

SYSTEMWIDE LIBRARY AND SCHOLARLY INFORMATION ADVISORY COMMITTEE
LIBRARY PLANNING TASK FORCE

Interim Report
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Contents

Contents.....	1
Executive Summary.....	1
Background	2
Mission	2
Challenges Facing Academic Libraries in the 21 st Century.....	2
Additional Challenges Facing the University of California Libraries	2
The Task Force	3
Initiation.....	3
Charge	3
Process	3
Planning Principles.....	4
Budget Assumptions	5
Reductions in Library Operating Budgets	5
The Effect of Library Materials Price Increases.....	6
The Relative Impact of Budget Reductions.....	6
Limitations on Library Space.....	7
Recommended Strategic Directions	8
Strategies for the Expansion and Management of Shared Services.....	8
Strategies to Recover Costs and Enhance and Diversify Revenue.....	11
Strategies to Improve Governance and Oversight.....	12
Action Recommendations.....	15
Phase I (2011-12)	17
Phase II (2012-13)	19
Phase III (2013-14)	19
APPENDIX A. Membership and charge	21
APPENDIX B. Calculation of Estimated Budget Impacts.....	24
Retirement-Related Budget Effects	24
Effect of State Budget Cuts	24
Combined Estimate.....	25
APPENDIX C. Shared Services.....	26
Shared Library Services in the University of California	26
Current Planning Activities of the UC Libraries.....	27
Classifying Systemwide Services for Purposes of Detailed Planning	29
Funding Options for Systemwide Services.....	31
Cost Savings Estimates for Examples of Shared Services.....	31

Executive Summary

[To be drafted]

Background

Mission

The continuing primary mission of the UC libraries is to optimize the use of available resources to select, create, organize, protect, and provide access to information in support of the academic programs of the University. Research and scholarship, scholarly practices, and scholarly publishing are experiencing rapid change, affecting the manner and means by which the libraries accomplish their mission, but library support for key advances in research and teaching are critical to maintaining UC's competitiveness. Therefore, libraries must continue to be adaptable, nimble and innovative in their pursuit of their primary mission.

Challenges Facing Academic Libraries in the 21st Century

The UC libraries face a number of persistent issues that we share in common with our peer institutions:

- Publisher price increases for library materials continue to exceed the rate of inflation; this condition is not sustainable.
- As the print collections of the libraries continue to grow, new space is needed to accommodate them, but space is a scarce commodity at most institutions of higher education, particularly high-value central campus space. At the same time, faculty and students raise new expectations and place additional demands on the use of existing facilities.
- Budgets are never sufficient to buy and process all the material that faculty and students demand and expect, or to provide all the services that increasingly sophisticated campus constituencies want and need.
- Changing information technology places even greater strains on limited budgets and facilities. New technology changes publishing and communication media and methods and brings forth new research methods and topics.
- Changing technology also means a changing information marketplace as publishers pursue new business strategies and opportunities, likely exacerbating the effects of ongoing price increases.

Additional Challenges Facing the University of California Libraries

The University's ten campus libraries and systemwide California Digital Library (CDL) are at a watershed. Campus library funding cuts have averaged around 20% since fiscal year 2008-2009, and the cost of library materials continues to outpace inflation, further increasing budgetary pressures. Expansion in academic and research programs continues to increase demand for library collection growth in all formats, and students continue to demand long hours and extended access to library facilities that provide technologically well-equipped and flexible learning environments. Constrained capital budgets put space allocation pressure on libraries, some of which occupy buildings in prime campus locations. Finally, the shift to digital materials requires new strategies for ensuring access to the information required to support UC's mission.

Three specific issues arise from the current financial circumstances of the State and the University:

- As a result of the combined effects of the requirement to fully fund the University's retirement system liabilities and the prospect of a \$500 million cut in State funding beginning in 2011-12, the University estimates that **library budgets may be reduced by as much as \$52 million (21%)** over the next six years.
- In addition, the University estimates that **the libraries will lose \$17 million in purchasing power** owing to publisher price increases over the same period.
- Finally, **existing library facilities will run out of space for new materials over the next 5-7 years – some are already at capacity.**

These threats are large in scope and unlikely to be temporary. A reflexive pursuit of austerity -- simply cutting budgets at the margins -- is not sustainable in the long run and will leave the libraries unable either to adequately support existing academic programs or rise to the challenges of new research programs and methods or changing modes of teaching and learning.

We must now find needed resources by building upon and accelerating the libraries' ongoing planning activities in order to achieve new efficiencies in library operations and services, so that existing budgetary resources can be redirected to support both current and emerging needs.

The Task Force

Initiation

The UC libraries have recognized and begun to plan for both the general and specific issues they face and the opportunities for additional collaboration to address those issues, as described in Appendix C, Shared Services. Recognizing the local and systemwide strategies that have been successfully implemented and acknowledging the work that has already been started by the libraries, it was the view of the University's systemwide leadership that progress would be enhanced and its pace quickened with concerted leadership action that would establish context, direction, priorities, and goals.

Charge

Accordingly, Provost and Executive Vice President Pitts requested that the Systemwide Library and Scholarly Information Advisory Committee (SLASIAC)¹ convene a task force to recommend the systemwide strategies and investments that the University needs to pursue with regard to library services, with the following charge:

While it is expected that the task force will determine its own agenda, it should focus on the efficiencies that can be gained in library operations areas; the following are examples from which the task force can choose:

- greater systemwide or regional consolidation of library services and systems
- systemwide strategies for developing and managing both print and digital collections
- greater reliance on open-access materials
- reduced expenditure on high-priced serial publications
- use of library space

It will also need to advise on any new services that may be required of our libraries and on strategies for supporting them in an era of flat or declining library budgets.

Process

The SLASIAC Library Planning Task Force was convened in late September, 2010, with UC Santa Barbara Executive Vice Chancellor and SLASIAC Chair Gene Lucas chairing; a roster of Task Force members is provided in Appendix A. The Task Force met **[seven]** times by video and audio conference, and once in person, to review background papers and action memoranda prepared by staff at the direction of the Task Force. This Interim Report is drawn from the working papers developed during this process, all of which are available at the Task Force Web site, <<http://libraries.universityofcalifornia.edu/planning/taskforce/>>.

¹ For information about SLASIAC, see <<http://libraries.universityofcalifornia.edu/planning/slasiac/>>.

Planning Principles

In considering the challenges and opportunities facing the UC libraries and the strategies available to address them, the Task Force was guided by the following overarching principles:

- 1. The continuing primary mission of the libraries is to optimize the use of available resources to select, create, organize, protect, and provide access to information in support of the academic programs of the University.** Whether print and digital collections and information resources are acquired and held locally, sourced through systemwide collaboration, or obtained from other libraries or commercial providers, the touchstone for each campus library and the Universitywide library system is to use its resources to maximize support for research, scholarship and teaching.
- 2. The overarching goal of systemwide library planning is to develop strategies that leverage the capabilities of the UC system in order to maintain and enhance the distinction and effectiveness of UC library collections and services at campus and systemwide levels.** Individually and collectively, the University of California libraries provide access to the world's knowledge for the UC campuses and the communities they serve. In so doing, they directly support UC's missions of teaching, research, and public service. As knowledge organizations, the libraries also play a pivotal role in the ongoing transition from a print to a digital environment in teaching, research, and the recording and communication of knowledge. In the face of the ongoing demands of this transition and the resource constraints it currently faces, the University seeks to leverage the scope and resources of campus libraries across the system, the capacity for library collaboration already established over three decades, and the capabilities of technology and networked information to improve efficiencies and increasingly share collections and services across the system.
- 3. In light of the libraries' primary mission, budget and space constraints, and changing technological capacity, the University is obliged continuously to consider and balance a fundamental trade-off.** On the one hand, academic necessity may dictate local campus acquisition of materials needed to support the campus academic program, even when this results in systemwide duplication of collections. On the other, the goal of enhancing the breadth and diversity of the systemwide library collection dictates avoidance of duplication and a preference for readily-sharable digital formats. In balancing these competing priorities, the University will need to develop policies and practices that seek to avoid unintentional and unnecessary duplication (including duplicate acquisition of multiple formats of the same material), give preference to digital formats (which are inherently amenable to systemwide provision) over print when considerations of cost, accessibility and persistence allow, and provide effective and responsive access and delivery services when reliance on a shared systemwide acquisition is the preferred choice, all with the aim of maximizing persistent access to the information resources needed for research and teaching.
- 4. The University must maintain and enhance the capability to innovate in the provision of library collections and services.** Over the last three decades, the University has achieved success in maintaining and improving the quality of library support for the academic program in the face of rising costs and constrained budgets through technological, organizational and operational innovations, especially (but not exclusively) at the Universitywide level. The capacity to develop, test, adopt and scale up innovative methods is vital in two regards. First, it is the surest course to achieving new efficiencies that free up resources. Second, as scholarly practice continues to evolve, particularly in response to dramatic technological changes in research methods, information sources, and communication processes, continuing innovation in library services is necessary in order to continue to provide responsive, high quality support to the academic enterprise. Retaining the capacity to innovate is especially challenging in an environment of budgetary retrenchment, as (a) there are increased pressures to maintain traditional collections and services, often at the expense of new innovations, and (b) it can be especially difficult to justify and prioritize investments in services that, by their nature, entail risk and lack a proven return on investment.

5. **The University must ensure close and effective engagement with faculty and other key constituencies in the development of library collections and services.** Technology is driving far-reaching changes in the methods of research, scholarship and teaching. Moreover, these effects are manifesting themselves differently and are proceeding at different rates among academic disciplines. If the UC libraries are to continue to innovate and provide effective support to the University's academic enterprise, it will be increasingly important to engage the academy closely and continuously at the disciplinary and department level. These connections can ensure that the libraries are responsive to evolving teaching and research needs, provide support for stewardship and dissemination of developing scholarly information resources, assist faculty as they initiate and adapt to changes in scholarly communication systems, and help expose innovations that can be developed and leveraged for the benefit of the UC system.

Budget Assumptions

Although, as recounted above, many factors influence planning for the UC libraries, the current budget situation of the State and the University is the key driver for the work of the Task Force.

Reductions in Library Operating Budgets

The University anticipates that the systemwide budget for libraries will be affected in at least two ways: (1) the requirement to address an unfunded liability in retirement programs projected to total over \$40 billion by 2014, and (b) the proposal in the 2011-12 Governor's Budget to reduce State General Fund support to the University by \$500 million.

Retirement-Related Budget Effects

Task Force staff estimate that the libraries' budgets are likely to be reduced at least by an amount equivalent to reducing the Salaries & Wages budgets by a total of 7% of the 2009-10 Salaries and Wages base in 2011-12, and an increasing amount each year thereafter, to account for required employer contributions to the UC Retirement System.

