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Chapter Ten

The Ethics and Evolution of Library Information Sharing

*Lessons from Interlibrary Loan Services for Library Open Access Publishing*

Beth Posner

[10.0] Academic librarians support scholarly communication by making access to all forms of information as fast, frictionless, and free as possible. This information access is facilitated by sharing information in a variety of ways— from traditional interlibrary loan (ILL) services to developing ventures in library open access (OA) publishing. Such information-sharing activities support a dynamic, dialectical, and virtuous cycle of knowledge creation and dissemination that is essential for ensuring academia's ongoing impact on society. Greater access to information will enable the theories that academics develop and debate to improve the practice of human endeavors in countless ways. Policy decisions are more relevant when informed by widely shared data; social progress is more readily achieved when research results can be tested and refined; individual thinking is more creative when people are inspired by the greatest variety of ideas.

[10.1] This information-sharing ethic is evident in all the services that academic librarians provide today; from building local print and media collections, to licensing access to digital information, to teaching, to sharing information resources through ILL, such activities remain as valuable as ever. At the same time, however, the high financial costs of scholarly publishing are also making the current model of scholarly communication increasingly unsustainable. This is why academic stakeholders and the public are rallying for changes that enable more knowledge creation and dissemination at lower costs. OA library publishing represents a particularly promising way to make
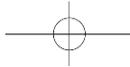
more information freely and directly available online. Viewed as yet another way to share information, OA publishing is certainly an appropriate library activity; it supports information access just as collection development, acquisitions, cataloging, stacks maintenance, preservation, reference, instruction, circulation, reserves, and interlibrary loan services do.

An examination of the information-sharing values of librarians, as well as the lessons of library information sharing through ILL specifically, makes it clear why many ILL librarians would also support library OA publishing (Morrison 2006). Through library-managed OA efforts, librarians can reduce many of the existing barriers—imposed by cost, time, space, scarcity, fear of loss or damage, and the profit motives of publishers and aggregators—that currently limit efforts to share information. In addition to demonstrating why academic librarians should become OA publishers, an examination of ILL also reveals what libraries could most usefully publish and informs how they might organize OA publishing efforts. **[10.2]**

Because it connects people to needed information beyond what is available at their local library or freely online, ILL represents an essential library service. While academic librarians build rich local collections of browsable stacks and online resources for their local academic communities, no library has either the space or the budget to offer all needed print and digital information. Similarly, Google may ambitiously aspire to offer access to the entire world of information, but because of the time it would take to digitize everything, as well as the cost and restrictions on digitization that copyright regulations impose, all needed information is not freely available on the Internet. This is why millions of ILL transactions are requested and filled annually. **[10.3]**

Even so, ILL cannot satisfy all information needs. A variety of logistical, financial, and legal limits combine to make it impossible for academic libraries to provide access to all the information students and scholars may require. Such limits include intellectual property laws and license restrictions, the cost of paying ILL processing and publisher copyright fees, turnaround times that may exceed a student's paper deadline, the costs of staffing, publisher and author embargoes, and the rarity or fragility of print material that librarians fear losing or damaging. ILL specialists, seeing the frustrations that barriers to information sharing place on knowledge creation and learning, have long been motivated to help people connect to information in new ways. They decrease delivery times by embracing technology, and they increase access by continually rethinking policies, allowing more information to be borrowed, lent, copied, and digitized. Many go beyond library-to-library borrowing and lending by purchasing requested information directly from publishers or booksellers or by contacting authors directly to request copies. **[10.4]**

As successful as these efforts are, they too are inadequate to address all of the systemic obstacles to library information sharing that currently exist. **[10.5]**
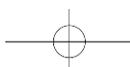
Academic librarians today rely on a combination of traditional and new ways to facilitate the creation and communication of ideas and information. As Roy Tennant says, librarians are not only facilitating access to information. Broadly speaking, he argues, "the mission of librarians is to empower," which information sharing can do (Tennant 2014). Dane Ward, more specifi- cally, explains that libraries are "no longer focused exclusively on organizing and providing access to information. The library is fast becoming a multifac- eted center designed to support a wide variety [of] student learning and faculty research activities" (Ward 2015). This expanded scope also requires information sharing. Librarians are creating maker-spaces equipped with 3D printers, software, hardware, and supplies that enable users to create and share new knowledge; incorporating university presses into academic librar- ies; establishing institutional repositories containing original works written by faculty and students, as well as data; and developing library OA publish- ing programs. Of course, no single library service—new or old—offers a panacea for scholarly communication. Together, however, they offer valu- able support for information users. The challenge for librarians and academic administrators is to support these and other valuable library services with limited library budgets.

