

The Technical Services Division in Libraries: A Symposium

THE rapid development of technical services (or processes) divisions in American libraries has been of interest to many administrators. The following six papers and summary, prepared for the program of June 18, 1948, of the Division of Cataloging and Classification, at Atlantic City, N.J., were abridged and edited for use in *College and Research Libraries*. Mr. Cohen is senior cataloger, Rutgers University; Mr. Custer, assistant librarian in charge of processing, Detroit Public Library; Miss Brown, head of processing, Brookline Public Library, Mass.; Mr. Kilpatrick, associate director of libraries, State University of Iowa; Miss Kenny, chief of technical services division, Brooklyn College Library; Miss Winter, assistant librarian, U.S. Bureau of the Budget Library; and Dr. Logdson, assistant director of libraries (technical services), Columbia University Libraries.—*The Editor*.

By JOSEPH LORENCE COHEN

A General Consideration of the Technical Services Division in Libraries

Two provocative articles which have appeared in recent library literature are "Midwest Reaches for the Stars," by Ralph Ellsworth and Norman Kilpatrick¹ and "The Catalog Department in the Library Organization," by Raynard C. Swank.² Both of these papers discuss current and possible library organizational techniques. They have a point in common which is the basis for the topic under review, namely, cooperation and centralization in the area of librarianship commonly called the technical processes or services. Ellsworth and Kilpatrick propose an interlibrary cooperative program whereby acquisitions and cataloging would be centralized in a regional library unit. Swank is concerned with centralization of acquisitional work and other processing activities in a single library.

The trend toward the unification of order work and cataloging is a recent one. So widely has it grown in its short history of about ten years that our thinking in regard to the division or department of technical

services now probably overshadows many other topics in librarianship.

The technical services may be considered as all of those processes which incorporate into a library collection any items selected for it. Books and films, broadsides and serials, recordings and maps, after being acquired, must be cataloged, classified, stored, bound, shelved in order to be of use to the library's public. In view of the increase in the size and scope of library collections, these procedures have been judged of such a nature as to make it more efficient for libraries to consider them within a centralized unit.

Reference may be made here to Swank's analysis of the relationship between the acquisition and cataloging departments of libraries. He notes the following four points:

First, the catalog and acquisition departments bear a historical relationship to each other in that they existed first. . . .

Second, the acquisitional and cataloging processes bear a sequential relationship to each other. They comprise the first and second steps in a sequence of processes of which the end result is a book in the reader's hand. . . .

¹ *College and Research Libraries* 9:136-44, April 1948.

² *Library Quarterly* 18:24-32, January 1948.

Third, . . . the catalog and acquisition departments are alike in that neither meets the public to any extent. . . .

Finally, there are similarities in the kind of work done in the catalog and acquisition departments. We call them "technical" departments, meaning . . . that their modal or typical operations are more formal, detailed, and susceptible to codification than those of the service departments, or that a larger amount of subprofessional or mechanical processes is carried on.

This paper will not attempt, for the most part, to evaluate the unified "technical services division," but rather to report statistical data obtained by a questionnaire last spring from a group of libraries.

Twenty-six libraries have thus far completed the rather extensive questionnaire. The information provided by them serves as the basis for the discussion which follows. Consideration is given to: (1) the incidence and size of libraries having technical services divisions, (2) the reasons for establishing them, (3) aspects of their organization and personnel, and (4) some of the observed effects of reorganization upon readers' services.³

Incidence

From the responses to the original letter it was discovered that there are forty-seven libraries which have had a technical services division established. These libraries are located in twenty-three states, Washington, D.C., and in Hawaii, with a concentration in the Northeast and in the Midwest. Of these forty-seven libraries, eighteen are public libraries, four governmental libraries, six col- up of fifteen college and eleven university libraries. The twenty-six libraries whose questionnaires have been analyzed are made up of fifteen colleges and eleven university libraries (these sixteen will hereafter be considered together) and nine public and one state library (these ten libraries will also be considered together).

The book stock of these twenty-six libraries varies from 3200 volumes to more than 2,000,000. The public libraries range from 39,000 to the 2,000,000 volumes, with seven of these ten libraries well over the 200,000 mark. The college and university

libraries have collections ranging from 3200 to 1,650,000, with eleven of these sixteen libraries over the 200,000 volume mark.

The question has arisen as to whether book stock size has any effect upon the establishment of a technical services division. The above statistics reveal that it has little effect. Circulation figures also do not seem to have any direct relation. The annual circulation figures of the libraries vary from 3500 to almost 10,000,000.

The technical services divisions are recent developments. Of the twenty-six libraries under survey, only three had their divisions established before 1941, and two of these were public libraries. The others are indeed new, most of them having been established in 1945 or 1946, and five as late as 1947-48. The names of these divisions are similar. The word "technical" appears in half of them, generally followed by "services" or "processes" department or division. The next most used term is "preparations division." One librarian disapproved of the term "process." He doubted that a preparations division is confined to technical operations and questioned "the adequacy of the term 'processing' for order work or high-grade cataloging work."

Reasons

At this point, it may be well to inspect the reasons given for combining the various functional units into a union of the preparational activities. Four possible reasons were suggested in the questionnaire for the formation of the processing division:

1. To decrease the span of control of the head librarian
2. To increase the flow of processed material
3. To decrease the cost of processing
4. To develop cooperation among the various autonomous departments.

Since two libraries had a technical services division in their original organization, only twenty-four answers are available upon which to base an analysis. Of the twenty-four libraries concerned, then, eighteen, or 75 per cent, considered that two of the aforementioned reasons were of equal importance and could be regarded as basic. These were reducing the span of control of the librarian and increasing the flow of material processed. After these two reasons, the third—to de-

³ *Ibid.*, p. 25.

crease the cost of processing—was thought to be a motive by about half of the libraries reporting. It may be seen that reduction of cost was not the chief reason for the development of processing divisions. Only ten libraries reported that lack of cooperation was a factor that was considered as a basis for the administrative change. Other reasons given for the change were: to remove personnel difficulties; to provide more mobility in personnel; to decrease the number of routines.

Size and Organization of Divisions

Consideration may now be given to the size of the centralized divisions. Swank doubted the practicability of such a division in a medium-sized library when its total acquisitions and cataloging staff numbered anywhere from fifteen to thirty full-time people. Of the twenty-six libraries under examination, five college and university libraries and two public libraries—seven in all—fall within this grouping. Of the other libraries, twelve are smaller (their processing staffs averaging six), and seven are larger (their processing staffs averaging sixty-three). The largest division of these libraries has ninety-two members.

It is perhaps worth noting the relative proportion of men to women who head these divisions. Of the twenty-six administrators who head technical services, fifteen are women and eleven are men. In public libraries, seven women and three men head processing divisions; however, the men head the three largest units. In the college and university libraries, the control is evenly divided; eight men and eight women. The four largest divisions among these libraries have men at their helms.

The educational background of all heads of processing divisions indicates adequate preparation. Each of the twenty-six persons has at least the undergraduate degree, or its equivalent; twenty-one have a graduate degree in library service, or its equivalent; and two have doctor's degrees. Beyond formal educational background, nearly all the processing heads possess experience in administrative positions. A majority at some time in their varied pasts have headed cataloging departments, a lesser number have headed acquisitions departments, and an unexpected

number, more than 20 per cent, have had experience in teaching. So far as formal training and work experience are concerned, then, the administrators seem well prepared for the responsibilities delegated to them.

The question has arisen as to what the qualifications may be of the heads of the functional departments within the processing division if a costly administrator is appointed in the hierarchy to supervise them. The questionnaire attempted to elicit information on this problem by inquiring about the training experience of the department heads. With sixteen responses on this topic it was discovered that the head cataloger, for example, is usually as well-trained as the average processing head, although possessing a more limited job experience. Swank is especially doubtful of the advisability of having a head of technical processes in the medium-sized library because, as he puts it, "one must either employ mediocre department heads if a division chief is also wanted, or else do without the division chief and put everything one has into the best possible department heads. . . . As a general rule," he concludes, "it may be wise to spend one's money on the department heads, lest one end with a top-heavy administration for a weak-kneed organization."⁴ The seven libraries mentioned beforehand as being of the medium-sized group have heads of cataloging departments with training almost identical to that of the heads of the processing divisions.

Although we have noted a number of details about the technical services divisions or their chiefs, none of the processes developed by these administrators has as yet been considered. It will be impossible to indicate all of such processes. However, a few of the most important warrant attention. In more than 87 per cent of the college and university libraries and in 80 per cent of the public libraries, the removal of clerical operations from the professional staff has been the step most frequently taken in changing the work of the processing unit. Perhaps we may assume from this fact that here is a legitimate reason for criticizing the cost of processing.

