

Demand and Supply: The Critical Role of Research Libraries in International Education

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Introduction

Duke University is establishing a campus in China, Duke Kunshan University, which will welcome its first students in fall 2014. Last year, a group of visiting Chinese journalists visited the main Duke campus in North Carolina to meet with administrators, faculty and librarians. As they toured the libraries, they became engrossed in the stacks of the East Asian Collections, marveling at books they claimed they would never see at home, busily snapping iPhone photos of the spines of the books on the shelves to email and post on Twitter and on their blogs.

It would not be an exaggeration to say that the strongest collections of the scholarly output of nearly every country in the world can be found in the research libraries of the United States, many if not most of them supported over the years by funding from U. S. Department of Education Title VI National Resource Centers and through the now defunct Title II-C program. Researchers from abroad who come to the U. S. as students, visiting professors, post-docs, or conference invitees are tremendously impressed by the size, scope, depth and breadth of these collections. Even so, pressures on libraries have led to a decline in those collections and limited previous aspirations to comprehensiveness.

Academic libraries are essential to international education in the United States. Strong and deep collections in dozens of languages, built over many years, and professional librarians who offer extensive subject and language knowledge, have been central to university teaching

and research programs in area and global studies. Over the past decade, the nature and focus of both collections and services have changed significantly, as digital resources have proliferated and the means of access to foreign information have diversified. This paper will explore the nature of those changes and highlight the challenges and opportunities they present. It will also issue a call for action.

Libraries and the First Policy Conference

In January 1997, a national policy conference on the Higher Education Act, Title VI, and Fulbright-Hays Programs, *International Education in the New Global Era*, was held at the University of California at Los Angeles, and offered a breakout session on “Library Collections and Access: Supporting Global Expertise.” My colleague David Magier and I reported on the findings of a wide survey of area librarians concerning trends in their respective areas related to funding, human resources, technology, and cooperative programs.¹

The results of the survey were not encouraging. It was noted that acquisitions had declined significantly over the previous two decades, due to a dramatic increase in publishing worldwide, fluctuations in exchange rates, and intense pressure on library budgets to ensure access to costly new electronic resources, primarily CD-ROM databases. Outrageous price increases of scientific journals put pressure on library budgets, in turn taking a toll on area studies collections. Together, those factors forced libraries to decrease in general the number of books and journals bought, and to cut back in particular on foreign acquisitions, as they were

¹Deborah Jakubs and David Magier, “Library Collections and Access: Supporting Global Expertise, in John N. Hawkins, Carlos Manuel Haro, Miriam Kazanjian, Gilbert Merckx, David Wiley, eds. *International Education in the New Global Era: Proceedings of a National Policy Conference on the Higher Education Act, Title VI, and Fulbright-Hays Programs*. Los Angeles, CA: University of California, Los Angeles, pp. 175-186.

perceived to be of low use. These pressures, along with competing institutional priorities, eroded the ability of academic libraries to support the needs of scholars.

The Crisis in Foreign Acquisitions

The steady decline, often referred to as “the crisis” in foreign acquisitions, was well documented by Jutta Reed-Scott in her 1996 publication, *Scholarship, Research Libraries, and Global Publishing*.² In this publication, the culmination of a three-year project, Reed-Scott described, world region by world region, the steady expansion of publishing, and analyzed the collecting patterns of U. S. and Canadian research libraries, identifying economic and programmatic trends that had had a negative impact on the ability of these libraries to keep up with the publishing output – and hence to continue to assemble deep scholarly collections. Her findings were based on extensive data from many sources and on region-by-region surveys, with contributions from dozens of area studies librarians from across the U. S. and Canada. The book sounded an alarm – as well as a call for cooperative action. To quote from the executive summary:

“As universities play a critical role in enriching the nation’s international expertise, knowledge base, and perspective, much of the research and collaborative activity among scholars has become international in scope. Yet, as higher education becomes increasingly internationalized, the rate of growth of global resources in most North American research libraries is spiraling downwards. The combined impact of rising costs and declining financial support has sharply reduced the acquisition of foreign language resources in individual libraries, leading to the attrition of the aggregate resource base.”³

² Reed-Scott, Jutta. 1996. *Scholarship, Research Libraries and Global Publishing*. Washington, DC: Association of Research Libraries.

³ *Ibid.*, p. xvii.

In a chapter on the economics of international research resources, Reed-Scott provides detail on the rising cost of foreign language resources. For example, from 1986 to 1990 the average cost of a monograph published in Latin America increased by 43%. Figures for other regions generally ranged from 20-60%. Dollar fluctuations compounded the problem.

