

Fondren Library Assignment on Privacy, Censorship & Government Legislation

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I. Introduction

Regardless of the type of library at which one works, privacy, censorship, and government legislation will affect services and collections. Public and school libraries often face challenges from parents and the community to censor books; staffers at all three types of libraries often worry about the privacy of their patrons and how to protect it. And government legislation can often affect funding, stipulating limitations on libraries if they want to receive state and/or federal monies. People preparing to work at any type of library should be aware of how privacy, censorship and government legislation can affect their particular line of work in order to be prepared for future positions.

II. Privacy

A. Definition

What is privacy in this day and age? Cooke (2018) acknowledges that the right to privacy has evolved over time. They note that justices on the Supreme Court at the end of the nineteenth century asserted that privacy is "the condition of 'being free from intrusion' and having 'the right to be let alone,'" (p. 167). But Cooke thinks it has changed to be seen, in the modern era, to be "the ability to control the extent to which others have access to personal information about ourselves – our 'informational privacy,'" (Floridi, 2005, paraphrased by Cooke, p. 167).

As a European, Cooke's ideas of privacy are closer to the French ones described by Kritikos (2018), rather than those held here in the U.S. Kritikos explains the concept of *le*

droit à l'oubli, or the “right to oblivion,” otherwise known as “the right to be forgotten” (RTBF), which has led to laws allowing for citizens to request that information be delisted from search engines in the interest of privacy. While the information is not removed from the source websites, it would no longer appear in search results for the individual’s name (p. 186), somehow both aligning with American ideals of privacy and contradicting our desire for access to information.

Here in the U.S., we want the freedom to access resources, but the right to be private. With electronic access comes a lack of control over what people and companies do with the data collected when we access those resources. At the least, when it comes to access through our own libraries, librarians need to be actively aware of how various companies track our users' information when they access resources electronically in order to protect their privacy.

B. Importance of Privacy

The American Library Association (ALA) discusses privacy within its Bill of Rights as well as throughout its web pages on Advocacy and Public Policy. In its discussion on Privacy (2017b), the ALA notes that

Privacy is essential to free inquiry in the library because it enables library users to select, access, and consider information and ideas without fear of embarrassment, judgment, punishment, or ostracism... The right to privacy is the right to open inquiry without having the subject of one's interest examined or scrutinized by others. (Why Privacy and Confidentiality Are Important, para. 1-2)

This dovetails with what Cooke (2018) is advocating – Cooke is concerned about what others can access about ourselves, while the ALA (2017b) wants to confirm patrons have the right to read and learn whatever they want, without fear of retribution, the fear of librarians or other people or organizations learning about what they read and then persecuting them for it.

C. Protecting Patrons

The ALA has published guidelines for the creation of privacy policies, written by the IFC Privacy Subcommittee (2017), a part of the ALA's Intellectual Freedom Committee. Their guidelines suggest covering the following areas in any privacy policy written for any library:

- "Notice and openness": Making sure all patrons are notified about and understand the privacy policy for their library, and that the policy is widely available.
- "Choice and consent": Giving patrons the ability to control how any information collected about them is used – information that is collected when the patron signs up for an account, checks out a book, or accesses an electronic resource.
- "Access by users": Explaining how patrons can access their Personally Identifiable Information (PII), as well as how it is used by the library and its vendors.
- "Emerging technologies": Identifying any emerging technologies used within the library and how PII is used to access such technology, including but not limited to apps, security cameras, cloud computing, electronic books and resources, and an online library catalog.

- "Data integrity and security": Delineating the steps taken by the library (and, if applicable, its parent organization) to protect and secure users' data.
- "Enforcement and redress": Explaining how the privacy policy is enforced within the library and elsewhere.
- "Government requests for library records": Identifying under which circumstances the library may be compelled to release PII to state or federal authorities.

(Sections or Issues to Include in a Privacy Policy, sections 1-7)

At academic libraries, special attention should be paid to how data is gathered, tracked and used – by the library, by the university, and by the vendors that are contracted to provide resources. In addition to the above suggestions for policy, the ALA policy guidelines (IFC Privacy Subcommittee, 2017) include a long list of places to audit as they are where user PII is gathered and could be tracked, including patron circulation histories, ILL requests, search histories on library computers, email messages, and much more (What to Audit for Personally Identifiable Information).

The guidelines (IFC Privacy Subcommittee, 2017) have a special section for academic libraries, noting that such libraries should give students and faculty equal rights and protection with regard to access to information, and that the library should work hand in hand with the information technology department at their institution. The guidelines also make note that under the law, libraries and universities are required to report if international students do not enroll or drop out of their programs, so the library must be aware of what is necessary within their own institution.