[10.6] ILL services and OA publishing share the same mission and are designed to overcome the same challenges of information access. Lessons from the ethics and evolution—as well as the values and experiences—of ILL can inform library OA publishing in facing such challenges. In fact, "many tradi- tional library processes can translate to publishing: acquisitions, contracts, risk-taking, production workflow, distribution, and preservation" (Craigle et al. 2013, 65). ILL specialists, for their part, have experience with the discov- ery and delivery of both print and digital information, collaborating with other libraries, articulating and exemplifying the value of information shar- ing, practical problem solving, detail-oriented tracking of multistep process- es, and spending limited resources cost-effectively. They are concerned with preservation, customer service, and access to information for those unaffiliat- ed with academic institutions, as well as for those in their local communities who may lack adequate access to technology. Academic librarians are also well acquainted with the requirements of peer review, which must remain central to any system of scholarly communication. Thus, an examination of ILL provides librarians with a wealth of insights that can be applied to successfully innovate and improve library information sharing through li- brary OA publishing.
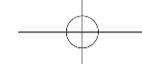
Beth Posner

THE ETHICS OF LIBRARY INFORMATION SHARING

[10.8]

The values and norms of library information sharing are so deeply ingrained and so widely and intuitively accepted by academic librarians that it may seem unnecessary to remark upon them at length (Foster and McMenemy 2012). Nevertheless, by articulating the ethical theories that support the shared values and norms of both ILL and library OA publishing, academic librarians can become even better advocates for these and other methods of library information sharing. It is also useful to make these values explicit to ensure that they are fully integrated into the work librarians are doing and to help faculty and administrative colleagues understand the why as well as the what (to say nothing of the how much will it cost?) of that work. If librarians are to build support for any existing or new efforts in information sharing or anything else, they must convince those who support them that their work is both appropriate and effective. If they are to expand the use of their services and offer new services, they must demonstrate how these activities will help members of their communities to access more, and more useful, information.

[10.9]

There are both utilitarian and deontological ethical imperatives within the realm of library information sharing, as well as strong commitments to a theory of the common good and to the principle of reciprocity. Librarian values, in other words, are plural (some might even say contradictory), and their practices and policies, as a result, are a mosaic (although some might say they appear to be more of a mishmash). How can librarians be equally committed to maximizing the availability of information for all today and preserving scarce or fragile resources for the future? What does it mean for librarians to respect the intellectual property rights of authors and publishers as well as the individual human right to self-development through learning? Is it enough for librarians to facilitate information access as individual needs arise, or must they be concerned with ensuring the ability to share more broadly? Are librarians all plagued by what psychologists would call cognitive dissonance, or does their daily work experience simply make them comfortable with navigating normative ambiguities and real-world complexities?

[10.10]

Among the ethical theories that support the practice of library information sharing, there is, first of all, utilitarianism. Utilitarian ethical considerations in library information sharing properly encompass the issue of costs, as well as quality and quantity. In its simplest form, utilitarianism demands that policies and procedures be designed to maximize the aggregate well-being or satisfaction of stakeholders (Smart and Williams 1973). For library and information users, more access to more information means more satisfaction. However, ILL and library resource-sharing values and practices developed in the print era, when there were often more would-be readers than copies of a given text—when a needed text was often only available in a distant library or considered too costly or risky to share. In the ILL context, therefore,
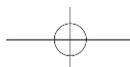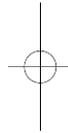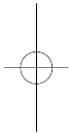
scarce resources needed to be allocated and services prioritized. The challenge for librarians became maximizing satisfaction while knowing, from the start, that it is impossible to provide everyone with everything they want.

[10.11]   There is, fortunately, a more refined utilitarian argument for sharing more information with those who are likely to benefit most and less information with those who are likely to benefit less. It is for this reason that faculty and graduate students might be allowed to request more items through ILL than undergraduates, based on the premise that the former will derive greater satisfaction from more information and possibly produce greater benefits for society. This distributive policy may not conform to some people's view of fairness—particularly the view of ILL librarians who see information needs everywhere. Still, given the rude fact of scarcity, such choices are sometimes necessary, and many would prefer these sorts of policies rather than, for instance, passing along a user fee to their own users for needed ILL services.

[10.12]   With library OA publishing, by contrast, it is possible that, once a text is published, an infinite number of copies can be made available to an infinite number of readers. Such a system makes prior distributive policies (and hierarchical distinctions) unnecessary and would certainly promote the satisfaction and well-being of readers. But what of publishers who want to protect the satisfaction (and sales) of their respected publishing concerns? It could also be argued that authors would be denied a share of royalties, as well as the reputation-enhancing benefits of being published by an established commercial or university press. However, the royalty payments generated by most academic publications are commonly paltry, library OA publishing will build its own reputation over time, and authors' reputations will be enhanced as their works are freely and immediately accessed online, read, cited and reviewed more, and thus given the potential for greater scholarly and social impact. Further, faculty would be spared the indignity of having publishers reject their submissions, not because of poor scholarship but rather in anticipation of poor sales. From the utilitarian point of view, therefore, if unlimited access to information can be provided to all, then the satisfaction of a large number of information users may be added to the satisfaction of authors, who can be rewarded with more readership in spite of the diminished satisfaction of some publishers. The net satisfaction of information stakeholders is thus improved.