After the separation of clerical from professional operations, the next eight most fre-

⁴ *Ibid.*, p. 26.

quently noted procedures introduced or developed by processing heads are in order of occurrence: simplified cataloging, revision of subject headings, the acquirement of new types of materials (such as films or records), the use of the multiple process slip, reclassification, simplification of billing records and procedures, blanket ordering with particular presses, and finally, the centralization of special types of materials in the main processing unit. The total number of different technical procedures which were developed by the division administrators is nearly forty.

Results

It was previously pointed out that technical services divisions are relatively recent, so it is difficult to test exactly what the economic results of such a new organizational unit may be. It was hoped through the questionnaire to discover whether costs of processing had been reduced, as has been generally assumed. Several specific questions were asked about the numbers of items handled and personnel costs previous to the establishment of the processing division, in order to compare such figures with recent ones. However, it appears that many such statistics either were never kept, were confidential, or were too difficult to assemble. Since a cost analysis is not possible at this time, the effects of the processing unit on readers' services will be examined. Through the preliminary correspondence it was learned that of the forty-seven libraries which had technical services divisions, twelve had a unified readers' services division set up as a coordinate unit. Of the twenty-six libraries with which we are concerned, ten have such divisions. However, regardless of the existence or nonexistence of a formally organized unit, nineteen of these libraries report that readers' services in those institutions have improved because

of the establishment of the technical services division. No negative answers were received on this point, but most of the remaining libraries indicated that it was too difficult to measure so important a change when the processing unit has been in operation for only two or three years. The improvements most often noted are the following: (1) there has been a simplification in the procedures of locating in-process material; (2) there has been an increase in the amount of material processed; and (3) there has been simplification in the cataloging which the reference staff and readers find helpful.

It may be of interest to note that two libraries, one public and one university, had had processing divisions but discontinued them. One reports its reason: the library is probably too small to attract a librarian for the job.

Finally, several ideas contributed by processing administrators who have organized and directed a centralized unit may be noted. One head was not convinced that preparations divisions are administratively desirable in every size and type of library; he stressed such potential disadvantages as the lack of contact between the librarian and his professional staff, or the overemphasis on the technicalities of processing rather than on the reference and service aspects of librarianship. Another administrator, however, viewing the processing problem in optimistic perspective, affirmed that having a single administrator for all processing functions was advantageous from the point of view of management, efficiency, organization, and service; but he conceded that the special aims and goals of each library should determine its pattern of organization. Although evidence is incomplete, there are sufficient data to warrant continued experimentation with this type of organization.

By BENJAMIN A. CUSTER

The Large Public Library

This analysis of the development and achievements of the technical services program in the large public library can best be

presented by describing the processing work in the library which I know best, the Detroit Public Library.

Division of Work

Under the librarian and the associate librarian of this institution the work is divided into five broad areas—exclusive of the maintenance of buildings and grounds—each under the supervision of an assistant librarian or the equivalent, who plans, organizes, directs, and coordinates the activities of his own service, and makes policy recommendations to the librarian. Briefly, the organization of the work in the five areas is as follows:

The business management of the institution, under the business manager, is composed of five units which manage the financial activities of the library, purchase all supplies and equipment, maintain receiving and inventory controls, provide shipping and trucking service, operate the print shop, compile statistical data, and supervise the financial, stock inventory and statistical records activities in all departments and branches.

The personnel service, under the assistant librarian for personnel, directs and coordinates the personnel activities of the library, establishing requirements for professional and clerical personnel, developing classification and pay plans, recruiting, recommending appointments, promotions, transfers, and separations, and providing employee counseling and other adjustment services.

The processing service, under the assistant librarian for processing, selects in part, acquires, classifies, catalogs, and maintains the physical condition of the library's books and other printed and related materials. This service will be described in more detail later.

The reference services, under the assistant librarian for reference services, are composed of thirteen subject or general service departments, divisions, and units, and a checking and switchboard service. Among the reference services are the selection and preservation of the book collections required for information study, and research; the organization and maintenance of information, clipping, and pamphlet files; the preparation of bibliographies and indexes; and the provision to readers of information, and aid in the use of the library's resources.

The home reading services, under the assistant librarian for home reading services, are composed of the Children's Department, the Youth Service, twenty-three branch libraries, the Extension Division, the Home

Reading Department and the Children's Room of the Main Library, the Schools Department, the Audio-Visual Division, and the Registration, Loan, and Central Typing Bureaus. Among the home reading services are the selection and organization of collections of printed and audio-visual materials for popular use; the giving of guidance to readers; the planning of activities to stimulate groups and individuals to use materials; the supplementing of programs of other educational organizations; the registration of borrowers; and the loan of books and other materials.

Of all the activities and services thus carried on by the library, those with which we are especially concerned here are the ones called "processing," that is, the activities concerned with acquiring, recording, and preparing for use the books, serials, periodicals, maps, pamphlets, films, and recordings which may be called collectively "library materials," as distinct from supplies and equipment. These duties are performed for the most part by three departments, book selection, catalog, and bindery. However, in some part processing activities are carried on by departments and branches throughout the system, and the assistant librarian for processing has advisory, though not supervisory, control of all these.

The Book Selection Department, known until about three years ago as the Order Department, has the responsibility for selecting, or assisting the public service agencies to select, library materials, and for acquiring them.

The Catalog Department receives and certifies all purchased materials except serial publications and documents, classifies and catalogs the collections, with some fifty-eight dictionary catalogs in the system, makes and maintains inventory controls for library materials, maintains the Union Catalog of Southeastern Michigan, and makes books ready for the shelves.

The Bindery inspects and prepares books for binding, binds, mends, and cleans them, gilds call numbers, and performs related miscellaneous jobs.

It is the responsibility of the assistant librarian—let us call him hereafter the director of processing—to supervise and coordinate these activities, to simplify routines and expedite the flow of work, to reconcile the

inconsistencies and irregularities of the Dewey classification with the needs of a departmentalized library, to establish standards of cataloging for reference and popular services, and to recommend policy on these matters to the librarian. He also serves, with the other assistant librarians and the associate librarian, as a member of the librarian's administrative council, or "cabinet," in the establishment of general institution procedures and organization.

In a large library there are many opportunities for the development of coordinated effort. Within the purview of the director of processing the following, among others, might be cited: coordination between the Catalog, and Book Selection Departments, between the Catalog Department and the Bindery, between each of the processing departments and the various public service agencies. Let us consider an example or so from each of these.

Of paramount importance perhaps is the development of coordinated effort between the Book Selection and Catalog Departments. No library could run smoothly without some degree of cooperation here, and one of the more interesting steps taken in this direction at the Detroit Public Library was initiated before the directorship of processing was established and the present incumbent assumed the position. This was the transfer from the Book Selection to the Catalog Department of the responsibility for receiving and certifying book orders. As I have described in some detail elsewhere,¹ this change was made in the interest of sound accounting practice, but resulted in a situation where not only did the material flow in and through the process more smoothly, but also the checking in of materials, the approval of invoices, and the marking of agency symbols in volumes could be combined in large part with cataloging procedure and the marking of call numbers or other cataloging symbols. Missing volumes, incorrectly filled orders, overdue invoices, and other such snags are returned to the Book Selection Department for follow-up correspondence, but these represent only a small percentage of the orders placed and filled. This one step has enabled us to cut greatly the elapsed time between the receipt of branch books in the shipping

room from the dealer and their appearance on branch shelves. Time has been cut, in fact, from two or three weeks to less than one week for nonfiction, and to one or two days for fiction. Combined with a prepublication approval service negotiated not long since by the Book Selection Department, it has had the result of placing the most popular titles in branches on publication date or very shortly thereafter.

A most important field for coordination of the work of the two departments is that of records of materials in process. Plans have been developed for the establishment of a single process catalog, similar to that in use in a number of libraries, where will be recorded in one file all titles on order, or received and in process, up to the time when they are recorded in the library's catalogs. These plans have not yet been put into effect because of difficulties in connection with getting the necessary forms. When they are, it will be possible to guard easily against undesirable duplication of titles, to lay hands almost instantly on any title in process, and to carry on a continuous system of follow-up on all processing activities, so that at no step may materials be pigeonholed or sidetracked. The maintenance of this catalog will be a joint effort of the two departments, whose records will be thus integrated into one harmonious whole.

