

Establishing Joint-Use Libraries

**Report of
The Standing Committee on Joint-Use Libraries
January 30, 1996**

College Center for Library Automation

This report reformatted and distributed July 1, 2001.

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Executive Summary

Cooperation among libraries is a long and respected tradition. In an era of continually shrinking or restrictive resources, the concept of a joint-use library is increasingly attractive. While it is true that more resources and services can be provided through a joint-use cooperative endeavor, the actual cost savings may not be as great as envisioned. Indeed, as the range of services expands beyond that which could be provided by the partners individually, ongoing operational costs may actually increase.

Major planning efforts in three main areas — a cooperative interinstitutional agreement, operations, and the library facility itself — are necessary to ensure long-term success. The relationship of the participating partners is legally defined in the interinstitutional agreement. This agreement can be general or specific, but must include a process for discussion, planning and conflict resolution to deal with items or subject areas not contained within the legal document. A joint-use interinstitutional agreement should reflect the collective thinking of both partners and provide sufficient flexibility for the managers of the library administrative functions to work effectively.

One of three administrative models is generally adopted in a joint-use facility: (1) The partner with responsibility for managing and operating the library employs a director; (2) A governing board comprised of representatives of both partners employs a director; (3) Co-directors represent each of the partners and share responsibility for organizing and supervising operation of the library. Modifications or combinations of these models are possible.

Effective operation of a joint-use facility calls for unprecedented levels of planning and cooperation. Areas to consider include hours, calendars and work schedules; collection development/weeding; which automation system to use; borrowing privileges; consortium memberships; library cards; inventory control, maintenance and replacement of equipment and furniture; bibliographic instruction; materials classification, etc.

Designers of joint-use facilities must consider the combined needs and specialized services of all partners in the architectural planning. Other issues include a probable increased demand for parking, utilities, maintenance, safety and security.

A joint-use facility is a unique entity. Partners come to such a venture from different library environments with different needs — academic libraries, community college libraries and/or public libraries. They bring different perspectives that must be considered in reaching agreement. Types of areas within the facility and different collection needs are only two examples of issues that must be considered for each partner and its patrons.

This report has been created as a starting point for exploration by potential joint-use partners. The cooperative effort of two or more agencies to create a joint-use library can result in much better service to the users than might be provided by the partners individually. However, this is not done without major and detailed planning efforts in a wide spectrum of areas. While not a panacea to avoid rising library costs, the joint-use library offers an attractive alternative in cases where the partners are willing to contribute the effort required to ensure success.

Introduction

Joint-use libraries are becoming more popular in this era of decreasing fiscal resources and increasing demand for library and information services. While cost savings and an increase in potential available resources are indeed possible, a joint-use library neither replaces, nor avoids, the basic funding and support responsibility by either participant.

A joint-use library may be defined as a facility which has been jointly created (or contracted for) by two or more entities to serve their combined library needs. A key element of such activity is the formal written interinstitutional agreement, or contract, which defines each partner's role and responsibilities in the operation, management, and financial support of the facility. It is typical for construction, equipment, and operational expenses to be equally shared. However, there are many different possibilities due to the size, nature, and number of entities involved in such a project.

Several versions of the joint-use library model exist in the Florida community college environment today. The Standing Committee on Joint-Use Libraries has reviewed currently active and planned joint-use operations in an attempt to seek common ground for a discussion of strengths, weaknesses, issues, and concerns which should be considered by any institution interested in joint-use and/or cooperative interinstitutional library activity. Obviously, the desired goal of a joint-use endeavor is to combine the resources available from two or more agencies or institutions and share the operational costs so that the patrons of each will have access to library materials and services at less expense to each of the partners involved in the agreement. The purpose of this report is to provide background concerning the issues which must be addressed and to share the experience of joint-use veterans.

Advantages and Disadvantages of Joint-Use Libraries

There is no doubt that through pooling their library resources, two public agencies can substantially increase both the quantity and the quality of library services and materials available to their patrons. It must be recognized, however, that certain trade-offs have to be made in order to reap the benefits. Perhaps it is not entirely fair to label these as disadvantages, but rather as issues to be dealt with. In any event, the following is a list of both advantages and disadvantages that must be addressed when a joint-use library is being considered.

I. Advantages of a Joint-Use Library

A. Hours

The creation of a joint-use library generally results in the library being open more hours per day and more days per week. Patrons benefit from greater accessibility.

B. Collection

When two existing collections and the acquisitions budgets of the partners are combined, more materials are available to the combined users.

C. Personnel

To operate the facility, the existing staffs will be combined and/or additional positions will be budgeted for the one partner who is providing library support service to the other.

D. Student Recruitment

If the facility is located on a college campus, and the other partner is a public library, this acts as a great recruitment vehicle for the college, because public patrons will be exposed to activities of the college.

E. Auditoriums and Meeting Rooms

Again, if one of the partners is a public library and the new facility is located on a college campus, the required large meeting rooms benefit the college. Not only is the space beneficial, but the combined funds of the partners make it possible for such facilities to be better equipped.

F. Acquisitions and Processing

Either the acquisitions and processing function for the partners will be combined to better serve their joint needs, or one partner will benefit from having that workload taken on by the new partner or parent system.

G. New Facilities

In most cases the formation of a joint-use library results in either the construction of a new building or the renovation and/or addition to an existing structure. In either event, improved working conditions are the net result. This atmosphere, with its smell of new paint and carpet, is pleasant to patrons, and gives staff members the feeling of having the opportunity to get a fresh start and bring about needed change. It is also an opportunity to create specialized facilities to replace former "make do" areas.

H. "More Bang for the Buck"

Through combining construction funds and operating budgets, the partners may be able to realize a greater return for funds spent on library buildings and collections.

