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# University of Alberta Libraries Interlibrary Loan Department – Creating new relationships, locally and globally

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## Abstract

**Purpose** – The purpose of this paper is to identify the value and benefits from newly developed relationships between the University of Alberta Libraries' Interlibrary Loan Department and other institutions through the delivery of new services.

**Design/methodology/approach** – The paper is a descriptive review of the new services provided, including a centralized interlibrary loan service for members of the NEOS Consortium and an article delivery service for Can Tho University Library (Vietnam), an overview of the implementation of the services and a discussion of the value and benefits created.

**Findings** – A single-point of intake for interlibrary loan requests for a group of academic libraries can be implemented successfully with few drawbacks, providing benefits to all the participants. An article delivery service to an institution that provides no interlibrary loan services provides value through access to new resources and demonstrates not to be a burden on the provider; yet, this paper demonstrates that the primary value is in learning about their patrons' needs.

**Practical implications** – Other institutions could replicate these services and relationships.

**Originality/value** – Single-point of intake for interlibrary loan in academic consortial environments has neither been demonstrated in the literature nor has any component of interlibrary loan been described to support international initiatives to assist libraries in disadvantaged countries.

**Keywords** Academic libraries, Collaboration, Consortia, Document supply, Delivery services, Interlibrary lending

**Paper type** Case study

## Part 1: NEOS centralized interlibrary loan service

### Introduction

Libraries are naturally inclined to work within collaborative partnerships with other libraries due to the fact that together they are stronger, they can provide more services and make available more collections to a greater number of people. Therefore, almost every library is part of a local consortium and, in the case of academic libraries, often part of multiple consortia spanning large regions (Potter, 1997). Consortia enable the sharing of expertise among a group of libraries, but also the sharing of technological infrastructure, and services.

Resource sharing has been a dominant feature of many consortia, for example, the Ohio Library and Information Network (OhioLINK) provides a statewide shared catalogue that has enabled significant resource sharing (Cook and Smith, 2011). Similarly, the NEOS Consortium, "a cooperative library consortium consisting of government, hospital, college and university libraries throughout Alberta", shares a catalogue among its member libraries that has

facilitated resource sharing[1]. These shared catalogues enable patrons to find items from all participating libraries, and, through the requesting feature of the catalogue and the delivery systems created by the consortium, patrons can pick up requested items at their preferred location.

Another collaborative approach to resource sharing includes the sharing of the technical infrastructure for interlibrary loan (ILL) systems. For example, the OCU Consortium, a consortium of 20 Ontario Universities, implemented a shared ILL system consisting of OCLC's VDX software (McGillivray *et al.*, 2009). The University of Alberta (UAlberta) hosted the Relais ILL system for Athabasca University, the University of Calgary and the University of Lethbridge up to 2012.

One additional model has facilitated resource sharing for member libraries, which can be called a lending centre, a model described as early as 1973 in the work of Rolland E. Stevens (Stevens, 1973). Lending centres can provide services such as bibliographic verification, filling requests from its own

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collections, as well as resourcing items not held by its own collections. For example, the British Library Document Supply Centre functions “to support the library systems of the UK by providing a loan and photocopy service to other libraries through the country” [2]. However, each requesting library still has its own ILL service through which requests flow, while a lending centre is often considered as a last resort for which to submit requests.

In her ARL White Paper on ILL, Beaubien stated that “Research and academic libraries provide ILL services only to their own clearly defined user community” (Beaubien, 2007, par. 2). Yet, collaboration between libraries on resource sharing, as demonstrated above, continues to be important to consortia and improvements to services are always sought. For example, Alberta Health Services (AHS), consisting of 400 sites and over 100,000 AHS staff members, created as part of its virtual library services a single point of intake for receiving article requests (Turner and Vaska, 2015). Turner and Vaska show positive feedback to the centralized service and indicate success in their objective of developing a consistent and equitable service.

There are many reasons why a library may be interested in being part of a centralized ILL service. One, staffing a reliable ILL service requires multiple people being experienced and knowledgeable about ILL processes. Second, technological infrastructure for ILL systems requires local expertise and commitment to frequent upgrades and can be costly. Third, processing times of ILL requests will be longer for those lacking the resources of a large ILL department. Fourth, invoicing and payments are time consuming and a drain on financial services staff. Several NEOS libraries had been struggling with some or all of these factors, exacerbated by Alberta’s strained fiscal post-secondary environment.

This paper will provide a description of the NEOS Centralized ILL Service, discuss how a single point of intake for receiving and processing ILL requests was developed for a group of NEOS academic libraries and the overall impact of this new relationship with participating NEOS member libraries.