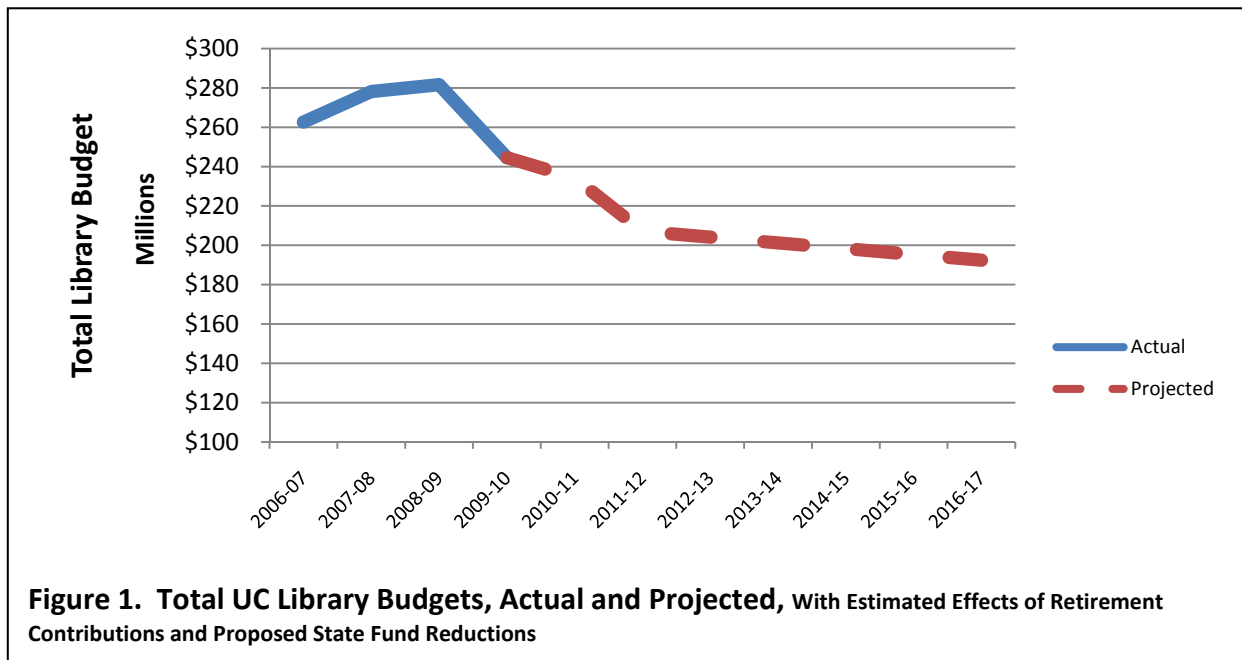
Effect of State Budget Cuts

The Governor's 2011-12 budget proposal, released on January 10, 2011, proposes an undesignated reduction of \$500 million for the University of California, and the president of the University has indicated publicly that UC does not currently plan to backfill those cuts with additional tuition increases. While we cannot know at this time whether the Legislature will approve this budget proposal, or how the undesignated cut might be allocated among the campuses or to the libraries, it seems prudent to make some allowance for the likelihood of a budget cut of this magnitude in the work of the Task Force.

Our analysis suggests that the libraries' share of the State funds cut would be about \$22.8 million, beginning in 2011-12. Even if the Regents were willing to increase student tuition and fees, a major ongoing increase in student fees would therefore be required to offset even a portion of this estimated reduction in library budgets attributable to the proposed State funds budget cut.

Combined Estimate

The combined effect of State budget cuts and retirement system financing is estimated to reduce the total systemwide budget for libraries by about \$10.2 million (4 percent) in the current fiscal year, increasing to \$52 million (21 percent) by 2016-17, as illustrated in Figure 1. A detailed description of the methods and assumptions used to develop these estimates is provided in Appendix B, Calculation of Estimated Budget Impacts.

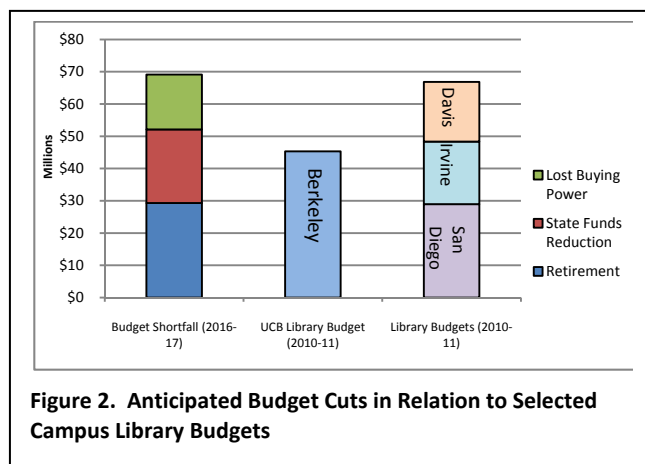


The Effect of Library Materials Price Increases

Barring changes in publishers' pricing behavior, constantly compounding increases in the price of library material will erode the buying power of the libraries. Assuming average price increases of 4 percent annually leads to an estimated 25% reduction in materials acquired or licensed for library collections by 2016-17. The libraries would require an estimated additional \$17 million in their collections budgets to maintain the current level of acquisitions; without the additional funding, the libraries might acquire as many as 182,000 fewer new volumes per year. The chief cause of this "inflationary" effect is not a structural economic phenomenon, but price increases imposed unilaterally and arbitrarily by publishers. Publisher price increases have historically greatly outstripped the level of general inflation in the economy.²

The Relative Impact of Budget Reductions

The total impact of the budget cuts and erosion of buying power is expected to exceed \$69 million annually by 2016-17, more than the current library budget of the Berkeley campus, or of the Davis, Irvine and Riverside campuses combined (Figure 2). Here are some of the possible effects.



² See, for example, Regents' Budget for Current Operations, 2011-12, Budget Detail, Display IX-4, p.76, available at <<http://budget.ucop.edu/rbudget/201112/2011-12-budget-detail.pdf>>.

- If each campus cut its acquisition budget by 21%, the total systemwide reduction would be about \$14 million. This is equivalent to the current annual library materials budgets of UCD and UCI combined (Figure 3).

If each campus cut its operations budget by 21%, the result would be equivalent to a reduction of about 453 FTE. This is equivalent to the total library staffing of UCD and UCSB (Figure 4).

- If campuses protected their collection budgets, and the estimated budget cut of \$52 million were taken solely from staff and operations, the reduction to non-collections budgets would be about 29 percent, equivalent to 626 FTE. This is equivalent to the total library staffing of UCD, UCI, and UCR (Figure 5).

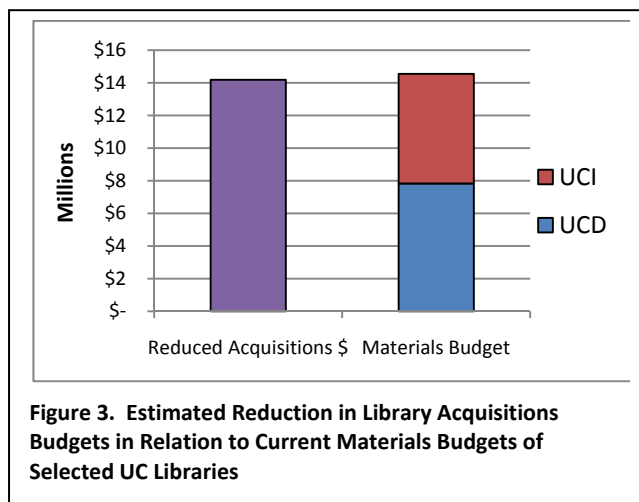


Figure 3. Estimated Reduction in Library Acquisitions Budgets in Relation to Current Materials Budgets of Selected UC Libraries

Limitations on Library Space

The UC libraries and the Regional Library Facilities currently manage about 4 million assignable square feet (ASF) of space, of which 2.4 million ASF (61%) is shown in facilities inventories as devoted to collections. Converting stack space to capacity for bound volumes using UC’s standard space planning formula (12.5 volumes per ASF) indicates that the libraries currently have capacity for 40.2 million physical volumes. With a current collection size of about 35 million volumes, it would appear that there is sufficient stack space in the University to accommodate existing physical collections. However, stack space is not proportionally distributed across the campuses, and estimates show that Berkeley, Irvine and Santa Cruz have more library materials on campus than can be accommodated in existing stack space.³

Physical collections will continue to grow, although reductions in acquisitions rates for print, owing to financial limitations and the ongoing transition from print to digital information resources, will have some effect in relieving space pressures. Notwithstanding, additional campuses, as well as the RLFs, will begin to run out of space to house new acquisitions over the next six or seven years: Riverside sometime this year, SRLF in 2011-12, and NRLF in 2015-16. A recent study by the UC libraries indicated that they “need to reach a 0% growth rate within 5 years to be able to house physical collections within anticipated space.”⁴

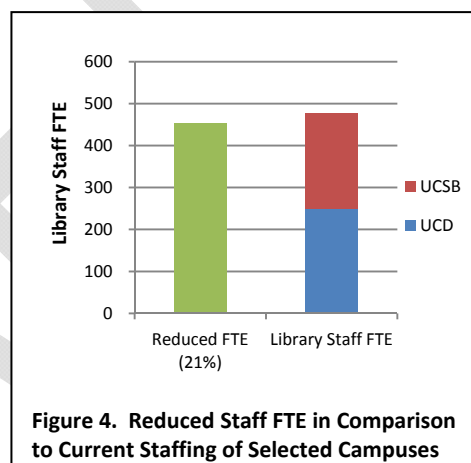


Figure 4. Reduced Staff FTE in Comparison to Current Staffing of Selected Campuses

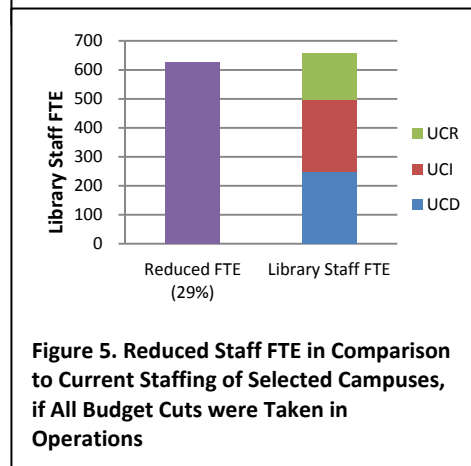


Figure 5. Reduced Staff FTE in Comparison to Current Staffing of Selected Campuses, if All Budget Cuts were Taken in Operations

³ For Santa Cruz, this is likely a temporary situation, as more library space will become available when current renovations related to their recent library addition are completed. Also, the standard formulas used for these estimates do not account for the extensive use of compact shelving in Berkeley’s Gardner Stack, resulting in an underestimate of Berkeley’s library stack capacity.

⁴ SOPAG Task Force on UC Libraries Collections Space Planning, Report, Revised February 5, 2010, available at http://libraries.universityofcalifornia.edu/sopag/spaceplantf/collspace-report-mar24_final.pdf.

Recommended Strategic Directions

Strategies for the Expansion and Management of Shared Services

Introduction

The most promising strategy for addressing the budget and space challenges facing the libraries is an expanded portfolio of well-managed shared library services. Over the last three decades, the libraries have created a portfolio of systemwide library services as a means of achieving efficiencies in current operations and supporting the innovations that are essential in order to adapt to and enable the continuous evolution in approaches to research, scholarship, teaching and scholarly communication. Existing shared services, developed over 35 years, result in current annual savings and cost avoidances of \$114 million.⁵ Appendix C, Shared Services, describes these services in greater detail.

Strategic expansion and careful management of shared services offer the likeliest path to new efficiencies in library operations by using the unique leverage of the UC system to:

- Introduce new efficiencies that generate savings or avoid future costs
- Support effective collaborations with partners outside the University to further leverage capabilities and spread costs
- Deliver the information that faculty and students need for their academic work as the formats and methods of delivery continue to evolve
- Adapt to and support ongoing innovations in methods of research, scholarship and teaching/learning

As discussed previously, the UC libraries have anticipated the need to plan for shared services, and have begun to articulate a suite of program opportunities, chiefly through the pilot Next Generation Melvyl online catalog and the Next Generation Technical Services process. Additional details will also be found in Appendix C. The Task Force finds that the work currently underway under the sponsorship of the Council of University Librarians informs and anticipates the strategic directions we recommend.

