips play a much more active role than they do in the U.S. Members of Parliament (MPs) can exercise their criticism or dissent in the *in camera* weekly meetings of the caucus which are also attended by Cabinet ministers. *(4)*

The members of the Canadian and British executive (Cabinet) must have seats in either chamber and exercise both legislative and executive power. The Deputy Prime Minister usually holds a senior Cabinet post as well, and frequently leads the government in the House in the absence of the Prime Minister. If the Cabinet loses voting support in the House and is defeated, two things can happen: the Prime Minister can call an election or can go to the Governor General who will ask the Leader of the Opposition to form a government with or without an election. Whatever course is followed depends on whether there was a majority or minority government or whether there was sufficient space between elections (sometimes, if the overthrow occurs soon after an election, no party can afford another election campaign).

Unitary vs. Federal

The government of Great Britain is unitary—a single house and no provincial or state governments. The governments of Canada and the U.S. are federal.

A federal state is thus defined:

> The distinguishing feature of a federal system of government is that it provides for a division of governmental powers between two orders of government, the existence of which is guaranteed by a written constitution specifying the powers of each. It is in this sense that each order of government may be said to be autonomous. In a federal system, each order of government has a life of its own: neither side is subordinate to the other. *(5)*

K.C. Wheare says that the essence of federal government is determined by the working of the system and not merely the embodiment of the federal principle in a country's written constitution. *(6)*

In the U.S., the federal system consists of the central government and the states; in Canada, the central government and the provinces. The federal division of power may be either centralized or decentralized. The Canadian Fathers of Confederation tried to use federalism to solve the problem of uniting the two (English and French) founding peoples in one state while at the same time allowing them to pursue their separate cultural identities using British parliamentary government. It is important to note that the Canadian judicial branch has the power to declare *ultra vires* laws passed either by the federal parliament or by the provincial legislatures. In fact, in Canada, legislative authority is divided between two types of legislative bodies, and the Supreme Court of Canada decides jurisdictional disputes. *(7)* The jurisdiction of the federal government is in those areas which affect the country as a whole, and the provinces look after issues which are of a local or private nature. In fact, changing social and economic needs and structures have also contributed to the change in the distribution of powers. This has become crucial in such issues as education, health, social welfare, and social assistance.

Centralized vs. Decentralized

In the previous section, the British government is described as unitary and is therefore totally centralized with all power in a central parliament.

The U.S. Constitution of 1789 was highly decentralized with the bulk of the power residing in the states and a (relatively) weak central government. Over the years, the U.S. Supreme Court's interpretation of the Constitution has altered the original Constitution by expanding central power and contracting state jurisdiction. This contrasts

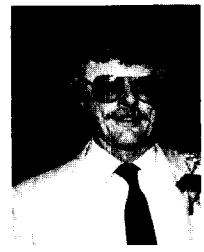
Fellows Award

The Fellows Award is given to individuals in recognition of their leadership in the field of special librarianship and for their outstanding contributions to the Association. The Fellows may be called upon to advise the Association's Board of Directors, to prepare discussion materials, and to alert the membership to issues and trends warranting action. An additional responsibility of the Fellows is to nominate peers for the Award.

Recipients of the Fellows Award are:

Laura N. Gasaway
University of North Carolina
Chapel Hill, NC

Vivian Arterbery
Rand Corporation
Santa Monica, CA



H. Robert Malinowsky
University of Illinois-Chicago
Chicago, IL

N. Bernard "Buzzy" Basch
Turner Subscriptions
New York, NY

James M. Matarazzo
Simmons College
Boston, MA

H.W. Wilson Company Award

Herbert S. White

Herbert S. White, professor and dean of the School of Library and Information Science, Indiana University, Bloomington, Indiana, received the H.W. Wilson Company Award for his article "The Funding of Corporate Libraries—Old Myths and New Problems," which was selected as the outstanding article published in Spec*ial Libraries* in 1987 (see vol. 79, no. 3, Summer 1987).

White's article discusses recurring problems of corporate library funding. Among the points discussed are that users are the best judges of what needs to be purchased, organizational propaganda encourages librarians to believe that their job is to save money, and decentralization of decision making is effective for libraries.

In his article White states, "Our job is to run effective libraries...which may require that we spend more...by establishing priorities and eliminating the trivial and pointless tasks now assigned to us."

The H.W. Wilson Company generously funds this annual award presented to the author of the best article that appears in *Special Libraries*. The award recipient is selected by a five-member committee, appointed by the president of the Special Libraries Association. Included in the criteria for the award is that the article provide the most significant contribution to the philosophy, development, and general practice of special librarianship. Originality, innovation, universal implications, validity, and communications effectiveness are also criteria used in the selection of the H.W. Wilson Company Award.

Dr. White has received the H.W. Wilson Company Award twice previously.

Finding the Future:
Recruiting and Retaining SLA Student Members

Beth M. Paskoff

THE Special Libraries Association (SLA) has more than 990 student members, 604 of whom are full-time students and approximately 386 who are part-time students. This represents 11 percent *(1)* of the total number of students currently enrolled in MLS programs. Although students comprise only about eight percent of the SLA membership, they are an important minority because almost all of them are *new* to the profession and the Association. Our MLS programs are short, and those who are students this year will be our colleagues next year. If we want to retain these students as members after they graduate, they must already be convinced that they are important members of the Association and that there are many opportunities for them.

Interest in student members comes from many directions within SLA. Recently, the Committee on Membership Growth identified special concerns about promoting membership to students. President Emily Mobley has made students a special concern during her years on the Board. Last year, the Association started a new publication, the *SLA Student Group Newsletter*, which is sent to all student members to inform them about the opportunities and services offered by the Association and to share ideas about what various SLA student groups are doing. It is through the student groups that most library and information science students first learn about SLA. This year, two new student groups have been started, at Catholic University and the University of California at Berkeley, providing us with representation in about half of the accredited programs in the U.S. and Canada. Within the first few weeks of 1988, 58 full-time and 42 part-time students became members of SLA. These represent 35 percent of the new members for this period.