At present, searching of titles before ordering is the responsibility of the service departments. It is anticipated that when the process catalog is established, if not sooner, searching will be made a responsibility of the Book Selection Department, the service departments making certain only that titles ordered by them are not in their own catalogs. When this change is made, Book Selection will be expected to ascertain and note the bibliographical information available in the catalog and needed by the Catalog Department for handling the titles after they are received.

Coordination between the Catalog Department and the Bindery is illustrated by the development of schedules for sending newly cataloged unbound books to the Bindery, and of cooperative routines for the gilding of call numbers on new books.

Relations between Units

Some of the most interesting moves in co-

¹ *Library Journal*, 73:32, January 1, 1948.

ordination concern the relations between one or another of the processing departments and the various branches and service agencies. Here, of course, the director of processing works in close cooperation with one or more of the other assistant librarians.

As I have already hinted, book selection, while primarily the concern of the service agencies, is also carried on by the Book Selection Department. It was in recognition of this fact that the Order Department was a few years ago given its present name.

In the selection of books for the library's collections, this department serves primarily as an assisting and coordinating agency to the service departments. The service departments select their own books, but the Book Selection Department assists by bringing catalogs, lists, and reviews to their attention. It also supplements the departmental selection work by watching out for those peripheral fields of knowledge which fall between or beyond the scope of the existing collections, and it has a desiderata fund for the purchase of such titles, as well as for general or expensive titles of broad scope or interest. Secondly, the department has the responsibility of viewing and judging collections as a whole, implementing the librarian's plans for future development, and advising in the formulation of collection policies.

In the selection of books for purchase for popular use in the branches and in the Home Reading Department of the main library, the department coordinates the work of and assists the popular service librarians by arranging for the receipt of new titles on approval, by having staff members review these as needed, by assisting a committee of popular service librarians to examine and vote upon specific titles not of unquestioned worth or unquestioned worthlessness, by preparing mimeographed annotated lists of titles approved for buying, by presenting the titles weekly at book meetings for branch librarians, and in general by keeping the popular service agencies advised on available materials.

Coordination with Readers Services

Among the ways in which the work of the Catalog Department has been or can be coordinated with that of the service agencies are the following:

Special branch cataloging, as distinguished

from the kind of cataloging required for the complex needs of the research library, calls not for a bibliographical but for a use approach, and use annotations on catalog cards can best be supplied by popular service librarians.

In a departmentalized library such as Detroit's, catalog guides are needed to lead the reader from a given department to related materials in the other departments. We visualize references such as the following, which might be filed in the Fine Arts Department catalog: "Architecture. For works on the practical and technical aspects of Building see the catalog of the Technology Department. The public catalog is the complete guide to material in all parts of the Library." These references can be worked out only with the active assistance of the departments concerned.

Many of you are familiar with the general order of the Librarian of Congress on gradation of cataloging for various categories of material. The Detroit Public Library plans a similar system, but the Catalog Department expects to require guidance from the departments in assigning individual titles or collections to their proper categories.

As for coordination between the Bindery and the service agencies: until recently all agencies sent materials for binding whenever and in as large quantities as they wished, with the result that the Bindery shop was flooded, floor to ceiling, with a backlog of many thousands of volumes. By the simple expedient of assigning weekly binding quotas to each of the agencies, based on circulation, book fund, replacement problem, and the like in each agency, the backlog has been eliminated, and the binding time has been cut from an average of several months to 2-3 weeks.

Objectives

Among other objectives already attained or to be worked out are the following:

A change over to the use of visible index equipment for the recording of serial information, and possibly in time the establishment of a serial unit for the acquisition, cataloging, and servicing of serials.

The possible elimination of separate departmental shelf lists.

The assumption by the Catalog Department of the regular inventory of the Main Library.

The assumption by the Catalog Department of all the special cataloging activities previously performed in service departments, e.g. phonograph records, and books and other materials of the Burton Historical Collection.

Consideration of the form of the public catalog. Should the catalog be broken horizontally? Should older subject headings be left unchanged, as terminologies change, with see also references to them? Or should older subject cards be eliminated altogether as more and more bibliographies are published? Should the Edwards catalogs and *L. C. Cumulative Catalog* be used as a primary catalog, supplemented by cards?

Cooperation with neighboring libraries in acquisition, cataloging, and photoduplication service.

Segregation of clerical duties from the assignments of professional staff members. For example, the following assignments in the Catalog Department have been transferred from professional hands or close professional supervision to clerical hands exclusively: discard records; searching, ordering and following up orders for L. C. cards; marking of agency name on books; routine receiving and certification of orders, exclusive of discrepancies and errors; filing; copy reading on all cards; all added copy and added volume work.

It remains now to be shown how the coordination and changes in procedure outlined above, so far as they are accomplished facts and not plans for future action—as many of them still are at this time—have brought about increased production.

In the past two years, new title cataloging has increased nearly 13 per cent per cataloger. In addition to this, with a fractional decrease in catalogers, and a 17 per cent increase in clerical staff, the Catalog Department has nearly finished the making of catalogs for

three new subject departments soon to be established, involving the duplication of over 350,000 cards; made a catalog for the new Extension Division, which had a \$20,000 establishment fund to spend for books; transferred a large geology collection from non-departmental status to the Technology Department; transferred the library economy materials from non-departmental status to a special collection with its own catalog. It has coped with a large increase in temporary cataloging, brought about by increased effort to release popular books promptly, combined with delay in filling L. C. card orders and discontinuance of the depository catalog. And, it now makes two sets of cards for from 75 to 80 per cent of the new titles cataloged, as compared with two sets for from 40 to 50 per cent before cards were made for the new departmental catalogs.

With no increase in staff, the Book Selection Department's coverage of new titles published has increased by perhaps 40 per cent, and of dealers' catalogs by several hundred per cent. It has not bought more books, because funds for that purpose have not increased, but its selection problem is the greater for that very reason.

The production of the Bindery, with no increase in staff, has increased about 10 per cent.

There is no logical point at which to end this discussion. Although many things have been accomplished, much more remains to be done. And much of what has been done is so recent that beneficial results have hardly had time to appear. The only conclusion which can be drawn at the moment is that, on the basis of the partial results now known, the administration of the Library is convinced that the technical services division is not a luxury, but a highly important part of modern library organization.

By MARGARET C. BROWN

The Small Public Library

In much of our thinking and writing about the administrative consolidation of all so-called "technical services" we have tended usually to consider the possibilities of this type of organization for the large library.

Certainly the libraries adopting such an organization have been, with few exceptions, large public or university libraries. In studying the technical division, as it has been developed in the small library, we have fewer

examples upon which to draw. I have been asked to describe the organizational plan of one such small library.

Of those libraries which have organized all processing procedures under the direction of one staff member, the Public Library of Brookline is undoubtedly one of the smallest. Brookline's total book collection is about 200,000 volumes. This collection is distributed among the following units: the main library, three branches, three elementary schools and one high school. The library is organized along functional lines and has a staff of about thirty-five, with six members of this staff responsible directly to the librarian. These are: head of circulation department, head of reference department, head of technical services, high school librarian, head in charge of services to the schools, and head of children's department.

Like many a New England library with a long and venerable history—the Public Library of Brookline is almost one hundred years old—the growth of the library's collection has been very gradual. Consequently its organizational plan is as much the result of compromises with tradition as it is of clearly defined specifications.

The division of technical services is no exception to this rule. Over the years the duties connected with the operations we call today "technical" were assumed by various members of the staff who discharged these responsibilities in the time remaining from a schedule designed primarily to accommodate the service departments. All other duties took precedence over the behind-the-scene operations. As the library grew, however, the need for specialization became evident, and eventually there developed the departmental organization which we have today. From general staff responsibility for processing procedures there emerged four departments to carry on this work: (1) adult cataloging, responsible for the cataloging of materials for all adult services in the system, including the high school; (2) children and school cataloging; (3) ordering; (4) marking and binding.

However, centralization remained incomplete. Many of the activities which rightly belonged in one of the processing departments continued to be performed by the members of other departments. The lines of authority

and responsibility were not clearly defined, and, if defined, certainly not clearly understood. The relationship between the line and staff officers was frequently a nebulous one.

The need for a greater degree of centralization of all processing procedures was one consideration prompting the creation, in February of 1947, of a division of technical services. The head of this division was made responsible for all processes concerned with ordering, cataloging, mending, marking, and binding of books. The heads of the departments named above were made responsible to the head of technical services.

Besides the impetus toward greater centralization which it was hoped the reorganization would give, it was also felt that more conscientious planning of the work of these departments in their interrelationships would result in a more coordinated effort, greater efficiency of operation and, consequently, improved service to the public.