[10.13]   In addition to increasing the amount of information sharing, scholarly merit also is of concern to librarians. Here, too, utilitarian philosophy provides some context and guidance. In philosophy, Jeremy Bentham, the father of utilitarianism, makes the case that more satisfaction is always better. Bentham's crude utilitarianism does not make qualitative judgments among different kinds of satisfaction—for example, higher or lower pleasures (Bentham 1830). In contrast, John Stuart Mill argues that evaluating quality is essential in determining the greater good; in other words, higher pleasures
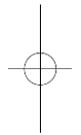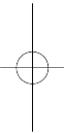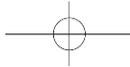
should count more toward the aggregate well-being of a community than lower pleasures. (Famously, Bentham argued that the satisfaction produced by music and poetry is no more valid than that produced by "push-pin," a simple children's game, while Mill took the opposite position, writing, "It is better to be a human being dissatisfied than a pig satisfied; better to be Socrates dissatisfied than a fool satisfied" (Mill 2002, 240).

Academic librarians have been drawn to both sides of this historic debate. Seeking to provide access to all scholarly information, or to all information regardless of scholarly merit, is consistent with the more crude utilitarianism of Bentham. Providing a curated collection of higher-quality materials is consistent with Mill's more refined version. Academic librarians responsible for collection development historically side with Mill, while ILL specialists tend to come down on Bentham's side, delivering any requested information. Institutional repositories also operate according to this latter principle, publishing any information that their local authors want to share. This is not to say that ILL librarians and institutional repository administrators do not care about the quality of information. Rather, they privilege information as essential to moving debates forward and understanding the real world that creates and consumes debatable ideas. This is also why it is essential for academic librarians, in addition to helping library users with information discovery and delivery, to emphasize critical information-literacy skills that help readers evaluate sources. **[10.14]**

There are concerns that with OA publishing, because it is easier to publish more, quality will become less important. However, any publishing model should be concerned with maintaining the reputation of its brand, so there is no reason why there would not still be selectivity and peer review in OA publishing. Indeed, scholarly communication can be strengthened by library OA publishing if it encourages the publication of works of outstanding scholarly merit that may be too specialized, long, or short to be commercially viable. OA publishing seeks to increase the number of works made available to the public, recognizing that there are many niche subjects that neither commercial presses nor university presses will publish due to anticipated lack of sales. There can also be more open and ongoing revisions in response to reviews, reader comments, and online discussions, and authors can make corrections as needed, much as is done in newspapers, rather than waiting (often in vain) for an opportunity to publish a revised version or edition. **[10.15]**

From this point of view, gold OA models that do not depend on sales to cover expenses appear to be taking the "more is better" approach to satisfaction. Other models, such as green OA, that are supported by sales might also seek to publish more, as long as doing so remains commercially viable. Of course, there are costs to OA publishing, whether green or gold, just as there are with the purchasing, licensing, and subscription models of traditional publishing and with borrowing and lending through ILL. The value of infor- **[10.16]**

mation sharing and the satisfaction it produces may be accepted by librarians and the academy as "worth the price." Still, even if satisfaction is maximized by more information sharing, when there are costs—as there always are—there must be choices. Utilitarian analysis can help librarians to weigh the costs and benefits of different publishing policies, practices, and projects. ILL librarians are uniquely situated within the current system to understand costs; the costs of sharing information through ILL include those of staffing, technology, consortia memberships, ILL fees to other libraries, copyright fees to publishers when libraries borrow more than fair use guidelines allow, and buying instead of borrowing when that is quicker or the only way to get new material. ILL librarians with adequate budgets are willing to pay reason- able $10 to $20 ILL fees to support the efforts of lending libraries to collect, maintain, share, and preserve information. They are not eager to pay publishers $60 or more for onetime access for one person to one article.

[10.17]   Similar considerations are relevant for academic librarians considering library OA publishing. Are they, like most university presses, meant to provide an adequate monetary return on investment? Is profit the appropriate measure of the value of scholarly communication? Who will pay, and can academic institutions afford the cost, especially in relation to other valuable and legitimate budgetary priorities? Different institutions will come to different arrangements, but tackling these problems openly and looking to the ethical principles that academic libraries are built on should play a central role in such considerations. Every day, librarians see that the academy could create and disseminate more information, at less cost, if they could keep the products of their labor under their control. They would also rather see their budgets go to supporting OA models than to commercial publishers making money by selling back the work of faculty to the universities that pay them to do research and publish. Information may "want to be free," as the hacker movement puts it, but it takes work to make it discoverable and deliverable and automation to make it quicker, and staff and technology cost money. Academic institutions must find ways to support library OA publishing through library budgets, departmental or institutional subsidies, grants, and other sources of funding. Editors who can professionally shepherd projects through all stages of publication are still needed, as are technology and peer review. The time and effort of researching, writing, editing, and reviewing are also of consequence. While the costs of OA library publishing must be met, revenue needs only to approach or match costs rather than to meet commercial profit levels. (Other possible models include support from grants or even advertising.) Since library "collections" would grow through open access, some money might be saved by purchasing fewer books and sub- scribing to fewer commercial full-text databases from expensive for-profit presses. Should there be savings in the long term, institutions could even use them to pay faculty, including the growing number of adjuncts, for   publish-

ing OA work. Whatever model is embraced, OA publishing will not be successful unless attention is paid to its costs.