Students in SLA Divisions

It is not surprising that the largest divisions have the largest numbers of student members. Information Technology, for example, has 203 student members, which comprise 14 percent of their total membership, while Museums, Arts & Humanities has 105 student members, comprising 24 percent of their membership. Other divisions with significant student memberships include Biological Sciences (44), Business and Finance (114), Science & Technology (68), and Library Management (50). *(2)*

The 28 divisions were recently surveyed to determine what services they were offering for student members. Of the 24 divisions that responded (85.7 percent), 15 (62.5 percent) currently offer some sort of financial support to students who want to attend the Annual Conference. Support includes substantial stipends of $250 to $1,000 awarded to the winners of essay competitions. Some divisions offer additional support to the winner in the form of free lodging in the division suite, free tickets to division events, or publication of the

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winning essay in the division's bulletin.

Other than direct financial awards to attend the Annual Conference, some divisions offer tickets to division events to students who attend the conference. Divisions that do not have the financial resources to offer a travel stipend may be able to provide one or more tickets to division breakfast or luncheon programs or field trips. Such opportunities are especially important in divisions that have their annual business meetings at a ticketed event. Complimentary tickets can provide the opportunity for students who are on a very limited budget to actually participate in, not just attend, the Annual Conference.

Five divisions indicated that they give special recognition to the division's student members who attend the conference, either at the business meeting or in a follow-up report in the division bulletin. Two divisions offer assistance or guidance to student members who are looking for jobs while they are at the conference, and three provide a "mentor" who helps students to plan for the conference before they attend. The Committee on Membership Growth has suggested that divisions that have very large open houses should sponsor a smaller, special reception for students and other new members to meet with officers and committee chairs.

Guidelines for Stipends

Divisions, or other units, that sponsor essay competitions should send announcements to all accredited library education programs and to the SLA Student Relations Officer in the fall semester in order to provide ample time for students to prepare their essays. Guidelines for the competition should be clearly defined to make evaluation easier and more reliable. Such issues as eligibility (only division members, only SLA members, only full-time students, only those who have never attended a conference, or whatever else is considered important), the subject of the essay, minimum and maximum lengths, how the essay will be evaluated, and whether it must be typed should all be stated.

If letters of reference are required, the division should state whether preference is given to letters from division or SLA members. Will payment be made before the conference, at the conference, or only after the winner has actually attended the conference? May the winner accept travel awards from other divisions? Will the essay be guaranteed publication in the division bulletin? Anticipating these questions will make the award process easier for all concerned.

Students In SLA Chapters

The largest student memberships are generally found in chapters where there are active student groups. This is true of the New York Chapter, which has 64 student members; Illinois, with 50 student members; and Texas, with 60 student members. However, the Washington, D.C. Chapter already had 56 student members *before* the student group was started at Catholic University. In some chapters, the students comprise a significant percentage of the total membership, such as San Andreas, which has 46 students (16 percent of the membership), or Arizona, with 22 students (20 percent of the membership).

The chapters were also surveyed recently, with 46 (85 percent) responding. The chapters do offer a wide variety of support to student members, perhaps because of their closer proximity and because they see more opportunities throughout the year. Forty percent provide free or reduced student registration fees at chapter meetings, which is necessary in chapters that regularly charge fees for their programs. Students are invited to serve on committees in 15 percent of the chapters, and are encouraged to work or volunteer in local special libraries in 25 percent of the chapters. Seventy percent offer career guidance to student members, while 20 percent of the chapters participate in local "Career Days" to help promote special librarianship as a career option.

In 40 percent of the chapters, members work with the SLA student groups in local schools of library and information science. This may involve speaking at a student meeting, or even serving as the advisor to the student group. The new student group at Catholic University was started with the enthusiastic support of the Washington, D.C. Chapter President Susan Hill, and Cathy Jones will be serving as faculty advisor.

Although many chapters are already actively involved with student members, there are other chapters that have not yet identified

opportunities for their members. These chapters may want to follow the example set by two chapters that offer monetary awards of several hundred dollars to student members to be used as scholarships. Only 10 percent of the chapters offer financial support to students who want to attend the Annual Conference, and these awards are generally smaller than those offered by the divisions, ranging from $250 to $300.

If the resources are not available for substantial awards, a drawing may be held to offer one or more paid student registrations ($45) for the conference. A one-year membership in SLA ($15) for students who have become active in their student group can also be used to encourage further involvement. If even these small awards would stretch the chapter treasury too far, an Academic Achievement Award, consisting of a certificate (but no money), could be sponsored each year for the SLA student member who graduates with the highest grade point average.

Chapters should make an effort to invite students, even those who are not members, to attend their meetings. To make it possible for students to actually get to the meetings, members may offer to provide carpool transportation to students who do not have automobiles. Student involvement on committees can be encouraged, or students can serve as editorial assistants or reporters for chapter bulletins.

There are only 63 accredited MLS programs in the United States and Canada. Consequently, some SLA chapters do not have a school within their boundaries. These chapters can still offer the opportunity for service or awards to students in neighboring chapters, or may combine their resources with those of another chapter if neither can adequately support a student group.

Support by Individual Members

There are many opportunities for individual members to provide support for student members or to provide opportunities for students to feel involved or welcome. At the chapter level, members can offer to sponsor a student member who wants to attend a chapter meeting. The student can either be selected by lot or can be matched by subject interest to that of the sponsor. When students do come to the chapter meetings, every member can make the students feel welcome by discussing their interests, career goals, or previous experience. Students may be hesitant to approach more established members of the profession, but will welcome the opportunity to talk.

Many library school faculty already have close contacts with the special librarians in the area. However, librarians who are able to have a class or individual student who is interested in special librarianship visit their libraries should contact the appropriate faculty member. Some schools may welcome the opportunity to place a student in a special library for a one-semester field experience, such as those described by Coplen and Regan. *(3)* Other special librarians may be able to employ library school students in temporary or part-time, para-professional positions. This would provide the employer with an enthusiastic and capable employee, and would give the student real experience in a special library. The Library Management Division has just prepared a list of members who are willing to offer their expertise to library schools to discuss work in special libraries, to schedule talks to graduate students and to guidance counselors, and to work with library school educators to identify library management courses relevant to special librarianship.

