Recent Developments in Cooperation

By Arthur M. McAnally

Dr. McAnally is assistant director in charge of Public Service Departments, University of Illinois Library.

The few short years since the end of the war have witnessed a quickening of interest and activity in library cooperation, especially in the provision of information for research purposes. The reasons for this growing interest are apparent. Nearly every library wants to improve its services or at least to hold its own, yet all have been faced with higher costs brought about in part by general increases in the cost of living and in part by an ever-growing volume of publications reflecting a tremendous amount of increasingly specialized research. The fact that library operational costs increase roughly in proportion to the growth in size of library collections also has come to be recognized as a factor. Additional impetus toward cooperative effort has been given by technological progress and the rise of new forces or agencies of cooperation, especially those of national and international scope. There also has been a shift of major emphasis since the war as libraries attempted to find new or more effective approaches to basic problems, and have gone back to a re-examination of fundamentals in the hope of finding some short cut to more effective provision of information for research purposes. At the same time, none of the previous achievements in cooperative effort have been abandoned or decreased at all, and they still remain, at least for the present and in some cases permanently, the most useful and effective means of cooperation for library service.

Interlibrary Loans

Perhaps the most elementary form of library cooperation is represented by interlibrary loans and interlibrary privileges. When the national interlibrary loan code of 1940 was adopted, it was expected that the practice was stabilized and that no more problems should arise for some time. But within two years, the code was liberalized among one regional group of libraries, those included in the Pacific Northwest Bibliographic Center region. After the war, the value and cost of interlibrary loans increased rapidly as transportation costs rose, as graduate college enrollments expanded throughout the country, and as more libraries began to defray interlibrary loan costs for their own scholars. Within the last three years, a number of proposals have been advanced for a modification in interlibrary loans. Charles W. David of the University of Pennsylvania proposed to reduce costs and simplify practices by substituting direct loans, at least regionally, for formal interlibrary loans. The problems of the college library are presented ably by


Felix E. Hirsch. Within the last year, a question has been raised about restricting use of manuscript materials by visiting scholars or the microfilming of such materials for other libraries. A study of loans has been conducted in England. The Farmington Plan has as a basic tenet the free interlibrary lending of resources acquired on the program.

Union Lists

Union lists have long been one of the most prolific and useful of all forms of cooperation. Several important ones have been issued since the war; in fact, there are so many that no exhaustive coverage is possible within this space. Among those of national scope have been the Short Title Catalogue of Books Printed in England, Scotland, Ireland, Wales, and British America, 1641-1700, compiled by Donald Wing. Two of the projected three volumes have appeared so far. It carries on beyond the previous Short Title Catalogue. A second and different type is Local Indexes in American Libraries, compiled by N. O. Ireland, listing unpublished indexes of resources. Two other useful guides are Schwegman's Newspapers on Microfilm and European Imprints for the War Years Received in the Library of Congress. The Library of Congress also has begun the monumental task of editing the some 15,000,000 cards of the American Imprints Inventory. In England, the British union catalog of periodicals apparently is nearing completion and should be noted.

A new edition of the Union List of Technical Periodicals in Two Hundred Libraries of the Science-Technology Group of the Special Libraries Association has appeared; a second supplement to the second edition of the monumental Union List of Serials is in process, and a new edition of the main list is being considered for publication seven to ten years hence, perhaps in a different form.

Regional or local union lists have been published of serials holdings in Hawaii, Greater Cincinnati, Metropolitan Detroit and Winnipeg. The series of three state imprint lists, sponsored by the Bibliographical Society of America, have now appeared for Rhode Island (1727-1800), Arkansas (1821-1876), and Dakota (1858-1889); other state imprint lists were issued for Oregon, Texas and Virginia. As already noted the eventual disposition of the immense collection of the American Imprints Inventory cards may have some bearing on the state imprints field.

Interest in union lists certainly has not abated, though increasing labor costs are making such publications more difficult.

