Introduction to the CETUS Publication Series
Prepared by Kenneth Crews, February 2011

Three extensive and diverse university systems combined their efforts in the mid-1990s to address a series of common issues, mostly centered on policies and planning for the transition to digital media and communications that was then occurring in higher education. The university systems were California State University, the State University of New York, and City University of New York. The project adopted the title "Consortium for Educational Technology for University Systems" and was generally known as "CETUS."

Faculty members, administrators, and librarians from the three universities met regularly over a period of about three years, and a major outcome was the drafting and publication of the following four manuals:

Fair Use of Copyrighted Works: A Crucial Element in Educating America. Seal Beach, CA: Consortium for Educational Technology for University Systems, 1995, 34 pp.

Ownership of New Works at the University: Unbundling of Rights and the Pursuit of Higher Learning. Seal Beach, CA: Consortium for Educational Technology for University Systems, 1997, 32 pp.

Information Resources and Library Services for Distance Learners: A Framework for Quality. Seal Beach, CA: Consortium for Educational Technology for University Systems, 1997, 39 pp.

The Academic Library in the Information Age: Changing Roles. Seal Beach, CA: Consortium for Educational Technology for University Systems, 1997, 18 pp.

Kenneth Crews, currently at Columbia University, served as a consultant to CETUS and as a member of the advisory board. He wrote much of the legal analysis included in the foregoing publications on fair use, ownership, and distance learning. These projects were widely distributed and posted on a website. They met a clear demand for helpful information about copyright and information policy, and the publications were frequently included on reading lists and websites at many colleges and universities throughout the country. Many elements of the copyright materials were subsequently updated and incorporated into a formal policy issued in 2003 for the entire California State University system: http://www.calstate.edu/AcadSen/Records/Reports/Intellectual_Prop_Final.pdf.

Much more information about the project was available on the CETUS website, which was abandoned many years ago. Fortunately, the original site (www.cetus.org) was archived and is now available on the "Way Back Machine" at www.archive.org. In order to assure their continued accessibility, the four publications are now made available on Academic Commons at Columbia University: http://academiccommons.columbia.edu.

Discussion Series

Information Resources and Library Services for Distance Learners:
A Framework for Quality

C.E.T.U.S.

**Consortium for Educational Technology
for University Systems**

California State University
State University of New York
City University of New York

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The following publications are part of a series intended to stimulate thinking and discussion in the academic community and do not represent official policies of CSU, SUNY and CUNY:

- *The Academic Library in the Information Age: Changing Roles*

- *Fair Use of Copyrighted Works: A Crucial Element in Educating America*

- *Information Resources and Library Services for Distance Learners: A Framework for Quality*

- *Ownership of New Works at the University: Unbundling of Rights and the Pursuit of Higher Education*

"While some institutions are working creatively to solve the problems inherent in providing library support at a distance, a large number have not felt it necessary to do so."

Marie A. Kascus

Introduction

Higher education is facing dramatic changes as a result of several paradigm shifts, not the least of which is the information revolution. Colleges and universities are responding through increased use of educational technology and a repositioning with respect to the Socratic belief that students "sit at the foot of the scholar." Today's "footprint" may be one of a satellite dish covering thousands of miles. In a world where convenience of location and time are demands of our customers' environment, distance learning becomes a mission critical issue for postsecondary education. For some, however, concerns linger about the quality of this form of education.

The Chief Executives of the California State University (CSU), the State University of New York (SUNY) and the City University of New York (CUNY) agree that library services to distance learners is, indeed, a central issue which will increasingly impact quality. Further, they have agreed to work together on this important academic challenge in an effort to assist higher education across the nation.

The Chief Executives formed a Joint Committee in January of 1994. Participants realized the potential for leveraging the enormous size of three respected systems of higher education in the nation's two largest states. The idea of a transformed university, one more student-centered, less place-dependent, and significantly enabled by technology, was articulated at the first meeting in Albany. A compelling vision of the future was crafted, with one major work group dedicated to library services for distance learners.

The work contained in this document reflects the overarching organization of the three systems, The Consortium for Educational Technology for University Systems (CETUS), which developed, in part, as a result of the Joint Committee's work. CETUS came into formal

existence with the signing of a memorandum of understanding by the three chief executive officers of CSU, SUNY and CUNY on July 22, 1995. The collaborative had its genesis some two years earlier in a teleconference conducted between the CSU's Commission on Learning Resources and Instructional Technology and its counterpart in the SUNY system.

This document summarizes the results of the CSU-SUNY-CUNY Work Group on Information Resources and Library Services for Distance Learners.

The Process

The Joint Committee met several times over a two-year period. During that time, literature searches were conducted and references reviewed on the topic of library services to off-campus learners and when available, specifically to distance learners. The Work Group conducted a limited survey of sample institutions to determine existing activities. Finally, a sampling of accrediting agencies was contacted to determine current guidelines on both distance learning and library support services.

Purpose

This document contains recommendations on guidelines for information resources and library services for distance learners. As such, it may serve as a blueprint for policy development or updating existing guidelines at the local, state, regional and national level. The overarching intent of this work is to provide sample principles as a resource for developing, enhancing and endorsing standards and guidelines for distance learners. **It is not presented as policy.**

The Joint Committee began this initiative on the firm belief that librarians, students, faculty and administrators need to become partners in the access and delivery of education. In so doing, they must also provide students the concomitant resources necessary to support the learning experience. Many educators are uncertain how to integrate support services for distance learning. Ideally, this booklet will provide some guidance.

Acquiring technology is easy; preparing for its use is the real challenge. We encourage the growth of distance learning when appropriate, and as such, we strongly urge colleges and universities to commit resources to assure quality learning. This is one step in that direction.