One further consideration prompted this administrative consolidation. Prior to the setting up of the division of technical services, the librarian necessarily assumed much of the responsibility for the over-all planning and directing of the processing departments. The new organization enabled the librarian to deal with one officer instead of four, and to delegate responsibility for planning and directing operations in the division to the head of technical services.

At the present time, the division of technical services at Brookline has a staff of seven professionals, five clericals, and two student assistants. As in many small public libraries, the members of the processing departments are scheduled a few hours of every week at the service desks. The time so allotted ranges from an average of five hours in the case of one cataloger, to as much as fifteen or sixteen in the case of another. For this reason, the ratio of professional to clerical, when expressed in terms of hours rather than individuals, is approximately one to one, since all clerical workers give full time to the work of the division.

In the calendar year 1947, catalog records for approximately 10,000 volumes were furnished the various libraries in the Brookline system. These 10,000 volumes were represented by approximately 4500 individual sets

of catalog cards. In this same year, 3470 volumes were withdrawn from the collection, and the number of books and pamphlets ordered, exclusive of government documents, totaled 8472. A figure which is perhaps even more significant than those just quoted, when considering the work load of the cataloging departments, is the number of individual catalogs maintained and edited by these combined departments. At present writing, ten catalogs are the responsibility of these departments, and the figure promises to grow. In addition to the dictionary catalogs, four shelflists, duplicates of those shelflists at the main library, are provided for some collections remote from the main library.

The production figures quoted above, for the first year under the new organization, represent a slight increase over the previous years for which comparable statistics were available. This increase in production was effected despite various adverse circumstances, the most important of which was a turnover in staff that affected nine of the twelve positions in the division. However, these production figures seem to me to be an unsafe basis for any very meaningful conclusions about the benefits of the new type of organizational plan over the old. There is not necessarily any relationship between the increased production and the reorganization described. An equation with too many variables is incapable of solution and variables we had. There are many factors responsible for the statistical picture. One factor, wholly unrelated to the reorganization, undoubtedly affected the cataloging statistics for 1947. In that year purchases were heavier than any year since 1941. It is quite likely that, of the myriad of tasks that fall to the staff of a catalog department, a greater number of those performed in 1947 were capable of statistical presentation in an annual report.

Indeed, if we are lacking a neat statistical before-and-after view, what evidence can we present that this new organization at Brookline is superior, in any way, to the old? The organization at Brookline is in what could be described as an experimental stage of its development. It is inevitable that any reorganization, while it can take place overnight on paper, requires a much longer time and a great deal of effort before it exists in

fact. The expenditure of effort is not confined to the members of the staff directly involved. The success of the reorganizational plan at Brookline depends, to a considerable extent, on the cooperation and understanding of every member of the staff. It is the habits and thinking of the staff that require reorganization as much as any procedural details. It is our habits and thinking, of course, that are the more difficult to reorganize.

In Brookline the very creation of the position of head of technical services, in itself, has helped, I think, to clarify the lines of authority and responsibility. The responsibility for all processing procedures was placed in the hands of one individual; the control over these procedures had also to pass into the hands of that same individual. As was mentioned earlier, many details of processing were performed by various members of the staff under the direction of no single individual. During the year in which the new organization has been in existence it has been possible to transfer some of these operations to the appropriate department. But for lack of staff more would have been transferred. I think this move toward centralized operation and control was made easier with the consolidation of all procedures under one administrator. Such centralization, when finally completed, will undoubtedly result in more efficient operation, and until such centralization is completed no very accurate estimates can be made of work loads, staff needs, or budget requirements.

The centralization of all processing procedures in the hands of one person also makes it possible for the librarian to supervise this branch of the library's operation through one assistant instead of four or more. In speaking of the type of administrative consolidation we are discussing here, the span-of-control argument has perhaps been over-emphasized. What is usually meant by this argument is that the librarian's span of control, through the creation of a service and a technical division, is reduced to two. Bisecting an organization into service and technical divisions may be advantageous in certain instances, but reducing the span of control to as low a figure as two usually can only be done at the cost of removing the librarian yet one step further from his staff.

Where possible, the librarian would seem to benefit from the counsel and reporting of five or six members of his staff who are directly in touch with the work they supervise, rather than from two staff members who themselves may be just another part of the hierarchy. The problem in Brookline was not how to reduce the librarian's span of control to two, but how to reduce it to a manageable figure, perhaps five or six. In this instance, the library's personnel and program were such that the technical processes, rather than some other phase of the library's operation, seemed a logical administrative unit to organize under the direction of one person.

Furthermore, the creation of a technical services division in a library the size of Brookline's would be unlikely to result in what some critics of the service-technical type of organization refer to as a top-heavy administration. This criticism is justified perhaps in the case of a large library organization, seldom in a small. The head of technical services in a small library can have, and should have, much greater knowledge of every aspect of the work of the division than can anyone in a similar position in a large library. In fact, the head of technical services in a small library bears a relationship to the personnel and work not unlike that of a department head in a large library. Hence the danger in a small library of a top-heavy administration is not a real one.

We have said that the concentration of authority cuts down on the number of individuals the librarian must consult in his administration of all technical phases of the library's operation. However, the head of technical services must necessarily work closely, not only with the librarian, but with all department chiefs. There is no department in the Brookline system which is not directly interested in the work of the technical services division. It is the one department in the library which has a very direct and a very close contact with every other department. Not only the librarian but the heads of each service department find it expedient, I think, to handle all requests and complaints through one individual responsible for all operations. Because all questions of policy and procedure, no matter what service department is concerned, must go to the head of technical services, it is possible to maintain greater consistency in policy and to meet

the demands of one department in the light of the needs of all.

The interdepartmental relationships in Brookline may be illustrated by a description of one such relationship. There is perhaps no department in whose work the head of technical services is more interested than that of the reference department. Raynard C. Swank, in the paper which he read before this group in San Francisco, spoke of the close relationship existing between the work of the bibliographers and the work of the catalogers. Swank was speaking, of course, of the organization of university and research libraries, but a similar relationship exists, on a smaller scale, even in a library the size of Brookline's. It was mentioned earlier that each member of the division gave a few hours each week to the work of some branch of readers' services. The head of technical services, through experience in the reference department, has acquired firsthand knowledge of the use of the catalog and bibliographies. In a library the size of Brookline's, where departmental relationships are more informal and specialization less highly developed than in the large library, it is possible for the catalogers to become familiar with the use of the tool they are building and to know from direct experience the extent to which this tool meets, or fails to meet, the needs for which it was designed.

In lieu of a staff of bibliographers which Swank had in mind, the head of technical services, in cooperation with the reference department, assists, first, in building up the present bibliographical collection and secondly, in putting it into use. The first responsibility, that of acquiring the materials, is discharged by the head of technical services in her capacity as a member of the book selection committee, upon which falls the task of selecting all items for the adult collection. As part of a program to encourage the use of bibliographies, the head of technical services has developed, out of her experience in the reference department and in cooperation with the head of that department, policies designed to correlate more closely the bibliographies and the catalog. Eventually it is planned that the catalog and bibliographies will be housed together, and an assistant in the catalog department be assigned a part of each day to aid the public in the use of these tools.

Underlying any discussion of centralization

of interrelated activities, span of control, interdepartmental relationships—in fact, almost any aspect of administration today—is the necessity for making the most efficient use possible of personnel. It is this factor of personnel which seems to be the most important argument for the organization of a technical processes division in a small public library. Urwick and other writers on administration warn us that personnel should never determine organization. Ideally, no. However, it certainly influences organization, and today, when planning the organization of any department of the library, particularly those concerned with processing, personnel is a most important consideration.

Speaking of this question of personnel in connection with the organizational problem of the small or medium-sized library, McDiarmid and McDiarmid write as follows:

The combination of order, mending, binding, and cataloging into one technical processes department presents certain problems for the medium-sized library. In the large library, it is possible to get sub-executives for each of these services who are technical experts. In the medium-sized library, however, it may be more necessary for the head of the department to be the technical expert in all the lines of activity.¹

The authors imply that the chances of finding such a person make it inadvisable to consolidate these activities. I should like to turn this argument around the other way. In a large library the appointment of a head of technical services in no way reduces the necessity for appointing a highly-trained and experienced person as chief of the order department or the catalog department. In a small library the appointment of a capable head of technical services makes it possible to

appoint as department heads those who may have little inclination for administrative assignment or insufficient experience to perform in a policy-making capacity. Or to quote Swank again, "In a very small library which can afford only one first-rate person for the technical processes, the appointment of a single chief appears to be a good move."² As for the problem of finding a qualified person to head a technical division in a small public library, it would, in most instances, be easier to find one person with appropriate education and experience to supervise all processing departments than it would be to find three or four such individuals qualified to head each separate department.