Union Catalogs and Bibliographical Centers

These two topics have been treated separately in previous studies, but changes since 1945 make it desirable to combine the two for discussion. No new union catalogs have been undertaken since the war, perhaps because of rising labor costs and uncertainties about size of regional units or other such factors. One has been proposed for the Richmond area, but the suggested program is so broad that it should be considered instead as a proposed regional center. The recommendations given in the report on this project are an excellent summary of the values of a union catalog and bibliographical center in terms of one specific region.

The most striking fact about these existing union catalogs and bibliographical cen-
ters is that they have all continued a steady growth and in many instances have expanded their services beyond the more elementary phase of being solely a union catalog. All have tended to become more truly bibliographical centers. The problem of financial support has been met successfully if not liberally. Summaries of these increased activities and of progress are contained in the three symposia on regional library centers in *College and Research Libraries* for 1947 and 1948. Their usefulness undoubtedly is continuing to increase as their services become more varied.

Professional attention has been directed recently to regional interlibrary centers embodying some of the features of the regional bibliographical center plus storage—cooperative acquisitions features. Revolutionary proposals in bibliographical service and advances in bibliography and technology also may produce still further changes in bibliographical centers, but most of these proposals are still in the theory, study and experiment stage. However, if some of them are achieved, this would relieve the regional centers of the burden of maintaining union catalogs and allow them to devote more attention to policies and planning.

Most of the ferment in the union catalog field concerns the National Union Catalog of the Library of Congress, which nearly every research librarian would like to see published and made available. The task is no mean one, and the results would be valuable indeed. It has been proposed that it be tied in with cooperative cataloging and bibliography-making and be a by-product of these activities, that it be issued in numerical form using Library of Congress card numbers, and that it be put on punched cards. A more comprehensive plan which considers the Union Catalog in relation to other bibliographies of national scope recommends publication in reduced facsimile from cards. Various other proposals have been made, but so far no decision has been reached. Incidentally, in response to requests, the Library of Congress has continued to supply copies of its printed cards to union catalogs and selected other libraries which serve as regional research centers.

Two new developments that might be considered in the area of union catalogs should be noted. First, clearinghouse functions have been assumed by the Library of Congress for microfilming projects and for translations from the Slavic by federal agencies. The Special Libraries Association is sponsoring a similar information service for the location of translators of technical and scientific material. Second, certain New England libraries have considered issuing a printed union catalog but how seriously is uncertain.

**Descriptions of Resources**

The bibliographical guide to resources of American libraries undertaken by R. B. Downs, under a grant from the Rockefeller Foundation, is ready for printing. Although not strictly a description of resources themselves, it will be a valuable guide, and is the only notable national one of the postwar period. The regional survey of southeastern library resources is noteworthy in the regional field. Surveys of at least two individual university library collections, those of the University of California and of the University of North Carolina, have appeared. The former is available on

---

microfilm; the latter is printed. The extensive survey, *Special Library Resources*, was continued and completed, volumes two, three and four appearing in 1946-47. A noteworthy proposal for a new kind of survey of all regional resources is under consideration by Margaret Egan and Jesse H. Shera: the approach would be by information needed and sources of information.

**Photographic Reproduction**

Some of the developments in the field of microfilm have been undertaken commercially and perhaps should not be termed cooperative, but they are important and should be mentioned. Examples of commercial programs are the increasing publication of doctoral dissertations on microfilm, the beginning of a project for the microfilming of all English books before 1600, microfilming of early American periodicals, and development of a program, in cooperation with the publishers of certain journals, for microfilming current issues as a substitute for binding by the subscribing library. The Committee on Documentary Reproduction of the American Historical Association has a very ambitious program for microfilming the most important cultural source materials of all the accessible countries of the world.