Not all faculty advisors are able to regularly attend the SLA Annual Conference. Chapter members who are familiar with the organization and scheduling of conference programs and events can become effective mentors who help students to arrange to attend their first conference, to understand that they are welcome at the programs or hospitality events of *any* division, and to plan for time in the exhibits, the Employment Clearinghouse, the programs and social events.

Recruitment to Special Librarianship

Recruitment into the library and information science profession in general is an important issue today. Recruitment into special libraries is even more important. Many students enter MLS programs without knowing that special libraries even exist. If they do take a course in special libraries, it is often not until the end of their program. At this point, it may be too late for them to be recruited into SLA as student members.

If we are to be able to recruit outstanding individuals into special librarianship, we cannot rely on attracting just those students who have come to their masters' programs knowing only about school, public, and academic libraries. We, as special librarians, must recruit promising individuals and encourage them to join our profession. We must advise them about where they can go to school, help them to find out about the financial support or scholarships that exist, and inform them about the variety of job possibilities that exist for special librarians. Each member of the Association can be involved in recruiting individuals who have the subject knowledge and skills to become effective information officers. If we are able to recruit outstanding people to special librarianship, we will have the personnel resources to be able to meet the challenges of the future.

Summary

Potential library and information science students are frequently unaware of the career opportunities in special librarianship, or that special libraries even exist. Every special librarian can be involved in recruiting other individuals to become special librarians by talking about what they do and by providing information about master's degree programs. Through these efforts, we will have a better and larger pool of candidates for jobs as special librarians.

There is a need for individual members, as well as chapter and division leaders, to be aware of the ways in which they can offer support to those who have joined SLA as student members, or to provide opportunities for students to become involved in the Association. Financial assistance is only one way to encourage student participation in SLA. Special librarians can offer their libraries as sites for field experiences, can start or help with an SLA student group, or can provide opportunities for students to serve on chapter or division committees.

Students are not prima donnas who need our charity or endless special consideration. However, they are new to the profession and new to the Association, and they may be shy or uncertain about their role in SLA. Students, like any new member, can easily be made to feel welcome at chapter meetings or division open houses, or can just as easily be discouraged by feeling that everyone else already knows each other and new comers don't belong. The recent "Super Survey" reported that almost 25 percent of SLA members have been in the library and information science field for five years or less, and that 38 percent have been in SLA for two years or less. *(4)* Many of these members first joined SLA as students during recent years. We must be aware that those who are student members today will be our colleagues next year, and can be a vital part of the Association.

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2. All membership statistics are derived from the January 11, 1988, Membership Analysis report prepared by Ruth D. Rodriquez, Supervisor, Membership Records.

3. Coplen, Ron, and Muriel Regan. "Internship Programs in Special Libraries: A Mutually Beneficial Experience for Librarian and Student." *Special Libraries* 72 (no. 1): 31–38 (January 1981).

4. *SLA Members Survey, Final Report.* Washington, D.C.: Special Libraries Association, 1986.

This paper was presented at the 1988 SLA Winter Meeting in Williamsburg, Virginia.

Beth Paskoff is a faculty member of the School of Library and Information Science at Louisiana State University. She is also serving as SLA Student Relations Officer, 1987–1989.

Libraries and Drug Control Projects

Martha Boaz

HOW can libraries extend their services, beyond the traditional ones, of providing books and information in various formats to persons who request these services? One urgent way, in my opinion, would be to initiate or aid already existing efforts in finding measures to prevent or cure the use of drugs. "But," someone might say, "that is not within a library's prerogatives." My reply, as a person who worked for many years in the library/library education world, would be that the drug problem is not only within the province of library services, but a cure for it is a matter of urgent necessity for all persons who are concerned about the welfare of our current and future society.

Having just completed a four-year term on the National Advisory Council on Drug Abuse (NACDA), I have learned a great deal about some of the very serious and frightening problems that our society faces today. NACDA is involved in several problem areas—drugs, tobacco, alcohol, and AIDS—and our government funds research studies in each of them. Drugs and AIDS are receiving the most urgent attention at present.

In a survey conducted by the *Wall Street Journal* and NBC News in October 1986, Americans listed the drug problem as a matter of intense concern, second only to the national budget deficit. The library world could become involved in finding measures to prevent or cure use of drugs by working with friends-of-library groups, government agencies, and any persons or agencies interested in the problem. The library world could also become involved in the other preventive and curative efforts of NACDA in its work with alcohol, tobacco, and AIDS. Every librarian could be an effective agent in the program.

Figures document the facts that drug addiction and drug trafficking are among society's most debilitating and intractable problems. *(1)* Over the past 20 years, the use of illegal drugs in this country has spread at an unprecedented rate and reached into every section of our society. Statistics show that 1 out of 18 high school seniors uses marijuana daily, and more than 20 million Americans use the drug at least once a month. Over 4 million Americans (many of them young people) are current users of cocaine, and approximately 10 million use this addictive drug at least once a month. Approximately one-half million Americans are heroin addicts. This overview summarizes statistics that have been quoted in the popular press over the last five years.

The Federal Government Campaign

These depressing figures do not indicate a totally hopeless situation. The federal government is engaged in a campaign to curb drug abuse in all areas—domestic and interna-

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tional, law enforcement, border control, and in health care and prevention. President Reagan states that the federal government is committed to doing all in its power to stop drug abuse and drug trafficking. The Firstlady is a strong public advocate of all efforts to control the drug problem, and 11 Cabinet departments, along with 37 federal agencies, are involved in the federal program. State and local statutes and resources are also being focused on the serious problems of drug trafficking and related criminal activities.

A "White House Conference for a Drug Free America" was held February 28–March 3, 1988, in Washington, D.C. The purpose of the conference was to discuss problems, review progress, and to determine future directions in the drug and related problem areas. There is a consensus of opinion that there will have to be a large increase in funds for treatment if significant beneficial results are made, especially in the AIDS and drug areas.

President and Nancy Reagan were prominent speakers at the White House Conference Program. In a public statement concerning the drug problem, President Reagan said, "This is truly a national crusade...Government will do its part, but it requires the widest range of citizen involvement." *(2)* Reagan commented that the Firstlady, who created the "Just Say No" program, was dedicating her life to the battle against drugs.

