

Serra Cooperative Library System
c/o SCLC ▪ 222 E. Harvard St. ▪ Glendale, CA 91205
Phone: 626-359-6111
www.serralib.org

**SERRA COOPERATIVE LIBRARY SYSTEM
ADMINISTRATIVE COUNCIL SPECIAL MEETING AGENDA**

**Thursday, September 24, 2026
10:00 – 11:00 am**

Via Zoom:

<https://us02web.zoom.us/j/82705914907?pwd=Ak1OyaUwVXmHLNKRhoKhzk4OLB13PN.1>

Meeting ID: 827 0591 4907

Passcode: 691158

Alternate Meeting Locations:

Coronado Public Library, 640 Orange Ave., Coronado, CA 92118
Brawley Public Library, 400 Main St., Brawley, CA 92227
Carlsbad City Library, 1775 Dove Ln., Carlsbad, CA 92011
Chula Vista Public Library, 365 F Street, Chula Vista, CA 91910
El Centro Library, 1198 N. Imperial Ave., El Centro, CA 92243
Escondido Public Library, 239 S. Kalmia St., Escondido, CA 92025
Imperial Public Library, 200 W. 9th St., Imperial, CA 92251
National City Public Library, 1401 National City Blvd., National City, CA 91950
Oceanside Public Library, 330 N. Coast Highway, Oceanside, CA 92054
Salton City Library, 1209 Van Buren Rd., Ste. 2, Salton City, CA 92275
San Diego County Library, 5560 Overland Ave., Ste. 110, San Diego, CA 92123
San Diego Public Library, 330 Park Blvd., San Diego, CA, 92101

All items may be considered for action.

1. Call to Order and Roll Call Carla Mason
2. Public Comment Carla Mason
Opportunity for any guest or member of the public to address the Council on any item of Serra business not represented on the current agenda.
3. Adoption of the Agenda Carla Mason

4. LINK+ Delivery Changes & Consideration of Policy
(ACTION)

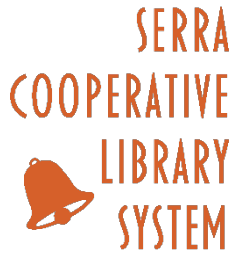
Christine Powers

5. Other

Carla Mason

6. Adjournment

Carla Mason



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AC Agenda Item 4

DATE: September 24, 2026
TO: Serra Administrative Council
FROM: Christine Powers, Executive Director, Serra/SCLC

SUBJECT: LINK+ Delivery Changes & Consideration of Policy (ACTION)

BACKGROUND: The Serra Cooperative Library System participates in LINK+, a cooperative service among libraries in California and Nevada that allows users to borrow books and media items not available at their local library. When the Administrative Council agreed to utilizing this resource, there was an understanding that System members (with the exception of San Diego County Library, which maintains its own LINK+ membership), would need to contribute additional funding on an annual basis to cover these costs.

At the October 16, 2025, Administrative Council meeting, members approved a funding model to provide LINK+ contributions to Serra to fill a \$31,000 budget gap, as follows: Population 50%, Circulation 50%, with \$15k cap for San Diego Public Library and pro rata for the rest of the libraries. In addition, libraries agreed to update their statistics annually.

The new delivery model consists of four regional hubs, with the participating members of each hub:

North San Diego	Central San Diego	South San Diego	Imperial Valley
Oceanside	San Diego Public*	Chula Vista*	Brawley
Carlsbad*		National City	Camarena
Escondido		Coronado	El Centro
			Imperial County*
			Imperial Public

* Member library that Unity Courier will deliver materials to/from.

At the May 21, 2026, Administrative Council meeting, Council members were presented with a draft Memorandum of Understanding (MOU) that would document the various changes and expectations from members. During that meeting, Council provided direction to revise the document from an MOU to a delivery policy, and to revise the language regarding LINK+ bylaws to account for future amendments. Furthermore, a special meeting was to be held in June to approve this revised document prior to the delivery changes taking place July 1, 2026.