It is hoped that the recommendations in this document may serve as a resource for developing, enhancing and endorsing standards and guidelines for distance learners.

It is the intent of the authors to encourage higher education leaders to address distance learning and the inherent opportunities provided to learners, while assuring a framework for quality is established.

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Section 1

Overview of Distance Learning in Higher Education and Current Practices in Providing Information Resources and Library Services

Distance learning is revolutionizing American higher education. Over one hundred years ago, correspondence courses were first offered to accommodate those learners who were unable to pursue a traditional education. Today, learners do not even need to leave their homes to earn a full degree from a respectable, accredited institution.

According to the American Council on Education, "Distance learning is a system and a process that connects learners with distributed learning resources." (*Guiding Principles for Distance Learning in a Learning Society*, May 1996) The purpose of this document is to address the information resources and library services that are available for this genre of learning.

Students have a variety of educational opportunities available that fall under the rubric of distance learning. They include, but are not limited to:

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One-way video and audio, non-interactive

Examples:

   Prepackaged telecourses over cable or public broadcasting channels

   Taped video or audio cassettes

   Radio courses

One-way video, two-way audio

Examples:

   Teleconferencing via satellite

   Courses offered over statewide networks to multiple sites

Two-way, interactive

Synchronous (Live) Examples:

   Compressed or full motion video

   On-line "chat rooms"

   Combination of video and live computerized interaction

Asynchronous (Delayed) Examples:

   Internet or Web-based

   Lotus Notes via computer modem

Regardless of the delivery system, colleges and universities recognize that the technology often precedes planning and policy development. As the information revolution grows at an unprecedented rate, faculty, administrators, boards of trustees and accrediting agencies are literally overwhelmed by the problem of how to keep pace. Moving down the information highway is often a chaotic journey, resulting in extraordinary paradigm shifts at every level.

Ironically distance learning is placed under greater scrutiny in some cases than traditional on-campus classes. Those concerned with the academic integrity of such programs raise many questions about the ability to provide effective learner support services. Some institutions reply by providing more than the on-campus students receive; others create elaborate schemes to cover up inadequate learning environments. Often, the library comes into the center of the discussion.

There are numerous articles and existing standards on information resources and library services for distance learning. The fundamental question must be "how do we serve distance learners in ways that meet or exceed academic standards of traditional classes?" Many encourage colleges and universities to build off-campus libraries that are modeled after the campus library environment. Yet duplication and shadow services are not the answer. As we move toward more sophisticated technological delivery of higher education, the very nature of our business will change. So, too, must the library.

To date, library services for distance learners range from requiring trips to local on-campus or public libraries to state-of-the-art electronic text delivery. Faculty sometimes allow the technology to drive the curriculum, which is exemplified by changing the required readings to accommodate library services. This is reversing the natural order of good instruction and may compromise the quality of the course.

This document addresses existing and proposed standards from accrediting agencies and major library associations. Individual state policies vary greatly. Most, frankly, do not know quite how to handle this brave new world. We offer some possible solutions.

Section 2

Existing Policies on Accreditation and Information Resources and Library Services for Distance Learning

Section Overview

The Joint Committee developed a survey to assess current guidelines and future plans for library services and distance learning at the regional accrediting agencies. The results demonstrate that accrediting agencies vary greatly on their guidelines for distance learners, specifically with respect to library services. Sampling indicates some have addressed this critical issue, while others are in various stages of development.

The most detailed standards on distance learning are currently used by the Southern Association of Colleges and Schools/Commission on Colleges. Other commissions/agencies are in advanced stages of guidelines development. The Northwest Association of Schools and Colleges/ Commission on Colleges strongly adheres to integrating distance learning into existing guidelines, often noting these guidelines refer to courses/programs *wherever and however offered*. This poses an interesting alternative and challenge to the dilemma of revising entire sets of standards.

Revised or new standards show that several regional accrediting agencies adhere to the guidelines provided by Western Cooperative for Educational Telecommunications of the Western Interstate Commission for Higher Education (WICHE), entitled "Principles of Good Practice for Electronically Offered Academic Degree and Certificate Programs." Many accrediting agencies also refer to the American Council on Education's "Guiding Principles for Distance Learning in a Learning Society." Both organizations' principles are listed below:

"Guiding Principles for Distance Learning in a Learning Society"

Learner Support

Principle: Distance learning opportunities are effectively supported for learners through fully accessible modes of delivery and resources.

Subprinciple:

1. The providing organization has a learner support system to assist the learner in effectively using the resources provided. This system includes technology and technical support, site facilitation, **library and information services**, advising, counseling, and problem-solving assistance.

"Principles of Good Practice for Electronically Offered Academic Degree and Certificate Programs"
Western Cooperative for Educational Telecommunications

Resources for Learning:

The program ensures that appropriate learning resources are available to students.

Other professional associations are also addressing library services for distance learning. The Association of College and Resource Libraries (ACRL) announced in July 1996 that they will be developing revised standards for extended campus library services. These new standards may also become part of the accreditation guidelines when complete. Frequently, accrediting agencies turn to the ACRL as the leader in library policy development.

Summary of Regional Accrediting Agencies' Guidelines:

Policies on library services for distance learners vary according to accrediting commission. The Western Association of Schools and Colleges integrates its policy on information and learning resources to all locations. Several colleges in that region are involved in detailed discussions assuring quality services to learners.

The new draft guidelines of the Commission on Higher Education, Middle States Association of Colleges and Schools include a section on library and learning resources. The standards note that "Institutions seeking to establish distance learning or those that have already implemented such programs should recognize that access to and utilization of learning resources is key to a successful program." (Middle States Association,

1996, p. 4) The off-campus learning resources guidelines also apply to distance learning, and in some cases, are more specific. Importantly, the combined guidelines recognize the changing role of the library and provide alternatives in the standards such as computer networking and technical help lines.