The Federal drug program includes several components: drug abuse prevention; drug law enforcement; medical detoxification and treatment; international cooperation to control narcotics; and research directed at causes and treatments. President Reagan has declared, in numerous speeches, that the federal government is dedicated to doing all in its power to stop drug abuse, but he continues to point out that the final victory will be achieved by individual Americans working within their houses, work places, and communities.

A successful program will rely on the cooperative and integrated work of federal, state, and local agencies, as well as the dedicated involvement of the social, civic, and business organizations and on private individuals and volunteers. Each locality will have to set its own priorities and provide flexible programs which are cooperative, coordinated, and adaptable to the community's needs.

Prevention demands priority attention and is especially important in educational efforts and in reaching young children before they become involved in drugs. Information and research findings relating to drug abuse should be widely disseminated to medical practitioners, law enforcement officers, educators, and the general public. Libraries could work easily with all of these groups. In addition, librarians, working with voluntary organizations, citizens' groups, professional associations, and local advisory councils can lend assistance in providing information and public awareness programs, as well as networking and coordinating services for dealing with the drug problem. In doing this, they can build a network of friends, identify problems, and evaluate the resources of the library and of friends of libraries in coping with the problems.

Recent impetus has been added to coping with the drug problem by President Reagan's campaign for a nationwide crusade against drug and alcohol abuse and by new and additional funding from the federal government. According to a government report, the Alcohol, Drug Abuse and Mental Health Association's (ADAMHA) "overall FY 1987 budget of $1.36 billion had been increased by $418 million above the President's FY 1987 request and by $393 million above the agency's FY 1986 levels of $968 million." *(3)* The increased federal budget will make it possible for a national program to work with states, communities, parents, and the media. Treatment grants to the states have also been authorized.

Conclusion

Other nations, as well as the United States, should realize that drug abuse is truly an international problem that has adverse effects on the social, economic, political, and personal lives of all the people. Leaders and groups in

all countries should take aggressive and positive measures to stop production, sale, and use of illegal drugs. Librarians should be in the forefront in these activities.

Javier Perez de Cuellar, secretary of the United Nations, comparing drug abuse with the plagues of earlier ages, proposed, in May 1985, that an international conference be held in 1987 to deal with all aspects of the problem. "Illicit drugs, wherever they are produced or used, contaminate and corrupt, weakening the very fabric of society," he said in a speech to the U.N. Economic and Social Council, and concluded by saying that the time has come for the United Nations to undertake a 'bold and new offensive' to combat drug trafficking and and abuse. *(4)*

Will the library profession do anything to aid and abet the U.S. Secretary General in his effort to hold an international conference on this topic? By working at the local, state, national, and international levels, librarians and information professionals can assist in the struggle to combat the drug problem.

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Suggested Readings

1. Time, Frand M., and Jacqueline Ladford, editors. Drug Abuse Treatment Evaluation: Strategies, Prospects. (NIDA Research Monograph 51). U.S. Department of Health and Human Services, Rockville, Md., 1984.

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3. Department of Health and Human Services. *Drug Abuse and Drug Abuse Research*. The Department of Health and Human Services. Rockville, Md., 1987.

Martha Boaz is dean emeritus of the Graduate School of Library Science at the University of Southern California and is a member of the National Advisory Council on Control of Drug Abuse.

CALL FOR PAPERS—80TH ANNUAL CONFERENCE

SPECIAL LIBRARIES ASSOCIATION
JUNE 10–15, 1989 NEW YORK CITY

"THE USER AND INFORMATION DYNAMICS: MANAGING CHANGE"

Advances in computer and telecommunications technology have contributed to the development of innumerable new and innovative information products. This electronic revolution has received prominent media and professional attention, challenging the traditional roles of information providers and their users. One of these challenges will be the ability to maximize the potential of this new technology and at the same time to develop and examine the nature, needs, and demands of our users.

The prime focus of the 80th Annual SLA Conference will be on the information user and the questions and opportunities the information professional will be facing in the 1990s in relation to the user. You are invited to submit papers for the 1989 New York Conference on topics related to any and all facets of the relationship between the special librarian and the user. Among the specific topics which might be addressed are the changes that have and will take place in the traditional roles of both the information professional and the user, how the real and immediate needs of current and potential users can be identified, how the information professional can compete for the users' attention within the new information arenas, and how our commitment to the user can be strengthened.

Multi-media presentations and poster sessions related to the Conference theme will also be considered. Papers accepted will be presented at the Contributed Papers Sessions. Very specific submissions will be referred to appropriate divisions.

To have a paper considered, the following guidelines must be met:

1. *Abstract*—A 250–500 word abstract, which accurately conveys the subject of the paper, its scope, conclusions, and relevance to the Conference theme, must be submitted with the form below by **October 2, 1988.**
2. *Text*—The complete text of the paper is due at the Association Office by **April 1, 1989.**
3. *Originality*—Papers must be original work and not previously presented or submitted to any national or international group.
4. *Length*—Paper presentation should take approximately 20 minutes.
5. *Acceptance*—Papers will be accepted only if the abstract has been submitted and evaluated, and if the author plans to present the paper at the Conference.

You will be notified by the Conference Program Committee by November 15, 1988, about acceptance of your paper. All papers are the property of Special Libraries Association and will be considered for publication in *Special Libraries*.

To:
Jack Leister
Institute of Govermental Studies
University of California
109 Moses Hall
Berkeley, CA 94720

Name_____
Organization_____
Mailing Address_____
_____
Telephone_____
Working Title_____

Attached is an abstract of my proposed paper for the 1989 SLA Conference.

Audit Report January 1, 1987– December 31, 1987

To the Board of Directors
Special Libraries Association, Inc.
1700 Eighteenth Street, N.W.
Washington, DC

We have examined the balance sheet of Special Libraries Association, Inc. as of December 31, 1987, and the related statements of revenue, expenses and changes in fund balances, and changes in financial position for the year then ended. Our examination was made in accordance with generally accepted auditing standards and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

In our opinion, the financial statements referred to above present fairly the financial position of Special Libraries Association, Inc. as of December 31, 1987, and the results of its operations and the changes in its financial position for the year then ended, in conformity with generally accepted accounting principles applied on a basis consistent with that of the preceding year.