II. Disadvantages of a Joint-Use Library

A joint-use library is a unique entity. Each of the partners must become sensitive to the needs of the other. Decisions and policies can no longer reflect only the needs of one or the other, but must be made in accordance with the combined needs of both. Therefore, a major disadvantage is one of perspective.

Specific areas of concern include the following:

A. Operating Costs

Many believe that operating costs will be reduced or at least remain the same as the result of becoming involved in a joint-use library. This is not likely to be the case. It is most probable that the increase in the size of the facility, the collection, staff, and hours of operation and related maintenance will result in an increase in total operating costs for the participating partners.

B. Cooperative Collection Development

During the past several years, as libraries have tried to keep pace with the increase in the volume and cost of both printed and electronically stored information, there has been a great deal of discussion and activity concerning cooperative collection development and shared resources. Most of these efforts, however, apply to large

systems and/or regional consortia. Partners in a joint-use facility must be aware that in spite of good intentions, resource needs can sometimes conflict as each partner competes for scarce resource dollars.

C. Schedules, Salaries, and Administration

A number of complications may arise if the administrative model adopted for the joint-use facility includes staff previously employed by each of the partners. Not only will this mean that employees doing similar work in the library may have different scheduled work days, benefits, and rates of pay, but they might report to different supervisors.

D. Automation Systems

If both partners in a joint-use facility come to the venture from well-developed libraries or as part of existing systems, they should already be familiar with library automation. It is possible that each may have used a different automation system. Either existing system or even a new and different one may be used to operate and manage the new library; therefore, numerous changes and compromises must be made. For example, one partner may have to give up a direct tie-in to the automation network used by other locations in its own system. This issue is explored further in Appendix A of this report.

E. Weeding

Public libraries, due to their need to maintain a collection of current and timely materials, are constantly in the process of weeding their collections. Academic libraries, which must support student and faculty research projects, may use different criteria to deselect materials from their collections. A weeding plan must be devised to make the process as painless as possible for an academic partner.

F. Quiet Study

Academic libraries, located either on resident or commuter campuses, typically provide a substantial amount of quiet study space for their patrons. Public libraries are generally more 'alive' with noisy children and adults and community activities. It will be necessary, therefore, to plan adequate dedicated quiet study space to accommodate the needs of the student population, and to consider traffic patterns and how they relate to quiet study/reading areas in the new facility.

G. Parking

The degree to which parking and additional related traffic become a problem depends upon the size of the new facility and the nature of the participating partners. Parking is a potential problem if the new facility will be located on a college campus, particularly if it is a commuter campus. If the other partner is a public library, the flow of public transportation and general traffic onto the campus will be substantially increased. Considerable planning must go into this aspect of creating a joint-use library.

Issues for Consideration in Creating a Joint-Use Library

A number of issues must be dealt with in the creation of a joint-use library. The items included here are by no means exhaustive but represent some which have come to light during the experience of those active in joint-use activity in the Florida community college system. The

extent to which any or all of these issues are addressed in the text of the interinstitutional agreement depends on the nature of the potential partners and the degree to which they feel things should be spelled out in detail. For the purpose of examination, the issues have been divided into three categories: the joint-use interinstitutional agreement, operations, and the facility itself.

I. The Interinstitutional Agreement

Some interinstitutional agreements are very general; other than addressing the major issues concerning cost of the building and maintenance and who is responsible for management and operations, the person or persons charged with daily supervision are given sufficient latitude to work things out on their own. All of the issues raised here should be examined and discussed in detail, even if they are not incorporated into the formal interinstitutional agreement or not.

The relationship of the participating partners is legally defined in the interinstitutional agreement; therefore, extreme care should be used in crafting this partnership documentation and commitment. The name chosen for the library should reflect the fact that it is a joint-use facility, with the names of all partners equally displayed. How costs will be shared and which agency will act as the fiscal agent for bidding the construction contract and purchasing the equipment and furniture must be determined at the outset of the project. A process for discussion, planning and conflict resolution must be developed to deal with items or subject areas not contained within the legal document. Written concurrence as to the process for such discussion is **very strongly advised** in order to avoid problems which can grow to critical proportions in the absence of a mechanism for resolution.

Potential problems cannot always be anticipated, which makes it even more important that the parties agree on a formal written process for continuing discussion and problem resolution. A handshake or "gentlemen's agreement" for this area is unworkable and can even be counter-productive because the original personnel may no longer be involved in the project over the long term.

The formal interinstitutional agreement should address areas considered most important to the participants. The agreement should provide for periodic review of the document itself, and include a process for revision and/or amendment.

It is also important, in the event that one partner is primarily responsible for operating and staffing the facility to meet the needs of the other, that written mention of minimum levels of service be agreed upon, such as the minimum number of staff provided to various service points or the minimum number of working computer terminals available at all times, etc.

The document should reflect the collective thinking of both partners and provide sufficient flexibility for the manager(s) of the library administrative functions. Under a joint-use environment, library management and operations must be responsive to the changing needs of both partners and provide services which are mutually satisfactory to all of its constituents.

One of the following administrative models is generally adopted in a joint-use facility; modifications and combinations of these are possible.

- A.** Director is employed by the partner who has, by the terms of the interinstitutional agreement, taken responsibility for managing and operating the library.

The other partner in the venture then contracts with the lead organization to provide library materials and services to its users. The advantage of this model is that one person is in charge and all library personnel report directly to that individual. Additionally, all personnel are on the same salary schedule and have the same work hours, and the chosen calendar is one that best serves the needs of both partners.

- B.** Director is employed by and reports directly to a governing board comprised of representatives of the two partners.

One advantage of this model is that the board exists as a separate entity and therefore ensures that the interests of each partner will be equally represented. Generally, all library personnel are then hired by one of the partners who agrees to act as the fiscal agent. Salaries and benefits are usually the same as those of the partner acting as the fiscal agent, but work schedules and calendars are determined by the board to satisfy the requirements of both partners.

