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FINAL REPORT OF THE COPPUL / OCUL / CAUL- CBUA / BCI RESOURCE SHARING AGREEMENT WORKING GROUP

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EXECUTIVE SUMMARY

As electronic delivery of documents has become the predominant means of article exchange among Canadian post-secondary institutions, as well as an increase in articles supplied from licensed resources that are easily downloaded and shipped electronically, libraries are questioning the practice of charging each other for delivery of materials and the need for restrictive loan periods.

This report was prepared for the four signatory consortia on the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement by the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement Working Group. The report provides an analysis and recommendation in three specific areas:

1. To cease charging participating members of the COPPUL-OCUL-CAUL-BCI Resource Sharing (“Agreement”) for non-returnables¹ (a \$5 fee under the current Agreement);
2. Changing the loan period for returnables² to six weeks inclusive of time between receipt by receiving library and return to the lending library; and
3. Allowing renewals for returnables.

The Working Group also had as a secondary focus to update the language in the agreement to align with current practice and systems for ILL and document delivery in Canada.

The Working Group adopted a dual approach to the analysis of the proposed changes: 1) An examination of the principles underlying the Resource Sharing Agreement and how these impact the three questions under consideration; and 2) A birds-eye analysis of the costs involved in recovering the \$5 per article fee against the revenue generated from the \$5 charge.

RECOMMENDATIONS

Based on the results of the two streams of analysis mentioned above, the Working Group proposes the following recommendations to the Boards of Directors for COPPUL, OCUL, CAUL-CBUA, and BCI to:

1. Accept the change in loan period and renewals, as currently defined in the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing agreement, from “3 weeks from date of receipt, with no renewal” to “Six (6) weeks from date of receipt, with the possibility of renewal for additional six (6) week periods.”
2. Agree to amendments to the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement, that remove the \$5 fee for non-returnables.

¹ Scans or photocopies.

² Physical items such as books and media.

3. Acceptance of all revisions to the current language in the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement, other than those addressing the loan period, renewals, and the \$5 fee for non-returns, as indicated in [Appendix B](#) of this report.

Furthermore, the Working Group recommends that the effective date of these changes be October 1, 2019, to allow all consortia time to develop policies and processes to implement the recommendations. Notwithstanding this, any of the four consortia, or consortia members, may cease charging for non-returns before this date should they so choose.

BACKGROUND

The National Resource Sharing Agreement between COPPUL, OCUL, CREPUQ, and CAUL came into effect January 2, 2008. It extended reciprocal interlibrary loan/document delivery across Canada for participating institutions with a four day turnaround time, including loan of books (no charge) with a 3 week loan period and delivery of “photocopied” articles (\$5). The goal of the agreement was to build upon past collaborative success of the regional library consortia, especially the reciprocal borrowing agreement (established May 2002). Negotiations for the agreement occurred in stages between 2005 and 2007, starting from an initial agreement between COPPUL and OCUL with a gradual expansion to include the other two regional consortia to make it a national agreement. Changes to the list of participating libraries have been made over the intervening years, but no comprehensive review of the Agreement has ever been done since its inception. In 2017, several libraries in the University of Toronto system withdrew from the Agreement, which resulted in extended discussions among the Agreement signatories. The University of Alberta decided to cease charging COPPUL, OCUL, BCI, and CAUL-CBUA members for non-returns. The University of Alberta’s decision ignited discussions within the regional consortia about whether we should cease charging for non-returns among all of the Agreement participants. In 2018, the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement Working Group was created to investigate and make a recommendation in response to this question. As part of this process, BCI also inquired about the possibility of extending the loan period from three to six weeks, as well as allowing renewals. This was added to the mandate for this working group.