The Commission on Higher Education, New England Association of Schools and Colleges addresses library services in its Standards for Accreditation, not specifically for distance learning. The wording emphasizes the Commission's focus on integrating all programs under umbrella criteria for evaluation, "Through the institution's ownership or guaranteed access, sufficient collections and services are readily accessible to students wherever programs are located or however they are delivered." (Amy Lezberg, Personal Communication, June 5, 1996, p. 3) They further emphasize that students must be clearly aware of all services available, and have continued availability.

North Central has no separate standards except those insinuated through the WICHE principles. The Northwest Association of Schools and Colleges, Commission on Colleges uses existing standards for all courses and programs "wherever located and however delivered." (Northwest Association of Schools and Colleges, 1996, p. 71) Standards require that distance delivery programs include sufficient learning resources for students.

The Southern Association's Criteria For Accreditation requires that "The institution must have sufficient learning resources or, through formal agreements or appropriate technology, ensure the provision of and ready access to adequate learning resources and services to support the courses, programs and degrees offered." (Southern Association of Colleges and Schools, 1996, p. 49) They further state that "For distance learning activities, an institution must ensure the provision of and ready access to adequate library/learning resources and services to support the courses, programs and degrees offered. The institution must own the library/ learning resources, provide access to electronic information available through existing technologies, or provide them through formal agreements. Such agreements should include the use of books and other materials. The institution must assign responsibility for providing library/ learning resources and services and for ensuring continued access to them at each site." (p. 49)

The guideline continues, "When formal agreements are established for

the provision of library resources and services, they must ensure access to library resources pertinent to the programs offered by the institution and include provision for services and resources which support the institution's specific programs — in the field of study and at the degree level offered." (p. 59) Again, this Commission is more specific than most.

Conclusions and Observations. There remains a lack of consistent guidelines among accrediting agencies, common for on-campus courses and programs as well. It is the ultimate purview of the regional and specialized accrediting commissions to develop their own standards. Several such standards are similar across the regions, but many are not. With respect to distance learning, Middle States and the Southern Association have more detailed guidelines planned or already in place. Others are committed to assuring that any revised guidelines do not differentiate location. There is certainly no right answer, but many questions remain.

One of the most notable conflicts rests with whether or not distance learning programs should even have separate guidelines. One accrediting agency was adamant when interviewed that the problem with the new guidelines proposed by the American Council on Education was the implication that distributive learning needs its own guidelines. Other agencies were equally committed to the bifurcation of policies/standards, stating that without separate regulations distance learning will become sub-standard compared to on-campus programs.

Eventually, the lines must disappear between the two forms of delivery – on-campus and through distributive distance learning. The requisites for the latter are clearly more rigid, more than implying that if a course is not taken on a college campus it will be inferior. The converse can also be debated. If the accrediting agencies are concerned about support services, academic integrity, and other areas such as registration that is learner-centered, why then are we not willing to strictly evaluate traditional programs? One area is sacrosanct while the other is automatically deemed questionable.

There remain many unresolved issues, not all of which must by resolved by regional or state regulations, but rather at the local level. The library and learning resources guidelines are only in their nascent stage and will need ongoing attention from accreditors.

Section 3

Information Resources and Library Services to Distance Learners: Statement of Principles

One:

All faculty and students are entitled to an academically appropriate level of information resources and library resources no matter where or how the instruction is delivered.

Although this statement seems quite obvious, it is not always adhered to consistently. However, the provision of service may become more complex as students and faculty move away from the norm of an on-campus user visiting a physical building. The tendency is for librarians and others to massage the rules to fit the exceptions, rather than looking at the delivery of information and services with fresh perspectives.

In discussing service, the providers need to work with the faculty and the learners to ensure responsiveness to user needs. Everyone involved needs to identify and examine their assumptions about faculty and learners at a distance. The challenge is to move from the traditional provision of service to new ways of responding to distance learners. Many outstanding examples exist across the country.

Two:

Effective instruction requires collaboration among discipline faculty, librarians, and media/technology professionals in both the development and implementation of instructional programs.

A team comprised of discipline faculty (experts in the subject content), working closely with librarians to identify library resources and delivery systems, and complemented by media/ technology professionals is essential to a successful distance learning program.

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Three:

Distance learning programs must include the development of relevant information competencies by all learners.

The role of the librarian is to assure that students develop skills to be able to locate and retrieve information, to evaluate, use, communicate and demonstrate such skills effectively. This responsibility also includes teaching students research techniques that enhance their ability to think critically.

Four:

Appropriate access to information resources for distance learners requires a designated librarian facilitate the provision of information resources and library services for those students.

Assignment of a librarian to distance learning courses is essential to assure appropriate input and oversight of information needs and services. It is not necessary, in all cases, that this individual dedicates his/her time strictly to distance learning. However, the expertise of a professional librarian is tantamount to the success of the program.

See companion document: "The Academic Library in the Information Age: Changing Roles."

Five:

Effective distance learning requires broad application of the principles of fair use of copyrighted works, as well as other public rights of use of copyrighted works.

Critical to the success of distance learning is the ability to use and share a wide variety of materials to enhance the educational experience. Copyright law must not unduly burden the display, performance and transmission of the tools of learning.

See Section Four of this document for additional information on fair use and copyright and companion documents: "Fair Use of Copyrighted Works: A Crucial Element in Educating America" and "Ownership of New Works at the University: Unbundling of Rights and the Pursuit of Higher Education."

Six:

Commitment of resources and services for acquiring and distributing information is essential to planning and implementing distance learning programs.