The Task Force anticipates that the expected budget cuts will have two primary impacts on this shared services portfolio. First, the cuts will put pressure on existing services, some of which may need to be curtailed, suspended, or even eliminated. Second, the cuts will accelerate demand for new services, particularly those that promise further efficiencies in current operations.

Existing shared services are located and administered throughout the University (e.g., the California Digital Library at UCOP, shared cataloging and acquisitions at UCSD, the Regional Library Facilities at UCB and UCLA), and it is likely that new shared services will be even more distributed; some will even involve partnerships outside the University. For these reasons, it is increasingly important that the University manage its shared library services, both existing and proposed, as a single portfolio, with the ability to reshape and rebalance the portfolio in response to changing conditions and new opportunities.

Management of Existing Systemwide Services

The Task Force recommends the ongoing evaluation of the value of existing systemwide services, including their performance in relation to the level of investment. In conducting such review, the university should consider such factors as:

- Does a service continue to allow campuses to avoid costs in their current operations?
- Does a service support scholarship in ways deemed essential to bolstering the university's academic competitiveness?
- Do the benefits continue to exceed costs?

⁵ See University of California, *2011-12 Budget for Current Operations: Budget Detail*, Display IX-5, p. 77 (available at <http://budget.ucop.edu/rbudget/201112/2011-12-budget-detail.pdf>).

- What if any alternatives exist?
- Can a change in the service (e.g., an expansion or redirection) permit additional cost savings that campuses can redirect to address budget cuts?
- If a systemwide service is curtailed or eliminated, will campuses undertake to offer the service locally? Will the curtailment or elimination of the service impose additional costs on campuses?
- How important is the service's continuation given the opportunity cost its maintenance entails with regard to other services provided at the systemwide or local level?

Management of Proposed Systemwide Services

New services that could be added to the University's portfolio will be a mix of three kinds: those that (1) afford direct cost savings, (2) provide space savings, or (3) address new needs but incur additional costs. The challenge for the University is to develop and manage a robust portfolio that both contributes effectively to the University's budget and space issues and supports a changing academic environment. The factors that inform the assessment of existing services apply here as well. The additional factors to be considered in developing new services are the manner in which initial and ongoing costs will be financed and how the services should best be organized and governed. Additional discussion of shared services will be found in Appendix C.

The problem of rapidly-increasing prices for academic publications has been endemic for many years. As the University's Library Planning and Action Initiative Advisory Task Force put it in its 1998 report:

The free flow of information required for scholarly and scientific communication is now threatened by rising costs in a monopoly-like marketplace that is increasingly dominated by large commercial publishers and information vendors. Universities subsidize the costs of faculty research. Faculty then give the results of that research to publishers, who sell it back at ever increasing costs and, in the case of digital information, with unprecedented new restrictions on distribution and use. Libraries have been among the first partners in the scholarly and scientific communication system to feel the ill effects of this model, but in the long-term, it will restrict the entire flow of scholarly discourse.⁶

The pricing practices of publishers have continually driven up the price of library materials at rates that greatly outstrip general inflation, eroding the buying power of collections budgets, reshaping the composition of collections, and limiting the ability of the libraries to purchase materials needed for support of the University's diverse and distinguished academic programs. The economic and functional problems of the current system of scholarly communication and publishing are reasonably well understood and widely discussed.⁷ However, solutions have proven elusive because of the complex and attenuated relationships and differing interests among the stakeholders: the faculty as authors, readers, editors and reviewers; the publishers as producers, distributors and organizers of peer review; and institutions as financiers. Owing to this complexity and misalignment of interests, the actions of individual institutions have been of little avail in effecting large scale, systemic change.

However, the scholarly publishing environment is clearly changing. The number of open-access journals⁸ has grown dramatically over the last several years, and some open-access publishers, such as the Public Library of Science (PLOS) have established high-quality journals that successfully compete with the most prestigious commercial and scholarly society publishers. The National Institutes of Health have established rules, requested and endorsed by Congress, that require authors of NIH-supported research

⁶ University of California, Library Planning and Action Initiative Advisory Task Force, Final Report, March 1998, p. 5 (available at <http://libraries.universityofcalifornia.edu/planning/lpai_finalrpt/finalrpt/LPAIfina.pdf>).

⁷ See, for example, the UC Reshaping Scholarly Communication Web site at <<http://osc.universityofcalifornia.edu/>>.

⁸ Journals that make their content freely available online without a subscription fee, either at no cost or through publication charges to authors (or their institutions or grant funders).

papers to deposit copies of their published articles in the open-access PubMed Central repository. Several peer institutions, including several schools at Harvard University, have adopted faculty-initiated policies addressing the assignment and management of copyrights in faculty publications, the deposit of published articles in institutional open-access repositories, and other publication issues. The Compact for Open-Access Equity (COPE), a coalition of research universities (including UC Berkeley), has been formed with a commitment to establish durable mechanisms at each institution to fund reasonable publication charges for faculty publishing in open-access journals. The University of California has had success in tempering some of the most egregious pricing abuses of publishers (notably with Elsevier and Nature).

It is evident that the costs of the existing system are not sustainable, the tide of opinion regarding methods and prices for scholarly publications is changing, and the time is right for new leadership aimed at restoring academic control over the system of scholarly communication. The size and prestige of the University of California can be leveraged to make a difference⁹ in encouraging scholars, publishers, and peer institutions to give more favorable attention to these issues.

Recommendations for the Faculty

Ultimately, the system of scholarly communication belongs to the faculty, as its producers and primary users. Institutional initiatives can go only where the faculty lead. To foster successful change in scholarly publishing and communication, UC faculty must be prepared to:

- Retain and manage their copyrights in the works they produce
- Participate actively in new publishing models and innovations in scholarly communication that more effectively serve the interests of the scholarly community
- Refuse to publish in, edit or review for journals that persist in unacceptable pricing or copyright practices
- Encourage their academic colleagues and scholarly societies to take similar actions.

Recommendations for the University

There is a great deal that the University can do to support faculty-led efforts to confront the deficiencies of the publishing system. It must be recognized, however, that additional institutional support for scholarly publishing initiatives involves new costs that must be covered from existing budgets, either by the libraries or elsewhere in the institution, or from extramural funds. It must also be emphasized that as long as traditional and new modes of scholarly publishing exist in tandem, the need to support two systems will inevitably impose new costs, at least for the duration of what is likely to be a long period of transition. As the services that the libraries might provide to support the faculty's scholarly communication efforts are likely to add costs with uncertain prospects for budgetary savings, they should be evaluated along with all other components of the portfolio of shared services.

Among the institutional strategies that UC might adopt or continue in support of the faculty are:

- Assisting and supporting the faculty as they seek to explore and use alternatives to traditional methods of scholarly publishing and develop and adopt new modes of scholarly communication that are aligned with emerging changes in methods of research and teaching.
- Supporting the faculty by conveying to them information about the actual costs of publications and the expenses incurred by their libraries in providing access to scholarly information.

⁹ See, for example, Jump, Paul, Research intelligence - We're not paying that much!", *Times Higher Education*, November 25, 2010, available at <<http://www.timeshighereducation.co.uk/story.asp?sectioncode=26&storycode=414367>>: "The academy's fightback was heralded in June by the financially troubled University of California system, which threatened to cancel its subscription to Nature journals and to organise an academic boycott of Nature Publishing Group when the publisher tried to quadruple charges for access to its e-journals."

- Continuing and fortifying its strong negotiating positions with publishers. As the negotiations with Elsevier and Nature have demonstrated, a reasonable negotiating position backed by the full force of faculty support and UC's economic clout can make a difference both to the University and to the larger community of higher education institutions.
- Encouraging and supporting the adoption of open access publishing. The many varieties of open-access scholarly communication promise both significant academic benefits, by making all peer-reviewed research results available to all without subscription charges to readers or their institutions, and significant financial benefits, by reducing and reallocating the costs of scholarly publishing. The University has already taken affirmative steps in this direction by supporting new open-access journals, helping to cover the costs for UC faculty publishing in "author-pays" open-access journals, and providing support for author compliance with the NIH open-access deposit policy.
- Redirecting a portion of the funding currently used for purchase of traditional print and digital publications to the support of alternative publishing models that advance the interests and values of the academic community.

Strategies to Recover Costs and Enhance and Diversify Revenue

The Task Force finds that:

- Over many decades, the UC Libraries have built, and are continuing to build, an invaluable academic asset in the form of a systemwide collection of enormous breadth and distinction.
- As scholarly information moves rapidly to the digital realm, the libraries have kept pace by incorporating digital journals and books into the collections. At the same time, the libraries have made dramatic progress in converting existing print collections to convenient and sharable digital formats, and have worked with the faculty and others to capture and curate information first produced in digital form. Throughout this evolving process, the libraries have taken steps to ensure that digital information resources remain as persistently accessible as their print forebears, adding further to the asset value of the collections. However, best practices for preservation of digital content are changing rapidly, and the University needs to do more, both in terms of investment and policy development, to ensure that important digital information assets remain persistently available and accessible.
- Digital technology is causing pervasive changes in methods of research and teaching, including the forms of information produced and used by the academic community and the means of managing, accessing, communicating and using that information. The University must ensure that libraries maintain close and constant communication with faculty at the disciplinary and departmental level in order to respond to and support these changes in academic methods and to inform decisions about priority for development and deployment of new library collections and services.
- The funding needed to maintain and manage existing information assets, develop and steward new information assets, and support development of new services responsive to the needs of the academic community is threatened by past and impending budget reductions (caused largely by the state's budget situation and the effects of the need to fully fund the UC Retirement System) and the pricing policies of academic publishers, which continue to impose price increases that outstrip inflation.
- Current library budgets, at both campus and systemwide levels, are funded primarily from University core funds, i.e., state appropriations and student tuition and fees. The prospects for sustaining current library funding from these sources, much less obtaining additional funds to develop new collections and services, are exceedingly dim.

The Task Force concludes that the value of the University's library collection (both past and prospective), and the promise of closer relationships with faculty to help understand and influence new modes of

research and scholarly communication suggest a number of avenues by which the University could secure some of the additional funds needed to sustain and enhance library collections and services. In this regard, the Task Force notes that while many campuses have mounted library fundraising campaigns, the extent of these efforts is uneven and the overall effort could therefore benefit from enhanced communication, and that campus-based efforts do not usually address systemwide and shared collections and services, the areas of primary interest to the Task Force.

The Task Force therefore recommends that the University should, as a matter of high priority, explore opportunities to recover costs and/or increase revenue from non-traditional sources to support its libraries, and to spread the costs of library services across a larger base of financial contributors. It will be particularly appropriate to fully consider alternative funding sources as part of the regular review and management of the portfolio of shared library services described in *Strategies for the Expansion and Management of Shared Services* and *Strategies to Improve Governance and Oversight*.