- C.** Co-directors represent each of the two partners and share the responsibility for organizing and supervising operation of the library with staff from each participating agency reporting to their respective director.

In this instance it is likely that the partners will have different salary schedules, work hours, benefits and calendars. This has the potential for becoming cumbersome; the key to success in the use of this model is an interinstitutional agreement that provides sufficient flexibility to enable the two directors to divide their responsibilities effectively. The people involved in the project must be committed to its success, be willing to take a holistic approach, and must work together as a team to do whatever is necessary to make things work. Experience has shown that if the administrators set the right tone, planning and setting goals accordingly, staff follow through and the desired objectives can be achieved by both organizations.

It is particularly important under this model that an advisory committee comprised of representatives of both organizations participate in determining library policies.

II. Operations

The operational aspects of a joint-use facility call for unprecedented levels of planning and cooperation. Success strongly depends on the amount of thought and planning that takes place before the library actually begins operations, and the capacity of the partners to agree on changes as the need arises after operations commence. A list of areas for consideration, discussion and agreement follows. While it is not possible to provide an exhaustive list, the committee experience is that if all of these issues are pursued with diligence, others will also emerge during the process, and the combined effort will aid in development of a workable joint-use environment

- A.** Hours, Calendars, and Work Schedules

The administrative model chosen can have a profound effect on operational decisions. Under any of the administrative models, the operational calendar and the number of hours the library will be open each day can be negotiated. Employee work

schedules, when staff members are separately employed by the partners, can create more problems.

For example, it is very likely that employees of the two or more partners in the library may have a different schedule for certain holidays, a different number of duty days per year, different vacation and sick leave benefits, or even a different required number of work hours per week. If so, it can be a challenge to establish work schedules to provide coverage. It is particularly difficult when staff of one of the partners are primarily responsible for covering a certain area or service point and observe different holidays than those observed by the other.

B. Collection Development/Weeding

Because the collection needs of the two partners will undoubtedly vary, this issue should be thoroughly addressed by the interinstitutional agreement. It is particularly important to bear in mind that each of the partners is likely to be part of a larger system. If, by terms of the agreement, one or the other assumes the responsibility for acquisitions and processing to support the joint-use effort, it should be clearly understood by both parties that criteria applied by that institution or system shall not apply to acquisition requests received from the other partner when its selection criteria have already been met. Otherwise, applying one system's criteria to requests from the other can result in unnecessary delays and frustration.

Clearly, there must be a open line of communication at all times among those responsible for selecting materials for each of the partners, in order to ensure cooperative collection development.

One of the most sensitive areas in the operation of a joint-use library is that of weeding. Public libraries, due to their emphasis on having current materials available, must, as a rule, weed more actively than most academic libraries. Particular care must be taken to ensure that all appropriate parties are made aware when materials related to their content area are to be weeded from the collection. This sometimes consumes a great deal of time, but can go a long way in terms of securing good will and support.

C. Automation System

Selecting an automation system to serve the combined needs of the partners can be a time-consuming process. Obviously, the most desirable situation would be one in which both partners already use the same automation system, are well satisfied with its performance and capabilities, and that system can continue to support the combined collection management and circulation needs of the joint-use facility. This would also drastically facilitate the merger of two existing collections.

If these ideal circumstances do not exist, then both partners have the opportunity to jointly explore a new system to address their needs. The selection process is complicated when either or both of the potential partners is part of a public library, university, or college system which has an automation network for that entire system. When this occurs, it is possible that one or both may have to give up being part of its original network and adapt to something different from the other libraries in its institution or system.

See Appendix A for more information concerning this issue.

D. Borrowing Privileges

Each of the new partners may have different policies on who may check out materials and for how long. The newly created joint-use library must adopt one of the existing policies, or adopt something entirely different to better suit the combined needs of both partners.

E. Library Cards

The question as to whether or not patrons will be issued separate library cards by each of the partners, or a card which is unique to the joint facility, must be addressed. If a unique card is used, will it be honored at other branches or campuses of each partner? What will be the process used by patrons for acquiring a library card? Will the card be used for other purposes? For example, will it bear a magnetic stripe for use in copy machines, and if so, which partner will be responsible for accounting?

F. Consortium Memberships

In an era in which resource sharing has become so vital a part of library operations as to give birth to the concept of joint-use libraries, it is likely that each partner in the new venture already belongs to one or more consortia. Both partners might now want to re-examine those memberships to determine whether they should attempt to become a single member of these organizations or if each partner's unique needs warrant retaining individual consortium memberships. It is also possible that each partner may need to belong to different consortia. The issue of interlibrary loan, which is associated with consortium memberships, must also be taken into account at this time.

G. Inventory Control, Maintenance, and Replacement

Who holds title to equipment and furniture and is responsible for inventory control must be considered from several angles. Will items requested by each of the participating partners be placed on their respective inventories or, if one acts as the fiscal agent for the project, will all items be listed on that partner's property inventory? Complications arise in cases where all items are on one partner's inventory and the other is responsible for maintenance and repair of all or part of these items. If the partner responsible for maintenance is part of a larger system with a policy of replacing such items as computer terminals with comparable working units from a centralized pool rather than repairing individual units, inventory-control problems can result.

It is also important to define the procedure on how worn-out, broken, or obsolete equipment and furniture will be replaced and by whom.

H. Bibliographic Instruction

Bibliographic instruction is an important aspect of the instructional program of all academic institutions. In a joint-use library, it is essential that the concept of joint-use needs be explained as part of the library orientation program. Students should be made aware that more materials and services are available as a result of the partnership and that they can expect the full support of all library staff. If reference staff employed by each of the respective agencies work in the facility, it is recommended that library orientation sessions be conducted jointly by a member from each of the two staffs.