Perhaps the most progress in cooperation in this field has been made by the Library of Congress with the help of the Association of Research Libraries’ Committee on Microfilming Cooperation. The Library of Congress has established a clearinghouse for microfilming projects, issued the list of *Newspapers on Microfilm*, and continues to or has begun to microfilm certain newspapers, foreign manuscript and archival sources for American history and other foreign records. Oftentimes, this is done in cooperation with other agencies or libraries. The Association of Research Libraries and the Library of Congress have collaborated in issuing a set of commonly accepted technical standards, have encouraged loan of positive microfilms, agreed to make certain microfilms available to others, and considered establishing a planning committee to evaluate and coordinate projects. The value of these activities can hardly be overestimated, but they are so extensive that reference is made to two basic articles in the field in lieu of further discussion.\(^12\)

The competition between microcards and microfilm has not lessened. Production of microcards has continued, with some technical improvements and further exploration of areas of possible usefulness. Lack of a good reader on the market delayed activity for a while. Fremont Rider proposed a microcard catalog, and has compared the use of microcards to the storage of library resources with good cost studies and estimates of comparative effectiveness.\(^13\)

**Cooperative Cataloging**

The major developments in this area were the beginning of supplements to the Library of Congress *Catalog of Printed Cards*. The supplements included first, a cumulative author catalog, and beginning in 1950 the cumulative *Subject Catalog* as well. These are of course landmarks in cooperative cataloging and bibliography. More catalog copy has been supplied to the Library of Congress; the operation of the Farmington Plan may lead to still further improvement in this respect. Cooperative cataloging is one of the great achievements of American librarianship, but it has its faults; the Library of Congress and the


Association of Research Libraries as well as others, have sought continued improvement. The increase in the cost of printed cards should be noted, as well as the unsuccessful attempt in Congress to make libraries pay for part of the cost of cataloging by increasing the price of the cards.

In Great Britain, the beginning of The British National Bibliography in 1950 is decidedly noteworthy. It provides national bibliographical and cataloging services for books deposited in the Copyright Office of the British Museum. Sponsor is the Council of the British National Bibliography.

**Duplicate Exchanges**

The postwar period has seen the growth of interest in improving international exchanges. The United States Book exchange was established to facilitate international book exchange between American and foreign libraries. It succeeded the American Book Center for War-Devastated Libraries, with the aid of the Rockefeller Foundation, the State Department and Unesco. It is now on a firm footing, with 23 participating United States libraries and 570 libraries abroad. Unesco’s activity in promoting and facilitating international exchanges is broader in scope, for it also encourages exchanges among other nations as well. Its UNESCO Bulletin for Libraries was started in part to publish lists of exchange materials.

All of these developments are in the field of international exchanges. On a regional level, the work of the Pacific Northwest Bibliographic Center in serving as a clearing house for discards is noteworthy.

**Local and Regional Cooperation**

In a given geographical region, library cooperation may take a variety of different forms, and it seems more convenient to discuss such cooperation by cooperating units rather than to attempt to discuss the various activities by the form they take.

On the regional level, two very significant advances have been made, the first in the establishment of the Midwest Inter-Library Center in Chicago and the second in the formation of the Regional Council for Education in the South. Both have just recently begun operations, and it is too early yet to foresee clearly what will be their lines of development or to estimate their ultimate effect and influence.

The Midwest Inter-Library Center came into being primarily through the efforts of university presidents, who had become increasingly disturbed by the growing size and cost of research library collections and buildings. Started with the financial aid of the Carnegie Corporation and the Rockefeller Foundation, the center is erecting a central compact storage building on land near the University of Chicago campus. It will have a capacity of over 2,500,000 volumes, but planning is progressing far beyond the usual storage idea alone.

The center has already done the pioneer work of establishing categories of deposits and classes of materials that are desired (in descending priority), working out a schedule of assessments for financial support, planning a microfilming program, preparing a Manual of Procedures for Participating Libraries, planning for teleype intercommunication, and many other such steps incidental to getting under way. Some state laws have been modified to clarify legal questions. Although the center has been promoted in good part by uni-

versity presidents themselves, no public consideration has been given, at least so far, to broader problems of specialization agreements in subject fields among the various participating institutions, but that might come later after basic problems are answered. So far, the concept of the center still appears to be evolving. Thirteen universities are participating members, all of them relatively large institutions. Some librarians have been on the governing board, and an advisory committee of librarians was added early in 1950. The problems which the center is attempting to solve of course are vital ones to all research libraries.

