Lincoln County Library District

ILS Feasibility Study

Performed by Carson Block Consulting Inc.

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1. Summary

1.1.   Scope of Work and Emergent Opportunities

The original Scope of Work (SOW) for this study was focused on needs in a well-defined geographic region served by the Lincoln County Library District (LCLD) to help address some very local challenges. The original SOW (which can be viewed in Appendix A of this report) asked for:
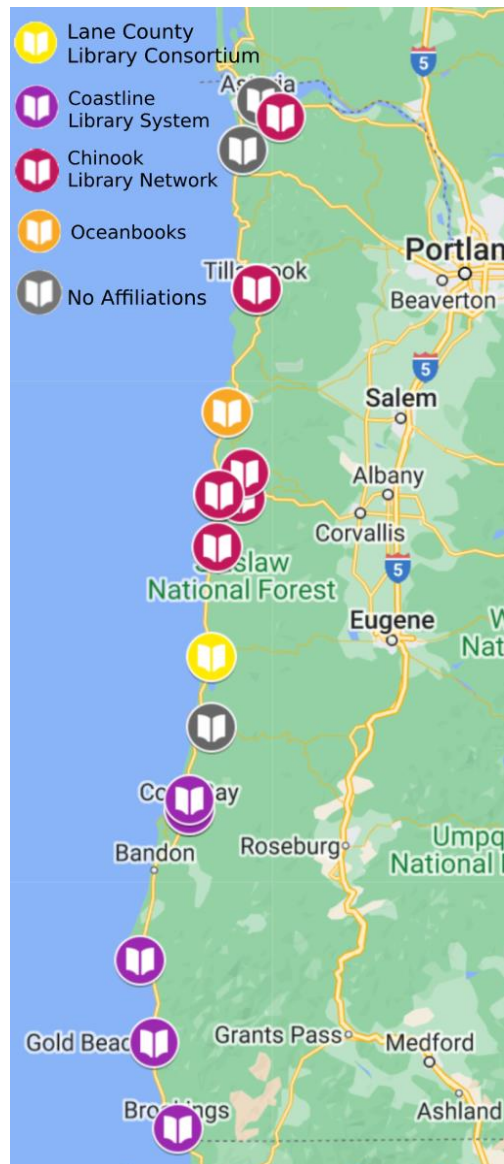

Figure 1: Organizational Affiliations of Oregon Coastal Libraries

"*...the most cost-effective, inclusive option for a shared ILS between libraries in Lincoln County in preparation for establishing a unified system for Lincoln County libraries that will provide excellent library services for Lincoln County Library District citizens.*"

The SOW objectives were designed to address an often-confusing splintering of shared Integrated Library System (ILS) services for two neighboring library systems: the Lincoln County Library District (which collects taxes from Lincoln County citizens and provides support for, but does not operate, all libraries in Lincoln County Oregon, including the communities of Lincoln City, Newport, Toledo, Siletz, and Waldport) and the Tillamook County Library, a county library system with five (5) locations (in Nehalem, Rockaway Beach, Garibaldi, Bay City, Tillamook, and Pacific City), and a bookmobile.

Most of the public libraries in Lincoln County share the open-source Koha ILS operated by LCLD under the banner of the Chinook Library Network. The Chinook Library Network also provides ILS services to three community college libraries: Oregon Coast Community College (located in Lincoln County); Clatsop Community College (in Clatsop County); and the Tillamook Bay Community College (in Tillamook County).

Four libraries located in Lincoln County do not use the Chinook Library Network: the Yachats Public Library (which has its own catalog by Library Concepts); the Oregon State University's Guin Library (which is part of the OSU system and its ILS); and

the Driftwood and Newport Public Libraries, which are part of Tillamook County's Oceanbooks consortium, which uses an ILS from Innovative Interfaces Inc. (III).

The original SOW defined the challenges:

> *"While all District residents are eligible to use any of the Lincoln County Libraries due to funding provided by the LCLD tax base, they must have two library cards to use all of the libraries. Additionally, the only option for locating and requesting materials between the Oceanbooks and Chinook Library Network is via interlibrary loan.*

> *The result of this situation is that again, patrons need two cards to access the full holdings of Lincoln County libraries and to provide materials between systems the libraries must go through the interlibrary loan process. The other result has been that many patrons would rather just go into Newport to pick up a book at the Newport Public Library, rather than wait for it to arrive at the Toledo Public Library which has reduced circulation at the Toledo Public Library which puts them at a disadvantage because the reimbursements from LCLD are based on annual circulation as well as annual expenditures.*

> *This creates barriers for our patrons and adds steps that would and should be unnecessary with a shared ILS."*

Figure 2: ILS Systems used by Oregon Coastal Libraries

The original SOW also suggested a solution:

> "*At this point the libraries in Lincoln County agree that we need to have a shared ILS to provide the best possible service for our patrons. There are both technical and political concerns as we re-connect the libraries and there may be options for sharing a system with other library systems that have not been explored. The goal of this project is to hire a consultant to review and advise on both the technical and political concerns so that LCLD can make the best decision on how to move forward. One option might be Lincoln County Libraries continuing to partner with the three community college libraries while including all five public libraries in Lincoln County. Another option would be to include Tillamook County Library as well. There are several library systems on the coast of Oregon that are possible partners and there may be other options a consultant could discover as well.*
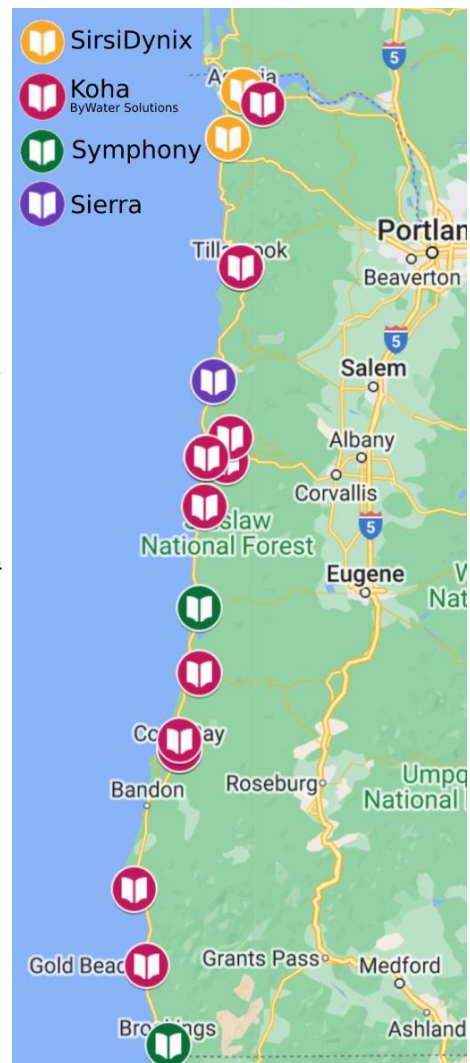
The goal of this project is to determine the feasibility of different options for a shared ILS that will best serve the patrons of the Lincoln County Library District."

The concept of equity was also defined in the SOW:

"The very core of this project is a focus on equity. Most of the population of Lincoln County is clustered along the coast but there are a variety of far more rural communities in the eastern part of the county that do not have easy access to one of the libraries that LCLD contracts with to provide library services. While our longer term goal is to create more opportunities for everyone in Lincoln County to access library services, we cannot do that effectively and efficiently without a shared ILS."

As the project team proceeded, the SOW was expanded to pose a compelling question: **what about considering the shared ILS needs of all of the libraries (including public and academic) along the Oregon coast?**

The libraries of all types serving coastal Oregon communities have much in common. The communities are connected by one road (Highway 101) that covers the state from north to south. The Pacific Ocean to the west and the wilderness to the east, with only a handful of roads connecting the coast to the rest of the state, create geographical isolation for all of the coastal communities. The communities share the effects of seasonal weather, economics, and the benefits and challenges of being distant from urban centers. In one sense, it could be argued that, despite the vast distance from the northern to the southern borders, the communities and the libraries serving them have enough in common to consider the possible advantages of a shared ILS.

1.2. Information Gathering

In the process of gathering information for this study, the consultant worked with an Advisory Board that represented all of Oregon's coastal libraries, performed two surveys of Advisory Board members (one to determine interest in a possible consortium, and another to identify the importance of different aspects of Integrated Library System features and the current performance of each feature), and facilitated two in-person/hybrid online focus groups. Results of all information gathering activities are included in this report.

1.3.   Consultant Recommendations

1.3.1. Is a Shared ILS Feasible?

The simple answer is "yes." The more complex and precise answer takes into account the balance between the needs and desires of each individual library in service to their local communities, opportunities to harness economies of scale for shared services, and the diligent work in forming and maintaining a consortium. To this end, the consultant recommends a multi-phased approach as described in the "Options and Roadmap" section of this summary.

1.3.2. Stakeholder Perspectives

As might be expected, the diversity of libraries along the Oregon coast was reflected in meetings, surveys, focus groups, and conversations. As the study progressed from general topics to more detailed topics, it became clear that the possibility of a coastal-scale consortium was intriguing to many participants, and also carried with it concerns. This mix of enthusiasm and caution is reflected in the "Options and Roadmap" section of this summary.

The **benefits** of a consortium, as voiced by study participants, include improved customer service for library patrons, scaling collections to serve patrons among many libraries, opportunities for efficiency and higher performance through centralized services, quality control of cataloging (and the result: powerful search to locate library resources), and other areas noted throughout this report.