The privacy policy at Fondren Library (SMU Libraries, n.d.a) is sparse but does cover several of the sections that the ALA suggests (IFC Privacy Subcommittee, 2017) including in a privacy policy at a library, like posting their privacy policy to a public page on the website (Notice and openness). The policy includes the following statements, which relate to the ALA suggestions to include sections on access by users, enforcement and redress, and government requests for library records, respectively:

- "Library patrons are entitled to view and update their information." (SMU Libraries, n.d.a, Privacy and Confidentiality, para. 1)
- "We conduct regular privacy audits in order to ensure that all library programs and services are enforcing our privacy policy. Questions, concerns, or complaints about the library's handling of personal information should be directed to the Director of Fondren Library." (SMU Libraries, n.d.a, Privacy and Confidentiality, para. 2)
- "Fondren Library will not share data with others unless required by law." (SMU Libraries, n.d.a, Privacy and Confidentiality, para. 2)

As a part of Southern Methodist University, the library policy falls underneath that of the university at large. Unsurprisingly, the SMU Information Security policy is much more in depth (SMU, 2019c). While it does not address choice and consent, a section from the ALA policy suggestions that is not covered by the Fondren Library privacy policy either, it does cover data integrity in depth, and it also has entire sections on the use of mobile devices to access university servers, as well as other emerging technologies like key and card access control.

Neither policy mentions record retention or any related policy. But the Information Security policy posted by the university (SMU, 2019c) mentions "Personally Identifiable Information" (PII) many times throughout the policy, noting that the primary purpose of the Information Security Program "is to promote effective administrative, technical, and physical safeguards for the protection of Personally Identifiable Information and University Data maintained by the University on the University's Resources," (Purpose).

D. Government Investigations

A search warrant, authorized by a court, allows the bearer to search the premises; a subpoena is an order to appear in court and testify (U.S. Courts, n.d.). The ALA (2017c) points out that "Unlike a subpoena, a search warrant may be executed immediately," (If the Law Enforcement Officer Presents a *Search Warrant*, bullet 2). The ALA further notes that every library should designate a person to handle any requests from law enforcement, usually the library director or administrator, and that a procedure should be in place for if such requests occur (Before Any Visit, bullet 1).

The designated person should work with the organization's legal counsel, if one exists, to determine what needs to be done. At Fondren Library, a staffer approached with a search warrant or subpoena would alert the Library Director, who would work with the SMU Office of Legal Affairs to determine the appropriate steps of action. These steps would align with the guidelines published in the University Policy Manual, which has an entire section devoted to the Service of Subpoenas and Agency Requests for Information (SMU, 2019a).

III. Censorship

A. Definition

After working on the official definition of censorship for the International Federation of Library Associations and Institutions (IFLA), Roe (2020) wrote about the organization's discussions of how to define censorship. After deliberation about a variety of existing definitions, Roe notes that their bare definition acknowledges censorship as "the deliberate limiting, on the part of a state or non-state actor, of the availability of, access to, or transmission of information or ideas to or among persons," (IFLA Statement on Censorship, 2019, cited by Roe, p. 18). The ALA (2017a) also defines censorship as the act of a person or organization trying to limit information, explaining that "Censors try to use the power of the state to impose their view of what is truthful and appropriate, or offensive and objectionable, on everyone else," (What is Censorship?, para. 1)

Self-censorship, on the other hand, is an internally driven action to consciously avoid or purchase resources that others might consider problematic. While several articles in recent years have discussed this as a modern problem (Hill, 2010; Moellendick, 2009; Whelan, 2009), Wiegand (2020) points out that this isn't a new practice, citing a 1958 study that found "nearly two-thirds [of the 204 librarians interviewed] practiced self-censorship and one-fifth refused to acquire controversial titles," (p. 110). In addition, Wiegand reminds us, the 1958 study happened almost 20 years after the ALA published its Bill of Rights (1939, updated 2019c) that asserts "Materials should not be excluded because of the origin, background, or views of those contributing to their creation," (point 1).

B. Examples of Censorship

Censorship often happens at public and school libraries; Moellendick (2009) explains that "Challenged books tend to be those intended for younger readers and are often challenged by parents, because of differences in values, religious beliefs, and political views," (p. 70). This has expanded to internet access, where federal funding can hinge on whether a school installs Internet filters that does not allow students to access obscene content (FCC, 2019).

Many librarians at public and school libraries often self-censor due to fear of backlash over provocative titles. Whelan (2009) cites a 2009 study that found "70 percent of librarians say they won't buy certain controversial titles simply because they're terrified of how parents will respond," (p. 28). Authors and librarians also cite other examples of limiting access to avoid controversy: placing books in the adult section, adding a rating system to indicate mature content, or putting the book in a restricted area that requires approval by a parent (p. 28).