CHANGE IN LOAN PERIOD AND RENEWALS

BCI requested that the COPPUL, OCUL, and CAUL-CBUA consortia consider an increase in the loan period from three weeks to six for borrowing materials across the consortia and the allowance for renewal of these materials. After consultation among the various regional ILL and document delivery communities, the Resource Sharing Working Group is in agreement that this is a desirable change. This provides a consistent practice among libraries, allows the user more time with the requested material, and takes into consideration the time involved in mailing material.

Therefore, we recommend that the Board of Directors for each consortium accept the change in

loan period and renewals, as currently defined in the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing agreement, from “three weeks upon receipt and no renewals” to “six weeks upon receipt and renewable for additional six week periods.”

CHANGE IN FEES CHARGED FOR NON-RETURNABLES

The COPPUL/OCUL/BCI/CAUL-CBUA Resource Sharing Agreement currently specifies a \$5 fee for non-returnables across consortia. At the time, these fees were implemented to cover costs for paper, toner, scanning, printing, and mailing of printed articles. In the present day, articles are often provided from licensed resources and sent electronically to the requesting library. Interlibrary loan volumes have decreased considerably from the time that the Agreement was established. Furthermore, an increasing number of academic libraries are providing free document delivery between one another. Reconciling these fees, and handling invoices and payments, also carry a cost. All this has led to questioning the fees for non-returnables and whether they are appropriate for networks of libraries that have a strong focus on resource sharing.

The cost of providing document delivery to other libraries has decreased with the move towards electronic delivery and an increase in articles supplied from licensed resources that are easily downloaded and sent electronically. The volume of document delivery between participating members has decreased since the Agreement was first signed with increased access at many institutions through partnerships like CRKN. As a result, the amount of revenue from non-returnables has decreased. The statistics gathered by the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Group (see [Appendix A](#)) show that the total amount of revenue received annually is less than \$16,000, with OCUL being the largest recipient at \$12,400, and COPPUL second at \$3,285. Both BCI and CAUL-CBUA are net borrowers, paying respectively \$3,995, and \$8,530. This demonstrates that fees generated through the fulfillment of requests for non-returnables do not generate significant streams of revenue for each consortium.

When considering the costs involved with collecting fees for document delivery, charging becomes more costly than the revenue it creates. For example, looking at last year’s transactions between the University of Alberta (106 supplied) and Western University (37 supplied), the University of Alberta would receive \$530 but would pay \$185, and net \$345. The University of Alberta would have had to invoice Western University twice (semi-annual billing), handle payment, and receive two invoices from Western University and make payments. Western University would have to do the same. In the end, collecting \$345 would cost these institutions a considerable amount in indirect costs. Now consider that if a mistake was made at some point that needed to be corrected. The communications and time to deal with an invoicing mistake are considerable and takes staff time away from value-added services. All these indirect costs are not worth collecting \$345 in a year.

Within Alberta, the academic libraries under the Alberta Association of Academic Libraries Resource Sharing Agreement, no longer charge each other, which includes a number of COPPUL members. Other regions have a similar practice, such as the academic libraries in Saskatchewan and among those in the Atlantic Region. As of July 2016, The University of Alberta has stopped charging the \$5 fee to COPPUL, OCUL, BCI, and CAUL-CBUA libraries.

For larger institutions, who are most likely net lenders, the value of not charging is in the time that it frees up for your financial services staff (and often your ILL staff) from reconciling payments, producing invoices, and contacting libraries when payment isn't made. As well, the time that it frees your interlibrary loan staff from approving invoicing and handling issues regarding charges. Often, those invoiced charges to smaller libraries amount to \$20 or less per billing cycle, and yet the same amount of time is spent on those invoices as for the larger invoices of \$100 or more. Eliminating fees for document delivery may enable an increase in service standards, more satisfied patrons, etc. The small amount that this fee contributes to the overall budget at large institutions is likely to be negligible, so taking this workload out of the equation and avoiding those indirect costs has the potential to impact your institution positively.