Cautions voiced by participants include costs (and equity of costs), equity of services, challenges of the coastal geography in resource sharing, equitable governance, sustainability, and other areas.

1.4.   Options and Roadmap

Based on the potential for benefits, as well as the cautions, discovered throughout this study, the consultant recommends a multi-phased approach to exploring the possibilities for a coastal public library consortium – and building upon successes of each phase.

While libraries have needs that can be met through a consortium – and have expressed a strong enough interest and goodwill throughout the process – the group also noted a number of complications that should be tackled in a strategic manner. As well, the recommendations in this section account for the original intent of the study (reviewing consortium options from the perspective of LCLD and Tillamook Counties) and the new possibilities for a much grander vision: the possibility of a consortium for all coastal Oregon libraries.

1.4.1. Phase 0

This ILS feasibility study and the data collected can be considered "Phase 0" of a plan to move forward. In this phase, under the leadership of LCLD, all coastal library stakeholders were gathered to discuss possibilities and share thoughts through remote meetings, surveys, and focus groups.

The **focus** for Phase 0 was assessing, through the eyes of stakeholders, the need for a consortium and willingness for collaboration.

Outcomes from Phase 0 include:
- Modeling collaborative conversations
- Gathering and reporting qualitative data from all stakeholders (through meetings, survey #1, and focus groups)
- Gathering and reporting quantitative data from all stakeholders (through survey #1 and survey #2)

1.4.2. Phase 1

Phase 1 could be characterized by the notion of "starting small while providing for the possibility of future expansion."

The **focus** for Phase 1 would be:
- Recognizing the current independent status of both library consortiums (LCLD's Chinook consortium and Tillamook's Oceanbooks consortium)
- Convening collaborative conversations between the two consortiums to determine if it makes sense to combine ILSs (and the management of associated courier services) to serve libraries in both counties
    - If yes, defining initial services, staffing, governance, and fee structures and pursuing funding opportunities to create this
    - If no, determining the suitability for the two Lincoln County libraries in Oceanbooks to join the Chinook consortium

Outcomes from Phase 1 include creating the essential elements of a successful consortium on a two-county scale, which involves:
- Creating equitable governance and fee structures for libraries in Lincoln and Tillamook Counties
- Continuing/strengthening current physical resource sharing via the courier, and designing any needed efficiencies
- Considering other areas of resource sharing/purchasing (e.g., e-resources)
- Equipping the consortium with the resources (space, staffing, and other concerns) needed to fulfill member services

1.4.3. Phase 2

Phase two would be based on the success of Phase 1. Without a successful phase 1, there would be little reason to continue. If Phase 1 is successful, and if the Phase 1 process is visible to the library community in Oregon, it is likely that other coastal libraries will begin forming stronger opinions about whether joining a consortium would benefit each library and its patrons.

The **focus** for Phase 2 would be:
- Inviting other coastal libraries to join the consortium
- Expanding the consortium to meet the needs of new participating libraries

Outcomes from Phase 2 include building upon the success in phase 1, which involves:
- Modifying the governance and fee structures, as appropriate, for all participating libraries in order to ensure equity
- Creating logistical zones for efficient physical resource sharing
- Consider other areas of resource sharing/purchasing (e.g., e-resources)
- Equipping the consortium with the resources (space, staffing, and other concerns) needed to fulfill member services

2. Data Collection and Future Use

A great deal of quantitative and qualitative data was collected for this study; it could be argued that more information was collected than was necessary to answer the primary questions posed in the SOW. However, the change of scope (broadening the consortium possibility to all Oregon coastal libraries) presented an opportunity to collect data that could be used as the basis for further investigations into a consortium of a small, grand, or (as recommended by the consultant) phased scale.

Survey 1 provided qualitative and quantitative information about respondents' views of broad topics involved in any possible consortium.

Focus groups provided mostly qualitative information about specific topics, and consensus around key issues.

Survey 2 provided detailed quantitative information about the importance and current performance (as of 2022) of ILS functions. The data presented in this report can be used broadly or as the basis for any formal investigation into a consortium structure, Request for Proposal (RFP) for an ILS system, or for any other need.

3. Stakeholders & Project Team

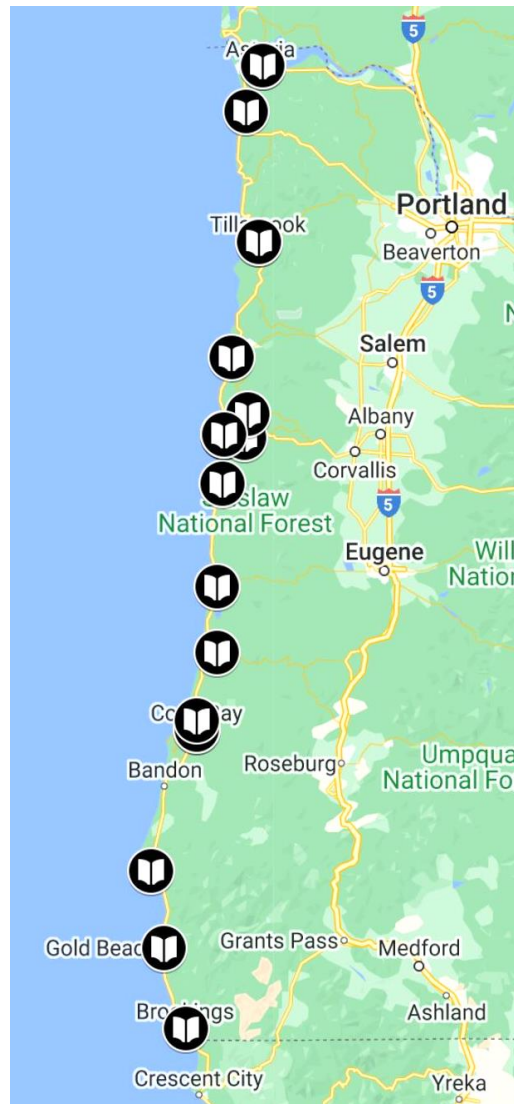## 3.1.   Information about Oregon Coastal Libraries

Figure 3: Oregon coastal libraries participating in this study

3.1.1.   Libraries

The libraries along the Oregon coast reflect the diversity of the communities they serve, from multi-branch systems like the Tillamook and Lincoln County Libraries to single-location libraries serving small or seasonal populations. As well, coastal community colleges are part of the mix of coastal library locations.

The libraries and the communities they serve in the region are geographically connected by the beautiful and sometimes rugged coastal lands of Oregon. The communities have intrinsic ties to the Pacific Ocean to the west and lush forest ecosystems to the east. Many communities are destinations for tourists and part-year residents, and others have multi-generational ties to industries such as fishing and logging.

Mountains and wilderness create a geographic isolation between the Oregon coast and the rest of the state, essentially forming a ribbon of land between the ocean and the plains that is suitable to host towns and smaller communities. Only a small handful of east-west highways and smaller roads provide access from the coast to the rest of the state.

The primary physical connection between the libraries is Highway 101, which flanks the coast, connecting Oregon to California to the south and Washington State to the north.

3.1.2. Library Systems and Stand-Alone Libraries

3.1.2.1. Library Systems

Tillamook County Library has six branch libraries, one bookmobile, and a virtual branch library serving Tillamook County.

The Lincoln County Library District provides funding and some functional support for Driftwood Public Library, Newport Public Library, Siletz Public Library, Toledo Public Library, and Waldport Public Library.

Community College Libraries include Oregon Coast Community College Library, Clatsop Community College Library, and Tillamook Bay Community College Library.

Other libraries invited to participate include Astoria Public Library, Coos County Library Service District which serves eight libraries in Coos County), Coos Bay Public Library, Chetco Community Library, Curry Public Library, Lower Umpqua Library District, North Bend Public Library, Port Orford Library District, Seaside Public Library, and Siuslaw Library District.

3.1.3. Courier

There are three major courier systems serving the coastal libraries in Oregon. These are the Lincoln County Library District Courier, the Tillamook Libraries Courier, and the Orbis-Cascade Alliance Courier, which serves academic libraries. Those couriers and their overlapping areas of service are illustrated in the diagram on the right.

Figure 4: Diagram of three courier areas on the Oregon coast.