I. Materials Classification System

What classification system to use and how to merge the collections are high on the list of decisions which must be made in the operation of the new joint-use library. The potential partners may each already have a well-developed materials collection, and the collections may be cataloged by different classification systems. Although there have been attempts to operate joint-use libraries with separate, unmerged collections, this is not practical. The decision on which classification system will be used can be influenced by several factors, including the needs of the major partner (if there is one), what will be most desirable as an end result, the size of the existing collections to be merged, the cost and feasibility for each partner, etc.

The merging of two sizeable collections can prove to be both costly and time consuming. Consequently, this is a matter which must be addressed early on in the planning process. Depending upon the automation system(s) being used by the potential partners, the process might be facilitated by tape conversion.

One of the most challenging questions associated with the issue of merging two existing collections is that of who holds title to the materials. For management purposes it is likely that the collection of one of the two partners will be absorbed by the other. When this happens, devising a means of satisfying state auditors becomes a major issue.

J. Reserves

Procedures for what materials may be placed on reserve and for how long must be established, as well as who may check materials out and for how long. Although it may not be necessary to include such policies in the interinstitutional agreement, they must be discussed and agreed upon. Whatever the policies and procedures are, they must be communicated to academic staff.

K. Staff Qualifications Criteria and Accreditation

The qualifications required for professional staff may vary from one institution or system to another. Certification standards as established by regional academic accreditation associations should be examined prior to entering into any joint-use agreement.

L. Room Scheduling

A combined facility which results from the merger of an academic library and a public library will most likely contain several meeting rooms of various sizes. The scheduling of these rooms can become quite complicated because of the differing nature of users and programs. Further, in addition to programs and meetings scheduled by the partners in the library, some or all of these spaces may be rented to outside agencies. In that case, there must be a well-defined procedure for booking the rooms, verifying insurance, assessing and collecting the associated fees, and scheduling the required support facilities and services. The increased need for physical plant personnel to move chairs, clean, and otherwise support these activities must also be budgeted.

M. First Aid and Emergency Procedures

Again, this is an area which at first appears to be a simple matter to resolve. The administrative model selected has much influence on how simple or how complicated

a matter it can become. If all staff members are employed by the same entity, procedures will be uniform. If, on the other hand, staff working in the building are employed by different partners, each with different procedures, a well-defined procedure for dealing with these situations is imperative.

III. The Facility

A joint-use library facility must reflect the programs and services envisioned by the participating partners. Much more is involved than the joint housing of the two partnering programs. Many issues must be fully explored and agreed upon to ensure success. The following list is not intended to be exhaustive, but offers elements to stimulate thought and planning on building and facilities issues.

A. Building Design

The creation of a joint-use library almost always necessitates either the building of a new facility or the addition to and/or renovation of an existing library building. Whichever is the case, planning the facility is extremely important. Because the new building must serve the combined needs of all partners, it is essential that a clear picture of how the joint-use library will operate prior to the architectural planning. It is imperative that all appropriate personnel employed by the potential partners be given an opportunity to provide input toward the development of educational specifications and the planning of the facility.

In an academic library, particularly one which has a large number of commuter students, quiet study space and small rooms for use by students who need to work individually, together, or with a tutor are always needed. Most public libraries do not have so great a need for such areas. Consequently, this is an issue which must be discussed and agreed upon prior to the development of building specifications.

If the new facility will contain specialized facilities to support needs which are unique to one of the partners, the planners must take into account whether these might be needed at times when the entire facility may not be open. The overall building design can have a drastic effect upon staffing patterns, so all possibilities must be thoroughly examined in the planning process.

Those involved with the planning of a new joint-use library facility must decide, in light of new technologies, how much space to provide for the growth of printed material.

B. Parking

The need for parking will increase due to the need to serve two or more different groups of patrons, and also because the facility may be open more hours per day and more days per week.

Most college campuses already suffer a paucity of commuter parking spaces. Many factors — that public libraries by nature generate a lot of traffic coming to and going from the library which must be merged with college commuter traffic; regular bus routes; and the need for additional staff parking — will have a pronounced effect upon the campus and must be considered.

In addition, a percentage of available parking must be designated for disabled patrons, and walks, steps, and ramps must be in full compliance with ADA requirements. Ample space must be provided for parking bicycles and motorcycles.

How book-return parking will be handled and if there will be an outdoor book drop are other parking issues. While exterior book returns are popular with patrons, they can be difficult for staff, depending upon accessibility during inclement weather. Another factor in their planning is whether they will be located on or beside the entrance to the building, or if they provide for the patron to drive by, in which case it must be determined if there will be only one or if there will be pull-out lanes from each direction which will expedite traffic flow but require two separate returns.

C. Signage

The creation of a joint-use library brings with it the need for new and additional signage. Planning must take into account the fact that many of the patrons will be coming to the campus and to the library for the first time. Signs must be aesthetically pleasing, easy to follow, and visible at night.

Clearly stated directions on how to get to the library should be developed well in advance of the opening of the new facility.

D. Phones

It should be determined well in advance which partner in the joint venture will be responsible for providing phone service to the facility, whether that partner's existing system is adequate to handle the additional load or if it will have to be upgraded, and how the other partner will be billed for its share of the expenses. The partners must be in complete accord as to who is responsible for answering which lines and in what manner.

Public pay phones must be located both inside and outside the building. Those which are located outside must be in well-lighted areas for the safety of those using them after library hours.

E. Utilities

The interinstitutional agreement must specify how costs of utilities (water, electricity, etc.) will be shared, or if one of the partners will be solely responsible for payment.

F. Maintenance and Security

A new and larger facility, in all probability open more hours and days per week, will require additional maintenance and security staff. These costs must be anticipated in the planning process.