In addition to utilitarianism, another ethical rationale that supports infor- **[10.18]** mation sharing as justifiable—some might say even obligatory—is that it promotes the common good of society. The ethical theory of the common good requires that policies seek to benefit everyone on some basic level, ensuring that even the least well-off members of a community are served (Hardin 1968). Taken to extremes, the concept of the common good may even call into question whether intellectual property rights are properly understood to be rights at all, rather than privileges established by custom and law designed to promote the common good by incentivizing researchers and writers (Bell 2014). Theoretically, progress of all kinds and for all people can be more quickly and widely achieved when traditional and innovative library services and spaces function to facilitate information access and shar- ing for the sake of both individual learning and social, cultural, scientific, and technological progress. Academic librarians, for their part, seek to make the exchange of information as free (both literally and figuratively) as possible, because information, in and of itself, is of limited use if it is hoarded, whether in inaccessible rare book collections in libraries or behind the high digital paywalls of publishers and aggregators.

By facilitating research, teaching, publishing, and other forms of scholar- **[10.19]** ly communication through library OA publishing, librarians can better serve the common good of their local communities, as well as promote the com- mon good of society in general. In a globalized, interconnected world of shared opportunities, there are also many shared problems that require the concerted effort of the citizens of the world to solve. More information sharing, among more people, creates more possibilities for such solutions. In addition to being a common good, information is also a public good—an economic concept describing a commodity or service that is provided to all without charge and that does not diminish by being used or shared (Courant and Jones 2015). When the marginal cost of sharing each additional item or piece of information is so incredibly low—given the existence of a reason- ably robust information-sharing infrastructure and technology—an argument based on potential contributions to the common good is most persuasive (Suber 2009).

In addition to valuing utilitarianism and a commitment to the common **[10.20]** good, academic librarians also are sensitive to the rights of all parties in- volved in scholarly communication. To this end, librarians turn (knowingly or not) to yet another major ethical theory, known to philosophers as deontol- ogy. Deontological theories hold that some acts are prohibited (or obligatory) because regardless of their consequences and results, they also violate (or uphold) certain rights (Alexander and Moore 2015). Library policies and services should seek to protect the rights of all stakeholders, including au-

thors, readers, researchers, publishers, aggregators, and society as a whole, both now and in the future. An ethical challenge for library information sharing entails balancing the rights—and sometimes choosing between competing rights claims—of all who have a stake in library policies.

[10.21] The idea that information wants to be free is another way of saying that learning is a fundamental right—part and parcel of human life and self-development. To this end, librarians could ensure that more information is freely shareable through library OA publishing. However, the fact that people want to access information, have an interest in doing so, and find the information they seek meaningful does not necessarily entitle them to this access. To many in the world of business patents and inventions, sharing is tantamount to piracy or stealing. Others, particularly in the world of security, see unlimited information sharing as potentially dangerous. Even within the world of education, more information sharing can be considered unfair or misguided in relation to other important goals or activities, such as building a rich collection for local use. In short, merely wanting something does not give one a right to it—even though this is a view that many, from some two- year-olds to many librarians and library users, might reject.

[10.22] When we enter the domain of rights, one could argue, in the manner of Enlightenment philosopher John Locke, that authors and publishers have a moral right of ownership of original work and intellectual property created through their labor and capital (Hughes 1988)—if not a legal right based on court decisions that have ruled in favor of incentive-based justifications. Such intellectual property ownership rights have never been absolute. At- tempts must be made to balance ownership rights with other values, such as the common good, through copyright law and, in the United States, its fair use exceptions for educational purposes. Building on the ideas of the past is essential for creativity, progress, and knowledge creation, so a right to access such work is recognized. This is not about discounting or discrediting the efforts of authors or publishers but rather about considering the entitlements of authors in the context of other legitimate rights claims; this is why all works of intellectual property eventually enter the public domain.

[10.23] Another important issue that librarians working in either ILL or library OA publishing must be aware of, and for which deontological analysis can provide guidance, is the right to privacy of use. Librarians are strongly com- mitted to the principle of user confidentiality in order to encourage informa- tion seeking and use. ILL departments, as is the case with circulation records, should only keep patron request information in order to communicate about transaction statuses and ensure that loans are returned. Even if library users want a list of their own past requests, librarians may discard such data in order to protect user privacy. In an OA environment, on the other hand, online discussions among identifiable people should be actively encouraged in order to cultivate reasoned debate and generate further ideas. Still,   users
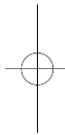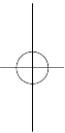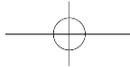
should also be able to look at a site anonymously, for the same reasons that they should be able to check out library books or make ILL requests confidentially.