Among the strategies that might be considered are:

- Recovering costs from non-UC users (individuals, companies and institutions) that make use of UC's current library collections, facilities and services (for example, recovering the cost of providing interlibrary loans)
- Working with campus and systemwide development offices to secure major donations in support of the libraries.
- Implementing student fees specifically designated to support libraries, as has been successfully done at many other institutions.
- Licensing UC's library service innovations for further development and diffusion into the general marketplace (for example, UC-developed software, or selling support services for UC software innovations that are released as open-source).
- Licensing or exchanging UC-owned library assets for services in the marketplace.
- Repurposing existing services and/or developing new services that can be marketed to external institutions and customers (for example, marketing Web Archiving Service or the Archivists' Toolkit to external users)

Strategies to Improve Governance and Oversight

The Task Force finds that:

- Multi-campus, systemwide, regional, national and global information collections and services are becoming increasingly essential to maintain the quality and responsiveness of the library services that support UC's eminent academic programs in the face of rising information prices and declining budgets
- The University therefore has a strategic and fiduciary interest in:
 - Ensuring the efficiency, cost-effectiveness and responsiveness of these library services
 - Ensuring that these services are aligned with campus and systemwide needs, priorities and resources
 - Devising and overseeing the financial arrangements needed for development and operation of such services
 - Devising and overseeing the organizational structures that are required to plan, develop, operate, oversee and evaluate such services
 - Ensuring that plans, strategies, characteristics and benefits of these services are continuously and effectively communicated to the UC community
- In an environment of dramatically reduced State funding and limited options for increased University revenue, the operating funds and investment capital needed to support existing and new systemwide library services will increasingly have to be found in and redirected from existing UC budgetary resources, including but not limited to current library budgets.

- The conditions that have given rise to this Task Force (continued increases in library materials prices; dramatic University budget cuts; the need to fully fund the retirement system) and drive its recommendations (seeking additional leverage at the systemwide level and beyond in order to manage space, maintain collections, and achieve cost savings, and supporting new and evolving forms of scholarship) elevate the importance of Universitywide oversight of systemwide collections and library service strategies – their effective development, operation and management are clearly now critical to the University’s mission.
- As UC library services become increasingly interdependent among campuses, systemwide services, and external partners and services, it will be vital to ensure transparency and effective communication among all levels with regard to strategic directions, priorities and resource availability and commitments.
- Although systemwide services are currently located and administered in different parts of the University, and may become even more distributed in the future, it is important that the University have the capability to manage these as a single portfolio of services and to rebalance its investments in them in response to changing conditions and needs.

The Current Organizational, Governance and Advisory Structure for Libraries

The current structure related to systemwide and multi-campus library services includes the following elements:

- The Council of University Librarians (<<http://libraries.universityofcalifornia.edu/about/uls.html>>) and its supporting infrastructure of the Systemwide Operations and Planning Advisory Group and its committees (<<http://libraries.universityofcalifornia.edu/sopag/>>), which coordinates plans, policies and practices among the campus libraries; develops, proposes, and coordinates implementation of systemwide and multi-campus programs and operations; and advises the California Digital Library on development and operation of its systemwide services.
- The California Digital Library (<<http://www.cdlib.org/>>), which works in partnership with the campus libraries to develop systems and services that link UC faculty and students to the vast print and online collections within UC and beyond and manage the outputs of their scholarly endeavor. The CDL is chiefly supported by core funds originally allocated by the State and UCOP for this purpose, and funding voluntarily co-invested by campus libraries to support the licensing costs of shared digital collections and, increasingly, additional shared services.
- The Shared Library Facilities Board (<<http://libraries.universityofcalifornia.edu/about/slfb/>>) is appointed by the Provost with representation from library administration, library staff, and faculty, with responsibility for the development of policies, strategies, plans and general operating procedures for the effective and coordinated use of the Northern and Southern Regional Library Facilities. Support is provided chiefly from the staff and budget of the RLFs.
- The Systemwide Library and Scholarly Information Advisory Committee (SLASIAC; <<http://libraries.universityofcalifornia.edu/planning/slasiac/index.html>>) is appointed by the Provost with broad representation from most academic and administrative segments of the UC community. SLASIAC is charged to advise the University, through the Provost, on systemwide policies, plans, programs and strategic priorities related to the acquisition, dissemination, and long-term management of the scholarly information, in all formats, created by or needed to support UC's world-class teaching and research programs. This charge includes, but is not limited to, advising on systemwide long term planning for the UC libraries including the 10 campus libraries and the California Digital Library (CDL), strategies that will enhance and facilitate the transmission of scholarly and scientific communication in a digital environment, and legal, legislative, regulatory and policy issues that influence the effective provision of scholarly information services. Administrative support for SLASIAC is provided by the UCOP Department of Academic Planning, Programs and Coordination (APPC) and the CDL.

- The University Committee on Library and Scholarly Communication (UCOLASC; <<http://www.universityofcalifornia.edu/senate/committees/ucolasc/>>) is a standing committee of the Universitywide Academic Senate, charged to advise the President concerning the administration of the libraries of the University in accordance with the Standing Orders of The Regents and issues related to innovations in forms of scholarly communication.
- The Librarians Association of the University of California (LAUC; <<http://www.ucop.edu/lauc/>>), according to APM 360 Appendix B. 3., shall advise the Office of the President, campus administration, and library administration on the operations and policies of the libraries; on professional standards, rights, privileges and obligations of members of the librarian series of the University of California; and on the planning, evaluation, and implementation of programs, services or technological changes in the libraries of the University.

Until mid-2008, a small Office of Systemwide Library Planning, located within APPC, provided collaborative leadership in coordinating among UCOP administration, the CDL, the RLFs, and campus libraries. Its responsibilities included development, analysis, documentation promulgation and defense of systemwide library strategies and plans, support for funding and implementation plans in support of those strategies, administrative support for the systemwide governance organization, and maintaining statistical reports and other analytical resources in support of systemwide library planning activities. The office was disbanded in July, 2008 with the retirement of its director and as part of a major UCOP reorganization and downsizing project, and its responsibilities and remaining staff were transferred to the CDL.

This structure has served the University extremely well and its key organizations have made significant accomplishments in employing systemwide collaboration and leverage to provide state-of-the-art library services at manageable cost. However, in view of the findings recounted above, the Task Force believes that it is critical for the University to review its governance and organizational structure for systemwide library services, and make changes as required.

Essential Universitywide Governance Functions

The Task Force envisions that the UC library service environment of the future will be characterized by increased interdependence among the campus libraries, with systemwide services, and with external partners; make increasing use of systemwide and shared services that may be managed by different entities and supported by a diverse variety of fund sources; and require careful management and oversight to ensure maximum value in the face of severely constrained budgetary resources. Therefore, the governing structure that oversees systemwide library services and operations must be capable of:

- Effective planning, coordination and oversight of the full range of systemwide services and their operators. To achieve this, the governing function must:
 - have credible representation from key constituencies, including faculty; academic, budget, and information technology administration at campus and systemwide levels.
 - incorporate required expertise. Areas of required expertise include, but are not limited to: academic and research library and information services; budgeting, financial analysis and business planning; information technology; academic planning.
 - include knowledgeable representation from outside the University, to ensure that planning and decision-making benefit from knowledge of trends and developments among peer institutions and within relevant industries.
 - be empowered by the University either to make decisions or to provide specific and effective advice to University officers, depending on the organizational structure put in place to effect these recommendations, about systemwide library strategies; funding strategies and priorities; and the development, continuation, and termination of systemwide library services.

- be structured in a manner that allows UC to remain nimble in responding to emerging trends, including the rapidly-evolving needs of scholarship, faculty-led initiatives in scholarly publishing and communication, and opportunities to creatively diversify and expand revenue and cost recovery sources.
- ensure that its plans, processes and decisions are transparent and accessible to members of the UC community, and that it is accountable as a body to UC leadership at systemwide and campus levels and the UC community.
- ensure that information about the current conditions and future prospects of the UC libraries and systemwide library strategies and programs is effectively and continuously communicated to the UC community.
- be provided with budgetary, operational and performance information necessary to successful execution of its responsibilities, including as necessary programmatic and budgetary information from campus libraries and other campus organizations that directly affect development and operation of systemwide library programs.
- be provided with adequate continuing staff support, preferably in the form of a continuously supported central library planning function, complementary to the campus libraries and coordinating their efforts
- Conduct continuous review and evaluation of systemwide services
- Ensuring the effective use of budgetary resources The governing structure must have the authority and resources to administer the budgets for systemwide library services including drawing up multi-year budget plans, distributing funds and monitoring their use

Task Force Recommendation

There are undoubtedly several governance structures that can accommodate the essential functions set out above, and choosing the most effective structure will require extensive consultation with key stakeholder groups, including the Council of Vice Chancellors, the Council of University Librarians, and the Academic Council. The Task Force is not in a position to conduct those consultations and render a specific organizational recommendation.

Therefore, the Task Force recommends that the Provost and Executive Vice President of the University work with these stakeholder groups and others as required to develop a responsive and effective governance structure for systemwide and shared library collections, services, and operations that incorporates the functions listed above, as well as the following additional criteria:

- It will be essential for an effective governing structure to be accompanied and supported by an executive function that can reliably carry out the policies and decisions of the governing body.
- It will be equally essential for the governing body and the executive to have dedicated, continuous and well-qualified staff support to conduct the planning, coordinating, and financial and business analysis activities needed to carry out their responsibilities.
- To promote efficiency and transparency, it is desirable to streamline and simplify the existing governance structure where possible; simply adding new layers to the existing structure is unlikely to be either effective or perceived as desirable by the stakeholders.
- Dramatic growth in the scope and centrality of shared services and collections represents a significant change in library services. The importance of marketing and communicating this change should be kept in mind in designing and naming the governance structure and supporting executive and staff organization.

Action Recommendations

The Library Planning Task Force finds that:

- Systemwide action is needed to preserve the quality of library services in the face of

- Imminent budget cuts that are estimated to approach \$52 million or 21 percent, relative to current budgets, by 2016-17, and loss of purchasing power owing to publisher price increases that are expected to reach \$17 million annually over the same time period.
- Space limitations that we expect will see all UC stack space filled within 5 to 7 years
- Our most promising strategy for addressing these challenges is an expanded portfolio of well-managed shared library services. The shared service strategy is complemented by strategies that address the pricing of academic publications and explore possibilities for enhancement and diversification of library revenues.
- The action recommendations of the Task Force must be accompanied and supported by a thorough review and revision of the governance functions and structures that oversee systemwide library services.
- The UC libraries have recognized and planned for both the general and specific issues they face and the opportunities for additional collaboration to address those issues. A systemwide planning process launched in 2005 has identified an extensive menu of promising collaborative shared service initiatives that have the potential to effectively address the libraries' budget and space problems
- The Task Force, building on the work of the libraries, believes that it is possible to:
 - Produce about \$15 million in operating cost savings relatively quickly, closing at least a portion of the estimated \$52 million budget cut.
 - Manage collection growth so as to conserve library stack space
 - As required, release additional library stack space through removal of unnecessary duplicate print journal volumes. This strategy can be implemented in a phased fashion in order to provide space as it is needed over time. The Task Force estimates that full implementation could provide as much as 13 years of additional growth capacity.
- Additional detailed planning is needed to fully develop and analyze specific plans for the initiatives that have been identified by the libraries.
- As significant budget cuts are expected to begin in the upcoming fiscal year, beginning July 1, time is of the essence.
- A phased plan can best balance the need for immediate action with the requirements for both additional detailed planning and full consultation with the University community on the overall strategic directions recommended by the Task Force.