The Importance of Federal Funding

Federal investment in Title VI programs has been a significant source of support for the development of a nationwide network of foreign language and area studies expertise – and for the libraries of the National Resource Centers (NRC). Efforts of the Coalition for International Education in the early 1990s, bringing together the major stakeholders, succeeded in gaining significant increases in annual appropriations to Title VI. To cite Reed-Scott:

“Title VI funding grew from \$34.658 million in FY1990 to \$53.283 million in FY1995, an increase of \$18.625 million or 54 percent. Average Title VI NRC grants increased during this period as did their average expenditures on library materials and staff. From 1988-1989 to 1994-95, according to the US Department of Education’s Center for International Education statistics, the average NRC expenditure for library acquisitions and staff rose from \$18,156 to \$22,320, a 23 percent increase.”⁴

Thus, federal funding, from grants to NRCs, Title II-C,⁵ and from the short-lived Section 607⁶ offered a lifeline to libraries in the mid-1990s as they persisted in their efforts to keep up with burgeoning global publishing and to meet the needs of scholars for research materials from

⁴ Ibid, p. 45.

⁵ Title II-C, “Strengthening Research Library Resources Program,” funded many innovative programs for acquisition, preservation and access at the nation’s university libraries from 1978 until its funding ended in 1994. Some priority was given to preserving materials in danger of deterioration; a number of significant collaborative preservation microfilming projects were funded through Title II-C.

⁶ Section 607 “Acquisition of Foreign Periodicals and Other Research Materials Program” was authorized in 1986 but not funded until FY1992. Funds were available through separate grants to libraries for unique and difficult-to-acquire materials and, although the program barely got off the ground before it was discontinued after three years, it did prompt libraries to come together to address acquisitions, preservation and cataloging issues.

abroad, often obscure and difficult to acquire. Area studies librarians worked closely with faculty to identify books, journals, films, and ephemera, and frequently were only able to acquire these materials on buying trips to the region, since they were not available through commercial channels. Many such trips were, and continue to be, supported at least partially by funds apportioned to libraries from the NRCs.

A Federated Solution?

A central premise of Reed-Scott's work was that technology offered an unprecedented opportunity to rethink the ways research libraries manage global resources, and to create cooperative strategies to address the challenges. She called upon individual institutions, the Library of Congress (LC), the Center for Research Libraries (CRL), and a variety of regional consortia to work together more aggressively to develop networks to share collection responsibilities and, through technological means, to improve timely access to materials that are not available locally. Although higher education is often characterized by competition, Reed-Scott suggested that academic libraries should address fundamental challenges of access for scholars and students to foreign language collections through an interconnected network of institutions, as described by the Pew Higher Education Roundtable:

“[T]he enterprise as a whole would have to become more connected and interdependent....An increasingly complex web or network of institutions would be linked both physically and electronically through an expanding variety of consortia – sharing resources, outsourcing work to one another, and investing in joint ventures to pursue common research objectives or provide additional services to an expanding market for education and training.”⁷

⁷ “Twice Imagined,” *Policy Perspectives*. The Pew Higher Education Roundtable, sponsored by the Pew Charitable Trusts, vol. 6, no. 1, Section A (April 1995), p. 7. Cited by Reed-Scott on page 127.

Informing Reed-Scott's work were the findings of the 1994 Task Force on "Acquisition and Distribution of Foreign Language and Area Studies Materials,"⁸ sponsored by the Association of American Universities (AAU) in collaboration with ARL. This report was the product of a year-long study of trends in foreign acquisitions for major North American research institutions. The Task Force, composed of university presidents, administrators, faculty, and librarians, recommended the development of three area-based projects – for Germany, Japan, and Latin America – to test the viability of the ultimate goal, the creation of a network-based, distributed program for coordinated collection development of foreign-language resources. The expectation was that libraries would act on "a broad-based commitment to maintain foreign acquisitions adequate to meet national needs," develop campus networks and electronic infrastructure to facilitate document delivery, build an "area-based acquisition program that incorporates ongoing assessments of the needs of diverse users...and develop a realistic financial plan for providing ongoing support from multiple sources," among other goals.⁹ The Task Force recommended that this program include major North American research universities and their libraries, the Library of Congress and foreign national and research libraries working together in sharing responsibility for acquiring, organizing, and facilitating access to foreign acquisitions.

The Global Resources Program

The book *Scholarship, Research Libraries, and Global Publishing* and the Global Resources Program (GRP), another joint initiative of AAU and ARL, both responded to the recommendations of the AAU/ARL Task Force. Formally launched in 1996 with a grant of

⁸ *Reports of the AAU Task Forces*. Association of American Universities Research Libraries Project, in collaboration with the Association of Research Libraries. Washington, DC: Association of Research Libraries, 1994.