It is unrealistic to expect that innovation in a technologically enhanced environment occurs without resources or the re-allocation of resources. Libraries need to explore new formats and avenues for acquiring and delivering needed information. This may include purchasing rights and licenses, developing materials in an electronic medium, or purchasing materials to be placed at a remote site. Libraries need to participate in partnerships that facilitate acquisition of materials such as CETUS (California/New York consortium) and cooperative agreements for borrowing materials or placing materials at a distant location.

Seven:

Telecommunications and technology infrastructures must be reliable, ubiquitous, secure and supportive of distance learning programs.

Faculty, students and staff must feel confident that technology will work and will perform for them, at any time and from any place. This demands that the infrastructure is "state-of-the-art," well developed, easily reached and properly maintained. It requires that the technology environment uses recognized operational standards of reliability and stability. It also demands that communications and transmission of information resources will be confidential and secure. Training and user support to engage the technological environment and apply its tools and applications must be available to all students, faculty, and support staff regardless of location.

Eight:

Learners share responsibility with colleges and universities they attend for acquiring those tools and applications needed to access information resources.

There are additional costs associated with accessing information at a distance or in a technologically enhanced environment. Neither the student or the institution should be expected to bear the entire responsibility for those costs. A distance learning/technology plan must address finances and responsibilities by department. It is equally pivotal that the college/university take a pro-active role in negotiating

educational discounts for telecommunication services, computers and other information hardware/software resources. Activities must include options to rent, lease/purchase and/or purchase services, resources and materials at reduced rates. Special provisions should be made for those students who are economically disadvantaged to borrow, on short term, college/university equipment as required.

Nine:

Professional Schools of Library and Information Science should incorporate teaching and learning experiences on library services for distance learners.

Librarians must be educated and sensitized to the needs of non-traditional users. Providing experiences in a distance learning environment will provide future librarians with the tools to function effectively in the modern academic library. This education and training is lifelong. Employers need to provide all library faculty and staff with opportunities for continuing education in relevant areas of technology, learning styles and resource dissemination beyond the campus.

Ten:

Library collections and services should address unique learning styles among distance learners.

A broad range of resources offered in different formats that allows for some choice on the part of the distance learner will contribute to a successful learning experience. Formats may include but are not limited to print, video, audio and electronically delivered text -which may be accessed through the World Wide Web or other appropriate networks/ software.

Eleven:

College and university academic administrators, librarians and faculty should institutionalize ongoing assessment of the quality of library services for their distance learners.

Library administrators and librarians must design and implement assessment tools that go beyond the collecting and reporting of statistics. These instruments must include qualitative data, quantitative data and user satisfaction. Data needs to be analyzed in a meaningful way so that successes and failures can be clearly assessed. In addition, these analyses must be included in an ongoing process that incorporates flexibility and change.

Twelve:

Learners must be made aware of unique academic, technology, and library requirements for the distance learning course(s) in which they are enrolled.

Librarians and discipline faculty must work collaboratively to assure that students' needs for library services are met. Provisions for accessing library and information resources should be published and disseminated widely in appropriate institutional documents, as well as those created by the library. Learners must know the options available for receiving library orientation and bibliographic instructions in the use of the new technology, as well as traditional resources. They should also know what computing facilities and software are available and when they are expected to provide their own hardware in order to access library and information resources.

Section 4
Fair Use and Ownership in a Distance Learning Environment

Distance learning raises a number of complex copyright issues which the law does not adequately resolve and thus requires careful planning on the part of instructors, librarians, and administrators responsible for distance learning. To the extent that the law has clarified some of the issues, the legal results are sometimes undesirable and problematic at best. All instructors and administrators responsible for distance learning at colleges and universities throughout the United States should address the two broad aspects of copyright law applicable to the distance learning enterprise. First, most distance learning programs involve the use of copyright protected materials that may be reproduced, displayed, performed, or transmitted in connection with the program. Many such uses could be copyright infringements. Situations that give rise to possible infringements may range from mounting materials on a Web server, transmitting portions of audiovisual materials to remote locations, or even reading lines from a book or play. Fortunately, one provision of the

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United States Copyright Act (Section 110(2)) provides an exception for many such uses in distance learning. That exception, however, is limited with a set of ground rules for its applicability and by the types of materials that may be displayed or performed in the transmission of a distance learning experience. Educators must be aware of the many restrictions and opportunities provided by the particular statute and by the more general law of fair use.

The second broad question about copyright and distance learning is the issue of the ownership of videotapes, Web sites, and other newly created materials produced in connection with the distance learning course. Copyright law generally awards the ownership of rights to the person who does the creative work and brings the original material into existence. On the other hand, the work-for-hire doctrine may apply and make the employer of a professor or technician the owner of the copyright to the new work. Because the law applicable to the ownership of new works at universities is not entirely clear, and because distance learning products may involve contributions from many different members of the university community who have many different interests in their use, a well-reasoned university policy or a contract between the faculty member and the university may be the necessary tool for clarifying ownership and rights of use. Another working group within the CSU-SUNY-CUNY Joint Committee has been developing materials related to fair use and to the ownership of new works created at the colleges or universities. Some of those materials may be found on the World Wide Web at http://www.cetus.org.
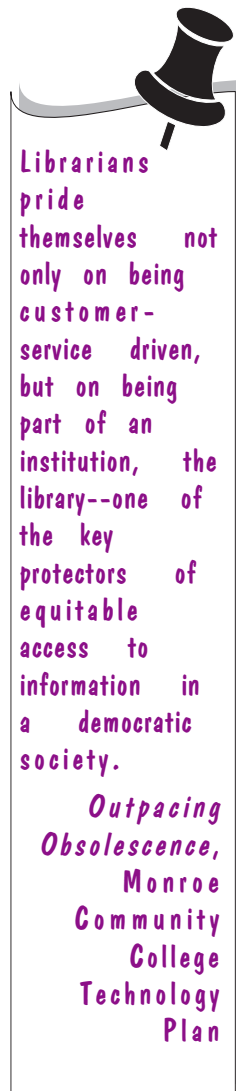
Section 5
Illustrative Scenarios
Introduction

Some would say that the University and its Library exist to preserve knowledge, to transmit knowledge and to develop knowledge. These attributes are basic to the mission of a university and are carried out in a manner that is anything but incidental. The integration of information technologies into the university community has played, and will continue to play a significant role in empowering student, faculty and staff to engage in study and research by gaining access to knowledge resources . In many cases this occurs independently, and in ways more easily and readily than ever before, offering new avenues for collaboration and communications at almost any time, from almost any place.