Based on these findings, the Task Force recommends to the Provost a three-phase strategy that:

- Anticipates and supports the continued leadership of the libraries in planning and implementation of shared services, and complements their efforts with a clear mandate and cross-functional planning support as required.
- Is coordinated with the University's *Working Smarter* program,¹⁰ the ongoing administrative efficiency initiative that brings together systemwide, regional, and campus-level efforts under one umbrella to realize UC's top-level commitment to achieve a level of administrative excellence equivalent to that of its teaching and research enterprises.
- Provides for broad consultation on overall strategy recommendations, while permitting the University to move forward in a timely fashion on the most urgent actions needed to address budget issues over the next one to two fiscal years.
- Will, in each phase:
 - Enlist experts from the libraries, budget and finance, IT, business planning, etc.
 - Identify specific shared service initiatives that effectively address the funding gap and can be implemented before the end of that fiscal year
 - Develop detailed plans for structure, startup cost, anticipated savings

¹⁰ See <<http://workingsmarter.universityofcalifornia.edu/>> for more information.

- Produce detailed project plans, including costs, financing options, structure

The Task Force anticipates that startup costs and ongoing operational costs for systemwide services will be funded by a combination of Cross-Campus Collaboration (C3) loans¹¹ (to be repaid through savings or other campus sources), redirection of library budgets, other campus funds, adjustment of the assessment rate on campus budgets for support of UCOP services as described in the University's Funding Streams budgeting proposal. The Task Force further anticipates that the Office of the Provost will support this program through:

- Collaborative leadership and consultation with the Council of Vice Chancellors and other Universitywide groups
- Facilitation of access to C3 loan funds
- Executive leadership
- Development and implementation of an effective governance model as discussed in the section on Recommended Strategic Directions: Strategies to Improve Governance and Oversight.
- Redevelopment of a systemwide library planning and coordination function

Phase I (2011-12)

The first phase of planning features four key components, described in further detail below:

- Plan to manage collection growth and conserve library stack space.
- Prepare detailed plans for projects that are capable of providing \$15 million in annual operating savings through reduction of duplication in current acquisition and consolidation of duplicative library operations and services, while maintaining the breadth and diversity of the systemwide library collection and minimizing impact on current services.
- Consult broadly with the University community on the recommendations of this Task Force, and adjust strategic directions and specific plans for Phase II and III accordingly.
- Under the direction of the Provost and in consultation with key stakeholder groups, plan and implement changes in the governance structure for systemwide library services as recommended by the Task Force.

Schedule:

- Detailed analysis and planning through September 2011
- Consultation through September 2011
- Where appropriate, develop funding proposals to be submitted by the Provost, in consultation with the Council of Vice Chancellors and Council of University Librarians, in October, 2011
- Complete implementation during 2011-12
- Begin recapturing savings in 2012-13

Services that Save Space

The Task Force believes that it is both possible and necessary for the UC libraries to manage the size and growth of the print collections housed both in campus libraries and Regional Library Facilities, and to make more flexible use of the space in existing library facilities, in order to accommodate future growth of print collections and allow for the repurposing of some campus library space. This question has already been studied in depth by the libraries' SOPAG Task Force on Libraries Collection Planning, and the recommendations that follow endorse and expand upon those found in their final report.¹²

The Task Force recommends that in Phase I the UC libraries develop detailed plans to:

¹¹ "Cross-Campus Collaboration" is one component of the UC Chief Financial Officer's Strategic Investment Program, described more fully at <<http://www.ucop.edu/finance/ucsip.html>>.

¹² SOPAG Task Force on UC Libraries Collections Space Planning, Report, Revised February 5, 2010, available at <http://libraries.universityofcalifornia.edu/sopag/spaceplantf/collspace-report-mar24_final.pdf>.

1. Acquire digital formats (e-journals, e-books) whenever possible.
2. Coordinate collection development and acquisition processes to avoid unnecessary duplication of new print materials (which also generate cost savings; see “Services that Address the Budget Shortfall,” below)
3. As required, remove unnecessary duplicate copies in existing print collections.
 - a. As it becomes necessary to reduce the size of print collections through removal of duplicate copies, the first priority is duplicate print backfiles of journals for which we have reliable long-term access in digital form. Studies by the UC libraries indicate that this strategy could ultimately remove 6.4 million volumes from the shelves without materially affecting teaching, research or the preservation of the scholarly record, adding 13 years to the effective capacity of existing library stacks. The removal of 6.4 million volumes would avoid campus library construction costs of \$336,384,000 (at 2011-12 construction costs), or \$77,504,000 in Regional Library Facility construction costs. It is expected that there will be significant operating costs associated with this strategy, but these are one-time costs; in addition, the libraries have substantial experience in implementing “last-copy” journal strategies through their JSTOR print archive program, so workflows, costs and risks are well understood. This kind of weeding is costly, but much less so than weeding individual book titles.
 - b. If additional space savings are required in the future, the remaining options set out in Table 1 below may be considered.
4. Plan for the management of print collections in an integrated fashion across all available UC library facilities.
5. Identify and implement the principles and practices required to achieve efficiencies consistent with the library collections and service aspirations of the respective campuses and minimizing the impact on the libraries’ ability to support the academic enterprise.

Table 1: Additional Strategies for Reducing Print Collections

Strategy (in recommended order of priority)	Estimated volumes saved	Estimated years added to stack capacity	Estimated Capital Savings – Campus*	Estimated Capital Savings – RLF*
Removal of duplicated print books where that duplication does not serve essential curricular, research, preservation or risk management goals	4.5 million	9	\$ 236,520,000	\$ 54,495,000
Removal of print copies of digitized public domain books held in the HathiTrust repository (ensuring the retention of an appropriate number of high-quality print copies among the HathiTrust partners) where that duplication does not serve essential curricular, research, preservation or risk management goals	2 million	4	\$ 105,120,000	\$ 24,220,000
Identification and removal of unnecessary print duplicates of journal volumes that are licensed by UC in digital form and are reliably preserved	1.8 million	4	\$ 94,608,000	\$ 21,798,000
Transfer of journal volumes to the Western Regional Storage Trust where these are needed to develop the WEST repository, and removal of unnecessary duplicate copies of journal volumes held in the WEST repository	760,000	1.5	\$ 39,946,000	\$ 9,204,000

*Total cost of construction for volumes saved, if entirely on campus or entirely at RLF, at 2011-12 construction costs.

Services that Address the Budget Shortfall

The Task Force has reviewed the numerous proposals developed by the libraries under their Next Generation Initiatives (see Appendix C, Shared Services) and believes that savings of about \$15 million can be readily achieved toward the \$52 million target while maintaining support for essential library collections and services. Preliminary analysis demonstrating the feasibility of these estimated savings are presented in Appendix C.

Cost-saving services are of two general kinds:

1. Those that restructure library systems and operations to reduce redundant procedures and leverage systemwide opportunities for efficiency.
2. Those that reduce unnecessary duplication in the future acquisition of library materials in all formats.

Both types of services are included among those identified by the libraries in their Next Generation initiatives (see Appendix C). In Phase I it may be most appropriate to give priority to those of the first type, as these “back room” efficiencies should have no visible impact on collections or service to library users. However, services of the second type, to the extent that they may be needed to manage growth in order to meet pressing space needs, should also be given high-priority consideration for planning and analysis.

Phase II (2012-13)

The second phase of planning calls for:

- Incorporating the results of consultations conducted in Phase I into priorities and detailed plans for shared services.
- Initial and ongoing review of existing systemwide library services by the governance structure installed during Phase I.
- Prioritizing and developing detailed implementation plans for systemwide and shared services that can provide savings of at least \$25 million annually.
- Reviewing collection growth and library space needs, determining the need for additional deduplication projects, and developing plans for their implementation as needed.

Schedule:

- Detailed implementation planning through September 2012
- Where appropriate, develop funding proposals to be submitted by the Provost, in consultation with the Council of Vice Chancellors and Council of University Librarians, in October, 2012.

Phase III (2013-14)

The third phase of planning calls for:

- Ongoing review of existing systemwide library services by the governance structure installed during Phase I.
- Prioritizing and developing detailed implementation plans for additional systemwide and shared services that can provide savings of at least \$12 million annually.
- Reviewing collection growth and library space needs, determining the need for additional deduplication projects, and developing plans for their implementation as needed.

Schedule:

- Detailed implementation planning through September 2013

- Where appropriate, develop funding proposals to be submitted by the Provost, in consultation with the Council of Vice Chancellors and Council of University Librarians, in October, 2013

Phase/Project	Savings	Remaining Shortfall
Initial Shortfall		\$52,000,000
Phase I	\$15,000,000	\$27,000,000
Phase II	\$25,000,000	\$12,000,000
Phase III	\$12,000,000	0

DRAFT

APPENDIX A. Membership and charge

The Library Planning Task Force was appointed by UC Executive Vice President and Provost Lawrence H. Pitts in August, 2010, with the following charge:

Charge to a Task Force of the Systemwide Library and Scholarly Information Advisory Committee

Lawrence H Pitts
Executive Vice President and Provost
UC Office of the President
August 17, 2010

The University of California has 10 campus libraries and the systemwide California Digital Library (CDL), with a combined budget of \$244m (2009/10 adjusted budget). The libraries have a long history of strategic and collaborative planning and resource sharing facilitated by a number of services that are managed on a systemwide basis, including the Melvyl union catalog, two high-density storage facilities (located at Berkeley and UCLA), the California Digital Library (UCOP), and shared electronic acquisition and cataloging services for centrally licensed electronic resources (San Diego). It is estimated that through their use of systemwide services, the libraries avoid up to \$100m/year in cost. That is, if they were to attempt to achieve the same level of collection and services they currently enjoy, but acted independently of one another, the libraries would spend up to \$100m/yr more than they invest at present. Particular success has been achieved in:

- Licensing electronic resources (journals, databases, and increasingly, electronic books) through co-investments on a systemwide basis;
- Central provision by CDL of commonly required library IT systems to support the discovery, delivery, lending, and preservation of print and electronic resources;
- Efficient delivery of print materials among campuses;
- Provision of shared digital reference services;
- Sharing the cost of, and managing, high-density storage facilities; and
- Digital conversion of and online access to over 2.6 million monographs via the Google Books Project and membership in HathiTrust.

Cost savings that have accrued to these services have allowed the libraries not only to maintain very high levels of collections and services, but also to develop and expand those as users' demands increase and with the advance of new technologies.

Looking forward, the UC libraries are at a watershed.

- They have taken their share of cuts in the past two years at levels that vary across the campuses but that, in general, reflect the University's overall fiscal situation and hover around the 20% mark since 2008/09. There is every expectation that budgetary pressures will continue over the next several years, reflecting the long shadow of a global recession and the University's efforts to meet unfunded liabilities in its pension and retiree health benefits programs.
- The cost of library materials continues to outpace inflation, making the budgetary pressures even more acutely felt—between a third and a half of a library's budget goes towards the cost of library materials.

- Users' information service expectations continue to rise exponentially, reflecting both the increasing sophistication of users and the proliferation and increased ease of use of commercial online services. At the same time, patterns of library use and expectations pertaining to library services continue to evolve, as evident for example, in a survey conducted recently by the research group Ithaka S + R.¹³
- Academic and research program breadth within UC has continued to expand. Hitherto it has placed increasing demand for library collection growth in digital, print, and other formats. Going forward, the shape of the academic program, its pace of change and growth, and the demands it will place on the university library are issues that need to be addressed.
- The proliferation of commercial online services competes with libraries in the roles they have traditionally occupied.
- Students, particularly undergraduates, continue to demand long hours and extended access to library facilities that provide technologically well-equipped and flexible learning environments.
- Constrained capital budgets make space a scarce commodity and put space allocation pressure on libraries, some of which occupy buildings in prime campus locations.
- The shift to digital materials requires new strategies for ensuring access to the information required to support of the university's missions.