Oltmann (2017) points out that academic libraries don't have the same level of challenges to books and resources as public or school libraries (p. 742). They note that the emphasis on academic freedom is often equated to intellectual freedom on college campuses. Concerns about intellectual freedom in the library lead more to privacy issues, particularly with regards to accessing electronic resources (and the data collected whenever this occurs) rather than concerns about censorship.

As with public and school libraries, however, academic librarians have been accused of self-censorship. Steele (2018) refers to this as gatekeeping by selectors. Using Kurt

Lewin's gatekeeping theory as a lens to analyze collection development, Steele suggests that some selectors pick what they know rather than what may be best for the needs of their community on campus, inadvertently censoring a broader range of opinions and ideas.

C. How to Handle Censorship

The ALA has guidelines and specific tools to help librarians develop policies and procedures touching on censorship, including what to do if a patron submits a Request for Reconsideration form asking for a book or resource to be pulled from circulation (ALA, 2021a; ALA, 2021b). Having library policy that affirms the ALA's Library Bill of Rights (2019c) to include materials that reflect a variety of opinions and challenge censorship, as well as citizens' rights to freedom of speech and expression under the First Amendment, can also help to turn to if facing a challenge to library materials. In a website about challenged resources, the ALA (2019b) also suggests that "libraries should develop a procedure by which the governing body examines concerns and challenges about library resources" that allow such resources available for circulation until the challenge process is complete, as "Procedures to review challenges to library resources should not be used to suppress constitutionally protected expression," (para. 6).

Given that Oltmann (2017) cites fewer challenges to content at academic libraries than other types of libraries, it is not surprising that their study found that less than half (47%) of the 512 librarians polled had formal intellectual freedom policies at their organization (p. 744). (Within their paper, Oltmann notes that "intellectual freedom" as used in their

study covers censorship as well as related concerns, including internet filtering, privacy and confidentiality, and copyright and plagiarism.) SMU Libraries cites intellectual freedom as a core value and states in its mission statement that it will "create an environment that respects academic freedom, encourages open enquiry and excites the mind," but Fondren Library does not explicitly mention intellectual freedom or censorship on its policy page (SMU Libraries, n.d.b; SMU Libraries, n.d.a). The libraries' mission statement correlates to the university standing on academic freedom; the University Policy Manual has a full section on the Standards of Professional Ethics for Faculty and Academic Freedom (2019b), the purpose of which is "to support academic freedom for faculty in teaching and research/creative activity," (Purpose, para. 1).

IV. Government Legislation

A. Current Pandemic

As with many occupations and businesses, COVID-19 has affected libraries deeply. In Texas, Governor Greg Abbott (2020) issued an executive order to stay at home as of March 31, 2020, but many businesses had sent workers home weeks before. For example, on the Friday before spring break, SMU had told students to not return to campus for an additional two weeks, taking a three-week break from campus, after the City of Dallas declared a State of Emergency the day before (Garcia & Norimine, 2020). The governor's stay-at-home order was carried through May 1, when the state began to gradually open, one of the first to do so (Reston et al., 2020).

Because of the lack of state leadership – and its insistence that most state orders could not be overridden by local ones – the onus was on businesses and organizations to do the right thing. At SMU Libraries, most librarians and staffers worked from home and buildings were closed from the end of March through a re-opening of campus in June 2020. As librarians began to come back, they scheduled availability with others in their proximity, limiting how many were in any area at one time, and many continued to work from home; as of the end of the spring semester, most librarians working at Fondren Library were told the expectation was to be on campus around 50% of the time (personal communication, E. Killingsworth, May 2021).

Hiring freezes at SMU meant an inability to fill open positions, but all librarians and staffers were guaranteed to keep their jobs early in the pandemic, including the interns (personal communication, H. Jeffcoat, March 2021). Once buildings reopened in June 2020, services and spaces were reorganized to encourage social distancing – chairs were removed to discourage students sitting close together; Plexiglas dividers were added to the Main Desk, and self-checkout was created, to protect staff at the circulation desk; all consultations went virtual via Zoom; and the library stopped loaning out headphones that could possibly transmit COVID. The Access Services teams at Fondren Library and elsewhere on campus began offering curbside pickup after the buildings reopened on a limited basis in June 2020; the service was so popular that it continued to be offered after all restrictions were lifted for building access in May 2021.

With many municipalities and states losing tax revenue during the pandemic, Congress passed two key laws that specifically helped libraries. Within weeks of COVID appearing in the U.S., on March 25, 2020, Congress passed the Coronavirus Aid Package, also

known as the CARES Act, which earmarked \$50 million to help libraries retain workers and offer services to their communities (Peet, 2020b). The following year, President Biden signed the American Rescue Plan Act (ARPA) into law in March 2021, allotting even more funds specifically to libraries (Kromer, 2021). In addition, the ALA created an emergency fund in April 2021; libraries of any kind "that have experienced substantial economic hardship due to the coronavirus pandemic" can apply for grants "to bolster library operations and services," (ALA News, 2021a).