Canto, Metro, Meyer & Co.

CANTO, METRO, MEYER, AND COMPANY
A Professional Corporation
Certified Public Accountants
Bethesda, Maryland
February 29, 1988

SPECIAL LIBRARIES ASSOCIATION, INC.
BALANCE SHEET
YEAR ENDED DECEMBER 31, 1987

	TOTAL ALL FUNDS	*GENERAL FUND	NON-SERIAL PUBLICATIONS FUND	SCHOLARSHIP FUND	SPECIAL PROGRAMS FUND	BUILDING RESERVE FUND	COPLEN FUND
ASSETS							
CURRENT ASSETS							
Cash and money market funds	$ 1,859,092	$ 1,440,693	$ 27,989	$ 50,492	$ 102,161	$ 235,949	$ 1,809
Marketable securities	291,522	145,946	—	145,576	—	—	—
Accounts receivable	292,815	260,945	30,238	1,631	—	—	—
Due (from) to other funds	—	31,131	(14,701)	(22,430)	(6,216)	10,091	2,125
Inventory	57,847	—	57,847	—	—	—	—
Prepaid expenses	59,076	50,711	8,365	—	—	—	—
Total current assets	2,560,352	1,929,426	109,738	175,269	95,945	246,040	3,934
MARKETABLE SECURITIES	154,910	103,790	—	51,120	—	—	—
BUILDING, FURNITURE, EQUIPMENT	1,506,722	1,506,722	—	—	—	—	—
OTHER ASSETS	56,031	56,031	—	—	—	—	—
Total assets	$ 4,278,015	$ 3,595,969	$ 109,738	$ 226,389	$ 95,945	$ 246,040	$ 3,934
LIABILITIES AND FUND BALANCES							
CURRENT LIABILITIES							
Current maturities of long-term debt	$ 72,000	$ 72,000	$ —	$ —	$ —	$ —	$ —
Accounts payable	82,815	82,815	—	—	—	—	—
Received in advance	932,717	932,717	—	—	—	—	—
Withheld taxes & accrued exp.	35,273	25,480	9,793	—	—	—	—
Income taxes payable	731	731	—	—	—	—	—
Total current liabilities	1,123,536	1,113,743	9,793	—	—	—	—
LONG-TERM DEBT LESS CURRENT MATURITY	720,000	720,000	—	—	—	—	—
FUND BALANCES	2,434,479	1,762,226	99,945	226,389	95,945	246,040	3,934
Total liabilities and fund balances	$ 4,278,015	$ 3,595,969	$ 109,738	$ 226,389	$ 95,945	$ 246,040	$ 3,934

The accompanying notes are an integral part of the financial statements.
*Includes General, General Reserve, and Computer Funds.

SPECIAL LIBRARIES ASSOCIATION, INC.
STATEMENT OF REVENUES, EXPENSES, AND CHANGES IN FUND BALANCES
YEAR ENDED DECEMBER 31, 1987

	TOTAL ALL FUNDS	*GENERAL FUND	NON-SERIAL PUBLICATIONS FUND	SCHOLARSHIP FUND	SPECIAL PROGRAMS FUND	BUILDING RESERVE FUND	COPLEN FUND
REVENUE							
Dues and fees	$ 839,061	$ 839,061	$ --	$ --	$ --	$ --	$ --
Subscriptions and advertising	128,290	128,290	--	--	--	--	--
Conference income less $350,842 expenses	466,819	466,819	--	--	--	--	--
Education income less $162,671	18,185	18,185	--	--	--	--	--
Mailing list service program less $19,526 expenses	115,271	115,271	--	--	--	--	--
Interest, dividends and net gain on sale of investments	137,451	103,619	1,930	13,185	6,733	11,972	12
Sale of non-serial publications	94,387	--	94,387	--	--	--	--
Miscellaneous	46,444	46,369	--	--	--	75	--
Contributions	78,212	3,500	--	56,774	3,210	10,806	3,922
Total revenue	$ 1,924,120	$ 1,721,114	$ 96,317	$ 69,959	$ 9,943	$ 22,853	$ 3,934
COSTS AND EXPENSES (Note 5)							
Allotment of funds to sub-unit	$ 301,587	$ 301,587	--	--	--	--	--
Salaries, wages, and benefits	528,730	528,730	--	--	--	--	--
Office service/occupancy costs	232,870	232,870	--	--	--	--	--
Professional fees & services	42,827	42,827	--	--	--	--	--
Travel and meetings	49,997	49,997	--	--	--	--	--
Program services	226,547	226,547	--	--	--	--	--
Public relations	97,932	97,932	--	--	--	--	--
Cost of non-serial publications	132,563	--	132,563	--	--	--	--
Scholarships, stipends, grants	23,400	--	--	18,000	5,400	--	--
Miscellaneous	12,650	12,650	--	--	--	--	--
Depreciation	83,095	83,095	--	--	--	--	--
Interest	75,039	75,039	--	--	--	--	--
Taxes on income	20,000	20,000	--	--	--	--	--
Allocation of above expenses to other funds and programs	(214,534)	(243,229)	28,694	--	--	--	--
Total costs and expenses	$ 1,612,703	$ 1,428,045	$ 161,257	$ 18,000	$ 5,400	$ --	$ --
EXCESS OF REVENUE OVER COSTS AND EXPENSES	311,417	293,069	(64,940)	51,959	4,543	22,853	3,934
FUND BALANCES - BEG. OF YEAR	2,123,062	1,585,625	164,885	174,430	81,402	116,719	--
- TRANSFERS	--	(116,468)	--	--	10,000	106,468	--
FUND BALANCES - END OF YEAR	$ 2,434,479	$ 1,762,226	$ 99,945	$ 226,389	$ 95,945	$ 246,040	$ 3,934

The accompanying notes are an integral part of the financial statements.
*Includes General, General Reserve, and Computer Funds.