In response to the rapidly evolving changes in the economic environment, the UC libraries began a new phase of their strategic planning processes in 2008/09 in order to identify additional innovative systemwide strategies to mitigate cuts, while reframing library services that support institutional missions and goals in light of the pressures indicated above and the changing scholarly information environment.

Although local and systemwide strategies have been successfully implemented, progress will be enhanced and its pace quickened with concerted leadership action that establishes context, direction, priorities, and goals.

Accordingly, the Provost requests that the Systemwide Library and Scholarly Information Advisory Committee (SLASIAC) convene a task force to recommend the systemwide strategies and investments that the University needs to pursue with regard to library services in light of the numerous environmental changes indicated above.

While it is expected that the task force will determine its own agenda, it should focus on the efficiencies that can be gained in library operations areas; the following are examples from which the task force can choose:

- greater systemwide or regional consolidation of library services and systems
- systemwide strategies for developing and managing both print and digital collections
- greater reliance on open-access materials
- reduced expenditure on high-priced serial publications
- use of library space

It will also need to advise on any new services that may be required of our libraries and on strategies for supporting them in an era of flat or declining library budgets.

The task force will be convened by SLASIAC convener Executive Vice Chancellor, Gene Lucas. It will consult as appropriate with relevant stakeholders including the System Senate

¹³ <http://www.ithaka.org/ithaka-s-r/research/faculty-surveys-2000-2009/faculty-survey-2009>

Committee on Libraries and Scholarly Communications and the University Librarians. And it will submit an initial report with preliminary findings to SLASIAC and to me in December 2010, and a final report in February 2011.

In conducting its work, the task force will be informed of the systemwide strategies being pursued by the University librarians, the work of the California Digital Library, and of relevant trends in library services, expenditures, and use. To that end, it will be supported by Academic Planning, Programs and Coordination—a unit at the Office of the President under Vice Provost Dan Greenstein—which will also make available to it all relevant budget and planning information as may be requested.

The members and staff of the Task Force include:

Glenn E (Gene) Lucas (**Chair**)
Executive Vice Chancellor
University of California, Santa Barbara

Thomas Cogswell
Professor of History
University of California, Riverside

Mary Doyle
Vice Chancellor for Information Technology
University of California, Santa Cruz

Daniel Greenstein
Vice Provost, Academic Planning, Programs
and Coordination
University of California, Office of the
President

John Meyer
Vice Chancellor for Administrative and
Resource Management
University of California, Davis

R Bruce Miller
University Librarian
University of California, Merced

Rich Schneider
Associate Professor
Department of Orthopaedic Surgery
University of California at San Francisco

Brian E. C. Schottlaender
University Librarian
University of California, San Diego

Donald J. Waters
Program Officer, Scholarly Communications
and Information Technology
The Andrew W Mellon Foundation

Ann J. Wolpert
Director of Libraries
Massachusetts Institute of Technology

Consultant:
Laine Farley
Executive Director, California Digital
Library

Staff:
Gary Lawrence
Special Assistant for Systemwide Library
Planning
University of California, Office of the
President

The work of the Task Force was also materially assisted by Ivy Anderson, Director of Collections, and Joanne Miller, Library Planning Analyst, both from the California Digital Library.

APPENDIX B. Calculation of Estimated Budget Impacts

Retirement-Related Budget Effects

Task Force staff assume that the libraries' budgets are likely to be reduced at least by an amount equivalent to reducing the Salaries & Wages budgets by a total of 7% of the 2009-10 Salaries and Wages base in 2011-12, 10% in 2012-13, 12% in 2013-14, with the percentage reduction increasing by 2% per year thereafter, to account for required employer contributions to the UC Retirement System.¹⁴ The effect of this assumption on projected library budgets (in 2009-10 dollars) is shown in Table 3.¹⁵ Note that there is no assumption that cuts will be applied in line-item fashion to the Salaries and Wages component of the library budgets; the allocation of budgetary resources among programs and their components is at the discretion of each campus. The purpose of the analysis is solely to estimate the likely level of reduction of the total library budget arising from the funding requirements of the retirement system.

Table 3: Assumed Effect of Retirement Funding on the UC Library Budget, 2009-10 to 2016-17

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Base Budget	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000
Anticipated retirement contribution*		(10,259,000)	(14,656,000)	(17,587,000)	(20,518,000)	(23,449,000)	(26,380,000)	(29,311,000)
Net Budget	244,533,000	234,274,000	229,877,000	226,946,000	224,015,000	221,084,000	218,153,000	215,222,000
Change from 2009-10 (%)	0%	-4%	-6%	-7%	-8%	-10%	-11%	-12%

*Based on a 2009-10 Salaries and Wages budget of \$146,557,000

Effect of State Budget Cuts

The Governor's 2011-12 budget proposal, released on January 10, 2011, proposes an undesignated reduction of \$500 million for the University of California,¹⁶ and the president of the University has indicated publicly that UC does not currently plan to backfill those cuts with additional tuition increases. While we cannot know at this time whether the Legislature will approve this budget proposal, or how the undesignated cut might be allocated among the campuses or to the libraries, it seems prudent to make some allowance for the likelihood of a budget cut of this magnitude in the work of the Task Force.

We assume for planning purposes that the cut in State funds will be taken only from existing General Fund budgets, and will be allocated ratably to General Fund-supported programs. In 2009-10, UC's General Fund budget for current operations was about \$3.263 billion. Of the total 2009-10 library

¹⁴ University of California, Final Report of the President's Task Force on Post-Employment Benefits, July 2010, page 75 (available at <http://universityofcalifornia.edu/sites/ucprfuture/files/2010/08/peb_finalreport_082710.pdf>).

¹⁵ This analysis depends on published information about the line-item components of the library budget, for which the most recent published data is from 2009-10 (see the University of California Library Statistics page at <<http://libraries.universityofcalifornia.edu/planning/stats/index.html>>. Estimates in this paper may be updated when 2010-11 budget data are published.

¹⁶ See <<http://www.ebudget.ca.gov/>>, accessed 1/19/11. The Governor's Budget also proposes some minor increases in programmatic elements of the State's budget for UC, with the result that the net proposed reduction is somewhat less than \$500 million.

budget of \$244,533,000, \$148,774,000 (61%) was from State and UC General Funds.¹⁷ A \$500 million reduction in State General Funds represents a 15.3% cut from the 2009-10 General Fund base. Applying the proportionate cut to the General Fund budget for libraries results in an anticipated reduction of \$22.8 million, beginning in 2011-12.¹⁸ Even if the Regents were willing to increase student tuition and fees, a one percent increase in student fees yields approximately \$14.5 million in revenue for the University; the libraries *pro rata* share of this amount is about \$660,000.¹⁹ A major ongoing increase in student fees would therefore be required to offset even a portion of the \$22.8 million estimated reduction in library budgets attributable to the proposed State funds budget cut, much less the total combined estimate of \$52 million set out in the next section.

Combined Estimate

The estimated combined effect of State budget cuts and retirement system financing are shown in Table 4.

	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Base Budget	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000	\$244,533,000
Anticipated retirement contribution		(10,259,000)	(14,656,000)	(17,587,000)	(20,518,000)	(23,449,000)	(26,380,000)	(29,311,000)
Anticipated effect of State budget cuts			(22,800,000)	(22,800,000)	(22,800,000)	(22,800,000)	(22,800,000)	(22,800,000)
Net Budget	244,533,000	234,274,000	207,077,000	204,146,000	201,215,000	198,284,000	195,353,000	192,422,000
Change from 2009-10 (\$)	0	(10,259,000)	(37,456,000)	(40,387,000)	(43,318,000)	(46,249,000)	(49,180,000)	(52,111,000)
Change from 2009-10 (%)	0%	-4%	-15%	-17%	-18%	-19%	-20%	-21%

¹⁷ See the 2010-11 University of California Budget for Current Operations, Budget Detail, Appendix Displays 1 and 2, available at <<http://budget.ucop.edu/rbudget/201011/2010-11BudgetforCurrentOperations-BudgetDetailrev.pdf>>. Other sources indicate that the proportion of the library budget accounted as General Funds may be as great as 75%. The estimate is used here only to develop an estimate of the effect of the State funds budget cut on the library budget.

¹⁸ It is reasonable to assume that the undesignated General Fund budget cut will be taken in General Fund accounts, as most Restricted funds and extramural funds (from contracts, grants and gifts) cannot be repurposed. If, however, the cut were applied to the total 2009-10 UC budget (\$19.4 billion) and the total library budget (\$245 million), the libraries' ratable share of the \$500 million cut could be as little as \$6.3 million.

¹⁹ Based on an estimated yield of \$163.8 million from an 8% increase in mandatory Educational and Student Services fees (excluding professional fees), less a \$63.7 million allocation to financial aid (see the 2011-12 Regents' Budget for Current Operations, Summary of the Budget Request, p. 3, at <<http://budget.ucop.edu/rbudget/201112/2011-12-budget-summary.pdf>>); the library share of the net yield is calculated as per note **Error! Bookmark not defined.**

APPENDIX C. Shared Services

Shared Library Services in the University of California

Over the last 25 years, the University has employed a systemwide strategy that emphasizes not only campus collaboration and application of new technology to create a multi-campus library system with capabilities for coordination and sharing of resources that are unequalled by the research libraries of comparable university systems, but also innovations in organization and technology resulting in millions of dollars in avoided costs. Through their campus libraries, UC faculty and students have enjoyed increasingly faster and more convenient access to a larger universe of information in a wider variety of formats, even in the face of rising costs and constrained budgets. Table 5 lists many of the key documents detailing the history of planning and implementation of systemwide and shared library services at UC.

Document	Chief Features	Location
<i>The University of California Libraries: A Plan for Development, 1977</i>	Melvyl online union catalog; automating circulation and cataloging operations; two regional library facilities	< http://libraries.universityofcalifornia.edu/planning/UC_library_plan_1977.pdf >
<i>Library Planning and Action Initiative, 1998</i>	California Digital Library; shared digital collections; alternative scholarly communication models	< http://libraries.universityofcalifornia.edu/planning/lpai_finalrpt/index.html >
Collection Management Initiative, 2002	Demonstrated the importance and acceptability of the transition from print to digital journal publications	< http://www.ucop.edu/cmi/ >
<i>Systemwide Strategic Directions for Libraries and Scholarly Information, 2004</i>	Five core strategies: shared collections, services, and facilities; scholarly communication; preservation of digital information	< http://libraries.universityofcalifornia.edu/planning/documents/library_strategy.pdf >
<i>Systemwide Strategic Directions, Progress Report, 2005</i>	Amplified shared collections and digital preservation goals, added of copyright and institutional IT infrastructure	< http://libraries.universityofcalifornia.edu/planning/documents/SSD_progress_report_2005_final.pdf >

Library resource sharing has been facilitated by a number of services managed on a systemwide basis, including the Melvyl union catalog, two high-density storage facilities (located at Berkeley and UCLA), the California Digital Library (UCOP), and shared electronic acquisition and cataloging services for centrally licensed electronic resources (San Diego). Particular success has been achieved in:

- Licensing electronic resources (journals, databases, and electronic books) on a systemwide basis using rigorous cost/benefit analyses;
- Central provision by CDL of commonly required library IT systems to support the discovery (Melvyl, Online Archive of California), dissemination (eScholarship), delivery (UC-eLinks), lending (Request), and curation (Merritt, Web Archiving Service) of print and digital resources;
- Efficient delivery of print materials among campuses;
- Provision of shared digital reference services;
- Shared high-density storage facilities supported by non-duplication and persistence policies; and
- Digital conversion of and online access to over 3 million monographs and access to over 6 million items through the HathiTrust partnership with over 30 other libraries.