This question of personnel and assignment indicates one of the ways in which the organizational problems of a small or medium-sized library differ from those of the large library. Just as the problems are not the same in all respects, so the solutions to these problems may not lie in the same organizational plan. Perhaps the technical processes division as we have come to know it may not be equally adaptable to all size libraries. Swank's suggested plan of organization in which the catalog department is aligned with the bibliographic services rather than the order department, is a more natural basis for coordinated activities in many libraries, particularly the university or research library. On the other hand, in a small library, where specialization has not been developed to the same degree as in the large library, a technical services division may prove a logical administrative unit and one to receive serious consideration in any organizational plan for a small public library.

¹ McDiarmid, E. W., and McDiarmid, John. *The Administration of the American Public Library*. Chicago, American Library Association, 1943, p. 133.

² Swank, R. C., "The Catalog Department in the Library Organization." *Library Quarterly* 18:26, January 1948.

By NORMAN L. KILPATRICK

The University Library

This paper is not intended to be a theoretical discussion of library objectives, but an exposition of how the technical processes division of a medium-sized university library functions. However, the "why" determines

the "how," and therefore is an essential preliminary.

As head of the division of technical processes at the State University of Iowa, I believe that the organization of the separate

departments into a division presents unusual opportunities for the attainment of the following three objectives which I have formulated for the division: (1) to develop continuous professional relations with the faculty and students; (2) to collaborate and synchronize its work with the division of public service; and (3) to function as a unit rather than a series of departments. All three objectives imply reciprocity, and though the ultimate goal of "one world" may be nearer than the "stars," it is not less difficult to achieve, *ipso facto*.

The principles expressed in these objectives are in keeping with the recommendations made by the College and University Post-war Planning Committee of the American Library Association and the A.C.R.L. for the *Acquisition, Organization and Use of Library Materials*. Each of the nine recommendations made by the committee implies collaboration between the members of the library staff and between the library staff and faculty, students, and other agencies.

Collaboration rather than cooperation is stressed since collaboration means "to labor together," while cooperation is defined as "to operate jointly with."

Although in university libraries some cooperation has long existed between divisions and with the faculty, it has not been enough to achieve the unity and efficiency desired. In a recent article Swank described present-day library organization as "following a dichotomous pattern"¹ with the technical and service functions opposed to each other. His paper suggests a realignment of the functions of the catalog department in order that that department may obtain a more realistic understanding of the aims of library service. This would undoubtedly improve library efficiency, but the problem actually concerns all members of the library staff, not just the catalogers.

It can be argued that the librarians functioning in the public service divisions are largely responsible for the high costs of cataloging and the inefficiency of the public catalog, for from a desire to make the catalog omniscient, they have minimized the use of other bibliographical aids. As a result, most public catalogs are crowded with

¹ Swank, R. C. "The Catalog Department in the Library Organization." *Library Quarterly* 18:24-32, January 1948.

annals for indexed sets, series of doubtful value, and entries for indexed documents.

The relation between subject bibliography and subject cataloging has not been studied sufficiently to determine to what extent and in what ways the bibliographies can be used as a substitute for the catalog. However, the librarians of the public service and technical processes divisions working together could solve many of the problems, and as a result develop a less cumbersome, more efficient public catalog. The type of collaboration which is necessary to permit such a development of mutual working relations may require an organization that is financially impractical unless centralized acquisition and centralized cataloging replace the present policy of "rugged individualism." This could mean that the services now performed by order and catalog librarians could develop into a distinct profession similar, perhaps, to that of the H. W. Wilson Company's bibliographers and indexers.

Administrators should realize the importance of collaboration and organize their institutions so that there will be opportunities for collaboration between the staff members, and between staff and faculty, if they expect to achieve more effective service.

Projects

I shall now discuss specific projects being tried by the division of technical processes at the State University of Iowa. The lack of an adequate central library building defeats almost every attempt at simplifying routines and establishing a flow of work between departments. (At present books and the public catalog are in a building which is a five minute walk from the building housing serials, documents, and the reserve reading rooms. The bindery is housed in a temporary barracks building, and ten departmental libraries are scattered so that to use the term "the library" without a qualifying adjective or phrase is meaningless.)

Although the projected library building will make possible more efficient library service, the present interim is not just a period for marking time. Because the staff realizes that functions and procedures will necessarily be altered to suit the divisional arrangement of the collections in the new building, they are more willing than usual to enter into explora-

tive experiments. Accordingly, despite the handicap of the physical situation we are experimenting with procedures and routines to achieve our objectives. The division of technical processes is organized according to the usual pattern, with three departments: binding, cataloging, and order, with the head of each responsible to the head of the division. When all of the positions are filled, the full-time staff numbers thirty; fourteen professional, eight sub-professional, and eight clerical assistants. In addition to this full-time staff, there are fifteen to twenty student assistants who work approximately two hours a day each.

The order department at the State University of Iowa acquires all material for the library systems: gifts, exchanges, and purchases. The experiments carried out by this department are mainly attempts to collaborate more fully with the faculty. Unlike most university libraries, the book budget at the State University of Iowa is a single fund and is not allocated to departments. This simplifies the bookkeeping, but places the responsibility for developing well-balanced collections fully on the head of the division of technical processes. The single book fund seems to be much more flexible and more easily administered than one allocated by departments. The head of the order department has full authority to place orders for the majority of requests, but refers requests for expensive items, large numbers of copies, and all serials to the head of the division. For the most part, the faculty has been conservative in the amount of material requested. However, there have been occasions when a department seemed overambitious and ordered more than had been its customary share. In such a case, a conference was arranged with the head of the department concerned, the situation was explained, and he was asked to indicate priorities on his most recent requests. In asking the faculty to indicate priorities, need, rather than the price of the material, has always been stressed. On the few occasions that this procedure has been necessary, the faculty has proved very cooperative.

A most important project, from the point of view of future development, is an experiment to round out the collections within definite and limited fields. The plan is

simple, but if it continues to work well, it may be far-reaching. A department—such as the English department—assigns one or more graduate assistants to do bibliographical checking. The assistant is expected to work approximately fifteen hours a week, and is compensated by the department giving him the assistantship. The bibliographies are selected by the department, generally in a field of major interest to the assistant. The important feature of the plan is that the student is trained to search by the assistants in the order department, and his work is under constant supervision. In order that the graduate assistant shall gain as wide a knowledge as possible of the use of bibliographical tools, he is trained in all phases of searching: the use of trade catalogs, bibliographies (such as Sabine and Evans) library catalogs (such as the L. C., the Bibliothèque Nationale, and British Museum), as well as the records describing the library's own holdings. After the graduate assistant has been trained, he proceeds to check special bibliographies. He indicates the holdings and lacks of the library and upon completion of the checking turns the annotated bibliography over to the professor in charge. The professor indicates the titles that should be acquired and the relative importance of each.

This year the experiment has been in the field of eighteenth century English literature. It has proved satisfactory, and during the coming year graduate assistants other than those from the English department will be assigned for duty in the library. The important factor in this project is the training of the assistant by the library staff, since this method eliminates the necessity of re-searching the requests for purchase. This system is expected to develop a more orderly and systematic acquisition policy.

To overcome delays in ordering material requested from secondhand catalogs and in obtaining out-of-print items, a policy has been instituted to treat requests from secondhand catalogs with the same priorities as is given to those marked "rush." To get on a current basis of ordering required two weeks, during which the efforts of the staff of the department were largely concentrated on non-processed requests from secondhand catalogs. Since many were several months old, a great deal of useless searching was avoided by re-

turning the checked catalogs to the dealer and asking how many of the titles checked were still available. As soon as the dealer's report was received, the titles were searched and ordered. Approximately fifty per cent of the original requests were obtained, and the delays caused to orders for current material were not noticeable enough to bring complaints from outside the Department.

To obtain out-of-print material more quickly we have resorted to advertising in T.A.A.B. (*The American Antiquarian Booksellers*), *Antiquarian Bookman*, and *The Want List* with very good results. Of the several hundred titles we have listed, more than 50 per cent have been acquired. Competitive bidding has assured a fair price and correspondence costs have been reduced to a minimum. This change of policy has not gone unnoticed and several faculty members have expressed their appreciation of these efforts.

