



Organization and Administration of the Junior College Library

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THERE IS AN ABUNDANCE of literature on administration and organization in business and industry, a sizeable body of literature on libraries in general, but literature on the junior college library is very scant. Therefore, in order to investigate the organization and administration of junior college libraries, it is necessary to study general principles of management and approved practices in other types of libraries. It is also helpful to examine the statistical reports of junior college libraries in terms of resources, staff, and operating expenditures so that a clear picture of the type of library under discussion can be presented. In addition to the literature available on administration and organization, current junior college library practices in these areas can be assessed through the use of questionnaires.

The above methods were employed in preparing this paper which attempts to review principles of sound administration, to show how junior college libraries are being organized and administered, and to emphasize apparent trends in junior college library administration. The libraries under consideration are those in both private and public institutions, libraries serving fewer than 100 students in small private colleges, and libraries meeting the needs of thousands of students in the public community colleges.

John Harvey observed that many junior college libraries are too small, with poor physical facilities, poor staff, poor book collections, inadequate budgets, and are in need of better organization.¹ Helen Wheeler summarized a questionnaire she circulated in preparing her doctoral dissertation and found that the area of greatest inadequacy in community college libraries are staff, collection, and physical facilities.²

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In support of the quantitative aspects of both Harvey's observations and Wheeler's report, an analysis of the 1962/63 *Library Statistics of Colleges and Universities*³ was made and the results are shown in Table I; 78 per cent of the libraries have 20,000 or fewer volumes; 87 per cent of the libraries reporting have 300 or fewer periodical subscriptions; 82 per cent of the libraries reporting have 2, 1, or 0 professional librarians on the staff; 85 per cent of the libraries reporting have 2, 1, or 0 non-professional staff members; and 73 per cent of the libraries reporting have total operating budgets of \$30,000 or less.

TABLE I

Analysis of Information on 486 Junior College Libraries Reported in Library Statistics of Colleges and Universities, 1962-63

<i>Enrollment</i>	<i>Volumes</i>	<i>Periodicals</i>	<i>Professional Librarians</i>	<i>Clerical Staff</i>	<i>Total Operating Expenditures</i>
Under 500 51.1%	Under 5,000 13.6%	Under 50 7.8%	0 4%	0 30.2%	Under \$10,000 28.8%
500-1,000 19.3%	5,000-10,000 24%	50-100 28.6%	1 56.8%	1 39.9%	\$ 10,000-\$ 20,000 31.7%
1,000-2,000 12.8%	10,000-20,000 40%	100-200 38.1%	2 20.8%	2 14.6%	\$ 20,000-\$ 30,000 12.6%
2,000-3,000 5.2%	20,000-30,000 13.4%	200-300 12.7%	3 10.4%	3 5.6%	\$ 30,000-\$ 40,000 8%
3,000-4,000 3.1%	30,000-40,000 4.2%	300-400 5.7%	4 3.4%	4 2.8%	\$ 40,000-\$ 50,000 4.7%
4,000-5,000 1.9%	40,000-50,000 1.6%	400-500 2.9%	5 1.9%	5 3%	\$ 50,000-\$100,000 10.6%
5,000-6,000 1.7%	50,000-60,000 .8%	Over 500 4%	6 .6%	6 1.8%	\$100,000-\$200,000 2.7%
Over 6,000 5%	Over 60,000 2.5%		Over 6 1.8%	Over 6 2.1%	Over \$200,000 .8%

If the statistical information is used as a guide, it can be seen that over 50 per cent of junior college libraries serve colleges with enrollments of less than 500, have book collections under the recommended standard of 20,000 volumes,⁴ subscribe to less than 300 periodicals, are staffed with one professional librarian who has one or no clerical assistant, and operate on less than \$20,000 per year for total expenditures. It is also evident, of course, that a few junior college libraries

have large enrollments, exceed 60,000 volumes in the book collection, employ comparatively large staffs, and spend a considerable sum of money each year.

The problems of organization and administration of these libraries may be divided into two categories: those affecting the small library and those applicable to the large and growing library. Edward Heiliger pointed out in an earlier issue of *Library Trends* that “. . . in administrative matters small libraries differ from large libraries only in the manner and degree of applying administrative elements and principles.”⁵ It may be assumed that the characteristically small size of most junior college libraries determines how they are administered and the administrative problems which exist.

