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LIS outsourcing: an introduction

In this chapter we consider:

- what are outsourcing and externalization?
 - how long have they been in use?
 - what is the nature of outsourcing?
 - why do library and information services outsource?
 - what do they outsource?
 - what issues arise when outsourcing is carried out?
 - what are the effects on customers, staff and suppliers?
 - what is the effect on the service?
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What are outsourcing and externalization?

There are various definitions of outsourcing and externalization that can be summed up as follows:

Outsourcing is allowing another person or organization to provide a service or part of a service previously carried out inside the LIS/organization, usually on a contractual basis.

Externalization is the delivery of a complete service, including the staffing and possibly the relocation of the service away from the purchaser's premises, by an external supplier.

You will find other definitions in use but they generally amount to the same thing. They make the distinction between the partial and the total delivery of the library and information service (LIS) by a third party or parties.

Outsourcing is a term that has been applied in the last quarter century to the processes involved in the provision of a service or other business activity by placing its supply in the hands of people who are not the direct employees of the organization that provides that service or activity to its own customers. Although, as we shall see shortly, this is not a new concept and the process has been taking place for a considerable time, the term 'outsourcing' and the related – frequently synonymous – phrase 'contracting out' have come to be associated with experiments and practice in putting entire services in the hands of contractors rather than distinct parts of that service. This is without doubt an emotive issue, but there is now a considerable body of evidence from a number of countries that there are opportunities as well as challenges when outsourcing becomes an issue for library and information professionals.

The definition of outsourcing adopted by Resource (now MLA, the Museums, Libraries and Archives Council) is based on one in the American Library Association's publication *Library Technology Reports* and for the sake of consistency we shall adopt it here: 'outsourcing is the contracting of activities to an outside individual or organization (which may be another publicly funded body) in place of the use of in-house staff' (Boss, 1999, quoted by Ball and Earl, 2002). This is very similar to the definition adopted by the American Library Association's ad hoc working party: 'the contracting to external companies or organizations, functions that would otherwise be performed by library employees' (ALA, 2003). It should be sufficiently precise to allow us to start our look at the management and professional issues that outsourcing raises.

The background to outsourcing

Outsourcing is often discussed by librarians and information professionals as if it is a new phenomenon in their industry. An important text in this field (Woodsworth and Williams, 1993) places its origins in government privatization policies; a 1994 speaker on the closely allied topic of contracting out (Lawes, 1994) recalled her widely shared first reaction to the idea, that it was a passing management fad – new, by implication – and that it would never last.

Yet there are examples of outsourcing of library and information services that go back over a century. The *Atlantic Monthly* for February 1997 (p.16) reported that 28 February of that year would be the last day that libraries could place orders for catalogue cards from the Library of Congress, ending almost 100 years of service. Since 1902, the Library had sold duplicate copies of its 5x3 inch catalogue cards to libraries around the world, but falling demand from a peak of 78 million cards in 1968 had made it no longer viable to produce them.¹ The Cataloging Distribution Service still provides data to customers, these days using file transfer protocol (FTP) over the internet (having also closed its tape distribution service in 2003 after 31 years), but now concentrates on the primary function of producing and publishing a single authoritative electronic information product rather than being involved in the reproduction and distribution of the data (Library of Congress, 2003).

Libraries and information services have paid suppliers to carry out routine book servicing tasks, such as labelling or the fitting of plastic jackets, for many years. They have made use of services such as the pre-selection of books for inspection or approval, with suppliers providing books likely to fit criteria of appeal to the library's readers or of price. So again there is a long tradition in UK libraries of using what are now seen as outsourcing services, but it is only in the context of recent developments that this label has been applied to what were originally seen as useful services that the library might choose to buy in rather than carry out itself. Other support services such as cleaning and maintenance have been bought in as a

result of compulsory competitive tendering (CCT) elsewhere in the local authorities that operate public library services, and following the decisions by many public and private bodies to place building maintenance and cleaning in the hands of facilities management companies rather than continuing to do this work themselves.

The resulting impression is that large amounts of library services have been outsourced, when what may have happened is that outsourcing is now routinely considered as one of the available options when service delivery is being examined as part of an efficiency review. The result, as might be expected, is that a greater amount of business has been outsourced recently, and that the services being outsourced now go far beyond the routine processing of new books, or the supply of pre-printed catalogue cards.