Prior to the delivery hub implementation, various members raised questions and issues that warranted additional review. This included working with the Serra Technology and Automation Committee (STARC) to discuss the implementation in further detail. At the August 20, 2026 regular meeting, Council provided direction to: (a) have the Policy revised to be signed by the Chair, reflecting the final vote of all members; (b) share the draft Policy and Procedures documents with all Council members to provide feedback; (c) have STARC review any proposed revisions submitted by Council members; and (d) schedule a special meeting of the Administrative Council on Thursday, September 24, 2026, to review these changes prior to a start date of October 1, 2026, for these delivery changes to be implemented.

Included with this report is a revised draft Policy for Hub-and-Spoke Delivery System in Support of LINK+ (Exhibit “a”). The only change made to this document was to reflect the change of having the Chair sign the document, reflecting the final vote of all members. Also included is the revised draft Operating Procedures of the Hub-and-Spoke Delivery System Policy in Support of LINK+ (Exhibit “b”). In this document, edits consist of correcting Chula Vista as the hub for South San Diego, which was a typo in the previously presented document. Additionally, more information was provided in the Appendices by STAR5C, although some information is still needed. No substantive edits were provided by Council members.

The implementation process for Brawley, Camarena, and Imperial County continues, and it is anticipated that these libraries will be implemented in the coming fiscal year.

FISCAL IMPACT: N/A

RECOMMENDATION: Review and approve the revised draft Serra Cooperative Library System Policy and Operating Procedures for LINK+ Hub-and-Spoke Delivery System.

EXHIBITS:

- a. Serra Cooperative Library System: Policy for Hub-and-Spoke Delivery System in Support of LINK+ (Revised Draft)
- b. Serra Cooperative Library System: Operating Procedures of the Hub-and-Spoke Delivery System Policy in Support of LINK+ (Revised Draft)

SERRA COOPERATIVE LIBRARY SYSTEM

Policy for Hub-and-Spoke Delivery System in Support of LINK+

This Policy ("Agreement") reflects the major responsibilities of the participating member libraries (each a "Participating Library," collectively "Participating Libraries") of the Serra Cooperative Library System ("Serra"), a joint powers authority established pursuant to the Joint Exercise of Powers Act, Cal. Gov. Code § 6500 et seq., regarding the shared delivery aspects of LINK+, in accordance with its resource sharing directive.

1. Recitals, Purpose, and Scope

- a. Serra provides the Participating Libraries with access to LINK+, a resource-sharing system whose value to library users depends substantially on the speed with which requested materials move between lending and borrowing libraries.
- b. Daily direct courier service to each Participating Library is the greatest and most volatile cost center associated with the provision of LINK+.
- c. Given the wide variation in resource-sharing volume among the Participating Libraries, daily direct courier services may not be necessary in all cases.
- d. A hub-and-spoke model — in which an upstream courier delivers to a limited number of Hub Libraries, which then sort and stage materials for collection by nearby Spoke Libraries — preserves rapid turnaround for high-volume libraries while extending practical access to libraries whose volume would not warrant such frequent service.
- e. The Participating Libraries intend that all obligations under this Agreement be satisfied through in-kind contributions of staff time and travel.
- f. The Participating Libraries acknowledge that the in-kind contributions required by this model are not evenly distributed. Hub Libraries perform coordination, sorting, containerization, and interim storage on behalf of libraries other than themselves. Spoke Libraries, in turn, bear the travel time and mileage that would otherwise fall to a courier. The Participating Libraries enter into this Agreement understanding that this asymmetry is deliberate, that it is the mechanism by which the system delivers speed at reduced aggregate cost, and that it will be made visible and reviewed periodically through the in-kind estimates recorded in Appendix D.
- g. The purpose of this Agreement is to move circulating library materials between the jurisdictions of the Participating Libraries in support of LINK+ interlibrary loan, and any use of the delivery system beyond this purpose which increases the number of totes in transit shall require renegotiation of the terms of this Agreement.

2. Definitions

"Business Day" means Monday through Friday, excluding any date on which the applicable Hub Library is closed as shown on the annual Closure Calendar.

"Closure Calendar" means the annual calendar of upstream courier non-service days, Hub Library closures, and Spoke Library closures published by each Hub Library in accordance with the Responsibilities Document.