B. Legislation

The Patriot Act, passed in the shadow of the attacks on 9/11/2001, concerned many people with its lack of regard for citizen privacy. The ALA (n.d.c) published its apprehensions about the law and patron privacy, noting that "Libraries cooperate with law enforcement when presented with a lawful court order... however, the library profession is concerned some provisions in the USA PATRIOT Act go beyond the traditional methods of seeking information from libraries," (Why Does it Matter to Libraries?). Thankfully, the USA Freedom Act, supported by the ALA before it was passed in 2015, rewrote section 215 of the Patriot Act, which was the biggest concern to librarians; the USA Freedom Act placed limits on surveillance and protected library patrons' right to privacy (ALA News, 2013).

The ALA advocates for Network Neutrality (n.d.b), as well as equitable access to library resources and services (2019a). While Network (or Net) Neutrality specifically relates to whether internet providers can give faster download times to those that pay premiums for

the service, equitable access argues that all Americans have the right to access knowledge, whether in a book in the library or through their Internet connection online. The ALA (2019a) explains, "For intellectual freedom to flourish, opposition to censorship of materials is not enough. Access to materials, without prejudice, to every member of the community must also be assured," (para. 5).

C. Library Funding

As mentioned above, many libraries lost funding during the pandemic. In a study specifically about academic libraries and how their budgets were affected by COVID-19, Frederick & Wolff-Eisenberg (2020) found that many libraries had budget cuts during the pandemic – of the library directors interviewed for the study, 75% had reduced budgets of some kind during 2020, and many were uncertain about how long it would take for budgets to recover (p. 3). The academic librarians interviewed by Peet (2020a) also mentioned this uncertainty, citing concerns about enrollment and state budgets (Higher Ed Playing the Long Game).

As an academic library for a private university, most funding for Fondren Library comes from tuition, grants and private gifts (S. Sanabria, personal communication, June 11, 2021). When one considers the concerns about enrollment and how that might affect monies collected for tuition, it is encouraging to know that enrollment for Fall 2020 – several months after the pandemic began – continued the upward trend seen at SMU in the previous four years (SMU, 2020). While budget conversations have remained private, the Dean of SMU Libraries has recently announced the end of the aforementioned hiring

freeze and the listing of several new positions for Fondren Library, which makes budget cuts unlikely. This reflects what Frederick & Wolff-Eisenberg (2020) found in their research – private college libraries were less likely than their public counterparts to see budget cuts (p. 4).

Academic libraries are thankful for the monies made available by the CARES Act and ARPA, but they are worried that these are temporary fixes that won't carry them through future budget years (Peet, 2020a, Higher Ed Playing the Long Game). The infrastructure plan advocated by Biden does not include any mention of libraries (ALA News, 2021b), giving the ALA more reasons to support the Build America's Libraries Act, which specifically reserves funds for "new and improved library facilities in underserved communities across the country," (ALA, n.d.a), but which would probably not have much money for academic libraries. Academic librarians and staffers must continue to advocate for the resources and services offered by the organizations, demonstrating how budget cuts can affect the library and what it offers to its community.

D. Importance of Awareness

Librarians need to understand how laws and legislation at the local, state, and federal levels can affect libraries in a variety of ways, like funding at all levels, and restrictions on resources, particularly for public and school libraries. For example, here in Texas, recent legislation on the 1836 Project tries to control how teachers present the men who fought at the Alamo; another bill tries to restrict the teaching of Critical Race Theory (Perez-Moreno, 2021; Zou, 2021). Critics of both bills worry that it will restrict discussions about

systemic racism, and they could increase challenges for school librarians on books related to the topics.

Librarians have a variety of ways to follow the latest news on local, state and federal legislation. Most professional organizations at state and local levels have advocacy groups that can keep members informed. And school librarians in particular should be aware of discussions at board meetings and even what is being argued during elections – while a Republican candidate did not win her recent election for a seat on the Highland Park school board, she advocated voting against her opponent as he would support the teaching of critical race theory, even though all he had done was put a Black Lives Matter sign in his yard (Richman & Donaldson, 2021).

V. Conclusion

Librarians need to stand firm when upholding privacy, fighting censorship and complying with legislation, but they should also understand that these subjects are rarely cut and dry. As Hartz (2020) points out, allowing for one patron to exercise his free speech by recording patrons at a library can violate another patron's right to privacy. As Whelan (2009) pointed out, librarians in school and public libraries often toe the line to present multiple views without having constant challenges to their materials. And while librarians tirelessly advocate for the rights of their patrons and funding for their buildings and resources, they don't always get what they want or need, and they need to uphold local, state and federal laws even if they don't agree with them.

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