## Description

This section will cover a description of the NEOS Centralized ILL Service and an overview of how the centralized ILL service went through the stages of proposal to implementation to post-implementation.

### Description of the service

The NEOS Centralized ILL Service is a single point of intake service for receiving and processing loan and copy requests and can be signed up for by any member of the NEOS Library Consortium. The Consortium consists of about 17 libraries and library systems, including college, university, hospital and government libraries. The single point of intake is located at the UAlberta ILL department. Each participating library is given its own set of request pages that feed into the UAlberta Relais system.

On the borrowing side, each request enters a NEOS queue to which a UAlberta staff member is assigned. Each request is verified and routed to an appropriate supplier. Loans that are received will be processed at the UAlberta ILL department

and given a book band with a barcode that can be used to check out the item through the NEOS ILS. It will then be shipped through the NEOS delivery system that already has been in place to support resource sharing enabled by the shared catalogue request function. The patron can obtain the ILL loan from a hold shelf at their local institution and return it there to be sent to the UAlberta ILL department for shipment back to the lending library. Copies are delivered through a post-to-web delivery service, which sends an email to the user containing a link to their ILL account where they can obtain the document after agreeing to our terms of use.

On the lending side, requests for copies or loans from the partner libraries are received by the UAlberta ILL department. The shared catalogue is used to place holds on physical items from the partner libraries if the UAlberta cannot supply from its own collections. When the item is received it is processed for shipment to the borrowing library. If the request is for an electronic item, the partner library is contacted to determine if they have the license to supply and if so, they will provide an e-copy to the UAlberta for delivery to the borrowing library. This is the only mediation required by the partner libraries and does not occur frequently.

### Pre-implementation

This paper’s author developed a proposal to investigate the potential for the University of Alberta Libraries (UAL) to offer a centralized ILL service to interested NEOS members on a cost recovery basis. The proposal led to the establishment of a NEOS task force to evaluate the proposal. The task force surveyed member libraries regarding current ILL practices, developed a cost calculation matrix, a risk register and service guidelines. The task force also addressed copyright and privacy considerations and investigated the possibility for Relais International to create the necessary modifications to the UAL’s Relais system to implement a centralized ILL service. The task force ultimately recommended a one-year pilot for running a centralized ILL service for interested NEOS member libraries to be provided by the UAL. The task force’s recommendation was accepted, and the UAL devised agreements for five participating libraries and began the steps required to provide the service.

The UAL engaged Relais International in the development of the necessary infrastructure, which included the following:

- creation of request pages for each institution;
- NCIP LookupUser response that identifies users as belonging to a participating member library;
- a separate queue for NEOS patron requests;
- associating requests with the UAL for the purpose of lending libraries; and
- development of reports that can be limited to a single member library.

Additional technology that was required was NCIP’s circulation interoperability functions. This enabled the ILL department to gain efficiencies in the processing of received items. When an item is received in Relais, it now automatically creates a brief record in our circulation system and places a hold for the patron which is a time-saving and error-reducing feature.

### Implementation

Implementation steps involved testing of Relais' new functionality, request pages and the ILL department's internal workflow. Each of the participating members entered test requests into Relais using their new request pages. They tested various patron types, loans and copies, as well as requests that required cancellation or other mediation. This was to ensure that our messaging was not UAlberta centric, but easily understood by NEOS patrons. This was also a learning time for UAlberta ILL staff, as there were differences in some procedures in how a request would be handled for UAlberta patrons versus NEOS patrons. For example, UAlberta patrons may receive a cancellation if the item is available from the local public library; however, this does not apply to NEOS patrons. Another example is the supply of articles from UAL databases, for which staff must check whether it is permissible to send copies to another library patron. If not, the item will be sourced from another supplier, even though the UAlberta community would have access to the item.

One area that provided difficulty for the NEOS partners was the implementation of the OpenURL in their link resolvers. This required working with their link resolver provider to find solutions. Although this created some delay in the implementation of the full service for some of the libraries, all libraries were eventually able to provide their patrons with full access to the new request pages.

Each of the participating libraries were required to make changes to their records in Library and Archives Canada's Directory of Library Symbols and ILL Policies, and OCLC's Policies Directory to reflect that UAlberta is now solely responsible for their lending services. Furthermore, emails were sent to the listservs to request that library registration records were amended to reflect the change in service.