⁹ *Ibid*, p. 16.

\$450,000 to ARL from the Andrew W. Mellon Foundation, the GRP was intended to implement those recommendations, focusing on improving access to international research materials through cooperative structures and the use of new technologies, devising a number of pilot projects and providing seed funding to enduring initiatives such as the Digital South Asia Library (DSAL). The GRP also relied on voluntary matches to the grant from a number of ARL institutions.

The endorsement of the GRP by the AAU was especially important, because it signaled that university presidents and provosts were concerned about these library issues, primarily because a lack of access to foreign language materials raised obstacles to scholarship and teaching. With this in mind, the GRP sought to generate increased communication with the area studies scholarly community to identify anticipated future needs for international research materials, and conducted a survey of Title VI NRC directors. Although the lofty ambition of creating a federated network of libraries that would divide responsibility for collecting publications from across the world was not realized, the GRP did achieve many of its goals. In 2006, the program moved to the Center for Research Libraries (CRL) where it continues to function as the Global Resources Network (<http://www.crl.edu/grn/about-grn>), capitalizing on the longstanding success of CRL's area programs.

Technology Meets Collaboration

The “crisis in foreign acquisitions” persists to this day, eighteen years after the publication of *Scholarship, Research Libraries, and Global Publishing*. Nearly all of the issues cited above also pertain to the situation today: the inability of individual libraries to acquire comprehensive collections of foreign-language publications, the increasing “globalization” of

universities, pressure on library budgets and on area studies collecting, the impact of technology, and the need for new collaborative approaches to the issues, which grow more complex as digital resources become more prominent. And precisely when information sources are becoming more diverse, and promising opportunities for productive collaboration are beginning to make a difference, funding for such innovation is in question.

One very successful and versatile strategy to address library challenges – though again, relatively short-lived -- was the U. S. Department of Education Title VI program with the memorable acronym of TICFIA. The *Technological Innovation and Cooperation for Foreign Information Access* program, first proposed at the 1997 policy conference in Los Angeles and funded in 1999, provided grants on a four-year cycle to develop innovative techniques or programs that address national teaching and research needs in international education and foreign languages by using technology to access, collect, organize, preserve, and widely disseminate information on world regions and countries other than the United States. The array of activities under the program was extensive, including preservation, access, dissemination, collaborative projects of indexing and cataloging, assisting teachers of less commonly taught languages with access for classroom use to materials in electronic form, full-text delivery of words, images, audio recordings, maps, films, etc. According to James Nye, Bibliographer for Southern Asia and former director of the South Asia Language and Area Center at the University of Chicago, “Part of TICFIA’s genius is that scholars and librarians who know the needs of their world area or discipline frame projects to meet those needs.” He calls attention to the “astonishing array” of

projects that have been funded, and notes that the resources are accessible not only within the U. S. but also throughout the world for use by all.¹⁰

Eligible applicants for TICFIA grants included institutions of higher education, public or non-profit libraries, or consortia of institutions or libraries within the U. S. With relatively small sums (grants for each year ran from \$100,000 - \$195,000, and assumed a match of an additional one-third, in-kind or in cash), TICFIA has stimulated the creation of many novel collaborative approaches to foreign information access, broadly defined. Most funded projects represent partnerships among faculty and librarians at diverse institutions in the U. S. and abroad. Some notably led to the creation abroad of in-country capacity to carry out digitization projects. A few examples of the forty projects sponsored by TICFIA are: the *Central American and Mexican Video Archives*, *A Digital Library for Tibetan and Himalayan Studies*, *Diversity and Tolerance in the Islam of West African*, *Oral African Languages Library*, *Arabic and Middle Eastern Electronic Library*, *Audio, Maps and Images of South Asia*, and *Access to Russian Archives*. (A complete list of can be found in the Appendix.)

TICFIA is described (<http://www.ticfia.org/>) as “one of the jewels of Title VI,” and yet funding for this innovative program is gone and not likely to be restored; the final grant cycle covered 2009-2013. The forty projects that were seeded by TICFIA grants have made and continue to make a very significant difference not only by providing access to foreign information resources through creative uses of technology and cooperation with overseas institutions, but also by giving individuals and institutions the very important opportunity to test

¹⁰ James Nye, “Introduction to the Technological Innovation and Cooperation for Foreign Information Access (TICFIA) Program,” program brochure (<http://www.ticfia.org/2005-2009brochure.pdf>).

new models – a particularly valuable step as we figure out how to put technology to good use in building enduring mechanisms to ensure that the resources to support international education and language teaching are available to all our citizens well into the future, and we learn how to share approaches across world areas. It is no small matter that the TICFIA projects are for the most part openly available to a wide audience, well beyond any single campus, and thus benefit the U. S. citizenry broadly.