SPECIAL LIBRARIES ASSOCIATION, INC.
STATEMENT OF CHANGES IN FINANCIAL POSITION
YEAR ENDED DECEMBER 31, 1987

	TOTAL ALL FUNDS	*GENERAL FUND	NON-SERIAL PUBLICATIONS FUND	SCHOLARSHIP FUND	SPECIAL PROGRAMS FUND	BUILDING RESERVE FUND	COPLEN FUND
SOURCES OF WORKING CAPITAL							
Excess of revenue over costs and expenses	$ 311,417	$ 293,069	$ (64,940)	$ 51,959	$ 4,543	$ 22,853	$ 3,934
Add expense not requiring use of working capital - depreciation	83,095	83,095	—	—	—	—	—
Working capital provided by operations	394,512	376,164	(64,940)	51,959	4,543	22,853	3,934
USES OF WORKING CAPITAL							
Purchases of furniture and equipment	13,834	13,834	—	—	—	—	—
Reduction of long-term debt	72,000	72,000	—	—	—	—	—
Increase in other assets	8,615	8,615	—	—	—	—	—
Transfers to/from funds	—	116,468	—	—	(10,000)	(106,468)	—
Increase in marketable securities	20,854	19,053	—	1,801	—	—	—
Total	115,303	229,970	—	1,801	(10,000)	(106,468)	—
INCREASE IN WORKING CAPITAL	$ 279,209	$ 146,193	$ (64,940)	$ 50,158	$ 14,543	$ 129,321	$ 3,934

The accompanying notes are an integral part of the financial statements.
*Includes General, General Reserve, and Computer Funds.

SPECIAL LIBRARIES ASSOCIATION, INC.
STATEMENT OF CHANGES IN FINANCIAL POSITION
YEAR ENDED DECEMBER 31, 1987

	TOTAL ALL FUNDS	*GENERAL FUND	NON-SERIAL PUBLICATIONS FUND	SCHOLARSHIP FUND	SPECIAL PROGRAMS FUND	BUILDING RESERVE FUND	COPLEN FUND
CHANGES IN WORKING CAPITAL ITEMS							
Increase (decrease) in current assets							
Cash	$ 260,175	$ 96,130	$ 1,769	$ (4,640)	$ 17,984	$ 147,124	$ 1,809
Marketable securities	75,075	9,130	—	65,945	—	—	—
Accounts receivable	192,543	179,398	12,837	307	—	—	—
Due (to) from other funds	—	103,682	(69,609)	(11,454)	(6,941)	(17,803)	2,125
Inventory	(24,191)	—	(24,191)	—	—	—	—
Prepaid expenses	2,137	(6,228)	8,365	—	—	—	—
Total	$ 505,739	$ 382,112	$ (70,829)	$ 50,158	$ 11,043	$ 129,321	$ 3,934
Decrease (increase) in current liabilities							
Current maturities of long-term debt	(12,000)	(12,000)	—	—	—	—	—
Accounts payable - trade	(26,898)	(30,398)	—	—	3,500	—	—
Subscriptions, dues, fees, and contributions received in advance	(201,267)	(201,267)	—	—	—	—	
Withholding taxes and accrued expenses	(4,516)	(10,405)	5,889	—	—	—	—
Income taxes payable	18,151	18,151	—	—	—	—	—
Total	(226,530)	(235,919)	5,889	—	3,500	—	—
INCREASE IN WORKING CAPITAL	$ 279,209	$ 146,193	$ (64,940)	$ 50,158	$ 14,543	$ 129,321	$ 3,934

The accompanying notes are an integral part of the financial statements.
*Includes General, General Reserve, and Computer Funds.

SPECIAL LIBRARIES ASSOCIATION, INC.
NOTES TO FINANCIAL STATEMENTS
DECEMBER 31, 1987

1. SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

Fund Accounting
To ensure observance of limitations and restrictions placed on the use of resources available to the Association, the accounts of the Association are maintained in accordance with the principles of fund accounting. This is the procedure by which resources are classified for accounting and financial reporting into funds established according to their nature and purposes. Separate accounts are maintained for each fund; accordingly, all financial transactions have been recorded and reported by fund group.

The assets, liabilities, and fund balances are reported in six self-balancing fund groups as follows:

General Fund
Non-serial Publications Fund
Scholarship Fund
Special Programs Fund
Building Reserve Fund
Coplen Fund

Operations
The Association encourages and promotes the utilization of knowledge through the collection, organization, and dissemination of information. It is an association of individuals and organizations with educational, scientific, and technical interests in library and information science and technology.

Marketable Securities
The marketable securities of the General and Scholarship Funds are combined and managed as one fund for investment purposes, with participating percentages in income and gains and losses based on respective participation accounts at the end of the year. Marketable securities are valued at cost. It is the Association's intention not to utilize the noncurrent portion of these assets in the normal course of operations.

Inventory
Inventory of nonserial publications is stated at the lower of average cost or market.

Building, Furniture, and Equipment
Fixed assets (including land) are stated at cost. Expenditures for additions, renewals and betterments are capitalized; expenditures for maintenance and repairs are charged to expense as incurred. Upon retirement or disposal of assets, the cost and accumulated depreciation or amortization are eliminated from the accounts and the resulting gain or loss is included in income. Depreciation is computed using straight-line and accelerated methods based on the following estimated useful lives:

Building	40 years
Building improvements	10-20 years
Furniture and equipment	5-10 years

Subscriptions, Dues, and Fees
Except for subscriptions to the periodicals *SpecialList* and *Special Libraries*, membership in the Association is based on either a December 31 or June 30 year. Dues, fees and subscriptions are credited to income as earned.

Income Taxes
The Association is exempt from federal income taxes under Section 501 (c) (3) of the Internal Revenue Code and applicable local law. Income taxes arise from unrelated business activities of the Association.