[10.24] The last ethical principle we will consider here as relevant to library information sharing is the idea of reciprocity. This principle seeks to establish fairness as a social norm among independent actors, as well as a guide for rulemaking (including legal contracts). The principle of reciprocity, in the context of interlibrary loan, is most importantly concerned with the reciprocal willingness of libraries to share, operating according to the golden rule of treating others as one would like to be treated and asking no more of others than you would be willing to give of yourself (Internet Encyclopedia of Philosophy, n.d.). Clearly, the principle of reciprocity broadly informs the practice of interlibrary loan. Librarians who want to borrow material for members of their local community must also be willing to lend to other libraries. It is not expected that librarians will lend informational resources only to libraries from which they borrow or that they will lend only as often as they borrow. It does mean that librarians should lend as much as they can, even if they can only do so by charging reasonable processing fees to support the costs of their services and their information resources.

[10.25] In the context of individual readers and ILL, the principle of reciprocity also means that by borrowing the work of others, researchers simultaneously (if only implicitly) grant the moral right, although not necessarily the legal right, of others to borrow their work (should they be fortunate enough to produce something worth borrowing). Students of philosophy might recognize this as the Kantian categorical imperative applied to information sharing. Scholarly authors who insist on retaining the right to share their own work freely are, in effect, willing others to do the same. Publishers that restrict the ability of authors—who benefit from the work of other authors who do freely share their work—are, in effect, violating the principle of reciprocity; one could argue that they are even coercing authors to violate that principle by limiting the sharing of their work in order to sell it (and generally not compensating them much, either.)

[10.26] While authors can and do sign away their rights to publishers, it is interesting to note that many universities assert co-ownership of patents in work created by faculty and research staff on university time and with university funds. This practice recognizes that the academic institution is itself an entity whose rights and welfare deserve consideration. Although authors and other creators should be acknowledged and rewarded for their work, there is generally little to no monetary reward from writing (as opposed to work that might lead to potentially lucrative patents). Instead, ideas in scholarly communication are written about to be read, and sharing them moves knowledge creation and dissemination forward. Of course, publishers also add value and deserve compensation for their services, but commercial publishers that

make profits by artificially creating conditions of scarcity are abusing all other stakeholders.

[10.27] Indeed, the principle of reciprocity also suggests that a system wherein the academy has to buy back work that it has paid faculty to create is unfair. Making university libraries purchase work based on university-funded research, including research supported by faculty salaries and graduate student stipends, violates the principle of reciprocity by establishing two tiers of investment—the investments of the academic institutions (e.g., salaries, stipends, laboratories, subventions, reimbursements for scholarly travel, and so forth) entitle them to none of the benefits of publications, while the investments of publishers (e.g., editing, designing, printing, warehousing, and marketing) command all of the benefits.

[10.28] Another reciprocity-related lesson from ILL for library OA efforts is that some libraries inevitably become net lenders, while others will always be net borrowers. Net lenders that require large staffs and incur large shipping fees can recoup their costs by charging reasonable ILL fees (generally $10 to $20 per transaction) to borrowing libraries. Other ways to make the ILL system more equitable include reciprocal arrangements, consortium agreements, and the sharing of mentoring and training resources. Similarly, the free rider issue in library OA publishing must be addressed. Why should a university or library pay for OA efforts if they can get information freely from others? Enhancing their academic reputation is one reason. However, it is inesca- pably true that academic libraries have access to differing levels of support; just as many cannot afford large library collections, many cannot afford either robust ILL departments or library OA efforts either. However, smaller libraries can still participate in and contribute to the OA movement by get- ting the approval to try new things more quickly, by joining together, or by joining consortia that help all library OA publishers (Spiro 2015).

[10.29] Reciprocity also informs the idea that while colleges and universities remain in competition for students, faculty, sports, and academic reputation, academia is also cooperative, and knowledge creation, its shared goal, only happens with reciprocal information sharing. Library OA publishing efforts, like ILL services and libraries themselves, can set colleges and universities apart, enhancing their reputations, even as the value and reputation of academia as a whole is enhanced through more access to more information.

[10.30] The value of both ILL and library OA publishing is that they are outward-facing services, seeking to benefit local members of academic communities, as well as academia as a whole and society at large. Because academic librarians care about information access and sharing, as well as the quality and preservation of information, and because they have an ethical commit- ment to all of this, they are well suited to OA publishing. Librarians envision a system wherein authors get to be read more than in the commercial publishing model but are also reviewed and rewarded, as in traditional publishing; if
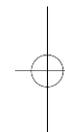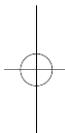
they can also create a system where the costs of accessing more OA information can be managed, then a great benefit to all will be realized.