Components of administration include policy-making, budgeting, organizing, and staffing. Policy in the junior college library may well be in the process of development, but should cover, according to Guy R. Lyle, (1) relationship of librarian to higher authority, (2) control of library resources, (3) library committee, and (4) library staff.⁶

A questionnaire concerning library policy was sent to 100 junior college librarians, including those in both public and private colleges. An attempt was made to select libraries with a collection of at least 10,000 volumes and a staff of more than one. Sixty-four responses were received from the questionnaire. Of these, twenty-nine reported having a written statement of library policy while thirty-five did not.

William Nash defines library policy as a “. . . predetermined course of action or guide to future action.”⁷ It is self-evident that no matter how small the library, decisions concerning present operation or future growth cannot easily be made unless a well-defined policy exists. The writing of policy involves a consideration of the philosophy and objectives of the library as well as of the particular college of which the library is a part. Therefore, junior college library policy would understandably be influenced by the size of the college, the nature of the college (whether public or private), the size of the library, and library goals.

Since policy reflects the librarian's relation to the president and the dean, one item in the questionnaire sought information about this relationship. In thirty-two colleges the librarian is directly responsible to the president, while in thirty colleges the librarian is responsible to the president through the dean of instruction or an academic vice-president. (Two librarians did not answer this question.) Lyle has stated that it is becoming quite common for the librarian to be re-

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sponsible to the president through an academic vice-president or dean.⁸ The results from the questionnaire show this trend is apparent in the two-year as well as the four-year college.

Ordinarily the president appoints the librarian, informs him of his academic status, and expects him to carry out the educational policies of the institution. The librarian will, in all likelihood, be asked to prepare a budget and an annual report and will keep the president informed of changes, additions, and needs. The dean of instruction will advise the librarian of curricular changes which will enable him to work with the faculty in securing recommendations for additions to the materials collection.⁹

In the very small junior college library with one professional staff member, the librarian has opportunity to work informally and directly with administration and faculty. The librarian in this situation will formulate policy without the benefit of suggestions from other staff members. It is then to his advantage to attend library meetings and conferences in order to exchange ideas with other members of his profession. In the questionnaire to which reference was previously made, sixty of the sixty-four librarians reported membership in professional organizations. This large percentage seems to indicate the awareness of the value of such professional association by the junior college library administrator.

Policy also will pertain to the nature of library materials, and their control. The above mentioned questionnaire showed that eight libraries had written statements of policy concerning acquisitions and eighteen had written policy concerning circulation and control of library materials. It is important to distinguish between policy and rules or regulations when thinking about purchase, circulation, and control. Policy explains purpose and function, and does not include detailed regulations.¹⁰ In this case, policy might list the types of library materials such as books, magazines, pamphlets, phonograph records, films, etc., but would not list the procedures for the purchase and cataloging of these materials. Similarly policy may state the general guidelines for the purchasing of duplicates for the reserve book section, but will not include the rules governing the use of reserve materials.

The library committee which serves as a liaison group between the faculty and the librarian advises the latter on matters of library policy. According to the responses to the questionnaire, a library committee exists in fifty-four of the sixty-four colleges reporting. The committee

participates in policy making in forty-four of the libraries. From this sample there is ample evidence that junior college librarians do have the advice of a faculty group in matters such as allocation of funds within the library budget, treatment of rare books, purchase of duplicates, planning renovations or new buildings, and many others.

The final area of library policy relates to staff. Responses to the questionnaire indicated that most colleges had a written policy which covered appointment and academic status of the library staff. In many colleges the librarian recommends candidates for professional positions to the president, but clerical staff are supplied from civil service lists. Fifty-three of the librarians answering the questionnaire indicated that the administration participated in the selection of library staff.

Responses to the questionnaire also indicated that the library staff participated in the formulation of library policy in fifty-two libraries. Twenty-nine of the librarians hold regular staff meetings. Staff are advised of revisions in library policy by written memoranda (23), meetings (25), both (14), and by other means (14). Twenty-four of the sixty-four librarians reported that they had a staff manual. The use of staff manuals and the need for staff meetings is, of course, dependent upon the size of the staff.