2. MARKETABLE SECURITIES

Marketable securities at December 31, 1987, consist of the following:

	Cost	Market
Current assets		
Common stocks	$291,522	$287,097
Non-current assets		
U.S. Government obligations	85,169	87,082
Corporate bonds	69,741	66,845
	$154,910	$153,927

3. BUILDING, FURNITURE AND EQUIPMENT

Major classes of building, furniture, and equipment at December 31, 1987, consist of the following:

Building and building improvements	$1,444,959
Furniture and equipment	323,911
	1,768,870
Less accumulated depreciation	262,148
Net building, furniture, and equipment	$1,506,722

4. LONG-TERM DEBT

Long-term debt consists of the following at December 31, 1987:

Note payable to a bank, due in monthly installments of $4,000 increasing by $1,000 each year beginning 1/31/87 to 2/28/95 plus a final payment of $10,000 on 3/31/95, with interest payable monthly at the bank's prime lending rate plus 3/4% (currently 9.5%) secured by all real and personal property of the Association	$792,000
Less: current maturities	72,000
Long-term debt	$720,000

The note is subject to the provisions of the business loan security agreement covenants which include the following:

a. The Association may borrow $25,000 more only upon the bank's prior consent.
b. Until termination of agreement, the debtor agrees to maintain cash plus liquid investments at a minimum of $400,000. Future minimum principal payments for the five years following December 31, 1987, are as follows:

1988	$ 72,000
1989	$ 84,000
1990	$ 96,000
1991	$108,000
1992	$120,000
	$480,000

5. COMMITMENTS AND CONTINGENCIES

Annual Conference Contract
The Association is obligated under various letters of agreement with certain hotels in connection with its annual conferences through 1994. The liability, if any, under these agreements is not determinable at this time.

Retirement Plan
The Association has a contributory group annuity defined contribution retirement program with an insurance company covering substantially all qualified employees. The Association's policy is to fund costs currently. Pension expense for the year ended December 31, 1987, was approximately $20,800.

Reviews

Managing Libraries in Transition, by Jennifer Cargill and Gisela M. Webb. Phoenix: Oryx Press, 1988. 201 pp. ISBN 0–89774–302–4. $29.50.

This contemporary, little book is a surprise package for librarians, emphasizing help for "those administrators brave enough to initiate changes" (p. vi). Because these change agents have their work cut out for them, the authors promise practical advice to tackle problems common to libraries in transition.

Part I, "Organizational Environment," deals with staff participation, resource allocation, the planning process, anticipated problems, and organizational structures. This standard management material is slanted toward libraries and sets the stage for Part II's discussion of new roles. Also described are managerial tools to facilitate change in libraries and requirements of managers, such as risk-taking and mentoring skills, all of which promote team management. Creating and using staff in the transitional library are discussed in Part III. Relevant issues are position descriptions, hiring procedures, and evaluating personnel. The book closes with a look into the future for women managers, unions, and information brokerage.

The case approach is used to liven up essentially dry management topics. Cases describe library issues, present situations, suggest and evaluate solutions, and invite reader involvement. Cases are liberally sprinkled throughout parts I and II, breaking up the theory and ensuring this book's usefulness as a text for courses and workshops. The focus on management applies to librarians who are well trained in public and technical services and generally lack management skills. The transitional library is flexible and creative, traits of any well-managed organization that will survive, grow, and evolve.

The authors should be commended for promoting participatory management. This flexible management style is compared with hierarchical structures, and the five stages of the participatory system are discussed. Readers are also urged to delegate, but problems with delegation are noted.

The reader will find much sound advice about human resources, especially for the stressful steps in hiring and terminating staff. Sample interviewing questions are included, along with the type of information that answers might reveal. For example: asking the candidate to describe their present supervisor's responsibilities will indicate the level of responsibility of the candidate with their current employer. And what librarian in a hiring position could not profit from a new slant in evaluating candidates?! The orientation checklist could be adapted for a departmental manual and serve as a catalyst for library staff to standardize the complex and confusing orientation process.

Job analysis is stressed as an important first step in hiring and *vital* to writing a relevant job description. There is an error, however, in this use of personnel jargon: job analysis versus position analysis; and job description versus position description. These terms are used interchangeably and incorrectly, though this error does not lessen the value of the content.

The prickly issues of evaluation and grievances are dealt with concisely, and library administrators are urged to work closely with the organization's personnel officer. The most unique features of the chapter on the future are mental health requirements of new and existing staff, which confirms the present and future importance of human resources for libraries in transition.

The appendix includes staff management tools, such as staff training and recognition programs, an appraisal calendar, and evaluation forms. Materials in the chapter notes and selected bibliography are drawn from psychological, social science, and business resources. This book can be read straight through or used as a reference since the index is sufficiently detailed to locate short sections of text.

The primary audience is library administrators, i.e., managers of large academic and public libraries. Librarians and managers of special libraries will also benefit by adapting ideas for their situations. This book is unique in its focus on management issues, rather than administration of *specific* public/technical services or types of libraries.

Cargill and Webb have achieved their aim of educating peers on the change process. Read-

ers who consider these suggestions will surely ease the process of change in their libraries.

Anne M. Fredenburg
Director
Kubie Medical Library
The Sheppard and Enoch Pratt Hospital
Baltimore, Maryland

Management Theory and Library Education, by Sajjad ur Rehman. (New Directions in Information Management Series, No. 14), New York: Greenwood Press, 1987. 150 pp. ISBN 0–313–25288–2. $29.95.

This slim volume is concerned with management education in library schools. The first three chapters provide a general overview of the subject and the remaining two thirds of the book then present the author's own work, which is an in-depth analysis of library school management courses and their instructors.

In the opening chapter, the author summarizes how the teaching of management developed over the years in library school curricula. The status of and attitudes toward the teaching of management theory are discussed. Next, management education in other professional and vocational programs is briefly examined. Then, the situations in the library schools of the United Kingdom and of North America are reviewed.

The remainder of the book is devoted to the author's own study in which the contents of management courses as well as the characteristics of their instructors in the library schools of North America are analyzed in depth. The research methodology, tabulated findings, and interpretation of the findings are detailed.

The book is well written, well referenced, and well indexed. Such a brief and highly specialized work, however, can only be worth the price to an extremely small readership, those with a deep interest in the state of library management education, as of 1984. The material, which most likely was derived from the author's doctoral dissertation, would probably be more appropriate in a primary source—that is, as a journal article—since it is, in effect, a presentation of the author's own research.