Trends in Title VI Funding to Libraries

A second policy conference, *Global Challenges and U. S. Higher Education: National Needs and Policy Implications*, was held at Duke University in 2003. The presentation on “Library and Information Resources for International Education” highlighted the unique role of libraries in providing essential support to the entire system of international education, as core infrastructure.¹¹ It is a role that has no substitute, a role only libraries can play. To be successful, going forward, libraries will require persistent, stable external funding. Stressing the way technology has changed how scholars conduct research, the topics they choose, and the way they disseminate their results, the presentation also pointed to the promise of technology as libraries seek to overcome the pressures of inadequate funding to meet the needs of those scholars, whether for print or for digital resources.

Department of Education programs, as noted above, have provided essential support to libraries, leading directly over the years to the cooperative development of strong collections. As information formats become more diverse and libraries are called upon to collect, preserve, and

¹¹ Deborah Jakubs and Dan Hazen, “Library and Information Resources for International Education,” presentation at the conference on *Global Challenges and U. S. Higher Education: National Needs and Policy Implications*, January 23-25, 2003, <http://ducis.jhfc.duke.edu/archives/globalchallenges/pdf/jakubs.pdf>

provide access to more than the traditional books and journals, that support is unfortunately diminishing precisely when it is most needed. For example, libraries have always been key to documenting political and social movements, largely through print means, and now face such complex challenges as the capture and archiving of political websites – sources that will certainly disappear if they are not preserved soon. Or Twitter traffic surrounding Arab Spring, for example, and other social networking sources, recent phenomena that will be critically important to the future understanding of the present era. What kind of documentation will help tell future scholars and citizens the story that is unfolding today in Crimea? How and where will it be preserved? Opportunities abound for research libraries to collaborate to meet these challenges, but they cannot do it without external funding.

What trends in Title VI funding can we trace? The 2003 policy conference publication cites Ann Schneider's 1982 paper, "Libraries of Title VI Centers: Some Impressions and Some Questions," which included a table detailing the average library holdings, institutional expenditures on libraries, and Title VI grant funds devoted to library support, by world region, over time.¹² Her data show that the average NRC devoted 15.9% of its 1981-82 grant funds to library staff and acquisitions, a drop from 21.2% in 1973-74 and 17.7% in 1979-80. In a 1995 memorandum from Schneider to directors of Title VI NRCs about 1994-95 budgets, she analyzes library staff salaries and acquisitions (and other categories of expenditure) for that year and compares the findings with 1991-92. Although there is variation by world region (particularly with regard to support for library staffing such as catalogers with specialized language abilities), it appears that for both years the average center dedicated less than 4% of total funding to

¹² Ann I. Schneider, *Libraries of Title VI Centers: Some Impressions and Some Questions*, unpublished paper, April 1982. Personal communication with the author.

support for library staff, and around 10% for collections acquisition, for a total of 14%, perpetuating the downward trend.

Unfortunately, Schneider's 1995 data collection and meta-analysis does not seem to have been continued after her retirement. This makes it impossible to track not only overall trends in NRC funds directed to library support, but also cross-regional comparisons, to document how different world area centers have supported their respective libraries. How much of a priority is the library in the eyes of the NRC director, vis-à-vis other needs? How has that shifted? We will be unable to discover the answers to these questions without such data, which can now, it seems, only be collected institution-by-institution, center-by-center, a very laborious process. It is hoped that the Department of Education will resume centralized gathering and analyzing this very useful data to make possible longitudinal analysis.

To obtain a snapshot of recent years for this paper, NRC libraries were surveyed. A relatively small sample responded, and the data they provided depicts a continued decline in NRC funding to libraries. With the disclaimer that there are centers and institutions that provide more robust support for their libraries, the findings from this rough study of 2007 and 2011 reveal that in the most recent round of grants libraries received an average of just under 9% from their respective NRCs. The 47% cut to NRC funding in the second year of the cycle, followed by an additional 5% decrease in the final year, effectively curtailed most if not all Title VI funding for libraries, despite its importance to securing needed collections. A dismal trend indeed, precisely when the demands on library budgets are intensifying and as opportunities for creative collaboration abound.