In the larger library, staff members will become cognizant of areas for which policy needs to be written or revised and will assist in the formulation of such policy. As contrasted to the director of the smaller library, the administrator of the larger library will work formally through committees, representatives of the college president, and heads of departments within his library in establishing guidelines for the administration of the library.

It is not necessary to detail here specific examples of library policy currently in effect in junior colleges. Just as each college has its own distinctive personality, so does each college library. Policy that is successful in one library may not be appropriate in another. However, each library should develop its own policy, preferably in written form.

Another area in the administration of the junior college library relates to budgeting and financial affairs. Through budgeting the librarian is able to plan for the future and make library needs known to the administration. In order to secure information about existing relationships between libraries and business offices and to assess the role of budgeting in two-year college libraries, a questionnaire was circulated to 100 librarians. (This was the same sample surveyed by the library policy questionnaire.)

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Sixty-four responded to the second questionnaire. Of those who replied, only seven reported that they did not prepare an annual budget. Those items budgeted by the greatest number were books (60), periodicals (59), binding (57), and equipment (44). Twenty-four of the librarians included travel and supplies in their budgets, while thirty-six budgeted for personnel, twelve for audio-visual materials, and two for maintenance of building.

Ten replied that funds not spent during a given budget period could be carried over to the next budget period. Twenty stated that the administration can withdraw funds after the budget has been approved for a given year.

Thirty-two librarians do not allocate funds by department within the library budget, while twenty-seven do. When departmental allocation is done, twelve use a formula, fourteen rely upon the advice of the library committee, and one uses a combination of these procedures. In twenty-one of the libraries, accounts for these allocated funds are kept by the library.

A description of the procedures used for setting up departmental allocations within a junior college library budget has been written by Norman Tanis at Henry Ford Community College, Dearborn, Mich.¹¹ Tanis includes a discussion of the various factors affecting the determination of amounts allocated to each department, including library holdings in specific fields, publication rates in different subject areas, per volume cost of books in different fields, and the necessity for updating the collection in a specific subject area. The size and nature of college departments and their record of participation in book selection and in stimulating use of library materials also influence the pattern of allocations. Tanis reports several advantages resulting from the change to a library budget in which book funds are allocated by department. Among these are increased faculty interest in library purchases, greater understanding on the part of the administration of the way library monies are spent, and a better book collection.

The small junior college library may find departmental allocation impractical since departments are few and the funds to divide are scarce. However, the large and growing library finds the system of allocations, which is generally used in the four-year college library, an efficient way of insuring balance in departmental spending.

Further results of the questionnaire show that the business office carries from 0 to 38 separate accounts for the libraries represented, with 1 to 8 accounts most often reported. In the majority of cases all

library purchases have to be made through the business office although eleven librarians reported that only equipment had to be purchased this way. Fifteen libraries indicated that purchasing was done through a central agency.

Twenty libraries have funds for book purchases other than those in the current operating budget. Only two reported that spending could not be done throughout the budget period. In thirty colleges, teaching departments may order books without involving the library; in thirty-two colleges, this cannot be done. Only four librarians stated that they were not satisfied with the library's relation to the business office in their colleges.

Responses to the questionnaire show that, in general, junior college librarians are requested to submit an annual budget. This important responsibility gives the librarian opportunity for planning the growth of the library. Since many junior colleges are rapidly expanding, the librarians in these colleges must plan for the purchase of additional materials to meet the needs of increased enrollment and curricular offerings, to budget additional staff positions for improved service, and to request monies for building programs.

In addition to policy-making and budgeting, the administrator must concern himself with organization. Organization has been defined by Louis Allen as the "process of identifying and grouping the work to be performed, defining and delegating responsibility and authority, and establishing relationships for the purpose of enabling people to work most effectively together in accomplishing objectives."¹² Or more concisely the manager (or administrator) gets work done through other people by organizing, assigning work, supervising, coordinating, teaching, and helping people develop their capacity to work.¹³

The junior college librarian who is the sole staff member cannot apply the principles of organization insofar as they involve other people. But when he is responsible for all types of library work, the work itself will have to be organized and scheduled, or it will not be done efficiently. If clerical assistance, including students who work part-time, is available, the librarian should examine the division of labor to make certain that he is relieved of the bulk of non-professional duties.