THE EVOLUTION OF LIBRARY INFORMATION SHARING **[10.31]**

In addition to sharing a mission, values, and ethical commitment to information sharing with academic librarians and ILL services, library OA publishing also represents a positive evolution in how librarians can facilitate more information access through more information sharing. Libraries have come a long way from the cloistered archives of the monastic library, where scribes copied manuscripts by hand in order to preserve the wisdom of the ancients. In the academic libraries of medieval universities, access to materials was strictly limited to the local academic community and, perhaps, a few fortunate visiting scholars. Well into the modern era, in order to ensure preservation, academic librarians continued to protect material from damage or theft, at least by undergraduates, although scholars were sometimes equally suspect. Given that even local access to information was restricted, ILL as a formalized system did not become popular until the twentieth century. Instead, library users had to travel to do library research, and any arrangements for information sharing were made on an ad hoc basis. Over time, of course, academic librarians have become more willing and more able to share more material through ILL (Straw 2004) as well as through arrangements such as shared circulation systems or consortia. Seen in a historical context, library OA publishing represents yet another step in this evolution of increasing access to information through increased library information sharing. **[10.32]**

As for practical lessons for library OA publishing, the development of current ILL policies, services, procedures, costs, and cooperative systems are all potentially instructive. ILL librarians see the pros and cons of what is promised and threatened, gained and lost, depending on how open access is actualized. They see that people want to read and authors want to be read. They see the frustration of needing to travel to distant libraries without the time or money to do so. They can speak to the importance of traditional library collecting, preservation, and the continued use of print information, as well as the value of digital information and the need for library OA publish- ing. **[10.33]**

Again, ILL can and does effectively and efficiently meet many information needs. However, it cannot meet all of them, and it does take time and money, just as library OA publishing and all other library services do. Some therefore wonder whether ILL is the most cost-effective way to serve members of their local communities, especially when students, for instance, whose papers seem always to be due tomorrow (or yesterday), require more immediate information access. Even those who fully support ILL services **[10.34]**

Chapter 10

recognize that it is only in design and ambition that ILL can claim to potentially offer the entire world of information to its users. Again, in practice, a wide variety of limitations and blockages, dead ends and culs-de-sac exist. Preservation concerns, local needs, and staffing and budget limits mean that not everything is available through ILL. Librarians have legitimate concerns about sharing physical material that may be needed locally or that is fragile and/or impossible or costly to replace. Physical loans of print materials take time to deliver. Certain categories of material, such as those in special collections, master's theses, references and serials, reserves, new books, e-books, and media may be accessible locally but not shareable through interlibrary loan.

[10.35] Furthermore, ILL librarians face limits in accessing published material that is unavailable from other libraries because it is too new and/or embar- goed by database subscriptions, copyright laws, or license terms that restrict the ability of librarians to share. ILL is also stymied if dissertations are embargoed by PhD graduates hoping to turn their work into a published monograph. Embargoes on recent articles and libraries that cancel print sub- scriptions greatly limit the ILL availability of current journal articles. Li- cense terms for digital information can restrict information sharing, even beyond the limits imposed by fair use copyright guidelines. Articles and chapters from e-resources can be shared, depending on the license terms, but librarians need to read and understand these complicated contracts and advo- cate and negotiate for the same rights to share that they have in the print realm. E-books are still often not shareable through ILL (Gee 2007), al- though library sharing of e-books is being addressed through projects like Occam's Reader (Litsey and Ketner 2015). Also, fair use (or fair dealing) exceptions to copyright law for educational purposes exist in many countries but not all, so information sharing is often even more problematic when the information requested was published elsewhere in the world (Baich and Wel- tin 2012). This state of affairs is not beneficial for the future use of informa- tion or for information access and sharing today.

[10.36] All this serves to limit information access at the same time as the online discovery of information is easier than ever and global citizens are demanding more access to it. Again, in response, ILL librarians today can and do go beyond traditional library-to-library lending and borrowing, loaning and copying. If something is unavailable from another library, they can purchase requested books directly from publishers or booksellers, and some will purchase onetime access to articles as well. If costs were more reasonable, and if workflow could be integrated into library systems like OCLC's IFM, which ILL departments use to automatically pay the ILL fees of participating lenders, then publishers would likely get more business. Instead, however, publishers often require payment by credit card, and many ILL departments do not have access to this form of payment. Librarians also cringe at paying a
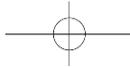
high price for onetime access to information that does not contribute to their ability to preserve and share information. Library OA publishing, on the other hand, offers the ultimate workaround for many of these limitations. Thus, the primary lesson from ILL for library OA publishing lies in the evidence it offers that a new system of scholarly communication is urgently needed.