A particularly good example of successful collaboration is the CAMP/Title VI African Archives Project, a key element of the Cooperative Africana Materials Project (CAMP), hosted by CRL. Founded in 1963, CAMP is “a joint effort by research libraries throughout the world and the Center for Research Libraries (CRL) to promote the preservation of publications and archives concerning the nearly fifty nations of Sub-Saharan Africa.”¹³ Much like the other “AMPs,”¹⁴ and mirroring the work of CRL in general, CAMP acquires and preserves research resources that are either outside the budgetary aspirations of a single institution or very specialized, materials that do not need to be in multiple libraries as long as they are accessible to researchers through CRL. These projects preserve and make accessible to scholars and researchers “unique, uncommon, and endangered research material...[and] often work with international partner institutions to safeguard historical documentation and cultural heritage resources, using traditional preservation techniques and, increasingly, digital technologies.”¹⁵

The CAMP/Title VI African Archives Project works with institutions in Africa to build preservation and digitization capacity and to actively preserve valuable research resources for use by scholars in Africa, North America, and elsewhere. Annual contributions over nearly two decades from up to eighteen Title VI National Resource Centers for African Studies have made this model of international cooperation possible.¹⁶ Modest annual commitments of on average \$1500 per institution have, over the years, added up to almost \$324,000 dedicated to

¹³ <http://www.crl.edu/area-studies/camp>

¹⁴ CRL has hosted for decades what began as area microform projects (“the AMPS”), many of which still retain the word “microform” in the title but all of which have moved into the digital realm in their cooperative acquisitions and preservation efforts. In addition to Africa there are projects for Latin America, South Asia, Southeast Asia, Russia and East Europe, and the Middle East. For information on the AMPs, see: <http://www.crl.edu/area-studies>

¹⁵ Ibid.

¹⁶ This cooperative Title VI Africana program has a long history, beginning in the early 1990s. The number of participants has varied over the years, depending on local circumstances, and dropped significantly after the 2012 cuts to NRC funding.

accomplishments such as these: the microfilming of endangered colonial-era archives in the National Archive of Senegal, and of contemporary newspapers from Liberia, Mauritius, and Tanzania; preservation training for West African librarians in microfilming, digitization and conservation; the preservation and conservation of the personal papers of Liberian president William V. S. Tubman, and other projects related to Liberia. The deep cut to NRC grants in 2012 severely limited CAMP's ability to carry out meaningful projects and it is unclear whether individual institutions will recover the ability to contribute to the joint fund, even as little as \$1000/year.

There is no question that partnerships of both small and large scale will be needed to address the challenges of locating and using global information in support of international education. Even as we face an unprecedented wave of information and data, a torrent of electronic expression, a great deal of material is still issued exclusively in print and remains difficult to acquire. Without the best efforts of research libraries and other institutions working together both in the U. S. and abroad, it will be impossible for researchers and teachers to gain access to the resources they need, whether print or digital. The present environment abounds in challenges and possibilities.

The Global Dimensions of Scholarship and Research Libraries

In December 2012, Duke University hosted *The Global Dimensions of Scholarship and Research Libraries: A Forum on the Future*. This invitational event, funded by the Andrew W. Mellon Foundation and co-sponsored by CRL, brought together scholars, international program administrators, librarians and representatives from scholarly societies, associations, and funding agencies to consider the future of research libraries and their role in advancing international

scholarship and the globalization of the universities of which they are a part. Uncertainty about the future of Title VI funding in general and about continuing support for libraries was one factor motivating the conference.

The “Global Forum” very consciously tapped a mix of individuals who would bring to the conversation the “demand” perspective of faculty as well as the “supply” perspective of librarians. The fifty participants synthesized trends in scholarly attention, shared views on how universities are organizing to address overarching issues of relevance to more than one region, and discussed the ways in which research libraries are – or should be – responding to these changes. All agreed that it is time to dispense with the phrase “crisis in foreign acquisitions,” to look ahead rather than to the past, and to approach the current environment as ripe with opportunities to capitalize on new technological capabilities and global partnerships that will bring digitally accessible foreign information resources to bear on all areas of research and learning.

In addressing the changing role of libraries, Global Forum participants considered shifts in the directions of research; the new global information pipeline, the tension surrounding traditional area studies programs and the move toward global, thematic programs; the expansion and diversification of information formats and sources; and the challenges of new demands and means of access and discovery. A subtext running throughout the Forum was the assumption that funding external to universities will be needed to accommodate these demands and to capitalize on opportunities, to supplement local investments.