The nature of outsourcing

As has been shown, there is a long tradition of outsourcing low-level processes and the routine parts of some professional activity such as catalogue card production. Far less common has been the contracting out of an entire service, but this possibility has been opened up in the last 20 years, especially in the public sector, by changes in political thinking. At the time of writing only Hounslow public libraries are in this position in the UK, with services provided by a trust under contract to the local authority. A small number of library boards elsewhere in the world have adopted similar policies. However, a number of library services have found themselves in a position where outsourcing has been a possibility or has become a fact, and these range from local authorities, through government departments (where the process was designated 'market testing' in the Government's White Paper *Competing for Quality* (Cabinet Office, 1991)), to libraries in the education sector (Ball and Earl, 2002). Commercial considerations make it more difficult in the corporate sector, where client confidentiality may be a factor weighing against total

outsourcing, but even here there are reports of the use of outsourced facilities for storage and other support. Perhaps surprisingly, an extensive list of functions has been outsourced by legal libraries, which would appear to have many of the same concerns (Ebbinghouse, 2002).

CCT has led to some partial outsourcing, such as at the London Borough of Brent, and to situations where parts of a service were outsourced while the core service was still managed in the traditional way as a public service or private company department. In some cases, these trials of outsourcing have since been abandoned.

Outsourcing, externalization and service level agreements

The techniques that we describe in this book will be important in ensuring that outsourcing (or externalization) achieves its purpose under good standards of management. An outsourcing agreement will be essentially the same as a service level agreement (SLA) and can be used to govern the various aspects of the outsourced or externalized service.

However, the service specification must be carefully drawn up, but there are many bridges to cross before this is finally concluded. Especially where the LIS is not consulted, there can be excessive concentration on the quantitative aspects of service (how many books are to be catalogued? how many enquiries are to be handled?) rather than the quality of service (are catalogued books delivered on time? can they be easily found from the catalogue descriptions? do users report satisfactory responses to enquiries?)

The specification must include a mechanism that provides the managers of the outsourced service with access to the policy-making process and the policy makers, so they can stay in touch with the business to receive information on new policies and in order to supply progress reports. A service level agreement is helpful in specifying the arrangements for communications and for managing the flow of information to the service managers.

In this section we have not included recommended wording – see

Chapter 8 for advice on this – but have highlighted the issues that you need to consider. Because the agreements you reach are likely to be contractual in nature, we think it is important that your legal advisers draw up the wording, or approve the agreements that you draft.

The use of outsourcing and externalization

In the UK, many examples of outsourcing and externalization activities trace their roots to the political efforts in the 1980s and 1990s to reduce public sector costs by, for example, the reduction of staff levels.

However, there are earlier antecedents in the USA. Herbert S. White (2000) recalls that the NASA Scientific and Technical Information Facility was completely contracted out to an external supplier in the mid-1960s; one commentator has traced the contracting out of library services in the USA to a 1955 federal government circular (US Bureau of the Budget, 1955).

The literature shows library and information services using outsourcing to help them to grapple with concepts such as ‘value for money’ and ‘best value’, and suggests that a justification for outsourcing used by many is that it allows them to focus on their core activities rather than on the delivery of minor services or areas of work that have low value and low interest.

But it can be argued that library and information services have long outsourced many of their activities, and probably for similar reasons. This includes a number of paraprofessional activities such as photocopying, book purchasing, handling journal subscriptions and interlibrary loans. At a more basic level, work such as book jacketing and labelling has been bought in from book suppliers for many decades. Even some professional services such as cataloguing have been bought in for many years, through card supply services (such as the BNB card service) or from electronic suppliers such as OCLC.

Library and information services have also had to manage further

developments at the same time as coping with the development of outsourcing:

- cutbacks in funding which have led them to concentrate on core services
- local government reorganization
- growth of LIS purchasing consortia in a number of sectors, e.g. academia
- new business initiatives created by various partnerships, mergers, acquisitions, alliances and sponsorships in the book trade and in library and information services.

There are many examples where outsourcing in the LIS has been achieved with good results:

- security
- cleaning
- catering
- book binding
- loose-leaf updating
- information technology/computer support
- subscription services.

There have been examples in public and private sector libraries where previous in-house providers have competed with private suppliers to offer such services. A frequent, though not universal, experience has been that in-house services have gained greater control of service costs, and there has been a benefit to both the LIS and the organization from the outsourcing process.