Like other libraries the order department at the State University of Iowa is developing a more anticipatory acquisition policy. Standing orders have been placed for the publications of most university presses and of some commercial publishers. The first assistant in the order department is responsible for supplying current fiction and nonfiction to the dormitory and recreational libraries. By checking with the students it was found that the only criticism of her selection was that there were not enough copies of the titles chosen. In all but the smallest departments the departmental librarian checks the bibliographical journals in her field, and in collaboration with the faculty initiates the orders. The department of history which is serviced by the general library, has requested the order department to automatically order titles reviewed in specified review journals.

The problems of the order department are not all solved. At present we are trying to formulate more definite policies concerning the scope of the various departmental libraries. This affects the order and cataloging departments, the departmental libraries, and the faculty served by the departmentals. Studies are being made to determine to what extent specific limitations can be set for departmental collections, whether classification can be used as a guide and how much duplication is inevitable. The degree of collaboration between serial check-

ing and serial cataloging is a problem which should be worked out so that there is much less duplication of effort, though such an experiment is greatly handicapped by the present building situation.

The catalog department at the State University of Iowa has been hampered not only by a lack of adequate and convenient work space, but by a shortage of catalogers. Arrears have increased, but the total output numerically has been equal to years when there was a full (and larger) professional staff.

Since the professional staff was depleted, it has been imperative to transfer to subprofessional and student assistants all jobs that were routine or could be done by rule, and did not require decisions based on experience and professional training. Many G.I. wives are anxious to work, so it has been possible to select assistants who are mature, educated and frequently experienced in business or teaching. Subprofessional positions have been created as permanent positions, and filing, card revision, added copy, added volume, and some added edition work has been relegated to the subprofessional categories. As a result, the professional catalogers, while responsible for a certain amount of supervisory work, concentrate their efforts chiefly on subject headings, classification, and the more difficult cataloging.

By an arrangement with the division of public services for an interchange of staff, an experiment has been initiated which provides an opportunity for the catalogers to obtain a more realistic approach to their problems, and also supplement the subject knowledge of the cataloging staff. A cataloger serves approximately four hours a week in a public service capacity, and in return the catalog department receives four hours of service from a professional assistant who works in the public service division. The arrangement is made without being on an absolutely *quid pro quo* basis because it is considered essential to obtain for each of the catalogers some experience in one of the public service departments. For new members of the cataloging staff this provides an opportunity for better orientation into the library system, and for some of the older members, it gives the first real chance to participate in the work of a public service department.

The work which the departmental librari-

ans do when they are in the catalog department is carefully planned to make full use of their subject knowledge, *i.e.* problems of subject headings and classification are submitted for their consideration. The cataloger maintains a shelf for books that present problems, and these are examined weekly by the department librarian. This arrangement eliminates wasting time for both assistants.

This experiment has worked most successfully for the physical science libraries: two medium-sized libraries, one in the field of mathematics and physics, and the other in botany, chemistry, and pharmacy. The cataloger who exchanged in these fields felt that the experience in reference and circulation was definitely helpful in her cataloging work, and the departmental librarians were enthusiastic about collaborating with the catalogers. Special projects which have developed from this collaboration are an expansion of the classification for atomic literature, and a reorganization of the material on forestry, involving reclassification.

In the fields of social studies and humanities the interchange of staff has not proved as satisfactory. The departmental libraries servicing these fields are somewhat larger than those servicing the physical sciences. It is not clear whether it is the size of the library, the personality of the individuals concerned, or the subject matter of the fields, or a combination of all three that has hindered the smooth functioning of the interchange. The catalogers feel that the duties assigned them in these departments were largely subprofessional, and the department librarians have complained that the period of duty was too short and too infrequent for the cataloger to be assigned more professional tasks. Certain staff members consider they need no knowledge beyond that which they have already acquired about the details of classification and subject heading work, and some catalogers feel that as long as there is a backlog of cataloging, the department can ill afford the loss of even a few hours of the time of its professional staff.

This experiment has been tried for too short a period of time, and with too small a group of personnel to draw any definite conclusions. When the cataloging vacancies are all filled, it will be possible to vary the type and length of assignment. However, no matter whether it proves a success or a fail-

ure, it will be a worthwhile experiment in developing a realistic approach to library service. The medium-sized university library requires subject specialists, but it cannot afford to recruit them for both the public service and technical processes divisions. Collaboration seems to be the only answer.

The cataloging department is constantly trying to find shorter methods for processing material. In order to speed up the work, decisions were made not to catalog, or not to catalog as fully material that formerly received full cataloging. It was decided that for the type of material purchased for reserve, five would be the maximum number of copies that would be cataloged. Additional copies are handled as "extras" and recorded only by the public service departments which circulate them. This saves not only the time and expense of cataloging, but the expense involved in withdrawal when after two or three years the texts have either become outmoded or worn out from usage.

A more critical policy in regard to making series cards has resulted in the removal of more than a hundred series from the public catalog, and the elimination of many new series entries that would formerly have been made. The criteria for withdrawal or elimination is the *Union List of Serials* or the judgment of the catalogers, and reference and departmental librarians. A series listed in the *Union List* is automatically given an entry in the public catalog. Series not listed in the *Union List* and considered by the cataloger to be of doubtful value are questioned. If the reference or departmental librarian agrees that the series is not needed, it is discontinued or not made, depending upon whether it is an old or new series. It was agreed at the outset that the decision of the reference and departmental librarians would be final. Only two of the hundred or more series referred to them have had to be retained, an unexpected percentage of agreement!

The simplifications adopted by the Library of Congress have been helpful to our catalog department largely by confirming cataloging practices which have been in use at Iowa for many years. Collation has never been a major concern and, for the most part, was restricted to the numbered pages and a general terminology to describe illustrations. As for capitalization, the new rules create

problems where there were no problems; student assistants can write copy slips and un-capitalize without thinking! The real difficulties have not been with descriptive cataloging but with the adaptation of subject headings and classification. We have not had the staff to permit a study of these problems. They are, however, of paramount importance, and our discussion and study of them is influenced by our deliberation on the problems of centralized cataloging.

A practical example of the principles of centralized cataloging is presented by the map collection at the State University of Iowa. Until the acquisition of the maps being issued by the Army Map Service, the collection at Iowa was small and uncataloged. Therefore, it is now possible to accept without change or adaptation the cataloging, classification, and subject headings of the Library of Congress. At the State University of Iowa, it is planned to combine in the same classification all maps acquired for the collection. The catalog of maps will remain a distinct unit, and if it is located in the public catalog, it will be arranged under the heading "Maps," not dispersed under the individual subjects. This plan has been discussed with several members of the faculty and all agree that it will be much more convenient to have the cards for maps ar-

ranged as a unit, even though it violates the principles of the dictionary catalog.

A parallel situation is presented by the music scores. The music department faculty argue that the present inclusion of scores in the dictionary catalog is cumbersome and unsatisfactory since the scores for chamber music, fugues, symphonies, orchestral music, etc., are scattered throughout the catalog.

An experiment in cataloging material as a group has been made with two hundred Nazi elementary and secondary school text books. These are recorded in the catalog by subject form only, and arranged on the shelves as a group in an assigned numerical sequence. If over a period of years it appears that it was an error to treat this material as a collection rather than as individual texts, it will at least be some satisfaction to know that the original processing costs were low and that the texts were made immediately available for use.

A year or two more of such experiments should provide definite and important information as to which functions and procedures will produce the most efficient service in a building designed as a bibliographical laboratory where students, faculty, and library personnel will function as a systematic whole.

By MARGARET I. KENNY

The College Library¹

Brooklyn College Library had always been organized along conventional lines according to the function performed, *i.e.*, book ordering, cataloging, reference, circulation, and current periodicals and United States government documents. It had the characteristic of many other libraries of not having a staff large enough to perform all the duties it would normally be expected to undertake. Particularly was this true of the order department where only one librarian with no full-time clerical assistant was assigned to this important function. Actually some of the duties of the order department were being

taken care of by personnel in other departments. For example, the chief librarian himself selected books and also received them. Continuations were ordered by the periodicals and documents librarian. This scattering of activities rightfully falling within the province of the order department was the inevitable result of insufficient personnel.

With the advent of the new chief librarian, H. G. Bousfield, in the fall of 1944, there was a realignment of duties. The entire book ordering process became the responsibility of the order librarian. This, of course, was an essential change, but the lack of sufficient professional and clerical help made for an emergency. Like many emergencies, this one turned out to be a fortuitous one, for it made

¹ Based upon an article written by Margaret I. Kenny and Marie H. Smith, chief order librarian, Brooklyn College Library.

necessary a re-evaluation of the acquisition and cataloging functions as performed at Brooklyn College Library.