### Post-implementation

The only area that was problematic post-implementation was statistical reports. After receiving a significant number of requests from each of the institutions, some errors in the reports came to light. Therefore, it was necessary to take a very close look at all the statistical data to ensure that all requests were represented, and that they were attributed to the correct libraries. Billing for the service is partially based on the statistics obtained from Relais, and therefore, it is of utmost importance that all statistics are completely accurate. UAlberta worked closely with Relais International to develop accurate reports.

All participating libraries have expressed satisfaction with the service provided and no major issues appeared during the first two quarters post-implementation. An update on the pilot project was provided at a NEOS Directors Meeting in May 2015, which included statistics on the usage of the service. The directors of the participating NEOS member libraries were all extremely satisfied with the service and their ability to reallocate their staff to other services. Two additional NEOS member institutions have signed up for the service since the pilot project has started.

### Discussion

The NEOS Centralized ILL Service demonstrates that a single point of intake and processing of ILL requests is

possible for a group of academic libraries. A consortium that already has set up a shared catalogue and a resource sharing delivery system between its members will have a strong advantage. An environment that contains pressure to gain efficiencies and cost-savings will be beneficial. Furthermore, a centralized service within a consortium requires partners to let go of full control over the service, which requires strong collaboration in the development of the service and a thorough understanding of service limitations and expectations.

The main benefit for the provider of the centralized ILL service is the cost-sharing of the ILL system. The partners are responsible for paying the cost of implementation, ILL system usage fees, professional fees to compensate IT and librarian time to run the service and pay transaction fees associated with the requests made by their patrons (staff processing time, postage and lending library fees). As the UAlberta ILL department is now responsible for the ILL services for seven institutions in addition to the UAlberta, there is an added pressure to ensure that all its systems are running smoothly and are up-to-date to provide the best service possible. In addition, with more institutions using the service, problems are identified more quickly and benefit all users.

The centralized ILL service is able to provide a faster turnaround than the partners could provide previously. Other benefits include no more technical infrastructure for ILL that needs to be maintained, being able to provide their patrons with access to request forms when prior service consisted of emailed requests, no more staff that needs to mediate requests and no more invoicing and payments for ILL transactions. The cost of the service is comparatively low when all the benefits are considered. For example, paying a five dollar invoice for an ILL transaction is a considerable cost when the staff time involved is considered, whereas the UAlberta ILL department has consortial arrangements, access to IFM payment through OCLC and easy access to IFLA vouchers, as well as an online system for taking payments from borrowing libraries.

A drawback of the centralized ILL service, as with any service that is provided to a number of clients, is that requests or concerns have to be prioritized in a much larger environment. A request for a simple change may be dealt with in a longer time frame due to the fact that the UAlberta ILL department is upgrading a system or dealing with an issue affecting service to a number of partner libraries. The focus will be on providing a stable and reliable service, while individual requests may have to be delayed depending on the circumstances. However, patrons of the partner libraries have expressed satisfaction with the service. At a later date, patrons could be surveyed to support this anecdotal evidence.

If considered to be a drawback, a centralized ILL service also requires compromise on a number of issues, including service standards, the branding of Web pages, costs, standard messages, etc. The task team resolved a number of issues, but some of these issues were encountered during the implementation period. Whereas, the task team was able to devote considerable time to discuss the issues and work through models and come to consensus, the implementation period required the pilot institutions to come to quick decisions. Each institution evaluated issues, for example branding of their Web pages, in terms of how we could move



forward most quickly and still be comfortable with the compromises made. Therefore, it is important to work with people who understand the issues and can make the decisions. Compromise is part of any collaborative experience, and whether a drawback, it gives an opportunity for reflection and discussion on current practices while working towards a greater good.

## Conclusion

Resource sharing between libraries is an important feature of library consortia and continues to evolve to improve access to information for all patrons. Although the main focus has been to share collections and technological infrastructure, the NEOS Centralized ILL service has demonstrated that a group of academic libraries can also share an ILL department, including the staff. A single intake point for ILL requests has several advantages as identified by the Task Group, including faster turnaround of requests, reduced technical infrastructure and upkeep, redeployment of ILL staff or managing with fewer staff due to cuts, professional request forms for patrons, etc. These benefits greatly outweighed any potential drawbacks from giving up full control over one's ILL services. The NEOS Library Consortium has the distinct advantage of a shared ILS, which has facilitated the ease of developing this service by having access to patron data and the supports for moving items around the Consortium. However, there has been strong interest in the Service and libraries external to the Consortium are considering the Service as an option when contemplating changes in how they operate their ILL services. Therefore, future steps will explore the possibility of leveraging technology, such as NCIP, to enable libraries external to the Consortium to take advantage of the Centralized ILL Service.