Advantages and disadvantages of outsourcing

The LIS that uses outsourcing can find itself in a difficult position if it becomes a (possibly powerless) intermediary between the library user and

the library supplier. It will have to put itself first in the position of supplier in order to discover what its users want, and then become the purchaser in order to pass these requirements to the external supplier.

In addition to dealing with this split role, the LIS needs to address some areas of vulnerability which need to be covered in the agreement process.

Minimizing the risk

Identifying areas to outsource requires careful consideration, perhaps at more length than a management anxious for savings is willing to countenance. You do, however, need to ensure that:

- there is a sufficiently large supplier base able to offer the service;
- a large enough number of suppliers are prepared to make a bid at a reasonable price
- you have the resources to manage the resulting agreement or contract.

Otherwise you expose your organization to risk. If you draw up a specification so inflexible that it leads you into a one-to-one agreement with an inexperienced or poor supplier, you have effectively cut off the possibility of any worthwhile service development. Similarly, if you choose to enter an area where there is only one supplier, you are at risk if that company's fortunes fail, and you may be subject to unexpected price rises or shortfalls in service quality. The way of increasing the odds in your favour is to ensure that the specifications you issue for the service are pitched flexibly where necessary. This allows the potential supplier to organize a bid in terms that can be matched against your requirements and to identify possible economies of scale.

Use this book to help you identify these areas for flexibility. Use the growing numbers of SLAs that have been published on the world wide web. Use the period of clarification and negotiation while concluding the contract in order to discover the supplier's strengths and what is already

being done for other clients. Try to remove the risks along with the inessential elements of the specification.

You may need to bring in specialist help to arrive at the service definition, for example if you want to outsource web page authoring. Defining the service with this specialist may also help to identify alternative ways of meeting the requirement, or point out that not all the service needs to be outsourced in order to realize your targets.

The question of ownership

In some circumstances, the question of ownership of the service, its stock, and even its staff can arise. Your agreement needs to state this precisely. Because of the nature of this agreement, we reinforce our earlier advice that your legal advisers formulate the words to be used. Common arrangements are:

- Ownership of the stock (infrastructure, etc.) is transferred to the outsourcing company. In this case you need to consider what will happen at the end of the contract period, in order to avoid making an unplanned gift to a contractor you have dismissed. There will need to be safeguards, if you judge them necessary, to prevent the contractor from selling off the stock during the contract period.
- The stock (infrastructure, etc.) is leased to the contractor, possibly for a peppercorn rent. In this way the ownership of the stock is never removed from the LIS. In the public sector this may be the only way that you can outsource.
- The LIS retains ownership of the stock, with the contractor providing personnel or accommodation.

Beware of writing the terms of the agreement so precisely that you prevent the library service from changing its location, or prevent the contractor from disposing of out-of-date reference books.

What to outsource

A recent survey categorizes outsourced areas of LIS work into information technology (IT), technical services, collection development, document delivery, electronic resources and preservation.

Information technology

Libraries often depend on externalized or outsourced IT services. They may be in another part of the organization, or they may be part of a larger agreement with a third-party supplier. Library requirements are often overlooked, where for example the automated library system is run unsympathetically by a supplier that is far more interested in the widespread desktop applications (such as word-processing and spreadsheets) used throughout the organization. Outsourcing library IT may simply be outsourcing an unresolved problem; despite the trend to converged library and IT services in academic libraries, the best protection for the LIS against these problems can lie in ensuring that the service specification for the overall contract contains explicit and well expressed requirements. Specify the IT requirements for the library and information services, records and archives management services, and knowledge or information management as needed, without being browbeaten to define your solutions based on standard software packages.

Internet service providers

A particular aspect of IT outsourcing is the agreement that you are likely to reach with your internet service provider (ISP). You will usually find that you have not a contract but a service level agreement, which will make it more difficult to enforce in law if you get bad service. Service is widely reported to be poor, and ISPs are not keen to place themselves in a position of potential liability. A survey showed that 'SLAs that are met are the exception not the rule. Mostly businesses are not getting the service for

which they are paying' (Evers, 2001).