Beyond establishing why library OA publishing is needed, the next most essential lesson from ILL for library OA publishing concerns what type of information would be most useful to publish. By identifying the type of information that librarians cannot generally provide through ILL, library OA publishers have a ready-made list of material they might usefully publish. By examining what is easy to get through ILL and what is impossible or prohibitively expensive, academic librarians see how current publishing models limit information sharing. By looking at the bottlenecks between what librar- ies can provide and what students and researchers are requesting, theyrecog- nize the need for global solutions to information sharing.   **[10.37]**

For instance, library OA journals would enable more new information to be shared rather than embargoed. Since ILL often cannot supply textbooks— because they are needed locally and kept on noncirculating reserve, and because textbook editions also change frequently (another imperative of for-profit publishing), making it wasteful to purchase more than a very small number of copies of each text—library OA textbook initiatives can help all students access such resources, written or chosen by their own faculty for their specific needs. Textbooks could also be updated when the field of study, rather than the bottom lines of publishing companies, calls for it (Oberlander 2015, 179). Data collections are increasingly required to be available for sharing, but ILL offers no mechanisms for tracking their use or working with large files. In the future, libraries can help publish such data through institutional repositories or OA publishing platforms. ILL often can- not get information from international libraries because of costs and restric- tive copyright laws and license terms; this problem can be addressed in the future as library OA publishing becomes an international effort. Often, ILL also cannot get new books, so as library OA publishing becomes more popu- lar, more monographs can become more accessible. Costly exhibit and art books and long-form reference materials that are generally noncirculating, in particular, would be more accessible if published through library OA efforts.   **[10.38]**

Another lesson from ILL for library OA publishing concerns cost man-agement. Potential savings may be realized from paying less for information that librarians currently purchase or license and from paying less for ILL and copyright fees. Consolidating related services, such as libraries and univer-sity presses, within an institution and joining consortia and other cooperative groups can also contain costs. ILL librarians have learned that they can save money—and, indeed, can only work at all—because librarians cooperate.   **[10.39]**
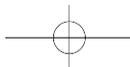
They adhere to reciprocal agreements that speed turnaround times, and national and international codes guide procedures and policies that protect the interests of lenders and borrowers. ILL staff members share best practices and expertise because there is satisfaction in working toward a common goal, and helping lending and borrowing partners to work more efficiently and effectively helps everyone. Some libraries use shared circulation systems that enable direct access to the collections of several institutions, offering quicker delivery times by using shared technology, workflows, and catalogs. Others join shared regional print repositories that enable quick retrieval and effective preservation.

[10.40] Librarians involved with OA efforts are similarly trying to work together across libraries. The Library Publishing Coalition comprises a network of libraries working to promote library publishing (Lippincott and Skinner 2013, 368). The Public Knowledge Project is studying the "feasibility of establishing publishing cooperatives that bring together libraries, journals, scholarly societies, presses, and others as a financially sustainable open access model for peer-reviewed scholarly publishing" (https://pkp.sfu.ca) and hosting OA journals for libraries (MacGregor et al. 2013, 359). The Knowledge Unlatched "model depends on many libraries from around the world sharing the payment of a single Title Fee to a publisher, in return for a book being made available on a Creative Commons license via OAPEN and HathiTrust as a fully downloadable PDF" (http://www.knowledgeunlatched.org/2015/06/new-collection). The Open Access Network "is made up of committed individuals, organizations, societies, publishers, libraries, and institutions working together to Make Knowledge Public" (http://openaccessnetwork.org). And the Open Library of Humanities "is a charitable organisation dedicated to publishing open access scholarship with no author-facing article processing charges (APCs) . . . funded by an international consortium of libraries" (https://www.openlibhums.org/site/about).

[10.41] ILL also offers library OA publishing an example of using and embracing technology to manage and automate transactions more efficiently and cost-effectively. Library information sharing has always evolved along with technology. Librarians gratefully use the latest in fax, phone, and electronic transmission to make requests and share copies. ILL transactions take many steps, and ILL management software, such as ILLiad, and technological enhancements, such as IDS Logic, help ILL staff members to automate as many of their processes as possible so that transactions are processed more quickly. Similarly, this embrace of technology can extend to library OA publishing platforms, making OA publishing more affordable for libraries. (Open Access Scholarly Information Sourcebook 2012)

[10.42] Even as they embrace digital information, however, ILL specialists also recognize the value of print. Similarly, even as library OA publishing evolves, a technology divide that limits the dissemination and use of digital
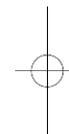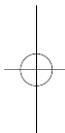
information still exists. Many people do not have access to up-to-date, reliable computers or only have mobile access, which makes deep and long reading problematic. Reading textbooks and long-form monographs in print is still preferable to using many existing e-readers. In recognition of this fact, ILL policies can allow requests for print copies of books, even if the library provides online access to them. Similarly, librarians in an OA world can facilitate print-on-demand, creating shared technology hubs so that all members of their communities have access to screens and printing. Another limitation of ILL that OA publishing would alleviate is the greatly limited access to information that people unaffiliated with academic institutions often have. While many public libraries do provide ILL, they cannot always afford ILL processing fees or enough staff time to process ILL requests quickly. Yet the contributions of people outside the academy to knowledge creation are also essential to the shared future of the world, and these individuals also need access to information. Library OA publishing would make more information directly and freely available to all.

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As for the preservation of both print and digital information, ILL specialists know that requests for information can come from anywhere, from anyone, for anything, at any time. They see demand for the long tail of information, including requests for obscure books and materials that have never been checked out of a library before. This is why, going forward, librarians need to ensure that they have the right to preserve any information they pay for, rather than licensing access to e-journals for a limited time. More library OA publishing would ensure that information is preserved and remains accessible because of the commitment of academic librarians to this long view.