A job analysis was made. A chart showing the functions of both the order and catalog departments was drawn up. It immediately became clear that there was duplication of records and work and omission of records in some instances.

For an effective merger, however, it was decided that the department must be housed in the same room. But in this library, the three functions, ordering, cataloging, and book preparation, were performed in three small rooms on three different tiers of the stacks, and in three different parts of the building. Books being added to Brooklyn College Library followed a long, involved and circuitous route before they reached the stacks.

Not the least of the problems was the overcrowded conditions of the working quarters. The total area of the work-rooms was far below the minimum standard required for the number of people working in these rooms. For example, a minimum of 2267 square feet was needed, but there were only 1097 square feet of work space available. It seemed quite possible that reorganization of the work and consolidation of the two departments would bring to light proper working quarters where all the operations connected with book ordering, preparation, and cataloging of books could be performed.

On the basis of the study of the functions of the two departments and of the possibility of using for the merged departments an unsupervised study hall, the order and catalog librarians recommended that the merger take place and that the new department be known as technical services. Because this department is thought of as a service department, and not as a processing one, the name technical services rather than technical processes was chosen as better signifying the point of view of this library. It was decided that the head of the catalog department, because of her existing administrative responsibilities, was the obvious choice for head of the new department. The head of the former order department was to retain her title as order librarian and remain in complete charge of the book order functions.

After the fundamentals were agreed upon,

the reorganization was put into effect immediately. Duplication of effort was eliminated; certain routines were consolidated. Bibliographical information found by the order librarians in their search to identify a title or edition (whatever that information is) is recorded for the use of the catalogers on a mimeographed routing slip which both groups use. Manifolded records has made possible the speeding up of clerical routines. The "receipt file" maintained by the order librarians is the "books in process file" for the catalogers. The results of the merger have been an achievement of continuity and smoothness heretofore lacking.

The room chosen is perhaps unconventional for a technical services department. It is large enough to allow for further growth of the department and it is on the first floor of the library building—in full view of the readers.

Each person in the department is provided with approximately 140 square feet of room as against the 125 square feet usually recommended as desirable. The room has eight windows facing three sides of a beautiful campus. It has been possible to place personnel, books and equipment in such a way that a logical continuity is at once apparent. Actually, we do not follow a straight line even now; the work is laid out more along the line of a curve.

The merger went into effect in November 1945. The department moved into its new quarters in February 1946, so that it has had more than two years' experience under this new organization. Brooklyn College Library staff believes the move was a wise and fruitful one.

The work proceeds smoothly and efficiently. Information gathered by one group is made easily available to all. The order and catalog librarians always know the status of a book in process. There has developed a better understanding of the complexities of each phase of the acquisition and cataloging functions. The organization allows for a flexibility of assignment that has been of immeasurable value to the department and to the library. During periods when personnel were absent for one reason or another, it has been possible to call upon the services of both order and catalog librarians to share the burden of added responsibilities temporarily.

This, too, contributes to better understanding of each other's work and the supplementary activities connected with each function.

The room is easily accessible to the faculty and the student body. The department encourages students and teachers to come in to use the bibliographies in the room, and the shelf list, for example, or to ask about the status of new material being purchased, or sources of material for their own information.

Brooklyn College Library is, by virtue of the By-Laws of the Board of Higher Education, an academic department of the college. The librarians on permanent tenure are members of the faculty of Brooklyn College and share its privileges and responsibilities. Thus the librarians are obliged to be aware of curriculum trends and changes and to keep informed of course needs, and even to anticipate them. Each member of the professional library staff must bring to his job a real concern for the educational welfare of the students and a philosophy of librarianship which gives purpose to the library's part in the college program. Representatives of all ranks of librarians sit on the faculty council, the legislative body of the College, and also on the appointments committee of the library

which passes on all appointments, reappointments and promotions. The chief librarian is a member of the faculty personnel and budget committee, the "Senate" of the College.

The legal organization and the administration of the library are such that all librarians, regardless of the department to which they are assigned, are expected to take part in such additional activities such as the library orientation tours, library lectures, and to give service on college and departmental committees. It is therefore quite natural for the technical services librarians to think of themselves as serving the public directly. In addition, they are responsible for two of the library's publications, a monthly *Recent Accessions List* and an annual *Brooklyn College Staff Bibliography*.

The merger of the order and catalog departments into the technical services department has made for the most efficient use of the time and skill of both the clerical and professional members of the department, and has made it possible for the librarians in technical services to share in the faculty responsibilities fully as much as librarians in those departments usually thought of as the public service departments.

By ANNA BELLE WINTER

The Government Library

The Bureau of the Budget Library is a medium-sized federal government library. That is, in size it falls somewhere between the large departmental libraries and the many small libraries in the bureaus or newer government agencies. By definition of Raynard Swank in his article in *Library Quarterly*,¹ it is a *small* library, in that it has a total cataloging and acquisitional staff of less than fifteen people. As a matter of fact, the entire library staff totals less than fifteen. The library renders reference and research, bibliography and loan service to a professional public management staff of about 500 people, circulates approximately 19,000 items an-

nually exclusive of periodicals routed as received, has a cataloged collection of approximately 50,000 volumes, and acquires about 6000 additional items annually, not including a large volume of government documents. It has no branches and requires no duplicate catalog or shelflist records except for the relatively few books purchased for bureau field offices and the Council of Economic Advisers.

It is obvious from the foregoing that there is no occasion to engage in large scale technical processes operations such as those carried on in large federal government libraries—Library of Congress, Department of Agriculture, Army Medical, Veterans Administration, and others. It is also axiomatic that every library is interested in greater produc-

¹"The Catalog Department in Library Organization." *Library Quarterly* 18:24-32, January 1948.

tivity at less cost in time and energy. Productivity is probably even more important in the small library with limited staff than it is in the larger library, but must frequently be arrived at in a different fashion. The volume of work does not lend itself to machine operations nor mass handling of materials. On the other hand, the smallness of the operation eliminates the necessity for elaborate in-process controls, and permits the virtual elimination of review by concentration on development of staff competence. The Bureau of the Budget Library has been blessed with a stable staff situation among technical processes workers. Staff competence has developed to the point that neither descriptive nor subject cataloging is reviewed except upon initiative of the cataloger, catalog cards are subject to only one review which is for typing errors, and book preparation is not revised at all.

The technical processes in the Bureau of the Budget Library have not been centralized into a technical processes unit. We are moving toward reorganization, but are held to the conventional form of organization by limitation of staff. Perhaps even lack of staff has its compensations. To acquire and organize a collection effectively directed toward the needs of a bureau whose interests are at once government-wide and highly specialized, staff time cannot be spared for duplication in any form, whether of records or activities. Within the framework of conventional organization (that is, librarian responsible for final selection of library materials; order work performed in the office of the librarian; assistant librarian responsible for cataloging, classification, serial recording, binding and book preparation) a considerable degree of coordination exists. This has been achieved by (1) combination of order and in-process records, (2) reallocation of library space, and (3) combination of serial acquisition and catalog records into a central serial record.

The combination order and in-process record has grown to be much more than that. The multiple purpose card which forms its basis, started life as a simple order-acquisitions card. By careful redesigning, it has now been made to serve as an acquisitions record and in-process guide, to record order and receipt of Library of Congress

cards, to indicate whether an item is to be included on *Public Management Sources* (the library's bi-weekly list of current literature) and to provide a means of follow-up on *P.M.S.* items and *L.C.* orders.

The catalog unit was moved to space adjoining the office of the librarian to bring it physically closer to acquisitions and facilitate use of the combined acquisitions and in-process record. The move was an especially fortunate one since it also brought the catalog unit closer to the public catalog. An attempt was made to further improve work flow by moving materials in a straight line from the time they are received until completion of book preparation, but has so far been thwarted by nature of the available space.

The most recently established means of coordinating acquisitions and cataloging is a central serial record. Previously all serials (except newspapers and current periodicals) were handled by the catalog unit, receipt having first been cleared by the order clerk. Both main catalog entry and detailed shelflist record were kept up to date. The central serial record has reduced these three operations to essentially one. Certain groups of serials (notably monographic series) necessarily require further handling, but even in the more complex situations some savings in time is effected. For accounting and follow-up purposes it is still necessary to prepare order record cards for serials subscribed and paid for, and request cards for gifts requiring specific request. However, by filing these cards in the central serial record back of the regular serial card, recording of receipt is facilitated, as is clearance of vouchers. An added advantage of this method of filing is that circulation and reference workers searching for a particular issue of a serial can find in one spot if it has been received, or if, and when it has been ordered. For serials received automatically or without previous request the central serial record pays an especially large and satisfying dividend in time saved. Acquisition cards were formerly prepared upon receipt of material to serve as in-process location records until catalog records were posted. Receipt is now recorded directly on the serial record, and since catalog records are no longer posted, the entire time of acquisition and adding to the

catalog has been saved. Time now spent corresponds to that formerly required for shelving.