The small overlap in Lincoln City is where the Tillamook Libraries courier and the Lincoln County Library District courier meet to exchange items for the other's system. This is done on Mondays, Wednesdays, and Fridays.
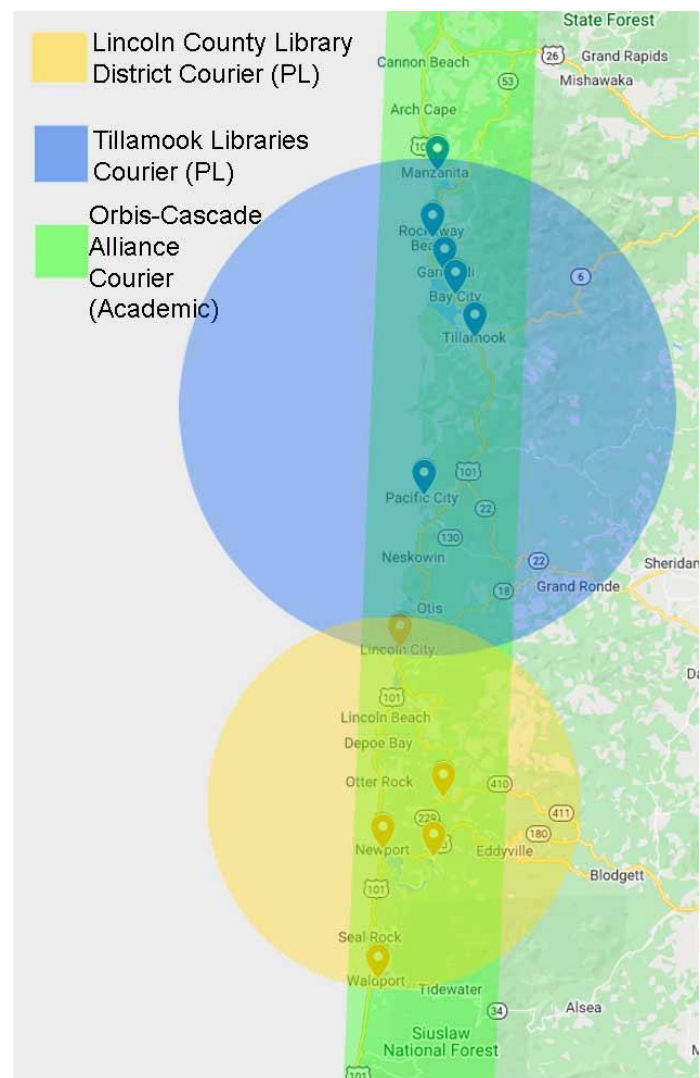
The role of the courier systems is focused on the logistics of the physical transfer of books and other materials between the libraries they serve. Challenges facing the couriers in this region include a single route between library locations (Highway 101) and the effects of weather on the road (including closures).

3.2.   Core Project Team

LCLD Director MaryKay Dahlgreen and Carson Block worked closely together throughout the project. Bonnie Nichols of Carson Block Consulting provided administrative and coordination support throughout the process.

Please see Appendix C for more information on Core Project Team Members.

3.3.   Advisory Board

The advisory board formed for this project represented all primary stakeholders in a possible shared ILS. Throughout the process twenty-six (26) staff members from twenty (20) libraries/library systems contributed to the study.

	ORGANIZATION	NAME
	Chetco Community Library	Julie Retherford
	Clatsop Community College	Dan McClure
	Coos Bay Public Library	Sami Pearson
	Coos County Library Service District	Stacey Nix
	Curry Public Library	Jeremy Skinner
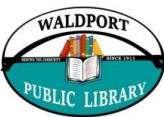
	ORGANIZATION	NAME
	Driftwood Public Library	Kirsten Brodbeck-Kenney
	Lincoln County Library District	Jane Cothron
		MaryKay Dahlgreen
	Lower Umpqua Library District	Alex Kuestner
	Newport Public Library	Lillian Curanzy
		Laura Kimberly
	North Bend Public Library	Haley Lagasse
	Oregon Coast Community College	Darci Adolf
	Port Orford District Library	Denise Willms
	Seaside Public Library	Esther Moberg
	Siletz Public Library	Carol Rasmussen Schramm
	Siuslaw Public Library District	Megan Spencer

	ORGANIZATION	NAME
	Tillamook Bay Community College	Clare Sobotka
	Tillamook County Library	Don Allgeier
	Toledo Public Library	Deborah Trusty
	Waldport Public Library	Sue Bennett

PRIOR ADVISORY BOARD MEMBERS		
	Astoria Public Library	Jimmy Pearson
	Lower Umpqua Library District	Sue Cousineau
	Tillamook County Library	Geri Godber
		Bill Landau

3.3.1. Advisory Board Charter

The following group charter was provided to Advisory Board members at the kickoff meeting on December 16, 2021. The meeting was remote (via the Zoom platform) for all participants.

Member Roles
Advisory Board members will have the opportunity to advise and provide feedback to the consultant conducting the Integrated Library System (ILS) Feasibility Study. Advisory board members are encouraged to:
- Represent the perspectives of their libraries and needs of library patrons; and

- Share their thoughts about the benefits and challenges of possible collaboration with other libraries around the ILS, delivery, and other forms of resource sharing; and
- Engage in the process and share perspectives that lead to the best possible outcomes for the study.

Membership

Each library system along the Oregon coast will be invited by the Director of the Lincoln County Library District to be a member of the Advisory Board. The Advisory Board will be composed of at least one library representative from each library or library system who would like to contribute to the conversations about a shared ILS and resource sharing.

Participation

The Advisory Board will meet as a group three to four times throughout the ILS Feasibility Study (scheduled through mid-2022). Most or all of these meetings will be virtual via the Zoom platform.

Advisory board members will be the main point of contact for their library systems for the purposes of this study.

The consultant will work directly and individually with advisory board members to learn more about their libraries/library systems and their ILS and resource sharing needs and desires; explore concerns; and identify possible opportunities. Formats for engagement may include surveys, interviews, focus groups, or other modes of communication. In-person meetings (for the library and consultant) will be scheduled in early 2022 for each participating system. Advisory board members may wish to include other library staff during these learning and sharing opportunities.

3.3.2. Summary of Kickoff Meeting

The kickoff meeting for the Advisory Group was attended by sixteen (16) of the Advisory Board members. The conversation around a coastal ILS or consortium was enthusiastic, honest, and congenial. Members were free to express their hopes and reservations, as well as their needs and where a new consortium might fill them.

During the meeting, Advisory Group members expressed some concern about the extent to which they would be sharing their collections and courier services, as well as how much local control could be maintained. Overall, however, there was a lot of enthusiasm for the potential benefits to their libraries, which include:

- Saving money by utilizing group purchasing
- The availability of more items for their patrons
- The possibility of a consistent courier all along the coast
- Cardholders being able to use all libraries as they traveled
- The potential of sharing staff expertise and training costs with other libraries

Most members felt that, if approached correctly, a coastal library consortium could provide many benefits for their patrons and communities.

4. Findings - Survey #1 (Interest in a Consortium)

From January 20, 2022, to February 2, 2022, Carson Block Consulting, Inc. conducted a survey with the Advisory Board of the LCLD ILS Feasibility Study. The survey followed the kickoff meeting of the Advisory Board and was designed to understand each library's interest in a possible shared consortium, and to learn each library's perspectives on possible opportunities and challenges in any possible consortium.

Twenty (20) libraries were invited to participate in the survey. There was a 100% rate of response among participating library staff. The vast majority of respondents indicated they were either a library director or manager, reflecting the makeup of the Advisory Board.

Full results of the survey are included in Volume 2 of this report.

4.1. Summary Findings

Interest: Respondents indicated a strong interest in a new consortium for Oregon libraries, with sixteen (16) respondents ranking their interest as an 8, 9, or 10. Three respondents ranked their interest as a 7.

Two respondents indicated a moderate interest. There were no responses indicating low interest.

Respondents appeared to have consensus around the **"compelling reasons to join an ILS consortium"** question, noting resource sharing, collaboration opportunities, and improved patron access to materials.

Other comments included:

- Bring the district back together
- Better service to [our] patrons
- Build scale to support infrastructure like courier and other shared services

What is your interest now in a new consortium for Oregon coastal libraries? (scale of 1-10)

What would be the most compelling reasons for you to join a new ILS consortium?
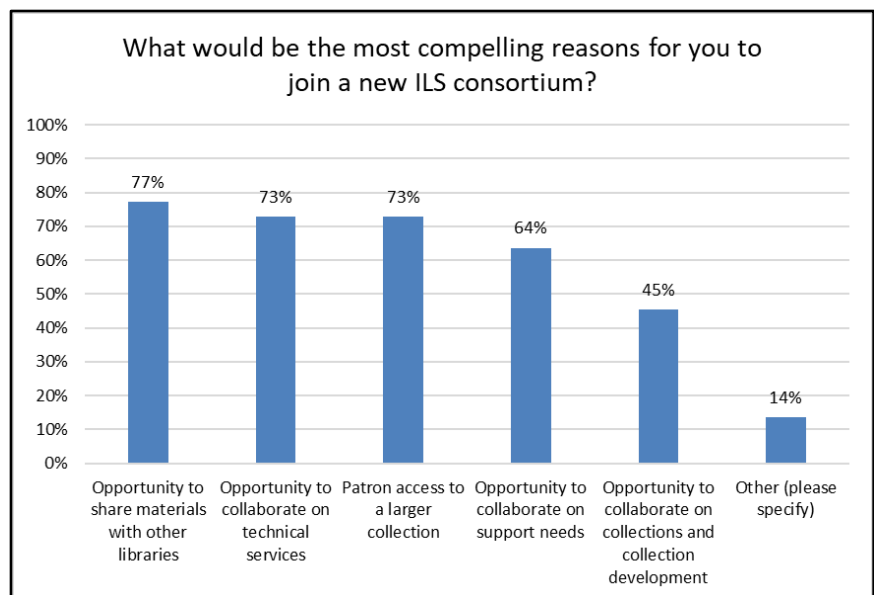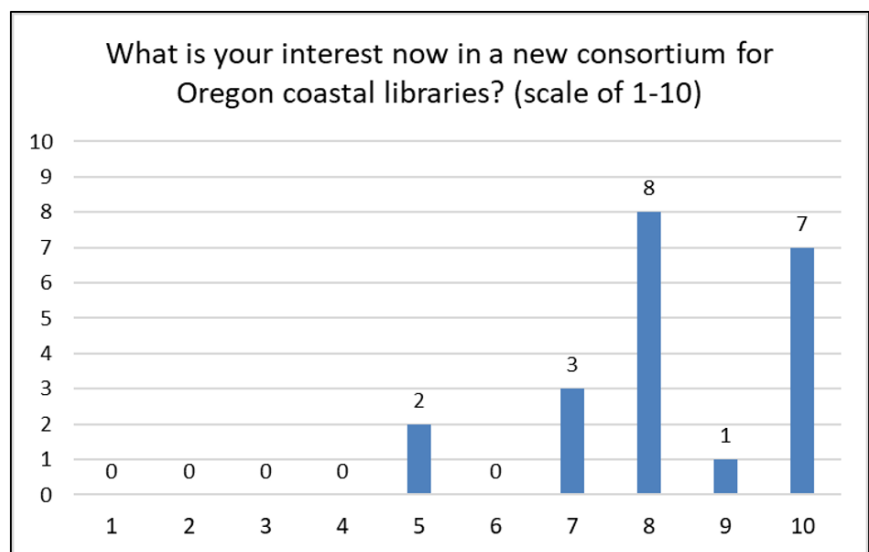
The top concern about joining an ILS consortium was cited as cost or expense. Other concerns expressed in the responses include:

- Taking up staff time or adding duties to staff that don't currently exist
- Apprehension about the process of setting up and expanding the consortium
- The decision-making process becoming more complicated with a larger group
- Negotiating relationships not only with other libraries that might be part of the new consortium, but with staff, patrons, and local governments
- Availability of materials for local use
- Maintaining cataloging standards across the entire consortium

Respondents indicated the strongest benefit of joining a consortium is expanding the materials available to local patrons. Other benefits of joining a new ILS consortium include:

- Shared technology (i.e., ILS and backend systems) support
- Collaboration between participating libraries on collection development, training, and technical services
- Easy for patrons to use libraries in multiple locations
- Consortial support and cost sharing for the ILS

The primary deal-killer noted was a high, unpredictable, or unfair cost to individual libraries. Other deal-killers noted include:

- Very long transit times
- If the ILS was less functional than what they currently have, or if the new ILS was poorly supported
- If the final plan for the consortium was not detailed
- If the consortium resulted in a lack of flexibility and functionality
- A lack of dedicated staff to make the new system work
- Losing control and oversight of their own processes

Two respondents noted they didn't know if there was a deal-killer for this proposal, and another commented they didn't think there was one.

Desires for consortium costs varied and reflected the current needs of individual libraries and library systems of different sizes. There were twelve (12) responses to this question, with only six (6) mentioning a specific dollar value. The other six shared no amount, but two respondents mentioned they would not like to pay more than what they currently pay for ILS services.

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Dollar values mentioned:

- Under $5,000 annually: 2
- Between $5,000 and $20,000 annually: 2
- Over $20,000 annually: 3

Respondents felt the greatest benefit of joining a consortium was to increase the availability of products and services for patrons.

Other responses noted include:

- ILS management and the possibility of hiring a dedicated ILS manager
- Collaboration with other libraries in the consortium
- Reuniting previously connected libraries
- Potential cost savings
- Doing away with ILL requests from nearby libraries

Respondents indicated the top thing they could offer to an ILS consortium is the collection their library offers, either special collections or well-rounded general collections that see high circulation and patron satisfaction. Other offerings to a new ILS consortium include:

- Insight and innovation of new ideas and plans
- Various staff members with specialized knowledge or interests (technology, staff management, cataloging)

Respondents shared information about their current courier service in an open ended question, including specific geographic coverage and experience with courier services.

Respondents also shared the names of consortiums they felt were successful. The Chinook Library Network was mentioned as cost-effective and appropriate for the area it serves, and that they use Koha. The Northwest Library Cooperative was cited as an "informal library district" that has been successfully created by neighboring cities.

Academic libraries mentioned the Oregon Community College Libraries Consortium, the Linn Libraries Consortium, and the Orbis Cascade Alliance.

Outside of the state consortiums mentioned included MOBIUS in Missouri, the Montana Shared Catalog, and WCLS (though the acronym was not expanded, it is presumed to be Whatcom County Library System in northern Washington State) were mentioned as library groups respondents were aware of or had heard good things about.

5. Findings - Site Visit Focus Groups

5.1. Intro

Carson Block visited the Oregon coast to host two focus groups. The intent of both focus groups was to gather thoughts and sentiments about the possible formation of an Oregon coastal library consortium and potential services that library leaders would look for in a potential consortium.

The focus groups were hybrid in mode, with both in-person participants and participants who joined remotely. Both meetings were successful and had both in-person and remote participants taking part in discussions.

The first focus group took place at Driftwood Public Library on June 6, 2022, from 1pm to 4pm. The second took place at Port Orford District Library on June 8, 2022, from 9am to 12pm.

5.2. Topic Outline

1. Survey results - observations and questions (very brief)
2. Overview of Discussion and Activities (very brief)
3. Topic 1: ILS Features (very brief - and will help orient the group around our topic)
4. Topic 2: Resource Sharing
5. Topic 3: Consortium Structure Options
6. Adjourn

Full meeting notes are provided in Volume 2 of this report.

In total, sixteen (16) people participated in the focus groups. MaryKay Dahlgren attended both live sessions. Jane Cothron was a live participant in Driftwood and a remote participant in Port Orford.

5.2.1. Topic 1: ILS Features

From a patron's perspective, a shared ILS should:
- Be easy to use and intuitive
- Be mobile-friendly
- Provide precise details about materials available for checkout, where they are located, and how to access them
- Give clear instructions for using digital materials
- Feature state-of-the-art search and discovery, including:
  - Powerful single search (similar to Google)
    - Relevant filters

- ○ FBRB grouping that displays all formats of an item
- ○ Ability to search for materials by branch
- ○ Display of materials by geography, i.e., materials available at home libraries display first
- Allow patrons to log in to manage their accounts
- Display patrons' reading history and, potentially, wish lists

From staff perspective, a shared ILS should:
- Be easy to use and intuitive so that any staff member can assist patrons when needed
- Allow customization of availability of materials that do not circulate, e.g., technical equipment at local libraries
- Support a shared calendar
- Produce customizable and downloadable reports
- Have the ability to represent each library's individuality through:
  - ○ Front-end design
  - ○ Language used in notices sent to patrons
  - ○ Display of hours and location for each library
- Have robust site reliability with to-the-minute accuracy
- Promote equity by ensuring all patrons have equal access to shared resources
- Avoid pain points present in the current system:
  - ○ Koha module is not easy to use; most focus group participants have abandoned it
  - ○ Search results are currently different on patron search and staff search

5.2.2. Topic 2: Resource Sharing

Resource sharing models, and their ILS needs, to be considered include:
- Zoned model
  - ○ ILS results displayed based on geography
  - ○ Materials that are local are displayed before those that are farther afield
  - ○ Holds to be placed based on local parameters
- Centralized model
  - ○ Popular items held at both a central repository and in local collections
  - ○ Materials can be delivered from these central repositories
  - ○ Facility could provide storage for seasonal material, rare items, etc.
  - ○ Materials policies would need to be developed to support this model

A new consortium should provide:
- A systems administrator / ILS manager to:
  - ○ Ensure product reliability
  - ○ Assist libraries with front-end design
  - ○ Manage discovery layer personalization

- Assistance with database cleanup
- Assistance with staffing
- Support to help with licensing issues and related concerns
- Staff training for:
    - Cataloging
    - Collection development
- Centralized cataloging effort, including:
    - Adding items that do not have easily-sourced records
    - Managing authority controls
- Guidance and facilitation efforts that help member libraries set policies

Considerations for instituting a courier service include:
- Creating zones to help with costs related to fuel and staff time
- Planning ahead for environmental concerns
    - Consider alternate forms of transportation, including boats or air travel
- Relying on pre-existing means like the post office
- Ensuring ease of tracking items across all points of contact
- Implementing sorting machines
    - Ensure all library materials are RFID tagged
    - Consider grant funding to bring all materials to this standard

5.2.3.   Topic 3: Consortium Structure

Considerations for creating a separate entity vs. hosting by one library or system include:
- Instituting a 501(c)(3) to assist with funding considerations, e.g., grant acquisition
- Creating a tiered system of membership
    - Could be based on library type
        - School libraries
        - Public libraries
    - Could be based on factors like size and budget
        - Innovate a tiered approach to features within the ILS
        - All libraries receive base-level support for shared ILS; libraries with a higher budget may opt in to extra features
- Being aware of political issues taking place across the region and within each city
- Being aware of the unique capacities and needs of each member library

Considerations for identifying a governance structure include:
- Creating a system by which representatives will be selected
    - The group may wish to consider the ways in which a tiered membership system reflects voting systems used by members

- Formalizing a communications structure to reach all members
- Identifying and codifying how decisions will be made
  - Some decisions may be best decided based on a simple majority
  - Some decisions may be best decided by consensus
  - Ensure the consortium is accountable to all members no matter how decisions are made
- Ensuring there is no imbalance of voting power across the consortium
- Outlining business details up front
- Clarifying what each library will contribute during the early stages of this project
- Identifying exit strategies across various points of the consortium project

Identifying a viable funding structure:
- Research on the amount of funding needed to staff a consortium is needed
- The group can consider LSTA and other sources of funding as seed money
- The consortium should be sustained by membership dues
  - These dues could be tiered according to parameters set up front by the group
  - Any fee structure must be consistent across the group
  - Any fee structure must be transparent to all
  - Dues could cover access to a stack of services, including baseline ILS, discovery layer, courier services, and additional services to be determined
  - The group may wish to identify areas where additional financial support for the consortium could result in add-on services
  - The group may wish to consider a model where systems with a more robust budget can help support libraries with a lower budget
- The group may consider standardizing materials policies like due dates and fees

5.2.4. Take-aways

- Creating a consortium feels feasible to both focus groups
- Both groups demonstrated that the individuals present have concerns in common
- Individuals shared these concerns openly, an important atmosphere as the libraries explore working together on a consortial model
- There is a need for more research into the structural elements of a building a consortium
- Creating a consortium is about so much more than sharing an ILS

6. Findings - Survey #2 (ILS Requirements)

From July 19, 2022, to August 3, 2022, Carson Block Consulting, Inc. conducted a survey to discover the Integrated Library System (ILS) needs of Oregon coastal libraries. There was a 78% rate of response among participating library staff.