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The customer service orientation of successful ILL departments offers another lesson from ILL for library OA publishing. When borrowing information, ILL staff members try to fill all requests as quickly as possible, understanding that the faster and more seamlessly they can do so, the more valuable their services are. When they do good work, the library is valued and appreciated. When their services are perceived as slow and overly complicated, they are generally less used by their community and receive less financial and other support for their work. Despite efficiencies and cooperative agreements, ILL departments that are understaffed or lack an adequate budget for technology and fees can only do less. Authors and readers who find OA publications harder to navigate will not create or use them. A recognition that much more can be done with more resources is also applicable to understanding how much library OA publishing can do if it is properly funded rather than seen as an extra service and not well supported or staffed.

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Today, the bulk of twentieth-century printed material remains available only from libraries and shared print repositories because of copyright laws and digitization limits. So, in order to serve the current generation of students and scholars, academic librarians need to fund ILL (McGrath 2014). Yet,
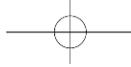
information sharing in the digital age is already evolving beyond the need for librarian mediation. Online sources such as social media and blogs and informal social information sharing through Reddit's r/Scholar or Twitter's #icanhazpdf enables peers, colleagues, friends, and strangers to share information directly with each other, at times within the limits of fair use but sometimes also arguably beyond it (Caffrey, Gardner, and Gardner 2015). If librarians do not provide information access, then commercial publishers and social networks will try to do so. If they do, however, through a combination of effective ILL, OA publishing, and other efforts, then libraries will continue to maintain a valuable role in twenty-first-century information sharing.

**[10.46]**   CONCLUSION

[10.47] Academic librarians value the roles that library collections, licensed e-resources, ILL, and scholarly presses play in advancing knowledge creation and dissemination. However, they also see that the current system of scholar- ly communication is unsustainable, because of high costs, and undesirable, because it regularly makes information sharing and access more difficult rather than less. Challenging economic realities mean that new ways of doing things are required; at the same time, fear of change can limit the desire and energy to successfully adapt, cooperate, change, and grow. As valuable as information and academia are, the academy, publishers, and libraries are in an existential—and, in some cases, very real—battle for survival. Serious issues plaguing academia include the high costs of college tuition, questions about its relevance to job success and to solving real-world problems, the decrease in tenure-track faculty jobs, and an ever increasing number of poor- ly paid adjunct postions. Given these realities, no one wants to risk wasting time and resources on either paying exorbitant prices to commercial publish- ers or any quixotic attempt to revolutionize a scholarly communication sys- tem that already contributes so much to progress and learning.

[10.48]   The skills of traditional editors and publishers remain respected. They too are aware of the calls for open access publishing and are responding by making more work available to all. Still, their pricing models and embargo policies, as well as their time-consuming review and production schedules, remain problematic for librarians, authors, and readers. Academic librarians who support library OA publishing recognize that it can enable both a high quality and a high quantity of scholarly output, while minimizing the marginal cost of each individual transaction and decreasing the problem of scarcity. Digital information and technology offer exciting, new and better ways of making information available. Library OA publishing can thus become a truly transformative, rather than merely sustaining, technology. For authors,
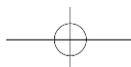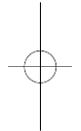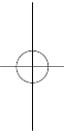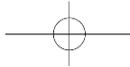
publishers, librarians, and readers open to new ways of sharing information, new opportunities abound, library OA publishing chief among them.

Library OA publishing need not destabilize or take over all publishing or all OA publishing, just as OA does not mean that there is no longer any need for library and ILL services (Baich 2015). However, as such efforts expand, the future of information sharing and scholarly communication will increasingly be determined by the academy itself rather than by outside market forces. Libraries have the infrastructure, budget, and values to help them navigate change during this transitional time in scholarly communication. Those with editing, marketing, and other publishing skills will still be needed; they can simply work within libraries. Academic libraries can pub- lish textbooks, new work that is perhaps longer or shorter than average, or work that is more niche or interdisciplinary or about a new subject, from students and scholars who are not yet established or from well-known au- thors who care primarily about being read by more people. Librarians can worry less about making a profit and more about publishing valuable infor- mation as cost-effectively as possible. Peer review and quality can be main- tained, and constructive comments and discussions encouraged, because li- brarians care about the quality of information. They can encourage produc- tive discussions and make it transparent when information has and has not already been vetted and reviewed. Preservation can be ensured because li- brarians care about access, both now and in the future. Tenure-track faculty, as well as adjuncts, can be rewarded for publishing on OA platforms. The cost of library OA publishing can be managed as its potential to increase knowledge creation and dissemination is realized. Library OA publishing can enable academic librarians to participate in creating a stronger and even more relevant future for academia as authors create more, readers read more, and library information sharing helps scholarly communication to flourish.

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