Libraries participating in the national Resource Sharing agreement have long ago agreed to provide no-fee reciprocal borrowing for returnable items. The costs associated with shipping returnable items across the country, and providing return postage for these items, is actually where the real expenses for ILL services lie. Since we already agree to bear these costs at our own institutions, it makes little sense to continue to charge lending fees for the electronic delivery of documents when there are now few hard costs associated with this mode of delivery.

Therefore, we recommend that each consortium agree to amendments to the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement, that remove the \$5 fee for non-returnables.

OTHER REVISIONS TO THE COPPUL/OCUL/CAUL-CBUA/BCI RESOURCE SHARING AGREEMENT

The policies and practices for interlibrary loans/document delivery have become outdated since the Agreement was first signed. Changes in technology, workflows, and practices from over a decade are not reflected in the Agreement. The members of the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement Working Group have reviewed the Agreement and made revisions to reflect current practice and technologies. These revisions are indicated in the redline version of the Agreement in [Appendix B](#).

The Working Group recommends the acceptance of all revisions to the current language in the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement, other than those addressing the loan

period, renewals, and the \$5 fee for non-returnables, as indicated in Appendix B of this report.

RECOMMENDATIONS FOR MOVING FORWARD

These recommendations should be seen as both recommendations and opportunities for the four consortia moving forward, with individual member libraries undertaking activities which flow from these recommendations and/or are in harmony with these recommendations.

1. Accept the change in loan period and renewals, as currently defined in the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing agreement, from “three weeks upon receipt and no renewals” to “Six (6) weeks from date of receipt, with the possibility of renewal for additional six (6) week periods.”
2. Agree to amendments to the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement, that remove the \$5 fee for non-returnables.
3. Acceptance of all revisions to the current language in the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement, other than those addressing the loan period, renewals, and the \$5 fee for non-returnables, as indicated in [Appendix B](#) of this report.

Furthermore, the Working Group recommends that the effective date of these changes be October 1, 2019, to allow all consortia time to develop policies and processes to implement the recommendations. Notwithstanding this, any of the four consortia, or consortia members, may cease charging for non-returnables before this date should they so choose.

CONCLUSION

With the adoption of the preceding recommendations of the COPPUL/OCUL/CAUL-CBUA/BCI Resource Sharing Agreement Working Group, the four consortia will have effectively removed barriers and broadened access to knowledge and information in support of the research and educational needs of their user communities.

REFERENCES

1. COPPUL / OCUL / CAUL-CBUA / BCI Resource Sharing Agreement - Letter of Understanding. February 2016. Web. 25 March 2019, <https://drive.google.com/file/d/0By5T13FIdTZiSUVMWIZPZVUwYkE/view>
2. "Open Systems Interconnection." Wikipedia: The Free Encyclopedia. Wikipedia, The Free Encyclopedia, 15 September 2018. Web. 25 March 2019, en.wikipedia.org/wiki/Open_Systems_Interconnection

APPENDIX A: THE TRANSACTIONAL STATISTICS ANALYSIS

METHODOLOGY

Each consortium provided statistics for lending and borrowing of both returnables and non-returnables between their members and the three other participating consortia in the Resource Sharing Agreement.

The statistics cover the period between May 2017 and April 2018. They do not include the University of Alberta (AEU) as they don't contribute to costs, nor do they include the University of Toronto (OTU) as they are no longer a participant in this Agreement.

There is no charge for returnables, but these numbers have been included to provide a full picture of lending and borrowing between the consortia. The non-returnables fee of \$5 per item was then used to calculate the revenue from, or cost of, these transactions to each consortium. A negative transactional total indicates that a consortium is a net borrower, while a positive transactional total indicates that a consortium is a net lender.

RESULTS

For both returnables and non-returnables, BCI and CAUL-CBUA are net borrowers while COPPUL and OCUL are both net lenders.