Following the Forum, conversations with stakeholders have continued in a variety of settings: on individual campuses, in meetings of associations, and in special sessions organized

for the purpose of exploring the future of research libraries and their ability to serve the collections needs of researchers and teachers in an increasingly digital world. These discussions have also tested the broad recommendations that emerged from the Forum, and which are summarized below. Key questions include:

- What does the enhanced university focus on global studies (vs. area studies) mean for research libraries?
- What do scholars need in the way of international resources to carry out their research and teaching, and how will libraries supply these materials?
- What role do the personal in-country networks of scholars play in identifying and supplying research resources?
- How will we ensure access to new formats and primary sources such as websites, tweets, emails, videos, images, and others?
- Scholarly agendas and interests are including more inter-regional and interdisciplinary projects; how can libraries best respond?
- If bringing together comprehensive collections in U. S. libraries is impossible, by what means will libraries gain access to and preserve the primary and secondary resources that support the creation of new scholarship?
- Given that budgetary pressures, the information explosion, and a steady increase in print publication world-wide make it impossible for libraries to achieve comprehensiveness in their collecting of international and area studies materials, how should priorities be set?

Answering these questions demonstrates the urgency of moving away from older models that are focused on building large collections of foreign-language materials in support of traditional area studies programs – amassing in U. S. libraries collections of books from around the world -- to newer strategies that also rely on collaboration and address global themes and global partnerships. It is time to worry less about the size and scope of our print collections and instead to emphasize digital means of discovery and access. It is undeniable that print resources from outside the U. S. will continue to be important to scholarship, especially as developing

nations lag in the transition to e-resources; but adapting to – and helping to construct – a new digital framework that capitalizes on technological capabilities will facilitate the creation of an innovative and robust network of libraries, scholars, publishers and vendors. The three recommendations that follow indicate some of the steps needed to bring about that transformation.

1. Aggressively pursue broad digital access to international information resources.

The behavior and expressed preferences of students and scholars reveal increasing eagerness for digital access to information. Scholarship in digital form creates and accelerates its own demand: easy mechanisms for discovery and access lead to expanded usage and citations, reinforcing future use. While the bulk of the electronic universe today consists of English-language materials, a concerted and collaborative effort to digitize existing collections, to work with publishers and vendors to provide new resources in digital formats, and to encourage scholars world-wide to deposit and/or digitize their own research materials will lead to vastly expanded access and benefits for scholars in developed and developing countries.

Proposed areas for action:

- Build a comprehensive, shared collection of public domain digital resources from around the world, engaging scholars and information experts from all fields and regions.
- Inventory and link current digital projects, identifying and actively addressing gaps in coverage.
- Work with publishers, vendors, and other partners to provide new resources in digital formats – whether born-digital or analog conversions – and including licensing terms and conditions that support resource sharing.
- Encourage scholars, worldwide, to deposit and/or digitize their own research materials and results in Open Access repositories.

- Explore new acquisitions mechanisms (for example “Catch & Release” collection development) to expand digital offerings, non-custodial archiving, and retention of scarce or unique patrimonial resources in their places of origin.
- Create and promulgate model agreements for international digitization partnerships.
- Work with national libraries, publishers, scholarly groups, and other appropriate agencies to resolve issues of intellectual property related to access and preservation.

2. Internationalize research library services and perspectives.

Declining library budgets, an emergent insistence on acquisitions that respond to immediate user demand, and the prevalence of English as the *lingua franca* for scientific publications, have led many U. S. research libraries to decrease emphasis on (and funding for) non-English collections. The trend toward “patron-driven acquisitions,” and to justify acquisitions by citing immediate use rather than by demonstrating the value of a coherent, curated collection of scholarly materials assembled over time and preserved with future scholars in mind, adds to the pressure. Research libraries often highlight their special collections, rare books and manuscripts, as bringing prestige and distinction to their institutions; specialized, difficult-to-acquire non-English collections, very possibly “tomorrow’s special collections,” should be a similar source of pride to the university. Yet at the same time that foreign language acquisitions are being de-emphasized based on perceptions of “low use,” the mandates of globalization are requiring broadly international collections, perspectives, and skills. Global universities need libraries that reflect this imperative in all their services, and students and scholars should be assured of ongoing and convenient access to relevant print *and* digital sources. Library systems and services must accommodate a full range of scripts, character sets, and languages. Library priorities must include attention to non-English collections, much as they do special collections.