This survey was designed to discover two key areas of inquiry into various aspects of the ILS: 1.) a ranking of importance of each ILS aspect (often a functional feature of the ILS) and 2.) an assessment ranking of the performance of each aspect of the ILS. As well, additional questions about a possible consortium were posed. In all, 176 areas of inquiry were explored with respondents.

The data collected in this survey may be used as the basis for an RFP or RFQ for a consortium-level ILS system.

6.1. Summary of Findings

- The **Quick Comparison of the Top 20 ILS Functions and Performance Rankings** indicate that the top 20 ILS features of survey respondents are:

    1. Holds management
    2. Ability for library staff to manage local settings such as library closed days, messaging, loan periods, etc.
    3. Ability to bring in records from other sources (e.g., OCLC)
    4. Web-based catalog that can be customized by each library system or location
    5. Routing/transit functions between library locations
    6. Customizable reports
    7. Responsive design for support across a variety of screen sizes
    8. Alerts for overdues and available holds
    9. Variety of patron notification options including email, text, and HTML formatting
    10. Alerts for overdues, fines, available holds, etc.
    11. Inventory support
    12. Place holds on physical & digital materials
    13. Patron account access with information about checkouts, history, holds & ILL information, etc.
    14. Data and transaction security at industry standards for patron information, searching the catalog, and other areas
    15. Ability to find and interact with content from digital collections (place holds, checkout, return) such as Overdrive, cloudLibrary, and Hoopla
    16. Reports on real-time data
    17. Patron edit options including PIN and address updates

18. Integration with Overdrive, Hoopla, cloudLibrary, and other electronic materials collections
19. Support for automatic renewal of materials
20. Support for a variety of messaging formats: text (SMS), HTML, email, etc.

- Of the top 20 ILS features, respondents ranked their satisfaction in the mostly "middling" category, with most of the top 20 entries ranked as "moderate dissatisfaction" and only three entries "low dissatisfaction," with none of the top 20 ILS features ranking with low, moderate, or high satisfaction.

- The current satisfaction level of the top 20 important items to participants indicates general room for improvement in ILS performance.

- Charts showing the importance of each ILS feature and the current performance of each ILS feature (displayed to show the comparison between importance and performance) and comments from respondents are available in the full report.

- Respondents were offered the opportunity to suggest features that were not listed.

    a. Suggestions for patrons included use of zones to localize resource sharing of physical items, the ability to request specific copies when placing holds, an easy way to limit search results by language, and opportunities for purchase suggestions/patron suggestions

    b. Suggestions for library staff included an easy way to limit search results by language and a "fuzzy logic" search option

- "ILS Needs and Wants" were also included in the survey. The list of items was suggested during the focus group sessions. Nearly all of the suggestions were ranked as "Highly Desirable" or "Desirable" by respondents:

6.1.1. Quick Comparison: Top 20 ILS Functions and Performance Rankings

The listing below shows the top 20 functional areas rated most important by advisory board members, combined with their ranking of satisfaction for each of the top functional areas. Please note these rankings exclude any "No opinion" responses.

High Dissatisfaction	Moderate Dissatisfaction	Low Dissatisfaction	Low Satisfaction	Moderate Satisfaction	High Satisfaction
⚓	⚓⚓	⚓⚓⚓	⚓⚓⚓⚓	⚓⚓⚓⚓⚓	⚓⚓⚓⚓⚓⚓

#	Category	ILS Function	Satisfaction
1	Circulation & Materials Management	Holds management	⚓⚓
2	Staff Client / Software for Accessing the Library System Functions	Ability for library staff to manage local settings such as library closed days, messaging, loan periods, etc.	⚓⚓
3	Cataloging & Authority Control	Ability to bring in records from other sources (e.g., OCLC)	⚓⚓
4	Online Public Access Catalog (OPAC), Searching, and Discovery	Web-based catalog that can be customized by each library system or location	⚓⚓
5	Circulation & Materials Management	Routing/transit functions between library locations	⚓⚓
6	Reports / Business Intelligence	Customizable reports	⚓⚓
7	Online Public Access Catalog (OPAC), Searching, and Discovery	Responsive design for support across a variety of screen sizes	⚓⚓
8	Mobile Interface for the Library Catalog, Self-Service, and Discovery	Alerts for overdues and available holds	⚓⚓

#	Category	Description	Rating
9	Circulation & Materials Management	Variety of patron notification options including email, text, and HTML formatting	⚓
10	Online Public Access Catalog (OPAC), Searching, and Discovery	Alerts for overdues, fines, available holds, etc.	⚓ ⚓ ⚓
11	Circulation & Materials Management	Inventory support	⚓ ⚓
12	Mobile Interface for the Library Catalog, Self-Service, and Discovery	Place holds on physical & digital materials	⚓ ⚓
13	Online Public Access Catalog (OPAC), Searching, and Discovery	Patron account access with information about checkouts, history, holds & ILL information, etc.	⚓ ⚓
14	Other	Data and transaction security at industry standards for patron information, searching the catalog, and other areas	⚓ ⚓
15	Mobile Interface for the Library Catalog, Self-Service, and Discovery	Ability to find and interact with content from digital collections (place holds, checkout, return) such as Overdrive, cloudLibrary, and Hoopla	⚓ ⚓
16	Reports / Business Intelligence	Reports on real-time data	⚓ ⚓
17	Online Public Access Catalog (OPAC), Searching, and Discovery	Patron edit options including PIN and address updates	⚓ ⚓ ⚓
18	Online Public Access Catalog (OPAC), Searching, and Discovery	Integration with Overdrive, Hoopla, cloudLibrary, and other electronic materials collections	⚓ ⚓
19	Circulation & Materials Management	Support for automatic renewal of materials	⚓ ⚓ ⚓
20	User management	Support for a variety of messaging formats: text (SMS), HTML, email, etc.	⚓ ⚓

Appendices

7. Appendix A: Scope of Work

The consultant will work with the Lincoln County Library District to conduct an Integrated Library System (ILS) feasibility study.

The library has defined the project – noted in *italics* below.

Project Summary:
Discover the most cost-effective, inclusive option for a shared ILS between libraries in Lincoln County in preparation for establishing a unified system for Lincoln County libraries that will provide excellent library services for Lincoln County Library District citizens.

Need:
In 2012 the five public libraries in Lincoln County that are under contract with the LCLD to provide library services for LCLD patrons moved from a shared ILS with Tillamook County Library, Newport Public Library, and Driftwood Public Library to two share ILS systems. Tillamook County Library, Newport Public Library and Driftwood Public Library share a Innovative Interfaces ILS (Oceanbooks) while LCLD hosts a Koha ILS (Chinook Library Network) with Toledo Public Library, Waldport Public Library, Siletz Public Library, Oregon Coast Community College, Tillamook Bay Community College and Clatsop Community College.
While all District residents are eligible to use any of the Lincoln County Libraries due to funding provided by the LCLD tax base, they must have two library cards to use all of the libraries. Additionally, the only option for locating and requesting materials between the Oceanbooks and Chinook Library Network is via interlibrary loan.

The result of this situation is that again, patrons need two card to access the full holdings of Lincoln County libraries and to provide materials between systems the libraries must go through the interlibrary loan process. The other result has been that many patrons would rather just go into Newport to pick up a book at the Newport Public Library, rather than wait for it to arrive at the Toledo Public Library which has reduced circulation at the Toledo Public Library which puts them at a disadvantage because the reimbursements from LCLD are based on annual circulation as well as annual expenditures.
This creates barriers for our patrons and adds steps that would and should be unnecessary with a shared ILS.
We have had an initial conversation with two libraries in Coos County and one in Curry County. They share an ILS between the counties and are interested in determining the feasibility of a larger shared system.

Goals:
At this point the libraries in Lincoln County agree that we need to have a shared ILS to provide the best possible service for our patrons. There are both technical and political concerns as we re-connect the libraries and there may be options for sharing a system with other library systems that have not been explored. The goal of this project is to hire a consultant to review and advise on both the technical and political concerns so that LCLD can make the best decision on how to move forward. One option might be Lincoln County Libraries continuing to partner with the three community college libraries while including all five public libraries in Lincoln County. Another option would be to include Tillamook County Library as well. There are several library systems on the coast of Oregon that are possible partners and there may be other options a consultant could discover as well.