## Part 2: ILL service for Can Tho University, Vietnam

### Introduction

Resource sharing between libraries transcends borders, providing scholars access to collections that have strengths unimaginable to replicate in other countries. Yet, international borrowing is an activity that comes with many challenges. The RUSA Sharing and Transforming Access to Resources Section (STARS) International ILL Committee identified citation verification, technology, communications and costs as barriers to international ILL (STARS, 2009). The barriers for libraries in disadvantaged countries would be magnified, lacking access to lending infrastructure or the funds to pay the fees associated with international interlibrary loan (ILL).

There is some evidence of libraries supporting international initiatives to support libraries in disadvantaged countries. Staff exchanges and gifts of collections are examples of common international library initiatives (Bolt, 2011; Kidd and Roughton, 1994; Yu, 1981). The literature lacks specific evidence of ILL support for libraries in disadvantaged countries.

The University of Alberta Libraries (UAL) has a strong international relations program, providing exchange programs and collection support to a number of libraries in disadvantaged countries. Dr Margaret Law, the Associate

University Librarian for International Relations for UAL, and the author of this paper collaborated on a pilot project to assist a library in a disadvantaged country with access to copies of materials held by UAL. This paper will provide a description of the service, discuss how the pilot project was implemented and the overall impact of this new relationship with Can Tho University Library – Vietnam (CTUL).

## Description

### Description of the service

The goal of the service is to provide a university library from a disadvantaged country with free ILL access to UAL's article collections. The service includes three components:

- 1 implementation support;
- 2 free access to electronic delivery of copies from the UAL collections; and
- 3 feedback.

Implementation support consists of a point person who will communicate with the selected library, in this case CTUL, and provide guidance with receiving requests from patrons, searching the UAL collections, accessing the ILL request forms and obtaining delivery of the copies. The selected library is given free access to electronic delivery of copies to assess the usage of the service without any concern regarding payments. Feedback includes information regarding request cancellations, usage statistics and titles borrowed.

### Pre-implementation

It is important for international agreements to have full support from both Library and University administrations, which was obtained for this initiative (Taylor, 2015). Dr Law and the author devised the principles for the International ILL Pilot Project, specifying the goal, selection of country, requesting process, restrictions, duration and evaluative measures. Dr Law has responsibility for selecting the country and pilot institution based on financial need and lack of international ILL infrastructure.

Can Tho University (CTU) was selected as the pilot institution. CTU is a higher education institution located in the Mekong Delta of Vietnam. Enrolments consist of approximately 54,000 undergraduate students and 3,300 graduate students, supported by 2,000 staff[1]. The UALberta and CTU have a memorandum of understanding in place between the two institutions supporting a number of initiatives currently in place[2], (Ha, 2013). In addition, Dr Law had already supported workshops at CTUL prior to the pilot project and therefore had well-established connections in place.

Based on the principles for the International ILL Pilot Project, an agreement was developed for CTUL, which was approved by the UALberta's International Relations Office. With agreements in place, Dr Law connected the author and the staff at CTUL via email. A single point of contact was assigned from CTUL, which made communication easy and effective. Once contact was made, it was possible to start implementation of the pilot project.

### Implementation

The pilot service was to commence as of January 1, 2014, and last until December 31, 2014. CTUL's primary contact for

this service was the Head of Information Services Division, Nguyen Thi Kim Tri. There was no time pressure, as there were several months to set up the service on their side and UAL to provide access to the UAL ILL request forms. Communications were via email in English, which posed no problems for either side.

An account was set up for CTUL, which Ms Nguyen tested from her end. Test requests were placed through the UAL's Relais ILL request forms and the UAL ILL department successfully received the requests and filled them accordingly. There were no issues found during testing, and Ms Nguyen found the forms easy to use.

The next step involved discussions about how to implement the service for the CTUL's patrons and ideas for promotion. An overview of a possible workflow was provided to CTUL, as well as suggestions on what could be communicated to patrons regarding the use of the service. It was decided that patrons would submit requests to CTUL via email, and the requests would be checked against resources held at CTUL. Ms Nguyen had pamphlets created that described the service and how to check the UAL resources. A slide on a screen in the library also promotes the service. The CTUL website contains a prominent link to the service. Information about the service is also provided in information literacy classes and through emails to various groups.

**Post-implementation**

After the first two months of providing the service, statistics were reviewed for any issues arising from the patrons' requests. Table I not only shows that a considerable amount of requests for articles were submitted during the first two months but also that cancellations formed about a quarter of the requests. After discussions regarding the number of requests cancelled, CTUL made changes to their workflow that would involve checking not only their own resources, but also the UAL catalogue to ensure that requests were only submitted if UAL held the title. Although cancellation numbers continued to be significant, they can be attributed to license restrictions that the UAL ILL department must adhere to.