Proposed areas for action:

- Engage faculty and students conducting research abroad as “agents” to identify relevant digital and analog sources, and to help build networks for future collaboration.
- Ensure that all library services and tools accommodate a full range of scripts, character sets, and languages.
- Develop programs and services that bring international expertise and perspectives to services hitherto based in U.S./English-language sources and scholarship. For example, economic analysis or research in global public health should, as a matter of course, be informed by international resources and perspectives. This will also reinforce the bridge between traditional “area” librarianship and emergent global concerns.
- Develop staff training programs that ensure generalized awareness of international and global perspectives as services are provided.
- Assess the implications for libraries, as well as desired outcomes, of MOOCs and other online teaching.
- Recognize the demand by increasingly “globalized” students and faculty for research materials from beyond the traditional English-language collections, and implement collecting policies to reflect that demand.

3. Broaden and internationalize library collaborations.

Research libraries in the U. S. can be proud of a history of cooperation that includes both formal consortia and ad hoc partnerships. Area librarians have long worked closely with faculty to create acquisitions streams and develop strong collections. Area studies resources have particularly lent themselves to cooperative action. Some region-specific efforts are now expanding to include both international partners and the scholars, publishers and others who are engaged in creating and disseminating international information. Museums, non-governmental

organizations, government agencies, and other institutions are likewise relevant. We have the opportunity to consciously construct a more comprehensive, multi-lateral and distributed international base for collaborative action, including building on transnational research partnerships established by faculty.

Proposed areas for action:

- Pursue international activities within existing and new “global” programs by recruiting participants (and leaders) from outside the United States.
- Develop a range of formal library collaborations among NRCs and other area studies and global studies centers that include international partners.
- Engage more fully with libraries and kindred organizations beyond the United States and Canada through umbrella organizations such as the Association of Research Libraries (ARL) and the Association of College and Research Libraries (ACRL).
- Foster research library collaborations with non-U. S. institutions and particularly through universities’ international offices and campuses.
- Develop a better understanding of the potential roles and contributions of the International Federation of Library Associations and Institutions (IFLA), national libraries, foreign universities, and other organizations as partners in international digital initiatives.
- Explore international partnerships in the realms of user support, technical processing, and preservation, as well as collections and content.
- Promote international analyses of and responses to intellectual property issues, and global action to provide the most generous possible access to currently-produced information.
- Explore collaborations that have arisen in other countries and regions as a basis for their further extension and also as possible models for new regional or international initiatives.
- Develop an inventory of successful collaborations and identify areas in which new partnerships would be beneficial.

Libraries, Area Studies and Globalization: The Challenge of Realignment

The title of this paper refers to the chain of “demand” and “supply” that links global and area studies scholars and the librarians who identify, locate, and acquire the materials on which the researchers rely – and who also assist students in carrying out research on myriad topics, historical and contemporary, that require non-English resources. This close collaboration has been key in the past and it will be essential in the future. Librarians have traditionally built physical collections in anticipation of need as well as in response to new trends in scholarship.

As that scholarship has turned in new directions, requiring non-traditional formats, the “acquisition” strategy may well be to seek digital access rather than ownership. For example, archived websites, film/video, popular literature, testimonials of victims of human rights abuse, and political ephemera are all primary materials for many contemporary research projects. Although their capture presents a challenge, there are numerous excellent examples of “non-custodial” archiving and curation, in which the physical archive itself remains in-country, where it is digitized and then shared with scholars and librarians in the U. S. and beyond, and perhaps mirrored at a U. S. institution. The measure of our libraries’ worth is no longer their ability to store more and more of the world’s publishing output in our collective stacks here in the United States, but their broad engagement with partners throughout the world in building a strong and lasting digital scholarly infrastructure.

The “Areas for Action” detailed above clearly represent a break with the ways of the past, a realignment. This new agenda for global collaboration will capitalize on the strengths of libraries and the connections of faculty and librarians alike. Collections will still be the focus, but they will go well beyond print. And they may not be “owned” by libraries in the traditional sense. Exciting new models of access to the resources that support international education,

research, and language learning should be the outcome of expanded global collaborations, which will bring scholars and librarians even closer. While internal institutional reallocations of funds will be needed to support more ambitious digital projects and partnerships, external funding will also be required to make a difference in the speed with which global information is made available, and to help sustain these new models.

Conclusions and Recommendations

Research libraries take the long view. While scholarly projects and intellectual trends may shift, libraries take seriously their responsibility to document and preserve human knowledge over time -- and this responsibility is not limited to the English language. Libraries are central to all areas of the internationalization of U. S. education. In the decades since the Higher Education Act was first authorized, and funding was appropriated for Title VI National Resource Centers, modest contributions to U. S. research libraries from those Centers over time have stimulated the cumulative growth of a network of remarkable foreign-language print collections and the development of strong language and subject expertise, both essential to international education and capacity-building. And yet even this modest level of support is in jeopardy, just when universities throughout the country are “globalizing,” the environment has become more complex, the needs are more diverse, and technology now offers opportunities – or even a mandate -- to put external funds to good use in the creation of widespread, innovative collaborations that will have broad benefits. Awareness of the value of open access for the public to the fruits of federally sponsored research is spreading, as is the notion of scholarship in service to society.