The levels of service quoted often look comfortably high but, because internet service is a 24-hour, seven-day operation, even a small shortfall from 100% connection can translate into uncomfortably long periods of downtime: 99.8% availability allows 17 hours' loss of service in a year. If all 17 hours come together the results could be catastrophic, so it may be wise to insist on an additional clause that limits the length of time that will be tolerated in a single loss of service incident. You are unlikely to regard a time much longer than four hours as too long.

Look at the sample agreements that many ISPs post on the world wide web. You can include useful ideas from these in your own agreement. You may need to insist that you will not sign the standard agreement if its conditions are significantly worse than your requirements dictate.

Technical services

Suppliers are likely to make the running in service specification in this area, since there are many standard services that are bought off the shelf. Physical processing and cataloguing are long established services but non-standard requirements are likely to be charged extra. The market is competitive, but margins are low and suppliers keep their costs down by expecting LIS customers to accept standard products. Nevertheless, we believe it is worthwhile carrying out the specification process in order to identify the true requirements, and to decide whether the standard offer is in fact acceptable.

Collection development

The Liverpool experiment in supplier-led book selection suggests that a specification is highly desirable, perhaps in the form of a published collection-development policy indicating core areas and purchasing priorities in terms of types of publication (Naylor, 2000a).

Purchasing consortia are related to this area of work, and to technical services. The techniques of service level management can be useful in drawing up the agreements under which the consortia are set up, and of setting the timescales and other expectations of consortium members.

Document delivery

There is unlikely to be much scope for negotiation in this area, since national document supply services (such as the British Library Document Supply Centre in the UK, or INIST in France) have standard conditions for use, while commercial suppliers such as ingenta also have stated terms of trade. However, a statement of the conditions for use of such services (i.e. guidelines for the choice between purchase and borrowing) could form part of an overall service specification.

Electronic resources

Although some major collections have created published databases from their stock (such as DEVSIS, based on the British Library for Development Studies at the IDS, Brighton), in most cases there is no real prospect of in-house electronic resource creation beyond the normal catalogue. In effect, every consultation of an external database is a small act of outsourcing, and once again it is on the supplier's terms. We look further at this area in Chapter 10.

Enquiry services

For some time now various organizations have outsourced their enquiry services to another organization. The calls to an enquiry service are directed to the supplier organization, which usually has staff trained in the specialism, but sometimes has to reroute back to the main organization because the enquiry needs a more complicated answer. A typical example of this

is the UK government's Health and Safety Executive which uses a private company, National Britannia, to operate the HSE public enquiry service which was previously carried out in-house. Interestingly, based on this activity the supplier organization is now supplying an enquiry service to a health and safety professional body. Perhaps the lesson learned here is that there are opportunities for professional information providers to provide the same kind of service.

Preservation

Conservation and preservation are also specialist services where the supplier is likely to have standard terms, and possibly has a better grasp of the technical detail required in the specification. However, there is some scope for setting levels of service in other areas such as restoration or drying services. In case of emergency, the proper treatment of saturated materials may be more important than absolute speed, and the specification (again with expert advice) should reflect the requirements of the LIS.

Negotiating and agreeing the terms

The customers' expectations

An important element in approaching outsourcing is for the customer to understand the effect of outsourcing on service levels. Suppliers may be reluctant to go above particular levels, leading to the users' expectations being disappointed. An agreement should not be concluded with the external supplier until users are fully aware of the service levels being offered, and sign up to them.

A problem encountered at this stage is the need to explain the operation of various areas of library and information work to the LIS users. (Chapter 10 will expand upon this.) While it is always important to keep the users informed when negotiating an agreement for the operation of a LIS service, it becomes more so when services are outsourced. Library

users may be expecting a dramatic improvement in service as a result of outsourcing, whereas the time taken to deliver a journal issue from the publisher to the library (or the end-user) will be exactly the same whether the order has been placed by the library or by the outsourced supplier. The only area in this example where any difference can be made is in the time it takes to record the journal's arrival and apply circulation labels.

The LIS user community must understand that although it is, quite rightly, being invited to specify the levels, suppliers may choose to bid a lower level of service, or to negotiate additional costs for the gap between their service bid and the level required. The library manager's task is to ensure that the user community understands these constraints, and that the outsourcing agreement regulates only those areas that can be reasonably influenced by the supplier. Otherwise, there will be an endless stream of pointless enquiries and allegations of poor service, and goodwill among all the parties will be endangered.