The University Library of tomorrow will have physical form, but it will also have an ever increasing "virtual reality" setting as a part of its framework. Although noted shifts in the Library environment will take place, one thing that will remain constant is that it will endure as one of the intellectual centers of the university and, as an academic backdrop, a place where students, faculty and staff will continue to flock for mentoring, information resources access and skills development.

In the coming years, the emergence of a "New University" will require our conceptualization of its present structure to encompass, rather than to accommodate, global education, distributed learning, distance education, mediated instruction and information technologies. This reconceptualization is an expanded challenge for university libraries, librarians and information technologists. The following scenarios are intended to provide some examples of present and future library applications that will serve the needs of students, faculty and staff in meeting learning/teaching, research and scholarship, and creative activities objectives. The purpose of these scenarios is to help prepare

university administrators, library faculty and professionals, instructional faculty and staff to become more aware of the library and their own changing roles. Further, it makes salient the features, breadth, depth and functionality of services and tools available to library patrons in the physical setting and/or its electronic environment as we approach the year 2000.

Too often, many of these scenarios are shaped not by the needs of a strong educational experience, but rather by the external forces of copyright law. To that end, the Joint Committee that prepared this work addressed copyright in several ways, including development of other materials, as cited in the introduction to this document. In considering these scenarios, we hope that readers will not resolve that copyright is the paramount force on their educational plans.

We do, however, hope that readers will become attuned to copyright, first to avoid unwanted collisions with the law, but second to be aware of the sometimes beneficial and detrimental consequences of the law and to find strategies for living with them and ideally influencing future change in the law.

Scenario #1

Required Training to Access Resources

Many incoming freshmen and transfer students lack the exposure, depth of experience and skill sets required to use the Library as an information resource, reference and research center. To solve this dilemma, many higher education institutions offer a variety of library and computer literacy workshops. While some institutions offer these workshops for non-credit, others have formalized the curriculum by packaging the educational goals and objectives, in one fashion or another, as a part of (a) a one, two or three credit general education course, (b) an integrated component of a writing composition and/or literature course, or (c) a multiple series of courses. Depending on the college/university, instruction can be provided by the Library faculty, an academic department or consortium of departments, or through some cooperative approach. Whatever the framework, the learning outcomes tend to be interdisciplinary, providing the student with a body of knowledge, practicum and experience in exploiting the Library and its information resource applications and tools. In this scenario, it is a requirement that distance learners have access to the technology, understand the relevance of the information, and also have some experience in using computers.

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What are the challenges in providing library services?

Providing this range of training or instruction is challenging enough when the student is physically located in the Library setting. How does the library professional staff/faculty and/or instructional/classroom faculty provide the basic research skills essential to a college/university academic experience for students who are truly geographically remote? Knowing that some of these students might find it difficult to come to campus, what provisions have been identified to provide alternative opportunities? Are there physical requirements both on and off the campus that must be considered? Can the information technology itself be exploited to empower the students in gaining access to the training and educational resources?

What options are available today?

Solutions which exist today include program text workbooks, aided by audio tutorial cassette tapes. More sophisticated tools can include similar materials that are developed on videotape. Students could rent or buy the package sold by the campus bookstore. An alternative to this is to have copies of these materials available for viewing and check out from the college/university library, adult learning center site, local library, regional high school, or community college.

Students with personal access to computer workstations that are networked or multi-media equipped could be educated on-line using the Web and/or CD-ROM respectively. The more robust the hardware and software, the more self-sufficient the instruction, including provisions for interactive problem solving and branching, testing, student tracking and management. A walking tour of the Library, for example, via the Web and/or CD-ROM is possible in virtual reality, with the student determining which aisle, stack or room to enter and explore. On-line training via Web pages can provide remote learners with the necessary training to successfully complete basic research skills acquisition and other course requirements while communicating synchronously and asynchronously with an instructor, library professional, student or group of students.

Access to literacy training can also be provided by establishing cooperative programs, supporting training and user access with regional high schools or community colleges. The level of the partnership can vary dramatically according to the programmatic agendas driven by (1) the curriculum outcomes delineated by literacy training course and follow-up

courses, (2) number and size of the student body using these resources for classroom and open access activities, and (3) the nature of the cooperation among institutions that may mutually benefit all students and facilities impacted.

Scenario #2

Reserve Books/Articles

Faculty typically place materials in the Reserve Book Room in Libraries for assignments to be completed outside of class time. Books, articles, photos and artifacts are traditional items; sometimes only one copy exists. For example, a Photography instructor has twenty unique photographs that must be studied and has assigned his students to view the photos and report their findings and observations as a part of a class homework assignment. The photographs were donated by a well known photographer with a written understanding that his creative work would be used for scholarly research. Although the photographs have been displayed at private and public functions, they have not been offered commercially for sale.

What are the challenges in providing library services?

For those remote students who are truly geographically distant from the campus, this can be a real challenge in completing the required assignment. The photographs in this case are copyrighted, have never been licensed for reproduction or publication, and are only available for viewing in the Reserve Book Room.