Inherent in organization is the division of work which should occur according to plan and not merely by individual staff preferences. Library work may be divided into administrative duties, selection and

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acquisition of library materials, preparation of materials, and assistance to readers.¹⁴ In the larger libraries, such divisions result in the formation of departments.

When there is one professional library staff member, he is concerned primarily with the acquisition and processing of materials. There is little time for assistance to readers, and administrative duties, although not complex, are minimized. In libraries with two professional staff members, one is often responsible for technical processes while the other is responsible for reader services. In practice, however, many combinations of responsibilities are made. In addition, one librarian must assume administrative duties.

Not until the library staff expands to a minimum of three professionals (with a corresponding increase in clerical assistants) can the library director perform truly administrative duties. He is then freed of the many details related to ordering, cataloging, and circulation, and has time to study library use, to work to a greater extent with faculty and administration, to plan the development of the library, and to analyze the progress made in library affairs. As can be seen by the statistics previously reported, only a small percentage of junior college librarians are in situations where they can be full-time administrators.

In surveying the organization of some of the larger libraries, it is found that as the size of staff increases, staff members are made responsible for smaller segments of work such as cataloging, periodicals, audio-visual services, ordering, reference, circulation, etc. With large staffs, assistants are assigned to each division or department. The assistants are then, of course, responsible to the department head, and the heads of reference, cataloging, and other departments report to the librarian.

In organizing the work to be done and establishing lines of authority, it is helpful to prepare an organization chart and to write job descriptions. Many general texts on administrative organization provide guides to the making of such charts. Job descriptions should be written so that they do not need to be redone each time a position is filled. Confusion and dissatisfaction result when clear-cut job descriptions do not exist and when lines of authority are vague.

Since the junior college library staff is usually small, it is important that the administrative organization fosters good team work and develops *esprit de corps*. Although division of duties is necessary to organization, it is equally necessary that each staff member's work be

integrated into one effort.¹⁵ Staff relationships are generally informal, but with a staff of more than two, communication techniques tend to be overlooked. Uninformed staff cannot contribute effectively to the library's objectives.

One of the basic elements of executive (or administrative) action is communication.¹⁶ The librarian should strive to improve communication with staff (whether professional, clerical, or student assistant), with administration, with faculty, and with students so that the work gets done and there is understanding of what is to be done and comprehension of the reason for its being done. "The administration of any organization can be accomplished only through communication. The effectiveness of administrative communication within an organization is, therefore, the best measure of the effectiveness of the administration of that organization."¹⁷ The librarian has opportunity to communicate with his staff through meetings, procedure manuals, memoranda, individual conferences, informal conversations, etc. It has been noted earlier that many librarians make use of various communication techniques in keeping their staff advised of policy changes and other matters.

Another factor in junior college library administration is staffing. Although many libraries do not have large staffs for selection and training, even the smallest library must be staffed. The head librarian has many duties to perform and must be well acquainted with all types of library work. In the small college he is frequently called upon to do a variety of professional and clerical tasks, and he must be as proficient in reader services as he is in technical processes. Even in the larger library, emergencies may develop which require him to act temporarily as cataloger, reference librarian, or audio-visual specialist. In addition he must work with the administration, faculty, and students of the college, and he is responsible for the selection and supervision of clerical assistants.

One of the librarian's most important responsibilities is the selection of library staff. He must find those who are qualified and competent, who can get along well with other people, and who are willing to take on additional assignments when required. Staff members will be expected at times to work under pressure and frequently will have to adapt to changing needs as the library develops.