The most effective way of negotiation is likely to be through negotiations by the LIS on behalf of the parent organization. If the organization wishes to deal directly with the supplier, try to ensure that you are at least consulted on the wording of the documents before they are put to potential suppliers. The assumption that only librarians/information professionals are capable of understanding the ways of the publications trade is less common than it was, but it is still probably true that many professional purchasers do not intend to become experts on book purchasing and need to be supported by you. Your own interests are best served by a specification that has been 'reality checked' by a LIS professional before issue and which does not create a stream of calls to the LIS manager seeking clarification of terms. Remember that, in cases of doubt, many LIS suppliers still reach for the phone to call a librarian, who will understand what they are saying about the book trade, rather than a professional purchaser in the buying section.

Staff expectations

We discuss the effect of outsourcing on staffing issues in Chapter 11. The threats that are felt when service level agreements are introduced seem even greater when there is the possibility of outsourcing or externalization, and the consequent threat of job losses or radical changes of work patterns or routines. As a result, the process of service specification is highly important in this situation. A precise specification allows members of staff to have a better idea of what should happen under the new arrangements, and provides evidence of what was agreed in negotiation.

The suppliers' expectations

Similarly, the agreement provides the supplier with a record of what was specified and the way in which any outsourced staff would be employed. In the supplier's case too, the record of the negotiated agreement is an important document. The document should indicate to the supplier whether there is a problem as a result of a gap between the customer's expressed requirement and the supplier's own staff and technical resources.

A clear statement in an SLA of a requirement for the LIS to maintain membership of co-operative schemes or other interlibrary organizations may act as a warning to the supplier that negotiation with third parties is required. Statements concerning legal obligations such as the handling of personal data under the Data Protection Act will also highlight areas needing particular attention, and remind suppliers that they need to satisfy you that their procedures will shield you from legal challenge. If the supplier is known to handle information outside the European Union (for example, in order to re-key catalogue card data, which contains personal information), then care should be taken to include a suitable requirement in the agreement.

Providing feedback

Feedback has been identified as a problematic area in outsourcing of services. Particularly if your user committee has been used to detailed monitoring reports, it may demand that the outsourced supplier is monitored to a similar level of scrutiny.

Bear in mind that the more complex the specification and the more performance indicators that are included, the more monitoring activity will fall upon the LIS staff. Monitoring criteria need to be useful as well as meaningful, and simply measured or judged. There are a number of documented instances where the costs of monitoring have outweighed any savings from outsourcing. Indeed there is evidence that where outsourcing is undertaken in an attempt to solve problems in the management chain, or problems of recruitment and retention, these problems are displaced rather than solved. As a result, they become the subject of review meetings with the supplier when performance does not improve.

The supplier may be able to provide a number of standard reports, depending on the service. If there is a quality control system, you should be able to have copies of the output reports that apply to services provided to you. But, if you are being asked to press the supplier to provide bespoke reports, you will need to intervene to protect the supplier's interests.

Normally, a supplier is chosen because of an ability to supply you at lower cost and higher efficiency. Asking the supplier to provide non-standard reports from a bespoke monitoring system will interfere with procedures, and raise costs for you and perhaps for other customers. Persuade your LIS committee to accept standard outputs from the supplier, or ask for a quotation for the supplier to commission further standard reports. Resist efforts to get information that will suit nobody but the library committee, and that is almost certain to spoil the results for everyone.

Throughout this book we stress the importance of regular meetings. These are essential if you outsource in order to build trust between your LIS and the supplier. You will also need meetings with the representatives

of your users; but you will have to judge the right moment when (if ever) you decide to let your users near the supplier.

The effect on the service

The overall effect should, of course, be that the library and information service continues to provide the best possible range and quality of service to its users. They, in turn, should be pleased with the levels and quality of the library's service provision.

In fact the nature of the service will change if any degree of outsourcing takes place. With full externalization, the service may come from a different location – in which case the agreement clauses concerning timeliness and the position of service points take on new importance – or with a different staff, who will need to get to know the organization and its members (the library users). With outsourcing, library staff will have to get to know the supplier, and learn how the supplier's products fit into their own range of products for their library users. In either case there is likely to be a change of pace, and it may be as well to build in a period of grace before full levels have to be achieved. For example, the first quarter after the start of a new contract might not be counted towards service credits or penalties. However, users need to be aware of this, and of any amendments to the complaints and escalation procedures during this time. Suppliers are likely to request some such concession even if the purchasing organization does not propose it.