BCI

Consortium	BCI Borrowers	BCI Borrowers	BCI Lenders	BCI Lenders	BCI Net Borrower or Lender
	Received Returnables	Received Copies	Sent Returnables	Sent Copies	Returnables and Copies
CAUL-CBUA	675	461	1316	1203	1383
COPPUL	2321	1753	1151	1652	-1271
OCUL	6007	3106	2005	1666	-5442
Total	9003	5320	4472	4521	-5330
Grand Total	14,323		8,993		-5330

Total for BCI

Non-Returnables	Net Borrower: -799	BCI Cost: \$3,995.00
Returnables	Net Borrower: -4531	BCI Cost: \$ 0.00

CAUL-CBUA

Consortium	CAUL-CBUA Borrowers	CAUL-CBUA Borrowers	CAUL-CBUA Lenders	CAUL-CBUA Lenders	CAUL-CBUA Net Borrower or Lender
	Received Returnables	Received Copies	Sent Returnables	Sent Copies	Returnables and Copies
BCI	956	973	634	453	-842
COPPUL	1226	1609	429	1131	-1275
OCUL	1769	998	298	290	-2179
Total	3441	3580	1361	1874	-4296
Grand Total	7021		3235		-4296

Total for CAUL-CBUA

Non-Returnables Net Borrower: -1706 CAUL-CBUA Cost: \$8,530.00
 Returnables Net Borrower: -2080 CAUL-CBUA Cost: \$0.00

COPPUL

Consortium	COPPUL Borrowers	COPPUL Borrowers	COPPUL Lenders	COPPUL Lenders	COPPUL Net Borrower or Lender
	Received Returnables	Received Copies	Sent Returnables	Sent Copies	Returnables and Copies
BCI	1151	1652	2321	1753	1271
CAUL-CBUA	429	1131	1226	1609	1275
OCUL	1956	1684	1244	1762	-634
Total	3536	4467	4791	5124	1912
Grand Total	8003		9915		1912

Total for COPPUL

Non-Returnables Net Lender: 657 COPPUL Revenue: \$3,285.00
 Returnables Net Lender: 1255 COPPUL Revenue: \$0

OCUL

Consortium	OCUL Borrowers	OCUL Borrowers	OCUL Lenders	OCUL Lenders	OCUL net Borrower or Lender
	Received Returnables	Received Copies	Sent Returnables	Sent Copies	Returnables and Copies
CAUL-CBUA	314	220	1887	1219	2572
COPPUL	1244	1762	1956	1684	634
BCI	2140	1690	6111	3249	5530
Total	3698	3672	9954	6152	8736
Grand Total	7370		16106		8736

Total for OCUL

Non-Returnables

Net Lender: 2480

OCUL Revenue: \$12,400.00

Returnables

Net Lender: 6256

OCUL Revenue: \$0

APPENDIX B: PROPOSED RESOURCE SHARING AGREEMENT REVISIONS

COPPUL / OCUL / CAUL-CBUA / BCI Resource Sharing Agreement

Letter of Understanding ~~February 2016~~

Created February 2016; Revised April 2019

This letter of understanding formalizes the resource sharing agreement between the Council of Prairie and Pacific University Libraries (COPPUL), the Ontario Council of University Libraries (OCUL), the Council of Atlantic University Libraries / Conseil de Bibliothèques Universitaires de L'Atlantique (CAUL/CBUA) and Bureau de Coopération Interuniversitaire (BCI).

In the interest of developing Canadian resource sharing and promoting common standards, COPPUL, OCUL, CAUL/CBUA and BCI agree to extend reciprocal interlibrary loan / document delivery privileges according to the terms outlined in this document. As a basic principle, all parties agree to exhaust local resource sharing opportunities before borrowing from each other.

This agreement will be effective ~~February 1, 2016~~ **October 1, 2019**, and shall be reviewed by the parties ~~in the fall of 2017~~ **every two years** to determine whether any changes are required.