A similar regional library for the northeast is being discussed as it varies in a few respects from the Midwest Inter-Library Center. The Denver Bibliographical Center has just announced the acquisitions of some storage facilities.

In the South, a different type of regional cooperative program has been begun with the establishment and functioning of the Regional Council for Education. The council is an outgrowth of the 1947 Conference of Southern Governors, and is aimed at improving higher education in the South in order to advance the social and economic level of the southern states. It has paid particular attention to medical education and to higher education for negroes, and has disregarded state boundaries to negotiate contracts with 14 institutions by June 1950. Achievements or work in progress in the South, either by the council or other agencies, are a study of regional resources and uses by geographers of the South, contracts for medical education between various state universities, agreements for cooperative engineering research in the T.V.A. laboratories, formation of the Oak Ridge Institute of Nuclear Studies, and similar actions. The whole program is a very broad one indeed, usually organized on the basis of cooperation in higher education, although library cooperation in all forms in the southeast has long been advocated under the leadership of Louis R. Wilson and others. No interlibrary center such as that established at Chicago is proposed for the entire region.

In the field of medical education, a proposal for cooperation is still pending between Colorado on the one hand and New Mexico and Wyoming on the other. Legal difficulties had prevented final action at last report.

It should be noted that the idea of a national system of regional libraries continues to crop up more and more frequently. Such a system is mentioned as inevitable by Ernest C. Colwell, and the following statement on the subject appears in a report of the Association of Research Libraries' Committee on Research Libraries and the Library of Congress: "... there was strong opinion in the committee that there must in due course be a network of great regional libraries established in this country which can hardly be created and maintained without federal subsidy." Several other statements of the same or a similar idea have appeared since the war. Such a system, probably with the Library of Congress as the central and coordinating unit, remains for the future. The programs for federal aid to libraries and to education, which might have accelerated progress

18For information on educational cooperation in this region, see the report of the Committee on Cooperation in Higher Education in Southern University Conference, 1948. Proceedings: Reports and Addresses; Constitution and By-Laws. Atlanta, Ga., 1948, p.26-34.
in this area, were not passed by Congress. The regional organization of the United States Department of Agriculture Library furnishes one example of a coordinated regional-national program of library service for research in a limited field—its cooperative committee on policy and the recent contract between that library and the University of Nebraska Library might be noted. In Australia, a Council for Scientific and Industrial Research has a somewhat broader subject approach.

Turning now to cooperation in a more limited geographical area, it is seen that local and limited regional cooperation has continued along the lines pointed out by Downs, Lowell and Smith. A few examples of noteworthy programs or proposals are the plans for metropolitan New York which include division of subject fields, a deposit library, messenger service and improvement of library service in colleges and universities. The Pittsburgh area plans liberal interlibrary use by research people, exchange of cards in certain fields, division of purchasing, and a projected union catalog of serials; and the Library Council of the University of California, created to concern itself with "library problems affecting more than one campus, with consistency of policy and practice, and with the appropriate distribution of responsibilities" among the various campuses. In the college library field, cooperation between Bryn Mawr, Haverford and Swarthmore is a good example of recent developments.

Some very interesting possibilities for cooperation in small regions seem to be offered by teletype installations such as those in the Midwest Inter-Library Center and between the public libraries of Milwaukee and Racine. Eventually some form of Ultrafax might be added. No study of the various possible applications of teletype to library cooperation has been issued yet.