What options are available today?

Fair use may allow limited copies of some photos for student use, but placing materials on an electronic server — without restriction — could easily go far beyond the bounds of lawful uses under current law. Often the photos are commercial purchases.

The photographer has offered his work to the college/university for scholarly research. Taking the time to explain to the donor the challenges that faculty and students face when engaging in a distance education course can often open up a new door of rights and opportunities. For example, the photographer might be requested to permit the use or licensing agreement to be expanded to include additional prints, or the replication of the prints in paper or slide form to be kept on file at the

adult learning center. If that does not work for the donor, you might suggest digitizing with the understanding that only enrolled students in the distance learning component, using a password, could gain access to the digitized version. To accomplish this, the Library would need to have the appropriate technical resources to digitize the materials into a database. The data file could be made accessible through the faculty member's course Web Home Page or specialized file server. This assumes, however, that the remote student has access to the Internet, a campus computer account, and browsing compatible hardware and software to access the photographs. An alternative for the student requiring such resources is to place a workstation in the adult learning center for this purpose and others.

It is possible that permission would be granted for electronic dissemination of the 20 photographs only if the photographer would receive reimbursement for each time the database is accessed. For the privilege of remote access, the students may incur a small user fee.

Scenario   #3

Interlibrary Loan Rights

The instructor has asked that a research project be completed requiring citations from various resources (not all periodicals). The remote student is familiar with on-line search tools, having received prior training. Since the Library has increasingly been replacing print periodicals with electronic versions or services, on-campus students too are increasingly using the computer workstations, many of them from home. Inter-Library Loan (ILL) is a common service and is an additional but small cost to regular students. The remote student is not allowed to call in the 20 ILL requests he has, and there is not enough time to mail in the request and still make the assignment deadline. The periodical searches work well, but the print book citations are more challenging.

What are the challenges in providing library services?

Database services offer on-line fee-based text delivered by postal mail, fax, or electronic download. These typically require a credit card number as payment. In order to complete the assignment, the remote student needs to have appropriate hardware and software, and a valid credit card with a history of good credit. This type of purchase is often very expensive. It may still be difficult for the remote student to gain access (electronically or physically, in full or partially) to the books required. The Library may provide photocopies of chapters, faxed or mailed to the

remote student, but only within limits. Systematic copying for groups of students may not be allowed under current copyright law, leaving the Library to consider actions such as requesting permission to replicate the material. Fees for duplication and rights could be absorbed by the academic unit or passed on to the student by purchasing the workbook package through a bookstore. Additional books may be purchased by the Library and loaned to the remote students for the cost of the shipping fee. The bookstore may also facilitate additional student purchases as necessary. Encyclopedias on compact disks could also contain the materials that students require, and may be available for purchase, loan, or on-line.

Scenario #4

Limited Copies of Required Materials

The faculty member has assigned a viewing of a videotape series for students as an out-of-classroom supplement to his/her own lectures. There is only one copy of the videotape series in the Library's non-print collection, and there are 350 students enrolled in a multi-section course which is offered live on campus in a studio-classroom, simultaneously on local cable television and via digital satellite to two distance learning adult learning sites about two hours away from the college/university. The majority of students enrolled in the course are taking it from sites other than the studio-classroom. On-campus students have access to the Library and its non-print collection 14 hours a day, 6 days a week. The video series was not produced by the college/university, but rather by a national consortium. When the series was acquired, its license stipulated that use was limited to the library and to college/university classroom(s), although the series could be distributed electronically by closed-circuit video. The professor has taught this course for more than three years, but this is the first time televised instruction will be used. The faculty member believes the viewing of these materials to be critical to the course and will not forego this assignment. How does the remote student complete this assignment?

What are the challenges in providing library services?

It is understood from the needs expressed by the faculty member that the integrity and academic quality of this course is dependent on this series. Searching for and finding a substitute is not likely nor a viable solution, considering the semester has begun. Meeting with a vendor when there is little time or latitude available for negotiations does not place the college/ university in an advantageous position. Unless a financial agreement that

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is acceptable to both parties can be reached, it is unlikely that students viewing the course at remote sites will be able to take advantage of the supplementary video series in the same way. Working with an instructor on what non-print requirements will be used before the start of class is an essential ingredient. Anticipating such use, based on the library faculty's pro-active nature or knowledge of the curriculum, helps to embody it into the baseline licensing agreement, optional rights and services, (for an additional fee), should it be required to serve the needs of the distance learner.

Licensing agreements are often written in contract language. Therefore, understanding the exact terms and conditions that govern their use can be difficult for the inexperienced. For example, broadcasting the series over cable television, based on the scenario outlined above, is clearly a violation of the agreement since the terms and conditions did not stipulate that use. On the other hand, delivery of the series to a classroom, via the campus's closed-circuit video system was noted as being permissible. The right, therefore, to transport the signal electronically to a bonafide college/university classroom (an officially recognized college/university adult learning center), by closed-circuit video via digital satellite (which is encrypted and thus not publicly available for viewing), could be loosely interpreted as within the scope of the licensing agreement. Unfortunately, this doesn't take care of those students who are taking the course via local cable television. With only one set of tapes, Library staff will soon feel the impact of so many students coming in for viewing the tapes within a short period of time. Many might be part-time students, some who do not have a campus ID or parking pass, which further exacerbates the problem.

What options are available today?

Licensing agreements governing the acquisition of an educational videotape series must be linked to its use. Decreased acquisition dollars today often limit up-front the capability that an institution might have had years ago in buying unrestricted rights. Acquisition librarians should certainly pursue extending agreements to include options providing enhanced rights (i.e., duplication, broadcast [on commercial and non-commercial outlets], public, educational and government cable television channel, electronic distribution via closed circuit ITFS compressed video and digital satellite), should the educational need arise.