Fritz Veit, director of Libraries at Chicago Teachers College and Chicago Junior College (Wilson Branch), and Ray Rowland, librarian at Augusta College, Augusta, Ga., have investigated the staffing of

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junior college libraries.¹⁸ Veit reports that in nearly all the colleges surveyed the head librarian had faculty status and in the majority of the libraries that had more than one professional staff member, the other professional librarians also had faculty status. Faculty status may be interpreted to mean that librarians are included in the faculty salary scale, have the same holidays, are assigned an academic rank, are eligible for sabbaticals, and are appointed to faculty committees. Although there is not a large percentage of junior colleges which use academic ranking or grant sabbaticals, many that do include the librarians in the faculty group. Veit also found that on the whole junior college librarians are well-trained and have good academic backgrounds. Many have college library experience but, at the time of the survey (1962), the greatest number had formerly been associated with school libraries.

The work of the librarian in the small junior college library has been discussed earlier. In the larger library, the chief librarian must devote more time to administrative tasks and be concerned with selecting other staff members. The professional staff he selects must have professional training as well as competence in a subject field, and should have an understanding of the philosophy and goals of the junior college.

Many junior college faculty employ audio-visual aids in instruction. In colleges that subscribe to the philosophy that the library is a materials center, the audio-visual department is a portion of library service. In the public two-year colleges of New York State, this is true in about 50 per cent of the colleges. In the responses to the questionnaire on library policy to which reference was made earlier, it was found that audio-visual aids constituted a separate department in thirty-two colleges and a part of the library in thirty-two colleges. Although the standards state that additional staff and budget should be provided in junior college libraries handling the audio-visual function,¹⁹ fifty-one of the respondents indicated that the library staff handled audio-visual, and forty that the audio-visual budget was part of the library budget. This would indicate that although the responding librarian considered the audio-visual department as separate from the library, the library in the majority of cases was responsible for staffing and budgeting needs.

Another area of library service presenting special problems in staffing involves the sharing of library facilities by two institutions of different academic level.²⁰ It is not infrequent that high schools and

junior colleges under the same supervisor share not only the materials collection but staff as well. A two-year college library may be combined with a four-year college library under one administrative head such as is done at the Wilson Branch of the Chicago Junior College and the Chicago Teachers College, both of which are under municipal control.

In small libraries, student assistants are frequently the entire clerical staff. Their selection and training is a never-ending process since there is rapid turnover in student employment. However, many students are capable of performing work necessary for the efficient operation of the library. A well-trained student work force is a valuable asset to any library.

A standard for the number of clerical assistants in a junior college library has not been definitively written. There have been recommendations of one clerical position for each professional position.² The support of each professional position by two clericals has also been suggested.²¹ And in more general terms Archie McNeal has recommended that there be a higher ratio of clerical to professional staff so that there may be a separation of clerical and professional duties.²²

The clerk in the small library will work with a variety of library routines. In the larger library where more clerks are available, each may be assigned to a specific area of work. Persons with clerical skills may be given on-the-job training so that typing of orders and catalog cards, working with the public at the circulation desk, handling the many details pertaining to periodicals, and many other tasks may be performed successfully. In addition to his clerical skills and knowledge of routines peculiar to library operation, the well-qualified library clerk should have a pleasing personality since the clerical assistant often represents the library to its public.

In conclusion it would be fair to say that the administration and organization of junior college libraries are patterned quite closely after the example of the four-year college library. Although many small libraries do not have the resources, staff, or funds to develop complex administrative organization, their need for better organization will develop as they grow in size. The junior college librarian is writing library policy. He is working with a library committee. He is developing sound financial and budgetary practices. As the college grows and more departments come into existence, he is becoming responsible to the chief administrator through an academic dean or dean of the

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faculty. He is also planning the growth of the materials collection and encouraging departmental participation in book selection by establishing departmental allocations within the library budget.

As the library staff increases, the librarian is organizing departments through division of work, preparing procedure manuals, and otherwise developing means of communication with his staff. Those junior college libraries destined to remain small will, of course, not follow the trends of greater organization, but will continue to operate on an informal basis with a minimum of complexity in their administration.

Although quantitatively junior college libraries have far to go in meeting the standards established for them, they are a part of the total library scene, and will remain as long as the two-year college continues to perform its unique function in American education. As greater dependence is placed upon the library, junior college librarians will use their training and experience to meet the constant challenge of providing better service for faculty and students. And this can only be done through improved organization and administration.

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