G. Safety

The creation of a larger and more complex facility may require features not routinely associated with smaller library buildings. Electronically operated loading docks, freight elevators, overhead garage doors, etc., may be required. If so, the location of the controls for these items must ensure that only authorized personnel have access to them.

Security and fire alarm systems must be provided. Once the facility becomes operational, it will become increasingly important that appropriate staff are familiar with the operation of these systems and that responsibilities for them are clearly defined.

Conclusion

Clearly, the cooperative effort of two or more agencies to create a joint-use library can result in much better service to the users than might be provided by the partners individually. However, this is not achieved without major and very detailed planning efforts in a wide spectrum of areas. While not a panacea to avoid rising library costs, the joint-use library offers an attractive alternative in cases where the partners are willing to contribute the effort required to ensure the success of such a complex undertaking.

This report has been created as a starting point for exploration by potential joint-use partners as they begin to work cooperatively in such an endeavor. Input was provided by many of the joint-use library projects active in the Florida community college system at this time. As more such projects develop, the CCLA Standing Committee on Joint-Use Libraries will update and refine this report to incorporate the latest experiences.

Appendix A

Library Automation

The issue of which automation system to use in a joint-use facility is not generally understood by administrative authorities, or, in many cases, by librarians. The selection of a library automation system for a joint-use library can be quite complicated if the partner libraries are already automated, even if they utilize the same automation software and hardware.

Library automation systems, by their original development and design, are built to serve within a single administrative authority. The establishment of large-scale cooperative systems (such as LINCC) tax the design architecture of the software vendors' products. With careful planning, however, success has been achieved in the statewide cooperative system environment. Because of the integrated architecture of library automation software, data exchange is designed to take place among the various functional modules within the same system. Other than the public online catalog, which can be accessed through dial-in, or Internet-type access for view-only use, the other interdependent modules (circulation, cataloging, serials, acquisitions, and media management) have no (or very limited) capacity in current technology to exchange data with other library automation systems even of the same vendor.

Partners in the joint-use environment must understand from the outset that only a single system can be operational in the library. The integrated nature of library automation software is comprehensive, and the design inherently moves data among the various modules in a seamless and interoperable fashion, illustrated by Figure 1.

Figure 1

Software Module Data Transfer Within an Integrated On-Line Library System

If partners in a joint-use facility already have library automation systems (from the same or different vendors), only one system can be utilized within the joint-use facility. The selected system becomes the "base" or "home" system which provides all automated library services in the joint-use environment. While it is possible to interconnect (or provide access) to the "outside" partner's automated catalog, all functions inside the joint-use environment must be confined to a single system. This is illustrated in Figure 2.

Figure 2

Connectivity Between Automated Library Systems

Placing the data concerning the materials being contributed by both partners into the database of holdings is a staff-driven and labor-intensive process. Either one partner must do all such processing, or both must agree to utilize the "base" or "home" system of the joint-use library facility for all cataloging, circulation, serials, acquisitions, and media management functionality. As illustrated in Figure 1, each of these functions provides data and interaction with the other modules of the software in the integrated library system model.

The loading into the system of user data for circulation functions also presents special problems. Student data from college enrollment databases is protected under special provisions of the federal Family Educational Records Privacy Act (FERPA), and only authorized officials of

the college are permitted access to it. In a joint-use facility, this can create problems which will require significant involvement and planning by the college registrar and student data personnel. The mixing of borrower records from the enrollment data of differing institutions of higher education will require significant review and planning with the assistance of legal counsel. CCLA gained a great deal of experience in this area during the implementation of the statewide LINCC system. Considerable effort was required on the part of CCLA staff, Florida Department of Education legal staff, and the FERPA compliance office of the U. S. Department of Education. Extreme caution in this area is strongly advised when considering joint-use activity.

Considerable discussion and planning is required as partners look at the automation issues in any anticipated joint-use endeavor. Involvement of CCLA (for community college partners) and FCLA (for university partners) early in the discussion and planning process is strongly advised. However, from past experience, the issues which will require significant decision-making tend to be administrative and political on the part of the partners (not CCLA or FCLA) rather than technical. Clearly, complex and interrelated issues must be explored and planned for long before actual joint-use activity commences.

Appendix B

Examples of Joint-Use Activity by Florida Community Colleges

The Broward Community College Experience

Soon after the Broward Community College South Campus was opened in August 1980, creation of a library became a high priority. Unfortunately, this was at a time when state revenues were insufficient to fund the construction of a facility suitable to serve the needs of the campus. It was at this same time that the Broward County Library System (BCL) had realized the need for a new South Regional Library in the same general vicinity of the BCC campus. BCL also lacked sufficient funds to construct as large a facility as needed in light of the population growth in the area. Consequently, the idea for a combined community college and public library was prompted by economic necessity. A joint-use library facility financed by the State of Florida under the Education Facilities Act and matched with funds from a 1978 Broward County Library Bond issue was an attractive solution for both parties.

The South Regional/BCC Library was the first attempt in the State of Florida to combine a public community college and a county library system as partners in a library. The positive responses from college and public patrons alike have since caused the college to enter into two other joint-use library arrangements.

In June of 1993, the North Regional/BCC Library officially opened to the public. Its 103,600 square feet make it currently the second largest library facility in Broward County. It has been planned to house ultimately a collection of 350,000 volumes (including non-print) and 1,000 periodicals titles. In addition to housing the adult, young adult, children's popular reading, and video collections, the library also contains a 280-seat auditorium. The learning laboratory, which is designed to meet specific needs of the college, includes facilities for word processing, computer-assisted instruction, listening/viewing, international languages, and a writing lab. To meet the college's needs for instructional support service, there is a CCTV master control room, a video editing suite, an equipment repair shop, a media production lab, a student photography lab, and a teaching/learning center. The \$12.5 million project also includes a child care center located adjacent to the library. This facility is operated under a contract with The Child Care Connection, a non-profit child care organization, and serves as a demonstration lab for students enrolled in the college's early childhood education program. In addition to providing full-time care for the children of students, college and library personnel, the "Little Learners' College" provides drop-off care for student or public library patrons who need to use the library for an hour or so.