In this example, the license to use the videos, even on a restrictive closed system, is essential to distance learning. The relevant copyright statute (Section 110 (2)) does not allow any audiovisual works in distance education transmission, so any such use may depend on a license. Buyers of video collections ought to seek rights of "public performance and transmission for educational purposes" as a condition in all purchase orders or agreements.

In solving the needs of the local cable television students, it would be practical to acquire the rights to duplicate the tapes or to purchase another set of tapes to meet on-campus demands. One set could be used to offer a well thought out schedule of playback periods, chosen in response to a student questionnaire, and offering a variety of days and times for viewing the series in small classroom sessions on campus. The other set would be kept on the non-print media shelf, in reserve, on a first-come, first-served basis. An alternative to these solutions would be to license the material from the distributor (assuming that they would be agreeable) with the intention of having the student rent it from the campus bookstore or other video stores that the campus might have a partnership with. An adjunct to this model is to deliver it via cable television, over a pay-per-view channel, covering this cost by having the students purchase the viewing rights through the cable operator.

Scenario   #5

The Haves and Have Nots

A group of under-represented minority students, all of whom are economically disadvantaged, are taking a college/university level course at a site within their distant rural community. Although the instructor teaches the course one night a week at the local adult learning center, the curriculum requires significant use of information technology (i.e., library data bases, the Internet, collaborative software and e-mail type correspondence with the instructor and other groups of the students) to properly complete the course's various research assignments. These men and women do not own, or have access to an up-to-date computer workstation, modem, or Internet connection, but have had some exposure to library computer applications and search tools in high school. They are working on their first of many general education credits and need to take this course, as they will take others, at this site before moving on to the college/university to complete their upper division courses.

What are the challenges in providing library services?

General purpose computer laboratories throughout the college/university and workstations in the Library tend to be in high demand. However, students typically gain access to these environments during some portion of the day, evening or on weekends. At some campuses, the need for information technology and library resources is so high that 24-hour student access is normally provided to one or more general purpose computer labs. Computer centers and libraries are also investing in large modem pools to provide remote access to information resources from home or the work place. The hardware, software and human infrastructure required to maintain this framework is exceedingly expensive, and the demand outpaces the supply. Like the library card, which provides equal access to all students, many colleges/universities accord students the privilege of having a computer account with entry to the library's information resources, the Internet and e-mail. Although there is an increasing amount of library data bases and other information resources available in electronic form, the vast wealth of the colleges/university library collection remains inaccessible to the distance learner. Public libraries, once the mainstay of many regional communities, have not been able to keep up with the general needs of their patrons, much less the unique and special requirements of those in pursuit of a higher education degree. For students who are financially deprived and geographically distant from a campus, this inaccessibility of resources presents a further obstacle towards attaining a college/university degree.

What options are available today?

The library and college/university's commitment to equal access for distance learners and regional education respectively suggests that some redirection of internal funds is required if this goal is to be attained. Understanding that these funds could never begin to satisfy the breadth of the programmatic agenda required demands that alternative actions be taken so as not to sacrifice academic quality.

It is fair to say that, along with the college/university, the responsibility for one's higher education relies on the fortitude and the voracity of the students. Sharing the cost of car pooling from a rural setting to the campus to use library resources and computing resources is not unreasonable. Group efforts should be encouraged and organized, even if it means waiving a parking fee to offset the fuel consumption and vehicle wear and tear. Alternatively, the library and the computer center might permanently install in the adult learning site, in exchange for free space and facilitation, one or more workstations and network connections to be used by these students and others during scheduled hours. Grants can also be written to help fund some capital equipment development. It is also not unreasonable to offer the student low cost loans or a cooperative buying plan to lease or purchase a workstation. An alternative option is for the campus to locate a machine at the site, with students renting it on an hourly basis as needed. Partnerships could also be fostered with neighboring rural libraries or high schools leveraging a college/university Internet connection for scheduled access to a workstation lab.
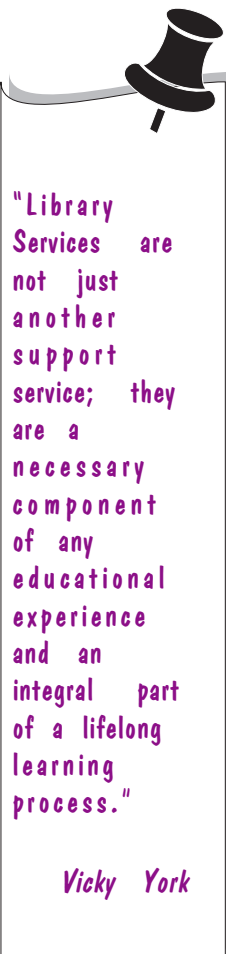
Section 6

Recommendations for Implementation

Recommended Action Steps: The Call for Action

The Working Group offers the following recommendations for providing information resources and library services to distance learners. Everyone involved in the learning process has responsibility for quality assurance. Therefore, suggestions are offered for all stakeholders.

Learners

1. Thoroughly review the distance learning courses and programs as to requirements for support services prior to enrollment, and determine readiness, needs and options for participation.

2. Make a commitment to find the best possible academic support services at locations that are accessible to you.

3. Communicate regularly with faculty and support staff at the institution about required information resources and library services to maximize the learning/teaching experience.

4. Assess student personal learning styles and teaching methods to determine their compatibility with distance learning.

Teaching Faculty

1. As an integral part of curriculum development, plan for appropriate integration of assignments requiring information resources and library services. Resist the temptation to "water down" any course requirements; the greater achievement/challenge is to find ways to ensure that a variety of options exist for accessing materials and providing bibliographic instruction and support. Be prepared to take responsibility for reengineering courses accordingly.