The goal of this project is to determine the feasibility of different options for a shared ILS that will best serve the patrons of the Lincoln County Library District.

Equity:
The very core of this project is a focus on equity. Most of the population of Lincoln County is clustered along the coast but there are a variety of far more rural communities in the eastern part of the county that do not have easy access to one of the libraries that LCLD contracts with to provide library services. While our longer term goal is to create more opportunities for everyone in Lincoln County to access library services, we cannot do that effectively and efficiently without a shared ILS

Deliverable:
Recommendation on preferred option for share ILS for libraries in the Lincoln County Library District for the Board to review and make selection.

8. Appendix B: Tasks and Schedule

When this study began in October of 2021, public health conditions dictated a hybrid process. A site visit was performed by the consultant in May 2022; all other activities were performed remotely via zoom calls, email, and document exchanges.

October 2021
- Kickoff meeting with library that:
    - Confirmed scope and draft schedule
    - Determined billing milestones
    - Formed / discussed approach to form project teams:
        - Core Project Team (LCLD and Consultant): This team would primarily assist with project logistics and coordination. Determined frequency of meetings throughout the project and other items.
        - Advisory Board of the libraries included in the study acted as a sounding board for work (gathered key stakeholders and contact information)
            - Created group charter and expectations of members
    - Determined initial activities and agenda items for site visit, to include:
        - Meetings
        - Consultant Tours
- Consultant: prepared initial survey questions and sent them to committees in advance of the in-person kickoff meeting.
- Consultant: Began drafting a survey for stakeholder systems, asking for their perspectives on:
    - Their concerns and thoughts on potential benefits of joining a potential consortium, their ILS and courier needs, and to gauge their interest in joining a coastal consortium.
- Created an initial list of stakeholders, including a mix of library systems, some of which are supplying ILS services to different members of the Lincoln County Libraries.

December 2021
- Project kickoff - held remotely via Zoom
    - Meetings with:
        - Core Project Team
        - Project Advisory Board
            - Introduction to study/Overview
            - Activity: Identifications of project stakeholders
            - Activity: Review/modify/drop/add survey questions
            - Activity: discuss desired survey response rate and distribution, and length of time that the survey will be available
            - Discussion: Library Dossier
- Consultant (with assistance from Core and Advisory Committee) create a dossier on the stakeholder systems that includes descriptions of the stakeholder systems, demographic and

other information about the county served; information about courier services; key metrics and other important statistics. It will be important to fact-check this information with each stakeholder (please see below) before publishing.

- Fact-check library Dossier; send what we have created to key contacts at stakeholder systems for review and comment.

January - February 2022
- Launch Survey

March 2022
- The consultant compiled responses and created a report for results from the ILS Feasibility Study survey.

April 2022
- ILS Feasibility Study Survey Report was distributed to Advisory Board members
- The consultant asked for Advisory Board members to respond with availabilities for in-person focus groups the second week of June 2022

May 2022
- The core project team worked asynchronously on the questions and discussion topics for the hybrid in-person/remote focus groups in June

June 2022
- Two focus groups were held on June 6 and June 8, 2022, hosting both in-person and remote participants.

July 2022
- Consultant writes opinion.
- Consultant completes final deliverable

August - September 2022
- Consultant reviews final deliverable with LCLD

October-November 2022
- Consultant reviews final deliverable with the Advisory Committee
- Final Presentation to the Lincoln County Library Board (and public report). (Anticipate Remote)

9. Appendix C: Core Project Team

MaryKay Dahlgreen - Director, Lincoln County Library District
MaryKay became the LCLD Director in August of 2018. Prior to that she had worked at the State Library of Oregon for 22 years, King County (WA) Library System for 8 years, and the Albany (OR) Public Library for 4 years. She earned an MLS from the University of Washington School of Library and Information Science in 1984 and a Bachelor of Arts in Humanities from Western Washington University.

MaryKay will always be a youth librarian in her heart but has enjoyed the variety of her career in libraries large and small, in cities and rural communities.

Carson Block - Carson Block Consulting, Inc.
Carson Block has led & loved library technology efforts for more than 25 years. He's been called a "Geek who speaks English" and occasionally compared to Ferris Bueller and Calvin (and Hobbes). Carson is dead serious about the essential and positive community impacts of libraries and focuses his consulting practice on helping libraries increase their capacity to serve patrons. Carson has served in leadership positions in ALA ASCLA, ColoradoPLA and others, and evangelizes libraries to SXSW Interactive and other tech communities. Carson is the author of *Managing Library Technology: A LITA Guide* (Rowman & Littlefield) and *Library Information Systems* (with Joe Matthews, Libraries Unlimited).

Bonnie Nichols - Carson Block Consulting, Inc.
Administrative Assistant
Bonnie Nichols serves as Carson Block's assistant. Her previous work in libraries includes almost 10 years in the Circulation Department at the Poudre River Public Library District and a smattering of other duties also during that time. Bonnie enjoys working behind the scenes to help libraries plan their future in a dynamic world.

10. Appendix D: Library Dossiers

Library Name	Astoria Public Library
Website	https://www.astorialibrary.org/dept/Library
Location	Astoria, Oregon
Current ILS	Library.Solution
Year ILS Adopted	2004
Affiliations	n/a
Service Pop	9,495
Collection size	48,471
Annual Circ	61,182

Library Name	Chetco Community Library
Website	https://chetcolibrary.org/
Location	Brookings, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2011
Affiliations	Coastline Library Network
Service Pop	13,642
Collection size	59,811
Annual Circ	174,386

Library Name	Clatsop Community College
Website	https://www.clatsopcc.edu/library/
Location	Astoria, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2012
Affiliations	Chinook Library Network
Service Pop	809 FTE Students
Collection size	31,404
Annual Circ	17,150 transactions

Library Name	Coos Bay Public Library
Website	https://www.coosbaylibrary.org/
Location	Coos Bay, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2013
Affiliations	Coastline Library System
Service Pop	24,224
Collection size	122,654
Annual Circ	290,591

Library Name	Coos County Library Service District
Website	http://www.cooslibraries.org
Location	Coos Bay, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2013
Affiliations	Coastline Library System
Service Pop	577
Collection size	5,056
Annual Circ	11,495

Library Name	Curry Public Library
Website	https://www.currypubliclibrary.org/
Location	Gold Beach, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2016
Affiliations	Coastline Library System
Service Pop	5,042
Collection size	38,984
Annual Circ	78,614

Library Name	Driftwood Public Library
Website	https://www.driftwoodlib.org/
Location	Lincoln City, Oregon
Current ILS	Sierra
Year ILS Adopted	2013
Affiliations	Oceanbooks
Service Pop	13,754
Collection size	61,335
Annual Circ	168,860

Library Name	Lincoln County Library District
Website	https://lincolnlibrary.specialdistrict.org/
Location	Newport, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2012
Affiliations	Chinook Library Network
Service Pop	23,400
Collection size	5,643
Annual Circ	n/a

Library Name	Lower Umpqua Library District
Website	https://www.luld.org/
Location	Reedsport, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2019
Affiliations	n/a
Service Pop	n/a
Collection size	16,000
Annual Circ	n/a
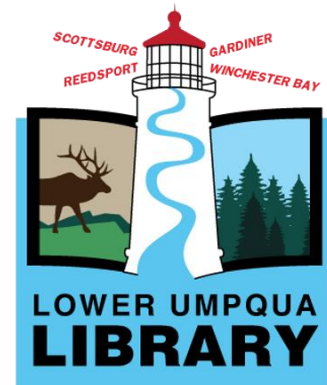
Library Name	Newport Public Library
Website	https://newportoregon.gov/dept/lib/
Location	Newport, Oregon
Current ILS	Sierra
Year ILS Adopted	2013
Affiliations	Oceanbooks
Service Pop	18,045
Collection size	67,042
Annual Circ	256,719

Library Name	North Bend Public Library
Website	https://www.northbendoregon.us/library
Location	North Bend, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2013
Affiliations	Coastline Library System
Service Pop	16,090
Collection size	88,000
Annual Circ	128,034

Library Name	Oregon Coast Community College
Website	https://oregoncoast.edu/library/
Location	Newport, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2012
Affiliations	Chinook Library Network
Service Pop	305 FTE Students
Collection size	10,281
Annual Circ	2,337 transactions

Library Name	Port Orford District Library
Website	https://polibrary.org/
Location	Port Orford, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2016
Affiliations	Coastline Library Network
Service Pop	2,426
Collection size	28,740
Annual Circ	34,938

Library Name	Seaside Public Library
Website	https://seasidelibrary.org/
Location	Seaside, Oregon
Current ILS	Migrated to SirsiDynix with Warrenton and Astoria libraries (shared ILS) by June of 2022
Year ILS Adopted	2005
Affiliations	n/a
Service Pop	6,490
Collection size	38,832
Annual Circ	Current: 88,000; Pre-pandemic: 127,942

Library Name	Siletz Public Library	
Website	https://www.siletzpubliclibrary.org/	
Location	Siletz, Oregon	
Current ILS	Koha -- ByWater Solutions	
Year ILS Adopted	2012	
Affiliations	Chinook Library Network	
Service Pop	2,994	
Collection size	18,076	
Annual Circ	10,593	