In recent years, the UC libraries have endorsed the goal of developing the University of California Library Collection that is strategically selected, integrated, and shareable and comprises all print and digital formats. To achieve it within resource constraints, they expect to decrease the collections' total physical footprint by reducing duplication and to expand the digital footprint by creating and capturing more unique content in all formats.

Current Planning Activities of the UC Libraries

The Council of University Librarians' document entitled *University of California Libraries: Priorities for Collective Initiatives, 2011-2014*²⁰ describes the strategies that the libraries are pursuing to:

- refocus collection management
- capitalize on emerging technological and preservation opportunities
- maximize discovery and access to information resources
- transform operations

These strategies include:

- *The University of California Library Collection: Content for the 21st Century and Beyond*²¹
- Next-Generation Melvyl²²
- Next-Generation Technical Services²³

These strategies are described by the Council of University Librarians as follows:

The University of California Library Collection: Content for the 21st Century and Beyond articulates a systemwide view of collections that establishes principles to ensure the richest collections, increase collection diversity, expose hidden resources, and develop transformative, sustainable publishing and access models.

The Next-Generation Melvyl (NGM) initiative moves the discovery of information for researchers and students to the highest networked level. The initiative takes access to the highest level of aggregation and is vital for the most effective provision of information access and services. Strategically, NGM also positions the UC Libraries to provide aggregated access to a significantly increasing array of full-text information resources: e.g., the millions of digitized books in the Google Books Project and the HathiTrust.

The goals of the Next-Generation Technical Services (NGTS) initiative are to provide technical services with greater efficiency and at less expense, to eliminate existing backlogs of unprocessed materials, and to provide increased access to digital resources. To reach these goals, transformative change to an enterprise-level, non-redundant collection services model has begun. Impacts will be fiscal and organizational and will focus on effective information delivery to clientele across all campuses.

The NGTS initiative in particular has developed a rich menu of potential projects to improve library efficiencies while enhancing services. While it is not possible in this document to review in depth all 26 project proposals developed by NGTS planning teams, a December 14, 2010 letter from the Council of

²⁰ Available at <http://libraries.universityofcalifornia.edu/about/uls/UCLibrariesPriorities2011-2014_final_110126.pdf>.

²¹ *The University of California Library Collection* <http://libraries.universityofcalifornia.edu/cdc/uc_collection_concept_paper_endorsed_ULs_2009.08.13.pdf>

²² UC/OCLC Pilot Implementation <http://libraries.universityofcalifornia.edu/about/uc_oclc.html>

²³ Next Generation Technical Services (NGTS) <<http://libraries.universityofcalifornia.edu/about/uls/ngts/>>

University Librarians to campus library staff²⁴ sets out priorities among the recommendations contained in the NGTS2 Final Reports and provides a flavor of the range and nature of initiatives currently under consideration:

- High Priority [= Pursue Now]
 - F4a. Move to a deposit account model to reduce the number of recharges processed by CDL Acquisitions and the campuses.
 - E5. Implement the HOTS systemwide Shelf-Ready recommendations.
 - E6. Implement a “good enough” record standard for all of UC.
 - E8. Expand and adjust the Shared Cataloging Program.
 - E12. Develop a systemwide model for collection services staffing and expertise.
 - NM1. Implement efficient “More Product, Less Process” (MPLP) tactics for processing archival and manuscript collections.
 - NM2. Support streamlined processing workflows and reuse descriptive data with systemwide use of the Archivists’ Toolkit.
 - NM3. Systematically and efficiently digitize high-use, high-priority collections for access to UC primary resources.
 - NM4. Implement a coordinated, systemwide solution for creating and managing digital objects.
 - NM5. Using the University of California Curation Center (UC3) micro-services as the foundation, develop and implement infrastructure to manage the unique digital assets created or purchased by the UC system.
- Medium Priority [= Explore Further—More Information Needed]
 - F1. UC Libraries fund commonly held collections and technical services operations from a central source. Systemwide resources and technical services activities common to all campuses would be funded off the top.
 - F2. Positions doing work on behalf of systemwide collections and technical services based at a campus need consistent and stable funding, and should be granted terms of employment consistent with their campus-funded peers.
 - F5. Establish a secure web site to allow campus representatives and CDL to see CDL invoice and recharge activity and supply account strings for recharges in real time.
 - E2. Electronic Resource Management Systems (ERMS).
 - E3. Database of Record.
 - E4. Systemwide and multi-campus collection development activities
 - E7. Define and implement UC-wide Collection Services Centers.
- Long Range [= Pursue once implementation of High Priority items above is underway and more information about Medium Priority items above is in-hand]
 - F3. Tools and services used by CDL and the campuses to support collections and technical services, (with the exception of campus-based OCLC accounts) should be funded and negotiated and acquired centrally.
 - E10. Eliminate non-Roman backlogs.
 - E11. Reduction of redundant serials management processes.
 - NM6. Reallocate library staff from units other than archives and special collections for surveying, processing and digitizing materials through implementation of an inter-campus processing program.
- Not Endorsed [= Don’t Do]
 - F4b. Establish a CDL Acquisitions “pass through” account at UCOP, that will allow CDL Acquisitions Staff to process campus co-invests—reducing the need to send out and receive recharges for specific resources.
 - F6. Campuses should be encouraged to make better use of campus procurement cards, whenever possible, to reduce the overhead associated with paying invoices and cutting checks. [CoUL: To be pursued on the campuses as appropriate.]
 - F7. The University of California needs to develop interoperability between campus financial systems that allow inter-campus transactions to flow more smoothly. [CoUL: While the lack of interoperability between campus financial systems is a serious impediment to collaboration and efficiency, this is not an issue that can be taken up by the Libraries. Rather, it requires systemwide attention at a higher level—the need for which the CoUL strongly endorses.]
 - E9. Systemwide historical federal government documents repository. [CoUL: Rather than pursuing independently, even at the systemwide level, UC should coordinate with and through ARL.]
- Bigger than NGTS [= To be Discussed Further by CoUL]
 - E1. Cloud-based systemwide ILS.

²⁴ Available at <http://libraries.universityofcalifornia.edu/about/uls/ngts/docs/CoUL_Priorities_Cover_2010.pdf>

Classifying Systemwide Services for Purposes of Detailed Planning

The taxonomy of services presented below was developed for the use of the Task Force in analyzing and prioritizing options for development of systemwide services, and is reproduced here for the guidance of the groups that may be organized and charged by the Council of University Librarians to develop detailed plans and analyses for proposed systemwide services.

Type 1: Cost-saving services. These are services that are generally viewed as essential (in some form) for all libraries, potentially “pay for themselves” through direct savings in campus-level operating costs, and typically:

- Provide savings in excess of their cost.
- Feature significant economies of scope and/or scale. Typically, the unit cost of service is lowest (and hence savings are greatest) when all campus libraries participate fully. Conversely, the withdrawal of one campus from the service will raise unit costs, and diminish savings, for all remaining campuses.
- Often furnish additional leverage by serving as foundations for additional cost-effective shared services.

Examples of Type 1 services include:

1. Systemwide approval plans
2. Systemwide “shelf-ready” acquisitions
3. Expansion of Shared Cataloging

Type 2: Services that save library space. These services provide little if any savings in operating costs, but rather provide more efficient utilization of existing library space, and typically:

- Reduce on-campus and Regional Library Facility collections through de-duplication of holdings.
- Initially, allow physical collections to be accommodated in existing library space
- Potentially, allow some existing high-value on-campus library space to be repurposed in support of other campus functions.

Examples of Type 2 services include:

1. Removal of unnecessary duplicate print copies of backfiles of journal volumes licensed by UC in digital form.
2. Removal of unnecessary duplicate print copies of journal volumes deposited in and accessible from a shared multi-institutional repository, such as the Western Regional Storage Trust (WEST), discussed further below.

In general, these services do not deliver budgetary savings, although they can dramatically extend the shelving capacity of existing library facilities. While some initiative in this area is an urgent priority due to impending space challenges, space-saving strategies can be undertaken over the longer term since they do not materially reduce operating costs and can be scheduled to match the pace of collection growth. Because the avoidance of future capital outlay for libraries benefits the campuses, the libraries should seek funding support from campus administrations to defray the one-time costs of implementing Type 2 services.

Management of existing print collections shall be informed by the principle that an appropriate number of copies shall be retained somewhere in the University, or in the collection of a trusted partner, whenever possible, and that redundant duplicate copies are considered as the highest priority candidates for removal from the collection. Determination of an appropriate number of copies for

retention shall take into consideration such factors as the needs of campus academic programs, the availability of effective discovery and delivery services to provide access to the retained copies when needed, the availability and long-term persistence of copies in other libraries or the marketplace, the availability of adequate and persistent digital copies, the condition of copies available within the University, and the long-term preservation of cultural heritage and the academic record. These recommendations are also to be understood in the context of the principle that major changes in library service, and particularly to collections, are subject to close and effective consultation with University faculty and other key constituencies. It is also important to remember that the ability of the University to rely on shared copies, whether print or digital, of library materials protected by copyright laws may be severely constrained by those laws. The University should both carefully evaluate its collection management strategies to ensure compliance with copyright law, and seek changes to current law that serve its interest in promoting academic excellence and operational efficiency.

Implementation of Type 2 services adhering to these principles would:

- Release enough space to accommodate more than a decade of additional growth in print collections in existing library facilities
- Relieve pressure on campus and systemwide capital programs by avoiding the necessity to build new library facilities, representing capital cost avoidance of up to \$240 million over the next decade.
- Ensure that materials that are essential to support our teaching and research programs remain available and accessible throughout the University.

Type 3: Services that address new needs and add new costs. Like Type 1 services, these services are provided most cost-effectively on a systemwide basis; unlike Type 1, these services do not necessarily replace or complement existing campus-level services and therefore afford few opportunities for cost savings. These services frequently arise in response to demonstrated academic need through innovations developed at campuses or at the CDL, by academic groups within or outside the University, by or in conjunction with other institutions, or by the private sector, and often emerge in response to and for the support of new methods of research and teaching. Often, such services are first tested on a limited scale, and once proven can be scaled up to the Universitywide level or beyond, allowing costs and benefits to be spread across an ever-widening base. Because these services add cost, even as they efficiently enhance service, sustainability planning will be a critical component of any such endeavor. Financing may include startup funding via grants or other external partnerships and ongoing support from a combination of sources both within and outside the University, as well as the likelihood of concomitant reductions in other library programs. Where new services require additional University financing outside the libraries, it is critically necessary to secure clear Universitywide support in setting priorities and obtaining funding for them. These services typically:

- Are expected to provide savings in excess of their cost.
- Feature significant economies of scope and/or scale.
- Are new services; they do not replace existing campus expenditures or operations, so benefits take the form of avoidance of future expenditure rather than current budgetary savings.
- May be critical to the ongoing support of particular disciplines, and can enhance the competitive academic standing of the University.