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2. Involve a librarian and appropriate educational technology personnel at the planning stage of a distance learning program. This will ensure smoother delivery of courses and enhance the quality of the curriculum.

3. If the availability of and access to adequate library and information resources for a distance learning course do not meet professional standards, do not offer the course until the college/university finds ways to meet the desired educational outcomes.

Librarians

1. Make a strong commitment to reengineer the library environment to meet the needs of distance learners.

2. Advocate early involvement in the planning/policy development stages of distance learning programs.

3. Become conversant and trained in distance learning and instructional technology methodologies in order to understanding the learning environment of your students.

4. Seek partnerships with other colleges, universities, libraries and publishers to extend your resources and services beyond the geographic boundaries of a campus.

5. Continue to take the important leadership role librarians have captured in developing the information highway.

6. Develop and implement strong assessment tools that effectively evaluate the quality of information resources and library services for distance learners and teaching faculty.

Distance Learning Administrators

1. Develop appropriate needs assessment for each course/program offered, and identify a program for meeting the information resources and library services in advance of scheduling distance learning classes.

2. Work closely with faculty and librarians to insure that appropriate services are available on an ongoing basis. These include, but are not limited to: infrastructure, hardware, software, licenses, courier services, and partnership agreements.

3. Recognize that distance learning initiatives require special funding and should be cooperative ventures among various units of the college/ university.

College/University Administrators

1. Recognize that distance learning courses/programs must be supported with appropriate information resources and library services for the sake of the learner, the institution's academic reputation, and ultimately, accreditation.
2. Develop a plan to operationalize the financial impact of providing these resources/services.
3. Develop program review criteria which closely evaluate and monitor the integration of appropriate information/library support into distance learning programs.
4. Appoint a librarian responsible for coordinating distance learning services.

State Governing Boards

1. Develop statewide policies and plans for providing information resources and library services to distant learners.
2. Create appropriate commercial/private and educational partnerships within the state and beyond to meet these needs.
3. Commit financial resources to statewide networking, as appropriate.

Accreditation Agencies

1. Develop and continuously improve specialized guidelines/standards for distance information resources and library services.
2. Select experienced distance learning administrators and librarians for evaluation teams.

Professional Associations

1. Develop and/continuously improve specialized standards for distance learning information resources and library services.
2. Move beyond "Off-Campus" guidelines to guidelines developed specifically for distance learning.

Section 7:

Suggested Steps for Policy Formulation

Each institution will need to develop local policies for library services for distance learners. Below is a series of steps/issues for review which may be used to work through the process of writing sound policy. Readers may want to copy these pages and complete the form as part of policy making discussions.

• **Brief Overview of Local Distance Learning Offerings**

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_____

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_____

   Examples of Current Library Services for Each

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   _____

   _____

   _____

• **Existing Policies/Guidelines on Library Services for Distance Learners: LOCAL**

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   Are these policies/guidelines relevant for the current distance learning environment or should they be changed?

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   _____

   _____

   _____

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Will these policies/guidelines meet future distance learning needs?

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• **Existing Policies/Guidelines on Library Services for Distance
  Learners: STATE**

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Describe the policies/guidelines of the State and their relevance for the
current distance learning environment.

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_____

_____

Describe the policies/guidelines of the State and their relevance for the
future distance learning environment.

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• **Recommendations for STATE policies/guidelines:**

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_____

_____

_____

Contact person(s): _____

_____

_____

_____

Relevant council(s) or committee(s): _____

_____

_____

_____

Suggested changes: _____

_____

_____

_____

• Existing Policies/Guidelines on Library Services for Distance Learners: ACCREDITATION

Regional: _____

_____

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_____

Specialized: _____

_____

_____

_____

List the current policies relevant to your institution:

_____

_____

_____

_____

- **How does your institution comply/plan for adherence to these ACCREDITATION guidelines/standards on Library Services for Distance Learners?**

  _____

  _____

  _____

  _____

Regional: _____

  _____

  _____

  _____

Specialized: _____

  _____

  _____

  _____

  Compliance and plans for future changes at the local level to accommodate these guidelines:

  _____

  _____

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  _____

- **Opportunities for Improved Library Services for Distance Learners:**

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  _____

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Obstacles to Improved Library Services for Distance Learners/
Concerns:

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• Options for Improving Local Services:

1. _____

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2. _____

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3. _____

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Strengths _____

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Weaknesses _____

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• Statement of Local Institution's Commitment and Principles for Library Services for Distance Learners (include budget information):

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_____

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Time line for Implementation:

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_____

_____

_____

Date: _____

Person(s) Responsible:

Title_____

Name _____

Conclusion

Distance Learning is a dynamic, ever-changing alternative to traditional on-campus courses and programs. While the possibilities are both exciting and sometimes controversial, educators and learners will nevertheless find themselves moving rapidly down the Information Highway. There is no reason to make that trip without the rich resources of the world's college and university libraries. We encourage you to plan well for the voyage in advance and wish you great success on your journey.

Questionnaire

Please take a minute to let us know what you think about this booklet. Either tear out and answer or respond on our web site at: [http://www.cetus.org]

Name of booklet _____

Your name _____

Professional title _____

Type of institution: ❍ University
❍ Accrediting agency
❍ Professional society
❍ Other _____

1.0 Briefly describe how you used this booklet.

2.0 Was it helpful to you? ❍ Yes ❍ No

2.1 Explain how it was helpful to you.

3.0 Was it helpful to your organization? ❍ Yes ❍ No

3.1 Explain how it was helpful to your organization.

4.0 Suggestions:

Notes

Notes

Notes

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