How does the information professional fit into the picture?

Recent moves to outsource services have come as a challenge to the accepted values and the aspirations of many library and information professionals. There is evidence that the changes have both encouraged and disheartened practitioners, with positive responses being most common

at middle-management level where the opportunities are both visible and potentially attainable. Junior staff within organizations considering outsourcing tend to be worried about job security, while more senior managers are concerned at the responsibility the changes bring in terms of their having to take decisions that could adversely affect the careers of those they manage.

The information professional is an essential player in the process of outsourcing. He or she is the link that interprets the value of the library and information service to the organization's management. In an organization that has determined to outsource its information service, the professional's role is first to ensure that the specification for the new service fully meets the organization's requirements; then to ensure that the supplier selected is capable of meeting that requirement (and does so). Whether or not the in-house team is selected to provide the service, it alone has the skills and knowledge to specify the organization's needs. Specification of services requires particular skills. If there is any suggestion that it will be possible for generalist staff or external consultants to draw up this specification without drawing on in-house professional expertise, that suggestion should be resisted.

Librarians and information professionals do not necessarily have the skills to specify service requirements, but they are not difficult to learn. Common sense plays a great role, both in terms of defining what needs to happen, and how the purchasing organization will recognize that it has happened to a satisfactory standard (so that money can change hands). Library and information professionals need, in effect, to define what libraries do in such a way that someone else can evolve a means of doing it on their behalf. (Note that it is not important to define *how* that outcome should be achieved; that is for the supplier to decide. Note too that it is entirely open to any prospective supplier to decide to employ library and information professionals to help to interpret the requirement and define the response.) People writing specifications need to examine the activities of the existing service (we look at information audit techniques in

Chapter 2) and decide which elements are indispensable, which are desirable but not essential, and which might be attractive at the right price. The specification will eventually reflect all these points, will be written in clear language that will communicate to other professionals what the organization wants, and will allow the in-house professional to make a fair assessment of the bids in order to select the best.

Finally, the library and information professional needs to secure a role as adviser. It is one thing to help procure a supplier's services but, if the supplier then turns out to be submitting poor or late work, there needs to be a mechanism in place to provide informed professional criticism that obtains an improvement to the required standard, a warning or ultimately the installation of an alternative provider who is up to the job. It's worth making sure that the organization is aware that in the event of total failure of the supplier (and they do sometimes close down as well as fail), it might have to depend on the remaining in-house professional team setting up a service at short notice and reverting to earlier supply arrangements.

The clear designation of this role using a term such as 'intelligent customer' makes it clear that it is equally essential in the library and information service arena to have this specialist role as it is in information technology, where it is widely accepted.

So these developments are a real challenge to library and information professionals, but by being willing to adopt new roles there is a clear path forward. The manager will need additional skills to keep all staff informed and motivated during the outsourcing process, and this is no easy task. But, with comparatively little call for new skills from any good LIS manager, a new and positive role that derives from outsourcing can be identified.

Summary

This chapter has taken an overview of some of the issues raised by outsourcing and externalization of library, information and related services. We have seen that outsourcing on a small scale has been happening for decades, and

that even total externalization is not a new idea. But it is important to have good specifications of services, and to ensure that where internally supplied services remain, the staff are consulted in reaching the service specification statement. It needs to be recognized that all parties – staff, users and suppliers – should be involved, and that services will undergo change as a result.

Outsourcing can produce worthwhile savings, and improve the quality of the remaining staff, but it also has the potential to go badly wrong when requirements are not clearly spelt out, and negotiated and agreed by all parties.

Note

- 1 Even at this early date, it was not only permitted but mandated by law that the Library of Congress would generate income from its cataloguing and other publishing activities: 2USC 150, the law giving authority for the services, stated: ‘The Librarian of Congress is authorized to furnish to such institutions or individuals as may desire to buy them, such copies of the card indexes and other publications of the Library as may not be required for its ordinary transactions, and charge for the same a price which will cover their costs and ten percentum added, and all moneys received by him shall be deposited in the Treasury and shall be credited to the appropriation for necessary expenses for the preparation and distribution of catalog cards and other publications of the Library.’