Doris Dunn
Pacific Palisades, California

The Technology War: A Case for Competitiveness, by David H. Brandin and Michael A. Harrison. New York: John Wiley, 1987. 244 pp. ISBN 0–471–83455–6. $24. 95.

The authors argue that the U.S. is losing the war for dominance in world information technology markets. Japan is a threat whose power comes from a nationally coordinated engineering and export attack. Its Ministry of Trade and Industry is consistently guided by committees of senior academic and corporate experts and, in return, heavily underwrites their research and development consortia. The consortia quickly transfer discoveries to companies. The companies pass these on to consumers through the efforts of Japan's modern *samurai* class, the product engineering corps. Sales managers are taught to emphasize market share even at a short-term loss. Protests by non-Japanese competitors have generally emphasized government sanctions against unfair pricing without serious efforts to win back customers based on improved local products. This is often doomed to fail because, at least in the U.S., the complaints of consumers cut off from cheap, high-quality products typically outweigh those of local producers and their displaced employees.

Brandin and Harrison deal with three other classes of competitors. Based on their backwardness in computing, semiconductors, telecommunications, and the reasonable interchange of scientific information, the Soviet Union is written off.

Save for two flaws, a united western Europe would be competitive. First, in most countries there is no sustained investment in engineering talent and modern plants. Second and perhaps more importantly, Europeans will rarely cooperate for any length of time. Individual firms have produced some competitive

products, but still rely on massive, politically expedient national subsidies to keep inefficient plants and workers employed. Sadly, genuinely promising collaborations, such as the European Strategic Program for Research in Information Technology (ESPRIT), the European Computer Industry Research Center (ECRC), and the European Research Cooperation Agency (EUREKA), struggle along with what's left over.

The non-Japanese "dragons" are treated next. South Korea, with its highly motivated, but still modestly paid, work force has all the price-with-quality advantages of the 1970s Japanese situation. Singapore has one of the most deeply thought out hi-tech industrial policies in the world. Hong Kong still appears destined to serve as a major banker and shipper for Asian hi-tech industries. Malaysia is perhaps the first "fourth world" country to move up two classes on a reputation for high-quality components. Taiwan has the political will, military necessity, cash reserves, and commercial propensity to at least hold its own.

Brandin and Harrison are confident that the U.S. can win this war if it sustains a coordinated counterattack. They propose an American cabinet position combining some of the functions of the departments of Commerce, Labor, Education, and Treasury with the budgeting and prestige usually given only to Defense. They feel that too much of a focus on weapons systems has hurt U.S. competitiveness by diversion of funds and talent. In the long run, the authors argue, without a robust exporting economy, the U.S. cannot pay even for its military.

The U.S. still has the lead in basic science research and graduate education in engineering and the sciences. It must ensure that these graduate programs will continue to enroll qualified American students, a matter much in doubt at many schools. Earlier training in math and the sciences has become so weak that American students are often unqualified to compete with the many foreign students currently filling the classrooms. Engineering education has become so seriously underpaid and underequipped at all levels that the few Americans who are qualified are discouraged. There is a lack of status in the more practical programs in product engineering. All of this must be corrected.

Most importantly, the new superdepartment will provide continues support for consortium centers. Limited examples of these already exist in institutions such as the Microelectronics and Computer Technology Corporation (MCC), the Semiconductor Research Corporation (SRC), and the Microelectronics Center of North Carolina (MCNC).

Individual corporations must remain open to the innovations of their consortia and their competitors. America must preserve its existing creative advantage over conformist Japan through encouragement of even idiosyncratic technical visionaries and swaggering entrepreneurial spirits. It must not abort the future for the sake of short-term profits.

Buy two copies of this book for each corporate, academic, and governmental library with even a marginal interest in business, science, or engineering. The first copy should be urgently routed to the most influential institutional leaders. The second is immediate required reading for every thinking special librarian. The *banzai* charge is coming. Can we afford to be asleep in our libraries?

Tony Stankus
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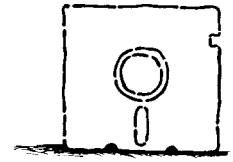

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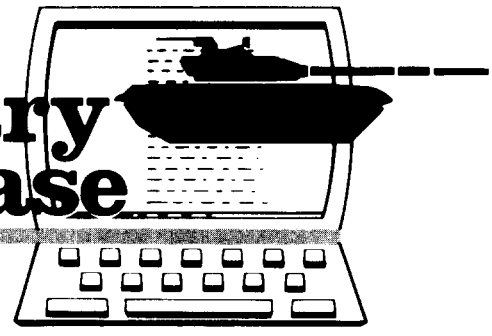

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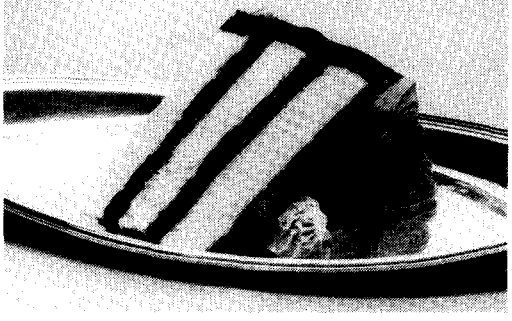

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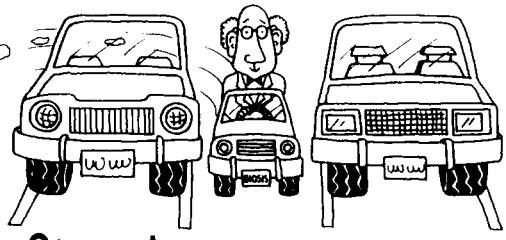

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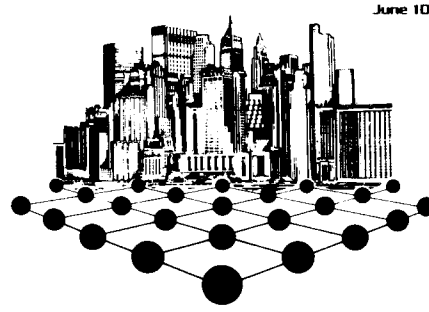

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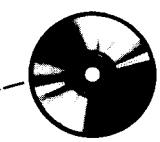

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