A reauthorized Title VI program must provide new kinds of support to ensure that students and researchers have access to the full range of information and scholarly resources they need from abroad, whether it is through assembled collections or via digital means. Funding should permit the acquisition of print books and other materials, as well as electronic access to resources held at a partner institution or in a repository halfway around the world. Support must cover a wide range of creative collaborative projects; TICFIA-like programs do make a difference. Projects should be encouraged to grow into sustainable programs. Numerous model partnerships are bringing together U. S. institutions with others abroad, and these projects can expand and serve as models for other world areas, sharing best practices. For example, the University of Texas's pioneering work with Guatemalan police archives, the West Africa pilot acquisitions project of the Council of American Overseas Research Centers (CAORC), and Harvard's Program for Latin American Libraries and Archives (PLALA) all exemplify approaches that could be extended to other world regions. Greater visibility and promotion of successful projects is needed, as well as encouragement in the form of funding from foundations and other sources.

Meeting the nation's goals for international research and teaching and the development of global competencies will require dependable access to the broadest possible range of foreign information resources. According to the Department of Education:

“...our Nation needs citizens with global competence. The ability to compete and collaborate on the world stage requires an awareness and understanding of the world, the ability to communicate and collaborate with others from different cultures, and exposure to foreign languages....It is critical for our Nation to have a readily available pool of international area and language experts

for economic, foreign affairs, and defense purposes.”¹⁷

The federated network of global collections envisioned by Jutta Reed-Scott and the AAU/ARL Task Force in the 1990s was not achieved, yet the premise is still solid and efforts to reach the goal were not in vain. Society, scholarship, and our universities are increasingly focused on and responsive to today’s global environment. Cultural expression, scholarly communication and data are moving toward digital modalities of creation and use. The scale of meaningful activity in support of these shifts has clearly surpassed what libraries – and their institutions – can accomplish on their own. New perspectives and approaches are essential as the entire scholarly community addresses this emergent context. We have both the opportunity and the responsibility to develop a coherent strategy to advance international scholarship through a digitally intertwined network of libraries and international researchers.

¹⁷ As quoted in memo from Miriam Kazanjian to organizational representatives to the Coalition for International Education regarding the President's FY 2015 Budget for the U.S. Department of Education's International and Foreign Language Education Programs, March 4, 2014

**Appendix: Technological Innovation and Cooperation for Foreign Information Access
(TICFIA), Funded Projects, 1999-2013**

1999-2002

Accessing African Scholarly Journals

American Overseas Digital Library

Central Eurasian Information Resource

The Digital Asia Library

The Digital South Asia Library

Latin Americanist Research Resources Project

Providing Web Based Bilingual Access to Chinese Business Education Materials

Russian Periodical Index Digital Project

2002-2005

Access Indonesia

An English-Language Website on Developments in Japan in On-Line Journalism and
Information/Communications Technologies

Access to Russian Archives

Mining Hidden Gems: Building a Latin American Open Archives Portal for Scholars

OACIS for the Middle East: Online Access to Consolidated Information on Serials

Portal to Asian Internet Resources (PAIR)

Sources of Authentic Materials for Less Commonly Taught Languages

South African Collaborative Film and Video Project

South Asian Information Access: A Federated Program to Expand the Resources for Understanding the Subcontinent

The Tibetan and Himalayan Digital Library and Information Community: A Technological Model for the Nexus of Information and Community in the Academic Study of Other Cultures

2005-2009

Arabic and Middle Eastern Electronic Library

Central American and Mexican Video Archive

A Digital Library of the Caribbean

A Digital Library for Tibetan and Himalayan Studies

Diversity and Tolerance in the Islam of West Africa

Harvester for Knowledge Streams in the Americas

Local Libraries and Archives Project

The Southeast Asian Languages Library

The Southeast Asia Digital Library

TICFIA South Asia

2009-2013

African Sources Digital Library

Audio, Maps, and Images of South Asia

Caribbean Newspaper Digital Library

Digital Archives of Thailand

Digitization of International Research

Digitization of Southeast Asian Materials

Energy Policy in Latin America

Latin American Electronic Data Archives

Linguistic Archives of Mesoamerica

Middle Eastern Gazettes

Oral African Languages Library

Southeast Asian Languages Library

Tibetan and Himalayan Library