

University of California  
Proposed Fees for External Users--Libraries

- I. All faculty, students, and employees, retired and emeriti, affiliated with the University (including visiting scholars and research associates) have the privilege of freely borrowing materials from the University's libraries. The only UC affiliated group that would be excluded would be UC Extension faculty and students. Each UC campus may negotiate a separate agreement with the Extension division which defines the conditions on which the collection can be used. Former UC students not currently enrolled or on leave are also excluded from the above rule.
- II. All external users will be charged a user fee for borrowing privileges. Exceptions are:
  - Faculty and librarians from accredited institutions of higher education in California;
  - Current members of any UC alumni association;
  - Members of University support groups;
  - Individuals covered by reciprocal or special agreements with institutions and agencies;
  - Spouses and other family members over 18 who are related to UC faculty and staff.
- III. Categories of users previously entitled to courtesy cards on one or more campuses which are not included in the exceptions listed above:
  - Government employees;
  - Media representatives;
  - UC Extension;
  - Non-UC students, unless they are covered by reciprocal agreements;
  - Staff members at not-for-profit institutions;
  - Teachers and principals in primary and secondary schools;

- UC students not currently enrolled or on leave;
- Non-UC librarians, unless they are covered by reciprocal agreements;
- Out-of-state scholars temporarily in residence in the area but not affiliated with UC.

IV. Fees recommended are:

- Non-UC students: \$12 for six months; \$24 for 12 months;
- All others: \$50 for 12 months.

Approved for implementation by the President of the University of California as of July 1, 1983.

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President

WALTER E. MASSEY  
Provost and Senior Vice President—  
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OFFICE OF THE PRESIDENT  
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April 6, 1994

PROVOST MASSEY

Dear Walter:

I am writing to provide you with some background information on the issue of use of UC library materials and services by non-UC users. This letter and the enclosed report are occasioned by your presentation to the Fall Assembly of the Librarians' Association of the University of California (LAUC) on December 3, 1993. You will recall that the issue of non-UC use of the libraries came up during the discussion there, and subsequently LAUC President Jacqueline Wilson promised to send you additional information on this topic. As Jackie's letter to you of January 19, 1994 (enclosed) suggested, LAUC's interest in this matter coincided with activities that were underway both in Library Council and in my office, leading us to prepare a consolidated report. The information provided herein benefits from close consultation with both Library Council and LAUC, and has been reviewed by both groups.

I would be happy to answer any questions you may have about this information.

Sincerely,

A handwritten signature in cursive script, appearing to read "Calvin C. Moore".

Calvin C. Moore  
Interim Vice Provost for Research

Enclosures

cc: Library Council  
LAUC Executive Board

Non-University Users of the University of California Libraries  
Office of the Vice Provost for Research  
April 6, 1994

The University of California's policy on use of UC libraries by non-University users has been shaped by state law, other University policies, and occasionally by the state's political or financial interests. The February 1, 1992 Presidential *Policy on Access to University of California Library Collections by External Users*, enclosed, lays out the foundations for our current policy and identifies the types of access that are permitted for external users. That policy was prompted by a request from the Legislature that we exempt public school certificated employees from library registration fees. Our report to the Legislature on May 13, 1991 (enclosed) responding to this request summarizes some of the political history of the external user fee issue.

These policies have undoubtedly been shaped by the traditional view that the UC libraries, as publicly-funded assets, should be accessible to the public, but as "libraries of last resort," to be used only when the resources of the local public, school or academic library have been exhausted. Certainly this view continues to hold sway in the California State Library's planning for cooperative statewide library services, a process in which we have actively participated. The same view may have persuaded the State to believe that the impact of external users was marginal and financially modest, and could be met within the regular library budget; this would explain the State's treatment of fees received by external users for library borrowing privileges as offsets to the General Fund budget for libraries.

However, it appears that the traditional relationship is changing dramatically, driven by familiar budgetary forces. Budget reductions in the UC libraries have forced us to focus on service to our primary clientele, thus reducing our ability to support unfunded external users. At the same time, external use of the UC libraries is growing as nearby academic, public and K-12 libraries reduce acquisitions and curtail hours and services in response to their own budget crises. While public use of the UC libraries has always imposed a considerable workload, the impact of recent increases in external demand has been further magnified because most UC campuses have reduced library public services disproportionately to protect collections budgets, and it is just these services that are most heavily impacted by non-UC use.

Available evidence shows that the general public, including users from the business community and from other California educational institutions, makes substantial use of the UC libraries. Official statistics show that 20 percent of recorded library circulation is to non-UC users, and recent survey data suggest that about 37 percent of activity at reference and public service desks is attributable to external users. External use imposes direct additional workload that includes charging out and reshelving material and maintaining circulation records and providing reference and instructional assistance. As explained below, we estimate that the direct cost of providing these services to the general public is roughly \$21 million per year. This estimate reflects only the cost of routine operations, and excludes the cost of the library collections. In addition, external users compete for UC faculty and students for library material, user seats, and access to catalog terminals and library workstations, imposing additional contention costs that are not fully reflected in this estimate. Further, unrestricted public access to the MELVYL<sup>®</sup> system and campus online library catalogs inflict unmeasured costs on these systems, as well as stimulating increased demand for access to UC collections. Finally, external users add to wear and tear on

furniture, equipment, library materials and physical facilities, accelerating the need for replacement by an unknown amount. Additional information on the forms of non-UC use of the libraries and on the derivation of this cost estimate are provided below.