"Delivery Coordinators" means, collectively, the primary delivery contacts designated by the Participating Libraries and recorded in Appendix A of the Responsibilities Document.

"Fiscal Year" means the period beginning July 1 and ending June 30.

"Hub Library" means a Participating Library designated in Appendix A to receive delivery from the upstream courier on behalf of itself and one or more Spoke Libraries.

"Shipped Item" means a single LINK+ item lent or borrowed by a Participating Library, as recorded by the LINK+ Repository.

"Spoke Library" means a Participating Library designated in Appendix A to collect its materials from, and deliver its outbound materials to, an assigned Hub Library.

"Standard Transit Bag" means a transit bag conforming to the specifications recorded in Appendix E of the Responsibilities Document.

"Tote" means a lidded container used to hold transit bags for collection by a Spoke Library, conforming to the specifications recorded in Appendix E of the Responsibilities Document.

3. Designations and Service Levels

- a. Hub and Spoke responsibilities are detailed fully in the accompanying **Responsibilities Document**.
- b. Hub Libraries and their assigned Spoke Libraries are listed in **Appendix A** of the **Responsibilities Document**.
- c. Each Spoke Library shall collect materials from its assigned Hub Library at a minimum frequency based on its average monthly volume of Shipped Items, available in **Appendix B** of the **Responsibilities Document**.
- d. Current tier assignments and procedures for assessment are also recorded in **Appendix B** of the **Responsibilities Document**.

4. Responsibility for Materials

- a. Responsibility for LINK+ materials in transit follows the *Interlibrary Loan Code for the United States*: the borrowing library is responsible for an item from the time it is shipped by the lending library until the lending library receives it back.

- b. A Hub Library's obligation with respect to materials belonging to or destined for its Spoke Libraries is limited to the exercise of reasonable care in receiving, sorting, containerizing, and staging those materials in accordance with the Responsibilities document. No Hub Library acts as an insurer of materials belonging to or destined for a Spoke Library.
- c. Responsibility for materials passes to the Spoke Library upon collection from the Hub Library's designated exchange point.
- d. Each Hub Library is responsible for raising with the upstream courier, and pursuing to resolution, any service failure, loss, damage, or other issue arising under the upstream courier agreement that affects one or more of its Spoke Libraries. Spoke Libraries shall report such issues to their Hub Library, which shall act as the point of contact with the courier on their behalf.

5. Costs

- a. All obligations under this Agreement are satisfied through in-kind contributions of staff time and travel.
- b. No Participating Library shall invoice, or be entitled to reimbursement from, any other Participating Library.
- c. Expected in-kind contributions are recorded as planning estimates in **Appendix D** of the **Responsibilities Document**. These estimates do not constitute a financial commitment, a budget obligation, or a basis for reimbursement.

6. Amendment, Withdrawal, and Review

- a. The **Responsibilities Document** and its appendices may be revised by consensus of the Delivery Coordinators without amendment of this Agreement, except that the resignation of a Hub Library or the addition of a Spoke Library shall require an update to this Agreement. Any other amendment to or of this Agreement requires the written agreement of all Participating Libraries.
- b. A Spoke Library may withdraw upon 30 days' written notice to all other Participating Libraries and to Serra. Upon withdrawal, the withdrawing Spoke Library shall return all totes in its possession to Serra.
- c. Notice of resignation or withdrawal by a Hub Library shall be given in writing to all other Participating Libraries, to Serra, and to the administrator of the upstream courier agreement, no later than April 1st, and shall take effect at the close of the Fiscal Year in which notice is given.
- d. A resigning or withdrawing Hub Library shall continue to perform all Hub responsibilities through the effective date, shall cooperate with any successor Hub Library in the transition of procedures, contacts, and calendars, and shall transfer its tote inventory to the successor Hub Library rather than to Serra. Where no successor is designated, the tote inventory returns to Serra.
- e. Upon receiving notice of the withdrawal of a Hub Library, Serra shall seek a successor Hub Library from among the Participating Libraries.