It has been the aim of the bureau library to develop a team of librarians working toward the common goal of effective service to its clientele, rather than an organization of separate units no matter how well coordinated and smooth running. Many library products are the result of cooperative effort of the entire staff. The biweekly list of current literature, *Public Management Sources*, is one of these. The catalog unit is the final arbiter on subject headings to be used, although these are keyed to popular usage rather than formal catalog headings. It is also responsible for final review for technical form for *P.M.S.* and all bibliographies prepared in the library.

Special effort is made to keep the staff informed of all library activities, and more particularly of the interests and needs of the Bureau of the Budget Staff. Weekly staff meetings are held at which time the reference service reports on research and bibliographic requests to alert catalog librarians to needed "slant" in classification and subject headings and enable them to route materials pertinent to bureau work assignments to the attention of reference or directly to bureau staff. Catalog librarians report on organization and classification of special groups of materials or on new subject headings introduced into the catalog. A more effective means of making the catalog a vital service tool is the scheduling of catalog librarians for regular tours of duty at reference desks. No substitute has yet been found for direct

contact with library users to enlarge the conception of the cataloging function and increase the usefulness of both subject and descriptive cataloging. We should like to rotate staff between reference and cataloging as it is done at the Joint Reference Library in Chicago, where all staff members are reference and catalog librarians.

To date that degree of flexibility has not been achieved, but in addition to the reference duty for catalog librarians mentioned above, we have found occasions when reference librarians could profitably be introduced to technical processes activities. One of the most successful of these was the library-wide project undertaken when the bureau fell heir to the National Resources Planning Board library collection. The entire staff worked for thirteen Saturdays on an overtime basis to combine the records of the cataloged collections and to classify and catalog the large group of board publications and manuscripts. Increased awareness by reference librarians of cataloging problems was an important by-product of the project.

To return to the organization of technical processes, less practical experience indicates that in the medium-sized or small government library without responsibility for branches or field offices, considerable coordination of the technical processes can be attained without formal reorganization. This presupposes the willingness and ability of staff to cooperate in all library activities, and a continuous surveillance of all operations to eliminate duplication and overlapping.

By RICHARD H. LOGSDON

Summary

Since it is not possible to give an adequate summary of the contents of the six papers presented above in the space available for this purpose, I should like instead to draw from these papers a few principles and perhaps point up some of the implications for those of us who are concerned with technical services operations:

1. There is a definite trend toward group-

ing the functions of acquisitions, cataloging, binding and related activities into technical departments or divisions. Evidence indicating such a trend is presented in Mr. Cohen's paper and specifically by the fact that it was relatively easy to represent five different types of libraries on this program. In Miss Kenny's paper we have a case study of the establishment of such a division. An opinion

expressed by Dr. Swank in the article¹ to which reference was frequently made in the preceding papers is to the point, namely that it is probably safe to say that in recent years few large university libraries have not considered appointment of a chief of technical processes.

2. The objectives and specifics of organization may vary widely among libraries. At one end of the scale such divisions may be mere holding companies bringing related departments under a single administrator primarily for the purpose of reducing the span of control of the chief librarian; while at the opposite end of the same scale are organizational units striving toward completely integrated divisions. From the papers presented above and from objectives both stated and implied, it is safe to say that the greater contribution to the over-all efficiency of the library is promised through truly integrated technical services operations.

3. How shall such integration be achieved? This appears to be a real challenge to both staff and administration. Mere administrative rearrangement of departments will not achieve the objectives set for technical services divisions. As Miss Brown says, "It is the habits and thinking of the staff that require reorganization as much as procedural details."

4. In working toward our objectives what guide lines shall we follow? One answer here is suggested by Miss Winter's paper describing the close coordination possible in the library with a relatively small staff and without the formality of a technical services division. In other words, the large library will do well to strive constantly for the simplicity of operation, possible always in the "one-man" library, and relatively easy to achieve in the smaller organization. In short, have each job done in only one place and have it done right the first time so that constant review and revision is unnecessary.

5. How can we bring technical services personnel closer to the reader and reader services personnel for whom in final analysis his work is done? There appears to be no simple solution to this problem. Specific suggestions have been made, such as interchange

of personnel between departments and possibly aligning cataloging and bibliographical work. There will no doubt be others. All deserve most careful consideration by persons responsible for technical services operations, whether organized formally or carried on in separate departments.

6. In developing technical services in our respective libraries are we profiting by the experience of similar institutions? In the papers above (e.g. Custer and Kilpatrick) we have many practical suggestions growing out of the experience of specific institutions which may have wide application throughout the profession. These particular suggestions are reaching publication, but I suspect that there is a wealth of experience buried in our respective files in the way of memoranda and manuals of operation which are available to other libraries only through correspondence and consultation. Likewise, many of us are no doubt continually engaged in self surveys of various aspects of our technical operations and experimenting with variant procedures, the findings of which would be of value to other institutions. My plea here is for the best possible communications in getting new ideas into the record. In this, the new cataloging quarterly should help. In addition to the usual type of article requiring more formal preparation, there may be need for urging immediate reporting of specific ideas and experiments as news notes.

7. How shall we solve the problems of mounting costs and arrearages which are plaguing so many libraries? Expenditures for technical services represent a relatively large proportion of the money spent annually for library operations. While no accurate estimates are available, one dollar in every three is probably fairly close to actuality. Judging from the concern of both administrators and technical services personnel, ours is still a problem area of library administration. If we are to make progress in solving these problems we must have continued re-examination of our present procedures and research and experimentation in new methods for accomplishing our objectives.

Specific examples of such experimentation are reported above, most of which were carried on within regular operating departments. Certain types of experimentation, however, are difficult of accomplishment by staff

¹Swank, Raynard C. "The Catalog Department in the Library Organization." *Library Quarterly* 18: 24-32, January 1948.

members with regular assignments without seriously interfering with necessary day to day operations. An alternative, possible in larger institutions, would be to establish a research or laboratory unit where new ideas could be tested before they were put into regular operation. Perhaps we should go further than this and take a lesson from industry where a process may be tested in a pilot plant before it is attempted on a production basis. If this is to be our approach, the large library could make a small begin-

ning by diverting staff time to experiments and pilot operations. However, a great deal more could be accomplished in a shorter time if libraries worked together in setting up an experimental laboratory for technical services. If we had as little as \$50,000 a year for five years (possibly less than 2 per cent of our annual expenditures for technical services), we might come out at the end of the five year period with new ideas and procedures capable of saving several times that amount annually.

Library Cooperation in North Texas

(Continued from page 26)

Administrative difficulties in maintaining the regional union list of serials have thus far not been great. The initial arrangement was made by a conference of the presidents of North Texas State Teachers College, Southern Methodist University, Texas Christian University, and Texas State College for Women. After the plans had been agreed upon, however, the direction of the work has been largely in the hands of the chief librarians of the cooperating libraries. The typing and mailing of extra cards for the central file and the maintaining of the master card catalog have been carried on by some score of librarians in addition to their regular duties. The mimeographing of the union list, however,

has become a formidable problem which involved cutting eight hundred stencils for the revised edition. The cumulative burden of work, which is the nemesis of all union catalogs, may eventually force a new method of financial support or some other means of publishing the contents of the master card catalog.

The benefits of the North Texas regional project have been the strengthening of the serial resources of the region, the development of a plan of cooperative purchasing, and greater local cooperation in using library materials. Though the venture has not accomplished all that has been hoped for it, it has nevertheless made considerable progress.

Correction

Mr. Paul Alcorn of the University of Connecticut reports that the figures given in the printed sources in "Administrative Organization and Financial Support of Land-Grant College and University Libraries," IX, October 1948, p. 330, on which Table I was based are incorrect and incomplete. The enrollment, according to Mr. Alcorn, was 3355, and library expenditures \$60,100. The per student expenditure for Connecticut was thus \$17.91 and the ratio 3.12%. If these figures are used, the average per student expenditure would be \$23.07, and the average ratio 2.88%. While these changes are of importance to the University concerned and do alter the general averages somewhat, the general conclusions of the article remain entirely valid.