As the Presidential policy indicates, non-University users can make use of UC library collections and services in three ways. First, they may obtain materials via interlibrary loan through the academic, public, school or special library that they normally use. From UC's perspective, this is the preferred method of access. Interlibrary lending policies and procedures are well-established and well-regulated, and external users are most likely to receive the appropriate form and level of service from library staff at their home institution. While the cost of providing interlibrary services is not inconsiderable, the workload has proven manageable and we receive reciprocal benefits in the form of materials lent to us by other California libraries.

Second, external users may charge out material for home use by obtaining a library borrowing privilege card. For most external users, a fee of \$100 for 12 months is charged; registered CSU and Community College students are charged a lower fee. As noted previously, income from these fees is treated as a budgetary offset and returned to the State. Several categories of external users are permitted complimentary borrowing privileges, either because of State policy (e.g., faculty from other California higher education institutions), University policy or custom (e.g, members of UC alumni associations, immediate family of faculty or staff, individuals covered by special UC agreements), or legislative request (certificated employees of public schools). Over the last several years, circulation by external users has shown modest growth, rising from 17 percent of total circulation in 1984-85 to 20 percent in 1991-92, according to official UC library statistics. The workload associated with circulation to external borrowers

includes staff time and cost to register new borrowers and maintain registration records, to charge out borrowed material and maintain borrowing records, to discharge borrowed material and return it to the shelf, and to process recall and overdue transactions. Another consequence of circulation to external borrowers is that material on loan to an external user may not be available for use by a UC student or faculty member when needed.

Third, anyone may enter a UC library during normal operating hours and make use of the open-stack collections within the library building, and of such basic services as reference assistance and online library catalogs and indexes. This privilege is denied only at the Moffitt Undergraduate Library at the Berkeley campus, a proscription that may well be lifted when the Doe-Moffitt construction project is completed and collections and services are reconfigured for the new building. Costs associated with this privilege include reshelving of material used by external users, responding to reference and directional questions, and staff time devoted to orientation and instruction. In addition, external users compete with UC faculty and students for use of materials and services, user seating, and access to catalog terminals and workstations that provide access to electronic indexes and other information products.

Because user identification is not required for most in-library services, it is not possible to routinely track in-library use by external users, and the limited available data comes from a variety of special studies and surveys. However, the information we do have is somewhat alarming. Recent survey data from the Irvine, San Diego, and San Francisco campuses suggest that an average of 37 percent of all transactions at library public service desks are attributable to external users, ranging from a low of 30 percent at San Francisco to a high of 46 percent at Irvine. Data are not available to analyze trends for this kind of use, but all of our libraries

affirm that in-library demand by external users is growing as a result of the budgetary forces described earlier.

While it is not possible to measure precisely the financial and operational impact of external users, it is feasible to make a rough estimate of the cost to the UC libraries of providing services to the general public. As you know, the UC library budget is divided into three broad categories: Books and Binding, Acquisitions and Processing, and Reference and Circulation (a fourth category, Library Automation, is concerned solely with support of the MELVYL system and related activities at the Office of the President, and is excluded from this analysis). While external use has some effect on the budgets for Books and Binding and Acquisitions and Processing (chiefly replacement, repair and rebinding of materials), the primary impact is on the Reference and Circulation (R/C) budget. The estimated total allocation of budgeted funds to the R/C function in 1993-94 is \$67.5 million, or 38.5 percent of the total library budget (exclusive of Library Automation) of \$175.2 million. Available data indicate that roughly 20 percent of circulation costs and 37 percent of reference and other public service costs might be attributable to external users. Because reference service is an inherently more staff-intensive and expensive activity than circulation, we might assume that 35 percent of the R/C budget, or \$23.6 million, is attributable to circulation functions, and 65 percent, or \$43.9 million, is attributable to reference-related services.

Using these assumptions, we can estimate that about \$4.7 million of the circulation budget and \$16.3 million of the reference budget, or \$21 million of the total R/C budget is used to support external users, an amount equal to 12 percent of the UC library budget. Even if we assume that costs are split evenly between circulation and reference, the estimated cost of service to the



public is \$19.3 million, or 11 percent of the library budget. It should be noted that this estimate may overstate the cost of external service to some extent because the R/C budget allocation is used to support other activities and services. Examples include interlibrary lending and borrowing (a factor excluded from this rough analysis) and collection development activities at those campuses where reference staff also have materials selection responsibilities. On the other hand, this estimate necessarily excludes important but difficult to quantify effects such as reduced availability of materials, catalog terminals and user seats for UC faculty and students, and accelerated deterioration of collections. It is, however, also important to remember that this estimate excludes any measure of the cost or value of the UC library collections; it is based solely on the operating costs associated with providing services to external users.

Attachments: *Policy on Access to University of California Libraries by External Users*,  
February 1, 1992.

Report to the Joint Legislative Budget Committee, *Library Borrowing Privileges  
and Fees for External Users*, April 1991.