Library Name	Siuslaw Public Library District	
Website	https://www.siuslawlibrary.info/	
Location	Florence, Oregon	
Current ILS	Symphony	
Year ILS Adopted	n/a	
Affiliations	Lane County Library Consortium	
Service Pop	17,146	
Collection size	84,721	
Annual Circ	202,526	

Library Name	Tillamook Bay Community College
Website	https://tillamookbaycc.edu/
Location	Tillamook, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2012
Affiliations	Chinook Library Network
Service Pop	320 FTE Students
Collection size	7,540
Annual Circ	1,390 transactions

Library Name	Tillamook County Library
Website	https://www.tillabook.org/library
Location	Tillamook, Oregon
Current ILS	Sierra
Year ILS Adopted	2013
Affiliations	Oceanbooks
Service Pop	25,255
Collection size	145,000
Annual Circ	407,016

Library Name	Toledo Public Library
Website	https://www.cityoftoledo.org/library
Location	Toledo, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2012
Affiliations	Chinook Library Network
Service Pop	5,336
Collection size	33,364
Annual Circ	69,864

Library Name	Waldport Public Library
Website	https://www.waldportlibrary.org/
Location	Waldport, Oregon
Current ILS	Koha -- ByWater Solutions
Year ILS Adopted	2012
Affiliations	Chinook Library Network
Service Pop	5,316
Collection size	21,224
Annual Circ	78,181

12. Appendix E: Library Consortiums - A White Paper

To familiarize focus group members with common elements of consortiums, each participant was provided with a report (below) to help prepare for group conversations. Topics relevant to participants were identified by Carson Block. The report was written by Joseph Matthews.[1]

Introduction

A library consortium is a cooperative association of libraries working together towards a common goal and can provide a broad range of services. A consortium can exist on any level, e.g., international, national, regional, state, or local. The consortium can be limited to a specific type of library, e.g., academic, public, school, or special or it may be a multi-type consortium. A library can be involved in more than one consortium. The fundamental purpose of any consortium is that libraries can accomplish more by working together than if they remain alone. Nesta provides an interesting historical perspective on consortia.[2]

An OCLC survey of U.S. library consortia found that 16% were public library only, 24% were academic only, and more than half (52%) were multitype consortia.[3] The survey further noted that 23% of the consortia had up to 20 members, 21% from 21 to 40 members, 29% 41 to 120 members, and 27% more than 120 members. And 88% of the consortia has one or more full-time employees. An earlier study found that the consortia defined themselves as regional (61%), local (26%), or statewide (12%).[4]

It should be noted that since 2000, some consortia have closed or have merged with another consortium while at the same time, other consortiums have been created.

Type of Entity

While some library consortia have been informally organized, most consortia are formally organized, often as a non-profit organization registered with the Internal Revenue Service as a 501 (c)(3) entity.

Compliance with 501 (c)(3) status requires that the consortium should have articles of incorporation or bylaws that indicate the purpose of the organization, develop a budget, maintain accounting records (typically audited by an outside auditor annually), maintain meeting minutes documenting decisions, and file an annual tax return (state and federal).

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[1] http://www.joematthews.org/

[2] Frederick Nesta. Consortia from past to future. *Library Management*, 40 (1/2), 2019, 12-22.

[3] OCLC. *A Snapshot of Priorities & Perspectives of U.S. Library Consortia*. Dublin, OH: OCLC, 2012.

[4] Denise Davis. *The Library Networks, Cooperatives, and Consortia Survey*. Chicago: ALA, 2007.

Governance Structure

Most consortia have a governance structure where each member library, regardless of size, has one vote and a simple majority is all that is needed to reach a decision. However, most consortia have an informal rule that consensus must be reached for all really important issues (especially issues involving fees).

Some consortia allow a library to be a regular member (the library utilizes all the services provided by the consortium) or to be an associate member (they choose to use a subset of services – and pay a lower fee). Typically, associate members are not allowed to vote on issues involving regular members.

An international study of library consortia found that slightly more than 1/3rd were non-profit organizations, and that other consortia were part of a government agency, part of a university department, a cooperative, or a corporation.[5]

Services Provided

A consortium can exist to provide a single service, e.g., a shared integrated library system, or it can provide a range of services. It is possible to group the activities of a consortium into three broad clusters of activities:

1. Physical Movement of Materials
   a. Resource sharing
   b. Interlibrary loan
   c. Physical delivery
   d. Shared offsite storage
   e. Cooperative collection development

2. Access to Information Technology
   a. Shared eBook platform
   b. Shared integrated library system
   c. Shared institutional repository
   d. Technology and networking support
   e. Hosting digital assets
   f. Digitization services

3. Group Purchasing Activities
   a. Shared electronic database licensing
   b. Cooperative purchasing of supplies, materials and equipment

4. Other Activities
   a. Continuing education

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[5] Arshia Ayoub, Sumeera Amin and Zahid Ashraf Wani. International Coalition of Library Consortia (IOLC): Exploring the Diversity and Strength of Participating Library Consortia. *Library Philosophy & Practice,* 2018.

      b. Training
      c. Consulting
      d. Other services.

Horton and Pronevitz studied over eighty consortia and found that the top services provided consists of training/professional development, shared electronic content, group purchases, integrated library systems, resource sharing and delivery.[6]

Resource Sharing. Libraries participating in a consortium that provides access to a shared online catalog typically allow patrons to place a hold for an item regardless of its location. This item is then shipped to a specific location for the patron to pick up the next time they visit the library.

Interlibrary Loan. For purposes of this report, interlibrary loan is defined as the borrowing of an item from a library outside the consortium member libraries. It should be recognized that an interlibrary loan request costs around $30 per transaction with more than half the costs borne by the providing library.

The speed with which an ILL item is received is dependent upon when the providing library is located within the boundaries of the consortium or the state and whether a courier delivery service will transport the item. If a library courier service is involved, then the delivery time is typically less than a few days. If no library courier service is involved, then it may take 10-14 days for the item to be received. If a library charges for ILL, the use of the service drops significantly.

Physical Delivery. Almost every public library with multiple locations operates a delivery service to move materials from one location to another. A consortium may operate a physical delivery system that will move materials between the main library locations for all member libraries. Deliveries may occur once, twice, three or five days a week depending on the size of the library and the amount of materials being moved each week.

The delivery service may be operated using one of several options:

- Trucks/vans purchased by the consortium operated by drivers that are consortium employees.
- Contracting with a delivery service
- Contracting with a city/county/library to provide the service.

A series of studies conducted by the Colorado State Library found that a statewide consortium providing courier services saved the participating libraries millions each year compared to the costs of shipping the materials using the U.S. Postal Service, UPS or FedEx.[7]

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[6] Valerie Horton and Greg Pronevitz, eds. *Library consortia: Models for collaboration and sustainability.* American Library Association, 2015.

[7] Library Research Service. High Traffic, Low Cost: The Colorado Courier Continues to Save Libraries Millions Annually in Shipping Charges. 2012. Available at https://www.lrs.org/documents/fastfacts/302_Courier.pdf?lrspdfmetric=no

Use of in-house courier/delivery services typically provides more flexibility in terms of scheduling along with fewer losses and less damage to materials than when using an outsourced delivery service. Operating an in-house delivery system means a long-term investment in trucks, bins, sorting space, and warehouse space. Hiring staff also has cost implications in that pension and health benefits may be expensive.

Shared Offsite Storage. Some academic libraries create a consortium to build and maintain a shared storage space for library materials. The shared storage space often uses high-density shelving (sometimes more than 40 feet tall) to store little used books, journals and other materials.

Cooperative Collection Development. Cooperative collection development occurs when two or more libraries agree to coordinate the development of a materials collection. Historically, cooperative collection development has occurred, with mixed success, among academic libraries.

Shared eBook Platform. A consortium for public libraries can contract with OverDrive who will provide access to eBooks that are leased, not purchased. The consortium has some flexibility to determine the number of eBooks on the shared eBook platform for all member libraries (and in some cases, larger libraries can pay to provide their patrons with access to a larger number of eBooks).

The Douglas County Libraries in Colorado developed an eBook platform using standard IT components including a Digital rights Management system. The library purchases eBooks from a number of publishers and then loans (a patron downloads the eBook) the eBook for a period of time. The eBook "disappears" from the patron's digital device once the loan period has expired.

Shared Integrated Library System. A shared integrated library system (ILS) is one of the more common reasons for the creation of a consortium. Libraries create/join a consortium that provides shared ILS services to lower their costs, provide their patrons with access to a broader range of collection resources, and to improve resource sharing.

There are four types of shared ILS services:[8]

1. Separate systems – The consortium maintains separate copies of the ILS software for each participating library. This approach provides the greatest level of control for each library, but patrons do not see the resources found in other libraries.

2. Separate systems with a union catalog – A union catalog is provided for all member libraries, but a separate ILS is provided for each library. Using this approach, patrons see all available resources and are typically allowed to request resources while each library has total control over all other aspects of the ILS. Note that allowing patrons to request materials will mean a significant increase in the number of materials that will need to be moved from one location to

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[8] Valerie Horton and Greg Pronevitz, Op. cit., pg. 53.

another.

3. Union catalog – Each member library contributes a copy of their bibliographic records to a union catalog maintained by the consortium while each library operates their own ILS system. Each member library maintains ownership of their collection materials.