In its third joint-use library venture, the college has entered into an agreement with Florida Atlantic University for the creation of a joint-use library on the college's central campus in Davie, Florida. Because the university has been in the process of establishing a substantial presence on that site, the two institutions have jointly funded a \$13.5 million addition and renovation to the college's existing library. The 118,000 square-foot, four-story structure will house a collection which will reach ultimately approximately 350,000 volumes. In addition to the library collection, the facility will house a large learning laboratory for students, as well as audiovisual and television production facilities. BCC will be responsible for operating the library and will provide services to FAU on a contractual basis.

The Edison Community College - University of South Florida Experience

When the University of South Florida moved its Fort Myers branch campus to land adjacent to Edison Community College in 1982, a formal agreement had already been worked out to share library facilities among other services. A new Director of Learning Resources, hired in 1981, chaired a committee which prepared the formal agreement for a joint-use library and planned the remodeling of the building to be used. The joint-use library began service in September 1982. That year USF had an enrollment headcount of 2,169, and ECC 9,401. Twenty-three thousand books were moved from the previous USF downtown Fort Myers site to the ECC campus and integrated with the 64,000 volumes already at Edison.

The agreement allowed ECC to be the managing partner in this joint-use service with the Director of Learning Resources reporting to the ECC Vice President for Academic Affairs. The University branch, however, had input into the management of the library operation through an Administrative Oversight Committee which included the academic affairs and business affairs offices of each institution. Further stability of service was to be effected by a Learning Resources Academic Advisory Committee consisting of three faculty members and one student representative from each institution. Also, in accordance with the letters of agreement, the USF librarian and staff became members of the ECC family of employees reporting to the Director of ECC/USF Learning Resources.

Payment for shared library services was in accordance with a formula based on the ratio of headcount from each institution relative to the combined headcount served each year, calculated from the previous fall semester enrollment. This included all personnel costs and supplies and services expenses, but not the addition of library materials. The purchase of books, serials, periodicals, microforms and audiovisual materials, plus other library materials to build upon the collection, was in accord with each institution's ability to fund during a given year. Funding for equipment, development of automation systems, and remodeling fell in the same latter category. The localization of the cost-ratio formula led to some modifications in the start-up of the merger, but essentially it has governed the payment of services over the years.

A merged collection meant more resources available for all users. This was an obvious benefit. It also provided the University of South Florida/Fort Myers with a more appropriate core collection, expanded professional assistance, and increased library hours of access to learning materials. The merged staff helped the library staff to specialize into more distinct functional units including acquisitions, cataloging, circulation, reference, and AV/TV production. The integration of print and non-print resources assisted in broadening the base of services. The University of South Florida/Fort Myers gained access to Edison Community College's large inventory of audiovisual and television equipment, including the closed circuit television system which linked both campuses, after remodeling for the merger.

The University of South Florida/Fort Myers brought to the merger its status as a branch campus of one of Florida's nine state universities. When appropriations became available in 1984-85 to fund a library automation system for the state universities, the Director of ECC/USF Learning Resources successfully argued for equal partnership in this development with the library directors of the other branch libraries and the main library of the University of South Florida system. Today the library operations of ECC/USF Learning Resources are fully automated within the FCLA system.

With the establishment of CCLA in 1989-90, and the arrival of Florida Gulf Coast University (FGCU) on the southwest Florida scene, plans have been put into place to disengage from FCLA by 1997, the year that USF will dissolve its Fort Myers branch campus ties. The current joint-use facility known as ECC/USF Learning Resources will fade from existence. It is expected

that an Edison-only library will emerge fully automated within the CCLA system, and have close ties to FGCU and the new Southwest Florida Library Network consortium (SWFLN).

Today, the library's cataloged collection stands at 150,000 volumes. FGCU will be taking approximately 42,000 of this number when it moves into its new campus in 1997. Unduplicated headcount for the year 1994-95 was 4,850 for USF and 14,600 for ECC. The USF students will form the core of the FGCU enrollment in 1997.

The Okaloosa-Walton Community College Experience

OWCC maintains joint-use agreements with five multi-type libraries in Okaloosa and Walton counties. A memorandum of agreement between the college and each of the five libraries establishes the conditions within which each library operates. Basically, each joint-use library (or host library) agrees to adequately support the educational information needs of OWCC students and faculty. OWCC agrees to enhance the library's capability to do so by supplying books, periodicals, equipment and other materials. In some cases, direct fund allocations are made to the library. In every instance, the host library is responsible for its own operation and administration. Using both its good offices and the conditions specified in the memoranda of agreement, the OWCC library influences policies and procedures that impact the college students and faculty served by the host libraries. A professional librarian and support staff provide 40 hours or more of service weekly at each joint-use library. The libraries with which OWCC has joint-use agreements are:

Walton-Defuniak Public Library serves OWCC students at the Chautauqua Center in DeFuniak Springs, Walton County.

Robert L. F. Sikes Public Library serves OWCC students at the Sikes Education Center in Crestview. The college owns the building and 19 acres surrounding it. The city leases the library portion of the building from the college.

Eglin Air Force Base Library serves OWCC students at the Eglin Center in Niceville. The college library annually allocates funds (equal to two percent of the gross Military Assistance revenues generated by military college enrollees) directly to the base library.

Hurlburt Air Force Base Library serves OWCC students at the Hurlburt Field Center in Niceville. The college library annually allocates funds (equal to two percent of the gross Military Assistance revenues generated by military college enrollees) directly to the base library.