Examples include:

1. Systemwide digitization services operated by UC (as contrasted with partner-sponsored mass digitization projects, e.g., Google)
2. Systemwide services for the ongoing management of unique digital collections

3. Digital curation services

Type 3 services impose new costs without promising offsetting savings. However, the University may consider the development and implementation of some such services a high priority, notwithstanding the uncertainty about the likelihood of cost savings. Given the size of the remaining funding gap, the University should consider carefully the feasibility, desirability, and financing of these services.

Funding Options for Systemwide Services

Current systemwide services are supported almost entirely by fixed budgets (i.e., “off the top” funding) specifically allocated for the purpose (e.g., the CDL and resource sharing budgets at UCOP, Regional Library Facility budgets managed by Berkeley and Los Angeles). Going forward, there are a number of options for financing systemwide services that can be used singly or in combination, and will be variously suitable for specific services. These include:

- Reallocation of existing centrally-allocated funds
- Obtaining additional central funding
- Recharging campuses and charging external “customers” for services provided
- Voluntary co-investment by campuses
- “Taxation” of campus funds
- Diversifying revenue sources and increasing revenue from outside sources (see the section on “Strategies to Recover Costs and Enhance and Diversify Revenue,” below, for a fuller discussion)

For recharge and co-investment strategies, it is important to keep in mind that there may be other sources of campus funds in addition to library budgets.

Cost Savings Estimates for Examples of Shared Services

As discussed in the Action Recommendations section of the report, the Task Force has reviewed the numerous proposals developed by the libraries under their Next Generation Initiatives and believes that savings of about \$15 million can be readily achieved toward the \$52 million target while maintaining support for essential library collections and services.

Reduce Unnecessary Duplication in Acquisition of Material in the Future

The Task Force estimates indicate that in Phase I the UC Libraries could achieve savings of \$10.4 million annually by reducing unnecessary and unintended duplication of acquisition of new library materials by:

- Planning for and implementing a systemwide acquisition approval plan, as described further below, to save \$8 million annually.
- Planning for and implementing a system to avoid unnecessary duplication in acquisition of foreign language materials, as described further below, to save \$2.4 million annually.

In their white paper, *The University of California Library Collection: Content for the 21st Century and Beyond*,²⁵ the UC libraries declare that “developing a system-wide view of collections allows the Libraries to develop richer services, leverage resources to increase collection diversity, expose hidden resources, and take full advantage of library expertise on the individual campuses.” Consistent with this declaration, the Task Force takes a systemwide view of practices for the future development of print and digital collections, believing that a systemwide perspective promises the greatest hope of

²⁵ UC Libraries, Collection Development Committee, *The University of California Library Collection: Content for the 21st Century and Beyond*, July, 2009, available at <http://libraries.universityofcalifornia.edu/cdc/uc_collection_concept_paper_endorsed_ULs_2009.08.13.pdf>

maintaining and enhancing the breadth and distinctiveness of UC's library collections while maximizing their value for support of research and teaching.

The collections can be viewed as comprising three distinctive component parts, with each made up of somewhat different material and addressing different academic audiences and needs. Drawing these distinctions is not intended to create a rigid taxonomy of library collections, but can assist in determining systemwide strategies:

- i. Readily available current material, collected broadly and needed immediately in support of undergraduate teaching and research.
- ii. Readily available, relatively widely held material collected more selectively in support of advanced undergraduate, graduate, and faculty research.
- iii. Material not commonly available or widely held and collected in depth in support of research.

Materials of Types i and iii provide only limited opportunities for systemwide management of collection growth. Because materials of Type i are needed immediately at the campus level in support of instruction, little can be gained by pursuing systemwide management of prospective acquisitions. However, the acquisition of e-books (and e-journals, although these are already in place for the most part), which can readily be shared on a systemwide basis, can eliminate unnecessary duplication in the purchasing and processing of print. Collections of Type iii are normally developed by a single campus in support of a long-standing research program, are generally not available in the marketplace, and are unlikely to be duplicated elsewhere in the UC system. It is important to continue to provide systemwide bibliographic and physical access to these materials, which greatly enhance the breadth and research value of the UC collection as a whole. It will also be important for campuses to communicate and coordinate their plans and actions in developing these collections, in order to avoid unintentional duplication and to facilitate sharing arrangements when campuses develop new academic programs for which these collections are relevant.

Recently published material that is needed to support faculty, graduate, and advanced undergraduate research programs (Type ii) presents the most fertile ground for systemwide management of collection growth. As campus libraries develop local collections in support of campus research needs, independent campus acquisition decisions can result in duplication of holdings across the system. In these cases, the University faces choices between acquiring and making accessible a larger share of world information production on a systemwide basis or providing access to a smaller share as a result of systemwide duplication of titles. For collections of this kind, the University must develop collaborative collection development strategies that fully consider and balance the trade-offs between the necessity and convenience of local campus acquisition and the potential for systemwide duplication that might result on the one hand, and enhancing the breadth and diversity of the systemwide library collection on the other, with the aim of maximizing persistent access for all faculty and students to the information resources needed for their research. Appropriate strategies will comprehend such factors as:

- Means to avoid unintentional and unnecessary duplication of acquisition, either between campuses or between different formats (e.g., print, digital, microform).
- The availability of and preference for digital formats, in light of considerations of cost, accessibility, and long-term persistence.
- The availability of services to ensure effective and responsive access to and delivery of materials that are acquired on a non-duplicated, shared, systemwide basis.

In any case, systemwide strategies for more effective management of research collections will require:

- Effective engagement with faculty, particularly at the departmental and disciplinary level, to ensure responsiveness to research needs and to the changing methods of research and scholarly communication that vary among the disciplines.
- Effective engagement and communication across the campus libraries, to ensure successful coordination.
- Effective information systems to ensure that the libraries and other stakeholders have the real-time information needed to achieve the required coordination.
- Provisions for accountability and transparency to demonstrate to stakeholders the effectiveness of the trade-off decisions entailed in the coordination strategies.

Several strategies embodying these principles are under active consideration, and are set out below as examples of what might be achieved. It is also important to remember that the ability of the University to rely on shared copies, whether print or digital, of library materials protected by copyright laws may be severely constrained by those laws. The University should both carefully evaluate its collection management strategies to ensure compliance with copyright law, and seek changes to current law that serve its interest in promoting academic excellence and operational efficiency.

Analysis of the UC catalog records for books in the OCLC WorldCat database shows that, among recent *foreign-language* imprints with publication dates between 2000 and 2009, over 70% of titles is held by only one or two UC libraries; we assume then, that foreign-language acquisitions are principally Type iii materials, and are excluded from this analysis. Of *English-language* imprints with publication dates between 2000 and 2009, about 36% is held by 7 or more UC libraries; we assume for planning purposes that these are more likely to be Type i publications. The remaining 64% are either Type ii or Type iii; having already classified foreign-language imprints as Type iii for purposes of this analysis, we assume that the English-language materials in this category are primarily of Type ii and eligible for treatments that can achieve cost savings.²⁶

Within the subset of prospective acquisitions that are likely to be Type ii materials, the Task Force commends attention to the following strategies.

1. *Use systemwide approval plans and other coordinating strategies to avoid acquisition of duplicate copies of these materials unless clearly justified by research needs.* Avoidance of unnecessary duplication, whether by foregoing unnecessary copies or substituting e-book licenses for print copies, can be operationally complex when the scale of operations comprehends a half-million different titles each year. One efficiency that can be implemented fairly quickly (for much of the planning has already been completed by the libraries) is for books acquired through approval plans operated by the major academic library wholesale book vendors (which account for perhaps one-third of annual book acquisitions), for which the libraries acquire 3-4 copies on average. Consolidating these purchases into a single-copy shared approval plan would avoid the purchase of about 129,000 duplicate copies annually, allowing the equivalent of about \$8 million per year to be redirected to the purchase of unique material, addressing budget cuts, and/or redirection for investment in new services.
2. *Pursue additional opportunities to reduce unnecessary duplication of acquisitions, as recommended by the libraries' Next Generation Technical Services planning process.* Areas that have been

²⁶ It is not possible with current data to determine the extent to which Type iii materials are included in current purchases or are "aged" from Type ii to Type iii through long-term retention in the collections. The collection analysis shows that about 73% of pre-1950 imprints are held by only 1 or 2 campuses, while this is true of only 38% of post-2000 imprints; this could be taken as evidence of the "aging" hypothesis or might simply be an artifact of the relative ages of the UC campuses.

considered for more aggressive development of coordinated collection development include government documents of all kinds (federal, state, local, foreign, NGOs, etc.) and foreign languages, especially in non-Roman alphabets. The Task Force recommends that the Libraries develop criteria for reducing unnecessary duplication of acquisitions that clearly and quantitatively set out budget savings targets. For illustrative purposes, our analysis of duplication among post-2000 imprints shows that while only 29% of non-English titles are held by more than two campuses, that category may represent up to 30,000 titles per year with average holdings of 4 copies per title. If more effective coordination of non-English collections could eliminate even one duplicate copy per title from annual acquisitions, that would avoid acquisition of 30,000 duplicate copies, allowing the equivalent of about \$2.4 million per year to be redirected to the purchase of unique material, addressing budget cuts, and/or redirection for investment in new services.

3. *Adopt patron-driven acquisition techniques at the systemwide and campus level to ensure that scarce library dollars are spent on materials that are needed and will be used.* Although this topic is currently widely discussed in the academic library community, there are no useful data readily available to estimate what savings might accrue to a patron-driven acquisition program, or at what operational cost. The Task Force recommends that the Libraries develop criteria for establishment and operation of patron-driven acquisition programs that clearly and quantitatively define the role of such programs in addressing budget cuts.

The Task Force notes that these potential efficiencies cannot be achieved without incurring some additional costs. For example, shared approval plans require additional intercampus coordination and communication, a capacity for systemwide negotiation with and oversight of contracts with approval plan vendors, and changes to the operating practices of the participating campuses. Avoidance of unintended duplication in acquisitions of foreign language materials (or any other category of prospective acquisitions) requires increased coordination and communication, changes in campus operations, and investment in effective information systems that can support real-time coordination of widely-distributed purchasing decisions.

The Task Force expects that (setting aside momentarily the matter of unknown additional operating costs) over \$10 million per year of savings are readily available by adopting shared approval plans and about \$2.4 million through a modest reduction in the duplicate acquisition of foreign-language materials. These savings, totaling \$12.4 million per year, could be used to (a) address budget cuts, (b) invest in acquisition of new titles that broaden the scope of the systemwide collection, and/or (c) redirect into the support of new systemwide services, including those needed to support these efficiencies.

Implementation of these strategies can:

- Avoid unintentional and unnecessary duplication of new acquisitions, either between campuses or between different formats (e.g., print, digital, microform)
- Promote acquisition of readily-sharable digital formats whenever considerations of cost, accessibility, and long-term persistence permit
- Provide for deep and ongoing consultation with faculty to ensure that collection decisions provide maximum support for campus academic program needs
- Provide enhanced services to ensure effective and responsive access to and delivery of materials that are acquired on a non-duplicated, shared, systemwide basis.

Restructure Library Systems and Operations to Reduce Redundant Procedures and Leverage Systemwide Opportunities

The Task Force estimates that in Phase I, the UC Libraries could achieve savings of about \$4.9 million annually through development of shared and systemwide services that restructure and consolidate operations, for example:

- Planning and implementing a systemwide shelf-ready processing service to save \$4.7 million annually.
- Expanding existing Shared Cataloging services to save \$165,000 annually.