Cooperation on a National Level

It was stated earlier that there has been a shift of emphasis in cooperation toward the national and international level. Excluding bibliographic topics, to be covered in the final section, a more chronicling of some of these developments is sufficient to demonstrate this fact. The postwar period has seen the rise or growth of the Farmington Plan, the Cooperative Acquisitions Project, the United States Book Exchange, the Documents Expediting Project, the Cooperative Committee on Library Building Plans and the Library of Congress' author and subject catalogs. During this same period, The National Science Foundation Act was passed, efforts were made to have the Library of Congress declared the national library, and the Association of Research Libraries' Committee on Research Libraries and the Library of Congress explored relations between the respective libraries.

Of all these, the Farmington Plan is probably the most important and has the most far-reaching implications. The plan proposed that "libraries having research collections join in a cooperative undertaking to bring to this country and make available through one of the cooperating libraries at least one copy of every book or pamphlet, published anywhere in the world following the date of the agreement, that might reasonably be expected to have interest to a research worker in America." The

---

25 Committee on a Possible Program of Inter-Library Cooperation. Findings of a Committee Appointed to Explore and Report on a Possible Program of Inter-Library Cooperation between Bryn Mawr, Haverford, and Swarthmore Colleges. [n.p., 1945]
fields of knowledge were divided among 54 participating libraries, each agreeing to secure foreign publications in its allotted fields. When operation began in 1948, publications from three countries were included; the plan was extended to five additional countries in 1949 and three more in 1950. Others will be added later. Thus the Farmington Plan is a realization of one of the long-time ambitions of American librarians, a cooperative division of fields of collecting on a national level, though applied only to foreign publications. With the passage of time the full importance of the plan will become more apparent. Eventually it may lead to a clearer recognition of the need for an integrated system of cooperating libraries, both among these participating libraries and others that are not included. It is the biggest forward step yet taken in this country on division of fields for collecting. Several studies have been made of the need for such a plan, and also of the effectiveness of its operation. Proposals for a similar plan for Great Britain are pending.

The Cooperative Acquisitions Project grew out of the need for obtaining wartime publications and papers of enemy countries, and the difficulty of obtaining them by individual libraries. Eight thousand subject priorities were assigned to 115 libraries in 254 subject fields, publications were secured by purchase or seizure by a special mission, and the items distributed on a pro rata cost basis. A good history and evaluation has been published.

It has long been known that even libraries designated as depositories of published documents of the federal government did not receive nearly all the important publications of the government, particularly those issued in processed form. To correct this condition and to secure some of the valuable postwar publications concerning foreign areas, the Documents Expediting Project was begun in June 1946 under sponsorship of four national library associations. Over 1,000,000 pieces had been distributed by 1948 to 70 participating libraries. Membership is by voluntary contributions on a scale of $100.

The Cooperative Committee on Library Building Plans was initiated in 1944 by President Dodds of Princeton University, who invited 15 colleges and universities to join in setting up a committee that would concern itself with common problems of the institutions in the planning of library buildings. It operated through the exchange of experience, ideas and knowledge. A grant from the Rockefeller Foundation provided for publication of its seven meeting reports (each including plans of different libraries) and the final monograph. Various other institutions participated in the program before its termination in 1949. Its work was invaluable in improving library building plans during the period of intense activity following the end of the war.

Some of the agencies or influences that have promoted library cooperation, usually on a national scale, should be noted. The work of the Library of Congress and of the Association of Research Libraries has already been mentioned in preceding sections. The publication of a digest of the association's Minutes in College and Research Libraries has been a new and very welcome service to the profession generally, for some proposals for cooperation appear first in these Minutes. Several publications of the Library of Congress have been invaluable,

---

27 Ibid. This is a good historical summary.
including the Library of Congress Information Bulletin, giving news of the library and its many varied activities and special projects; its Quarterly Journal of Current Acquisitions, and the United States Quarterly Book Review. The American Library Association, Association of College and Reference Libraries, and other national library associations, along with various learned societies such as the American Chemical Society have contributed to progress in cooperation. Other agencies fostering cooperation are the National Science Foundation, the Atomic Energy Commission, Armed Forces contracting offices and the U.S. Department of Agriculture Library. Army Map Service, with its map depositories including exchange agreements, has exerted influence, as has the Office of Scientific and Research Development and the Publication Board. Not least important of these, the philanthropic foundations have given a special impetus to cooperative planning and projects in recent years.