OWCC/University of West Florida Ft. Walton Beach Campus serves OWCC students in Ft. Walton Beach. The college owns the campus and its physical facilities and is responsible for maintaining them. It shares the instructional programming responsibilities with the university.

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Appendix C

SAMPLE

Joint-Use Library Interinstitutional Agreement

(NOTE: This sample agreement is presented for background information and should not be considered as a legal model or as all-inclusive. It is presented as an example of the types of issues which might be considered when developing a written joint-use library interinstitutional agreement. For the protection of all parties, legal counsel should be considered a basic element of any joint-use partner relationship.)

A. Introduction

This agreement, between _____ and _____, sets forth the purpose of the Joint-Use Library and the responsibilities of participants in its administration, funding, and continuing development.

B. Mission

The mission of the _____ / _____ Library is to provide information resources and services in support of _____ programs of _____ and _____. The Library will serve all (students, faculty, staff and/or public patrons) of the cooperating institutions and residents of _____.

C. Goals and Objectives

The goals of the Library are to: (1) support information needs as determined by the goals and objectives of each institution; (2) develop collections, provide convenient access to them, and assist and instruct users in their use; (3) extend accessibility to information resources through participation in area, state and national library networks; and (4) provide an environment conducive to study and research.

In support of overall goals, the _____ / _____ Library will integrate and build on existing library resources and services (if existing) to develop a comprehensive program of service to users of each institution and the community. The integration will alleviate duplication and provide a broader base of service to the constituent communities of each institution. Appropriate computer technology and other advances in information science will be planned and implemented as desirable and feasible to serve the mission. Planning for growth, development and expansion of the Library shall be continuous in order to meet the goals and objectives of each institution.

D. Administration

The administrative authority and responsibility for the Library is hereby vested in _____. The Director(s) shall be guided in the exercise of his/her/their authority and responsibility by the _____ (committees).

Library Oversight Committee: This committee shall advise the Director(s) of the _____ / _____ Library on all administrative matters relating to appropriate interpretation(s) of this agreement, review(s), and recommendation(s) regarding _____ / _____ Library cooperative efforts, budget, operations, mission and objectives, structure, and any other aspects of management or operation. The committee shall be composed of _____ (list appropriate membership). The chair of the committee shall be alternated on a yearly basis between _____ and _____ representatives, with the committee electing its chair annually.

Meetings shall be held each semester or at the request of one or more of the committee members. Recommendations and actions of the committee shall be by majority vote.

Academic Advisory Committee: This committee shall advise the _____ Library Director(s) on matters of academic concern relating to teaching, learning, research, the overall collection, procedures, and services. The committee shall be composed of 3 faculty and 2 students from _____, 3 faculty and 2 students from _____, and 2 researchers from _____ (appointed by the chief academic officer of each institution within thirty days after the start of the fall term each year); and the _____ / _____ librarian(s), and Director(s) of _____ / _____ Library (both ex-officio and non-voting). The chair of the committee shall be alternated on a yearly basis between _____ and _____ representatives, with the committee electing its own chair.

The best interests of all participating institutions must be protected and nurtured. The Director's(s') responsibility shall be to keep each institution apprised of progress, policies, procedures, and needs on a regular basis. Should any institution feel that its best interests are not being served, this should be brought to the attention of the _____ / _____ Library Oversight Committee. Resolution of issue(s) shall be brought about by the Library Director(s), with the advice and consent of the committee.

Should resolution of issues not be possible in the manner noted above, institutions shall bear the joint responsibility of cooperatively resolving the issues through an interpretation or amplification of this agreement, or a renegotiation of, or amendment to part(s) of this agreement. Such resolution shall be brought about by the appropriate officers or their appointees from each of the participating agencies. In the event these officers are unable to agree to the resolution of the issue(s), the ultimate authority and responsibility for the resolution shall be vested jointly in the chief executive officers of the participating agencies. Meetings will be held each semester or at the request of one or more of the committee members. Recommendations and actions of the committee shall be by majority vote.

E. Organization

In order to carry out its mission and in pursuit of the stated goals, the _____ / _____ Library shall be effectively organized. A typical organization follows, with the understanding that appropriate changes may be made, with the advice and approval of the oversight committee (once that committee is established), as conditions may warrant.

The Director(s) of the _____ / _____ Library will be operationally responsible for the Library, and for liaison for joint-use programs at other centers under the guidance of the Library Oversight Committee. Administratively, the Director(s) will report to _____ The Library Administrative Office Staff(s) will report to the Director(s), and provide administrative support for the Director(s).

The Library activities will be organized into two broad units, each supervised by a Department Head, who is responsible to the Director(s). These units are as follows:

Public Services — which will include circulation, reference, research support (if applicable), bibliographic instruction, online searches, interlibrary loan, and other user services.

Technical Services — which will include acquisitions, cataloging, technical processing, serials and AV processing and control, and other technical services.

At least one librarian will have the responsibility to coordinate and provide the specialized collections and services needed by researchers (if applicable).

F. Hours of Operation

The Director(s) of the _____ / _____ Library, upon consultation with the Library Oversight Committee and the appropriate officials from their respective agencies, shall determine the work calendar, hours of operation, and the extent of services.

G. Acquisition of Property

For purposes of this agreement, property is hereby defined as books, serials, non-print materials, periodicals, equipment and furniture.

Overall policies shall be developed by the Director(s), in conjunction with the Library Oversight Committee. The Director(s), with assistance of Department Heads and the library staff(s), shall develop specific policies and procedures for the acquisition of books, serials, and non-print materials, equipment and furnishings. These policies and procedures will be submitted to the oversight and other appropriate committees for their review and endorsement.

The policies and procedures shall detail the mechanics, staff roles and responsibilities, and institutional responsibilities for the acquisition of property in accordance with each institution's respective selection, procurement, and fiscal rules and systems.