Table I shows also that there was a considerable drop in requests after the first two months of the pilot period. CTUL

**Table I** Number of Can Tho university requests received, cancelled and filled by the University of Alberta libraries in 2014

Month	Submitted	Cancelled	Filled
January	88	24	64
February	195	48	146
March	42	12	30
April	61	22	39
May	22	9	13
June	39	13	26
July	0	0	0
August	29	18	11
September	7	4	3
October	16	3	13
November	13	2	11
December	26	7	17
<b>Total</b>	<b>538</b>	<b>162</b>	<b>373</b>

promoted the service throughout the entire pilot period. The pilot period was continued for 2015 to determine whether there would be any changes in the usage of the service provided. However, as Table II shows, there has been no significant difference thus far in the usage of the service, especially when the first two months of 2014 are omitted.

**Discussion**

The main concern about providing a free article delivery service to an academic library in a disadvantaged country was the volume of requests that may be generated and whether it would place a strain on the resources of the ILL department. However, it should be recognized that such strain would occur at both institutions, as not only does it take time to provide the item but it also takes time to receive and check the requests from patrons and input them into the request form. From this perspective, it is unlikely that a situation would arise where the volume would be so large that the service is unsustainable. For those that are risk averse, it could be useful to think about what volume would be acceptable and suggest a limit on the number of requests to ensure that demand could be met. However, for the purpose of this pilot study, no limits were set and as the numbers have shown, it did not pose any problems.

The overall number of CTUL requests that were received by UAL were much lower than anticipated. It is easy to think that the service itself has not provided much value to the patrons of CTUL. Discussions around promotion of the service demonstrated that CTUL had a great deal of promotional material in various media, which suggested that promotion of the service was not a reason for low usage. During further discussions it was mentioned that CTUL patrons were requesting items that were actually held by the library. UAL has a similar experience with its patrons, as the ILL department fills a considerable number of UAL patron requests for items that are locally owned. During the period of January 2014 to August 2015, CTUL received 1,074 emailed requests for approximately 3,000 items. This number is considerably higher than the 659 items CTUL requested from UAL. In fact, CTUL library staff filled 2,344 requested items from their own databases and other sources (e.g. Google, Google Scholar, Researchgate.net, free databases, etc.).

This pilot project has given CTUL a different look at their patron needs. It provides CTUL with evidence for the need for more information literacy education and a need to evaluate their current discovery tools. Ms Nguyen stated in email

**Table II** Number of Can Tho university requests received, cancelled and filled by the University of Alberta libraries in 2015

Month	Submitted	Cancelled	Filled copies
January	1	0	1
February	0	0	0
March	23	5	18
April	8	0	8
May	11	1	10
June	24	1	23
July	1	0	1
August	53	11	42
<b>Total</b>	<b>121</b>	<b>18</b>	<b>103</b>

correspondence with the author that providing this service helped them to “see the importance of us as information adviser”.

## Conclusion

The University of Alberta is committed to “uplifting the whole people”, a phrase that is associated with Henry Marshall Tory, the University of Alberta’s first president. As a public institution, it is called upon to not only make a difference in the lives of those who walk through its doors but also to allow all to benefit from its presence in our society. The UAL has a strong focus on international relationships that allow us to share our knowledge and expertise. The pilot project described in this case study has been successful in providing an academic library in a disadvantaged country with access to free copies of articles from the UAL collections. The service did not impose significant demands on the resources of the UAL ILL department; therefore, the pilot has been extended for one more year. This pilot has also shown that the value of an ILL service goes beyond the articles that are supplied and provides an institution with greater insight into their patrons’ information needs and challenges in finding local materials. There are many libraries that could use similar assistance and those that have the means are strongly encouraged to establish partnerships similar to the one described above.

## Notes

- 1 Available at: [www.neoslibraries.ca/node/4](http://www.neoslibraries.ca/node/4)
- 2 Available at: [//www.bl.uk/aboutus/quickinfo/facts/history/](http://www.bl.uk/aboutus/quickinfo/facts/history/)
- 3 Available at: [www.international.ualberta.ca/en/GlobalConnectionsCollaborations/EastSoutheastAsia.aspx](http://www.international.ualberta.ca/en/GlobalConnectionsCollaborations/EastSoutheastAsia.aspx) (accessed 12 March 2016).
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