A list of COPPUL participants is attached as [Appendix A](#). OCUL participants are listed in [Appendix B](#). CAUL/CBUA participants are listed in [Appendix C](#). BCI participants are listed in [Appendix D](#). These four lists will be revised periodically as needed.

On behalf of COPPUL

Name: **Kristina McDavid**

Position: Executive Director

Signature:

Date: ~~April 15, 2016~~

On behalf of OCUL

Name: John H. Barnett

Position: Executive Director

Signature:

Date: ~~1 March 2016~~

On behalf of CAUL-CBUA

Name: **Cynthia Holt**

Position: ~~Manager~~ **Executive Director**

Signature:

Date: ~~3 March 2016~~

On behalf of BCI

Name: Claude Bédard

Position: Director General

Signature:

Date: ~~18 April 2016~~

AGREEMENT DETAILS

1. Cost

Interlibrary loan and document delivery requests are filled free of charge between members of the Agreement. ~~\$5.00 per article.~~

2. ~~Turnaround~~ Processing Time

Lending libraries have up to 4 days from receipt of request to respond with a cancellation/conditional message or to fill the request. It is understood that during peak periods this may not be possible at some libraries.

3. Delivery Methods

a) Returnables

The lending library will normally send returnables by Canada Post Library Rate and include a return postage label with the item. If the parties decide that an alternative shipping method is to be used, and unless both parties agree to do otherwise, the lending library will assume shipping costs for delivery and the borrowing library shall assume the return delivery cost.

~~Books: Preferred method is Canada Post – Library Rate (return postage included) except between OCUL members where preferred method is the IUTS System.~~

~~Libraries may choose to use an alternative method (Xpress Post, Courier, etc.) and pay for delivery only. Borrower would pay for the return delivery but is under no obligation to use the same delivery method except when the lender explicitly requests it.~~

~~Microforms: First class mail. Lender pays one way, borrower the other.~~

b) Copies

Any software (e.g. Article Exchange, Relais ILL) allowing the secure transmission of electronic files can be used to transmit copies to a borrowing library. ~~to desktops (e.g., Ariel, Article Exchange). Otherwise by first class mail, with lender paying postal charges.~~

Borrowing libraries send, and lending libraries receive, the borrowing library's

~~confirmation~~ **assurance** that the copy is being requested by an authorized user for a ~~fair-dealing~~ **non-infringing** purpose.

4. **Invoicing**

~~Semi-annual invoicing preferred.~~

5. **Lending Library Loan Periods**

~~3~~ **Six (6) weeks from date of receipt, with the possibility of renewal for additional six (6) week periods.** ~~no renewal.~~

...

6. **Loan Formats**

~~Books and microforms only~~ **All formats subject to the lending policies of the lending library.**

7. **System Compatibility**

~~COPPUL, OCUL, CAUL/CBUA and BCI agree to support and promote the IPIG profile of the ISOILL 10160 and 10161 standards as the desired messaging format, and will make every effort to ensure their ILL systems are compatible with these standards. COPPUL, OCUL, CAUL/CBUA and BCI will continue to support generic script within their ILL systems as a secondary messaging format.~~

~~COPPUL, OCUL, CAUA/CBUA and BCI will test compatibility and communication between their systems prior to any upgrade to their current ILL software systems or implementation of new ILL software systems and will work to maintain minimum disruption of ILL messaging between the four consortia during these periods.~~

The members of the consortia agree to favour Open System Interconnection³ (OSI). They are therefore committed to interoperability of current and future protocols between ILL systems.

References

“Open Systems Interconnection.” *Wikipedia: The Free Encyclopedia*. Wikipedia, The Free

³ The Open Systems Interconnection model (OSI model) is a conceptual model that characterizes and standardizes the communication functions of a telecommunication or computing system without regard to its underlying internal structure and technology. Its goal is the interoperability of diverse communication systems with standard protocols.

Encyclopedia, 15 September 2018. Web. 25 March 2019,
en.wikipedia.org/wiki/Open_Systems_Interconnection