The institutions shall cooperatively agree to the assignment of financial responsibility for the purchase of specific serial subscriptions in order to prevent unwarranted duplication and to provide appropriate materials in accordance with each institution's programs and service needs.

All purchases shall be tracked separately for each institution. The shelf list, automated acquisition system of records, or property inventory record will be the "audit trail" and will detail the items purchased and total initial cost.

H. Replacement/Disposal of Property

Policies and procedures for the replacement and disposal of property shall be developed, approved and implemented in the same manner as outlined above for the acquisition of property. Such policies and procedures shall be in accordance with each institution's respective rules and procedures for replacement and disposal of property.

I. Property Accountability

Property in the _____ / _____ Library is considered to be held in trust for the institutions by the _____ / _____ Library so long as this agreement is in force, and all such property will be identified as "_____ / _____ Library." Accountability to the participating institutions for such property is hereby vested in the Director(s).

In the unlikely event that the cooperative agreement is to be dissolved, property purchased by each institution will be returned to that institution. The documentation for determining ownership would be the records of purchase for each institution, acquisition tapes, shelf list, or property inventory record as appropriate. Property purchased with the construction equipment funds shall be divided equally between _____ and _____.

J. Merger

At the time of the completion of the new facility, _____ and _____ will merge existing collections and personnel. TV studios, AV production, equipment storage, repair and delivery services may, if desirable, be made part of this agreement. Specific procedures to accomplish this will be developed by the Planning Committee prior to that time.

K. Expenses

Books and Other Library Collections: Each institution will add to its share of the combined collection of books, periodicals, and non-print materials in accordance with its program needs and service emphases through allocations budgeted for that purpose. Community college students generally require fewer library resources than upper division and graduate students, once the standard core collection is in place. Therefore, it is anticipated that _____ will bear the significant portion of the annual book purchases, especially when the standard core collection is achieved. Specific materials for _____ course support, and all materials to be located at other _____ Centers, will be purchased by _____.

Grants and Gifts: Fiscal and legal activities associated with grant funding, donations and gifts will be the responsibility of _____.

(Personnel employed by two partners and reporting to respective directors)

Personnel: Initially, existing library personnel employed by each of the two partners will be reassigned to the new joint-use library prior to the hiring of new staff members. Subsequently, new staff members will be hired by each of the two partners in accordance with practices and procedures as set forth in an addendum to this agreement.

(All personnel reporting to one of the two partners)

Personnel: All staff will ultimately be _____ employees. Initially, personnel will be the merged existing library staff from each institution, plus those positions allocated to _____ and/or _____ for the joint facility. New staff positions will be added by _____ and/or _____ based on the appropriate formula, as funded by the State of Florida. Existing _____ employees will be absorbed as new lines become available.

_____ will provide funding for existing _____ personnel until _____ acquires enough lines to adequately staff the facility. At such time, _____ will provide all personnel.

Operating Expense: Appropriations for expense items (i.e., supplies, telephones, shipping, travel, maintenance, service contracts, etc.) will be apportioned on the basis of terms set forth in an addendum to this agreement which will include language indicating whether certain expenses will be paid for exclusively by one of the partners or prorated in accordance with an agreed formula.

Solinet: Solinet charges for cataloging services shall be paid by each institution according to services received, as reflected in the monthly record of such activities unless under additional terms set forth in this agreement one of the partners agrees to provide all cataloging services for the combined collection.

Equipment: New (and/or replacement) equipment and furniture needs will be met as funds are available for this budget category. The need for furniture and equipment items will be reviewed by the Library Oversight Committee and endorsed by that body before submission to appropriate budget authorities of each institution for inclusion in the initial (or annual) operating budget.

Building Maintenance: To be provided by _____.

Security: To be provided by _____.

Utilities: To be provided by _____.

L. Payment Procedures

Based on the projected budget, _____ agrees to reimburse _____ for the _____ portion of the budget in twelve (12) equal payments _____ shall submit to _____ an Invoice for the accrued monthly amount, payable prior to the tenth (10) day of the next month.

M. Accounting Methodology

The Library will keep separate accountable records which will include information for accounting and audit purposes. Appropriate accounting reports to _____ and _____ will be provided periodically.

N. Special Allocations

It is understood that the foregoing paragraphs relating to financing the Library represent a basic (or minimum) effort. It is to the best benefit of both institutions to build upon this base so that the _____ / _____ Library will develop and optimally fulfill its mission. To this end, any special governmental library/learning resources allocations or grants which any institution obtains for the benefit of the Library should be contributed over and above the general budgeted funds and without consideration to the application of the formula. In this spirit of cooperation, the _____ / _____ Library will return to each institution a full share of service.

O. Review and Modification

This agreement will be reviewed annually in its entirety by the Director(s) and the Library Oversight Committee. Proposed amendments shall be prepared and submitted to the chief executive officers of _____ and _____. In addition, the chief executive officer of either agency may request review or amendments to this agreement at any time in order to appropriately respond to disproportionate enrollment surges, availability of appropriated funds, or other emergency developments. Such amendments shall take the form of addenda to this agreement and shall become effective once signed by the appropriate officials.

P. Termination

The participating institutions anticipate that this cooperative arrangement will continue in perpetuity. However, either institution may give one-hundred eighty (180) days advance written notice for the specific purpose of developing and executing a more acceptable successor agreement. Failure to execute an acceptable successor agreement under these circumstances will constitute a recommendation to dissolve the agreement and relationship. A decision to terminate the agreement and relationship will require a minimum of one-hundred eighty (180) days notification to all participating parties.

Q. Additional Items for Consideration

1. Collection development policy/weeding policy
2. Institutional and regional consortia memberships
3. Addenda concerning special issues such as automation systems
4. Personnel policies and grievance procedures (in mixed staffing models)

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