4. Union catalog (shared item ownership) – eBook collections are owned by the consortium instead with each member library.

While some consortiums still maintain their own hardware and software updates (necessitating the costs of providing a temperature-controlled computer room, networking hardware, and staff), most consortia contract with a vendor to maintain the hardware and software. In either case, most consortia provide to their member libraries training on use of the ILS and technical assistance to troubleshoot problems.

In addition, there are two broad types of ILS systems that have cost implications: proprietary systems, such as Innovative or SirsiDynix, or open-source systems such as Evergreen or Koha.

Shared Institutional Repository. An institutional repository (IR) is an automated system that contains digital collections of the intellectual output of a research organization. An IR can contain research papers, presentations, journal article preprints, theses and dissertations, and other objects of importance to the institution. A shared institutional repository is typically hosted by an academic consortium.

Technology and Networking Support. Some consortia provide support for a communications network and desktop computers. This requires that the consortium hire knowledgeable staff who then provide "help desk" assistance to the participating libraries.

Note that since most libraries have high-speed broadband access to the Internet, the costs for network services has declined dramatically as dedicated, high-speed telecommunication lines are no longer needed.

Hosting Digital Assets. A Digital Asset Management (DAM) system is an automated system that stores digital objects (files) of a wide variety of items. These digitized items might be paintings, sculptures, maps, notes and so forth. Given the high cost of such systems, libraries and museums have found sharing a system can lead to lower costs. A consortium may provide access to a shared DAM as part of its services to its members.

Digitization Services. A consortium may have the staff expertise and equipment to digitize materials found in library collections. These services, typically provided on a project-by-project cost-recovery basis, required a significant up-front capital cost as well as annual ongoing operating costs that must be covered.

Shared Electronic Database Licensing. The licensing of electronic resources for library members can bring significant benefits to a consortium's member libraries but is time-consuming and requires librarians who are knowledgeable as they negotiate with a broad range of vendors. Note that the eResource vendors are very experienced in negotiating with libraries and as time has gone by, offer smaller and smaller discounts to a consortium. Douglas Anderson has some interesting perspectives on the allocation of costs for eResources.[9]

In addition to the databases that provide access to journal articles across a broad range of topics, the consortium can also license more niche databases such as auto repair, health care, learning a language, and genealogy.

Cooperative Purchasing. The greater the size of a consortium, the more leverage the consortium has in negotiating with a vendor for a better price for all libraries. Electronic databases and eResource packages are the primary focus for cooperative purchases in the marketplace.

Some consortia provide discounts to their member libraries when they purchase furniture, equipment or supplies.

Continuing Education. Continuing education for librarians and other staff members is a service provided by several consortia. Training staff are typically professional librarians who have expertise in a particular topic. Continuing education rarely generates sufficient revenue to cover the expenses of providing this service.

Training. Training of staff member can be accomplished using a variety of methods including in-person, online and self-paced courses. Providing training to staff members is a way to encourage continued interest in providing knowledge and courteous service to the library's customers. Training rarely generates sufficient revenue to cover the expenses of providing this service.

Consulting. A consultant(s) can provide advice about a broad range of topics including design a new library, technology training, handling book challenges, to weeding collections. While consultant salaries can be high, they also need a travel budget and time for personal professional development.

Other Services. Some consortia provide some other services such as cataloging and materials processing for all member libraries, human resource management services, "loaning" of library staff for short periods of time, among others.

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[9] Douglas Anderson. Allocation of Costs for Electronic Products in Academic Library Consortia. *College & Research Libraries*, March 2006, 123-133.

Staffing Structure

One important decision for any consortium is the hiring of staff. Almost all consortia hire a manager (Executive Director) and some staff. Aside from the annual salary, the consortia will also need to budget for benefits (can be 40% of more of the annual salary) and provide office space. The consortium's manager must have the ability to listen, cooperate, delegate and lead.

The level of staffing will be dictated to some degree by the number of services to be provided by the consortium. In every case, before someone is hired, the question should be asked: "Is it possible to outsource this job?"

One of the first acts for the consortium's manager is to develop a budget. The budget and financial reports must clearly show how funds were received (funds from multiple sources is not unusual) as well as demonstrating how expenditures are providing value to the member libraries.

Funding Structure

Obviously, any consortium must have funds to pay its annual operating budget. Most of the consortium funding will come from its member libraries. Funds from the Library Services and Technology Act (LSTA) via the State Library or other organizations that provide grants should only be used for the purposes of the grant project rather than the operating budget.

Some State Libraries provide a grant to each regional consortium as an annual subsidy to encourage resource sharing. The danger is that some consortia begin to rely on the annual subsidies and when funds become tight, as they inevitably will, the subsidy may be significantly reduced or eliminated.

In order to provide complete transparency, the consortium must use an automated accounting or financial management system to keep track of all funds received and expenditures accounted for.

Fees

The goal of any cost-sharing scheme is to provide a fee structure that is equitable for all participating libraries, regardless of size. When the services provided by the consortium are limited and the participants are of roughly equal size, then the costs may be divided by the number of member libraries.

However, when the size of the libraries varies, then a formula may be used to apportion the costs. Variables used in cost-sharing formulas have included, number of patrons, number of items, annual circulation, number of computer workstations, number of overdue notices mailed, size of the library's budget, size of the population served, and so forth. Typically, the value for each variable is provided and then a percent of the variable is determined for each member library. The average percent for all the variables included in the formula are then calculated and this becomes the amount the library must pay. Normally, when the formula approach is used, the variable percentages are recalculated annually.

And a formula implies that several criteria will be used in order to create an equitable allocation of costs.

And to make things even more interesting, sometimes a variable may be given more weight than other variables. Some consortia may also charge a per transaction fee, e.g., x cents per circulation checkout. In some cases, the consortium may decide to charge a "base fee" for all participating libraries, regardless of size.

Regardless of the approach taken to allocate costs to the member libraries, it is important to focus on the sustainability and predictability of the funding source, the fairness of the cost allocation approach, and ultimately the value the consortium delivers to each of its members.

One important issue that should be covered in the consortium's governing documents is the distribution of the remaining assets should the consortium be disbanded.

Benefits of a Consortium

A consortium can exist for a variety of purposes but typically the value comes from the fact that the consortium can:

- Provide a service faster, better, or cheaper than one library can
- Provide a service that only a group of libraries can provide
- Provide access to library patrons to a broader range of library resources
- Have access to larger number of resources, e.g., eBooks, through the consortium
- Share scare expertise and staff capacity.

George Machovec covers a variety of options for calculating the return on investment on various consortia provided services.[10]
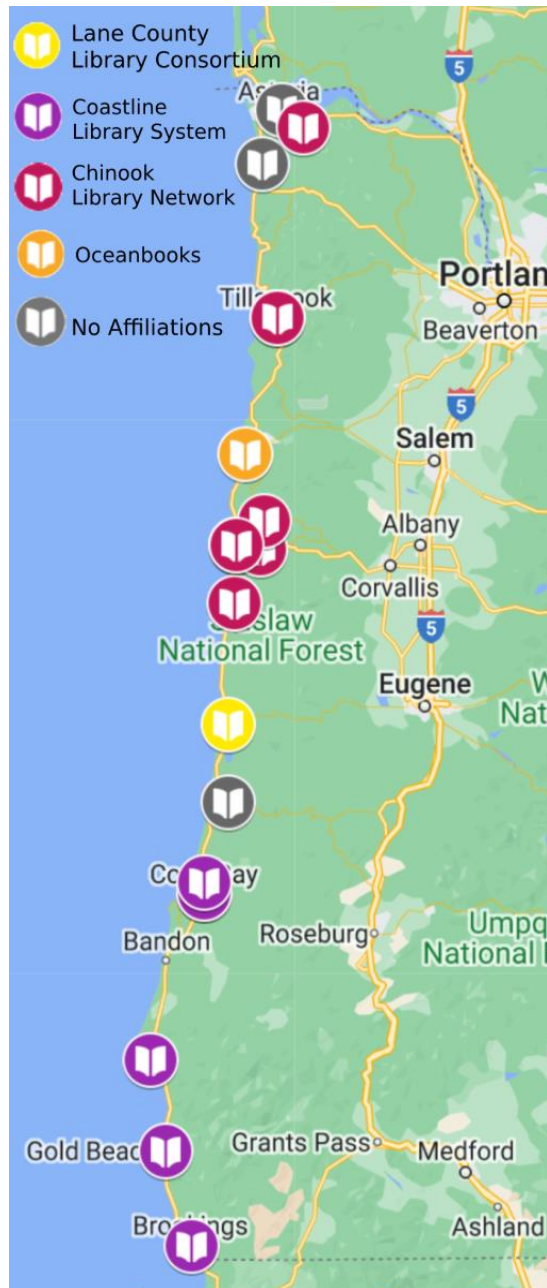
Challenges

Among the challenges facing library consortia around the world are:

- Sustainability of operations
- Effective communications and marketing to member libraries
- Negotiating with vendors who are knowledgeable and savvy about licensing eResources
- Licensing popular eBook content.

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[10] George Machovec. Library Networking and consortia. *Journal of Library Administration*, 55, 2015, 414-424.

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13. Appendix F: Maps of Coastal Oregon Libraries

Organizational Affiliations of Oregon Coastal Libraries

ILS Systems used by Oregon Coastal Libraries