International Cooperation

It is difficult to separate other phases of international cooperation from bibliographical or information projects, for much international effort has been directed toward improving the dissemination and bibliographical control of information.

Unquestionably the outstanding achievement in this field has been the starting of a broad library program by Unesco. The Libraries Section has three subsections which indicate the lines of activity: public libraries, bibliography and documentation and a clearinghouse for publications. Its book coupon scheme, intended to reduce national and currency barriers in the purchase of library materials, has been noted as a great advance. The Libraries Section has been quite active in international bibliographical affairs.

Two international conferences were held in Washington to foster library development in the Americas and to stimulate library relations among the different countries. The Inter-American Library Conference took place in 1946, and the Assembly of Librarians of the Americas in 1947. The published proceedings of each present an outline of conditions, needs and areas for cooperative action. Also in South America, efforts have been made to aid in improving the university libraries of Buenos Aires, Chile, San Marcos in Peru and others through cooperation of those institutions with the Library of Congress and the State Department. A survey of information exchange in certain of these countries and recommendations for improvement have been made by Ralph Shaw.

In education for librarianship, various government agencies have aided in the establishment of several library schools in South America. Along similar lines, a sound library school has been projected for Japan with the cooperation of the Army and the American Library Association. The library program for Japan is very thorough and enlightened. Efforts have been made to improve its Diet Library and expand it into a national library, improve the publication and distribution of results of agricultural research, and to foster the growth of public libraries.

The international exchange of library personnel has been encouraged by the Di-
vision of International Exchange of Personnel of the Department of State and by passage of the Fulbright Act. The foreign scholarship program of the Medical Library Association should be noted. Such exchange is beneficial to both parties, of course, and fosters international understanding and cooperation.

Communication, Documentation, and Control

By far the most turbulent, and in many respects the newest, area of cooperation is in the general area of communication. So far no large-scale application of any of the numerous proposals has been made, but eventually some of them may work a revolution in research librarianship and cooperation. The seeds of most of them are in the past but never before has this field received so much devoted attention. It is impossible to classify the various proposals because some deal with publication, others with bibliographies, indexing and abstracting, quality of research, and basic communication; many plans overlap several areas. Basic ideas in the communication of research information are being re-examined from many different angles.

Some proposals make use of recent technological inventions or improved techniques, such as microfilm, microcards or other photographic media; punched cards; or electronic-photographic devices such as the Rapid Selector or its Atomic Energy Commission counterpart, electronic computing machines, television and Ultrafax. Other studies are being made of publishing, abstracting, indexing, national and international bibliography. No less than four international conferences on international bibliographical or information problems have been held within the last five years. These include a general one at Princeton in 1946, the Royal Scientific Society Information Conference in 1948, an International Conference on Science Abstracting in Paris in 1949 and a fourth at Paris in 1950. Each except the last has issued reports and recommendations. In the broad field of communication, basic study is under way in the Communications Laboratory of the Massachusetts Institute of Technology. The University of Illinois has established an Institute of Communications. The work of the Unesco—Library of Congress Bibliographical Survey project is of basic importance; two reports have been issued so far. The Graduate Library School and the Division of Social Sciences of the University of Chicago have just completed their study on bibliographical services in the social sciences. The beginning of American Documentation provides an additional specialized agency.

Dozens and perhaps hundreds of articles and books have been published since the war on communication, documentation and control, and even more have appeared on technological matters having possible application to library processes. Some of these proposals probably will be worked out satisfactorily in time; but extensive study and experimentation still are necessary. The effects of some of these proposals on library acquisitions programs, cataloging and service would be revolutionary. In nearly every instance the very immensity of the problem and its solution will require the fullest cooperation of not only librarians but also all others directly interested in higher education and research.