- f. If no new Hub Library is designated by the start of the Fiscal Year, Serra shall establish direct service with the upstream courier to the affected Spoke Libraries until a new Hub Library is decided upon or this agreement is renegotiated.
- g. Quarterly reports detailing the volume of Shipped Items shall be delivered to the Participating Libraries in the quarterly Directors' Meeting of the Serra Cooperative Library System.
- h. The Participating Libraries shall review this Agreement, the Responsibilities document, and all appendices regularly.

7. Terms and Authority

- a. This Agreement takes effect on the Effective Date and continues until terminated in accordance with the Amendment, Withdrawal, and Review section. The Effective Date is the date of the signature below.
- b. Serra enters into this agreement on its own behalf and on behalf of the participating member libraries, pursuant to the authorities delegated to the Administrative Council under the Serra Joint Powers Agreement. Each Participating Library agrees, through its participation in Serra and in accordance with the JPA, to perform the responsibilities assigned to it here in.

8. Approval

This Agreement was presented to the Administrative Council of the Serra Cooperative Library System at a legal meeting on _____ when the following Council members were present:

Names of Administrative Council members present at the meeting:

The vote was _____ for, _____ against, and _____ abstain.

Serra Administrative Council Chair

Name: _____

Signature: _____

Date: _____

SERRA COOPERATIVE LIBRARY SYSTEM

Operating Procedures of the Hub-and-Spoke Delivery System Policy in Support of LINK+

This document sets out the operational responsibilities of Hub and Spoke Libraries. It may be revised by consensus of the Delivery Coordinators without amending the Memorandum of Understanding, except where a change resigns a Hub Library or adds a Spoke Library. Each Participating Library should retain a copy alongside the signed Agreement.

1. Hub Library Responsibilities

- a. **Receipt.** Receive delivery from the upstream courier on behalf of the Hub Library and its assigned Spoke Libraries.
- b. **Sorting and containerization.** Sort materials received for Spoke Libraries and place the transit bags into lidded totes by the end of the business day on which the material is received.
- c. **Labeling.** Label each tote with the receiving date or dates and the destination library.
- d. **Staging.** Stage totes at the designated exchange point recorded in **Appendix A**, protected from weather, direct sun, and unsecured public access.
- e. **Outbound handoff.** Accept outbound materials from Spoke Libraries and include them in the Hub Library's outbound handoff to the upstream courier.
- f. **Tote supply.** Ensure that adequate totes are available to Spoke Libraries. Upon being informed by a Spoke Library that additional totes are needed, notify SERRA that additional totes need to be purchased and distribute them accordingly.
- g. **Calendar.** Collect closure dates from Spoke Libraries and publish the annual Closure Calendar in accordance with **Section 3**.
- h. **Courier liaison.** Raise with the upstream courier, and pursue to resolution, any service failure, loss, damage, or other issue arising under the upstream courier agreement that affects one or more Spoke Libraries.
- i. **Notification.** Notify a Spoke Library when materials are staged outside its normal expectation, or when materials remain uncollected past the periods described in **Section 6**.

2. Spoke Library Responsibilities

- a. **Collection.** Collect materials from the assigned Hub Library at no less than the minimum frequency of the Spoke Library's assigned tier (**Appendix B**).

- b. **Outbound delivery.** Deliver outbound materials to the Hub Library's designated exchange point, correctly bagged and labeled, no later than the outbound cutoff time recorded in Appendix A.
- c. **Closure dates.** Provide scheduled closure dates to the Hub Library in accordance with Section 3.
- d. **Empty totes.** Return excess empty totes to the Hub Library on the next trip, retaining an adequate reserve as recorded in **Appendix C**.
- e. **Reporting.** Report service failures, losses, and damage to the Hub Library rather than to the upstream courier.

3. Closures and Calendars

- a. **Spoke closure dates.** Each Spoke Library shall provide its scheduled closure dates for the coming Fiscal Year to its Hub Library no later than two weeks prior to the start of that Fiscal Year (June 17).
- b. **Publication.** Each Hub Library shall publish and distribute to its Spoke Libraries a Closure Calendar for the coming Fiscal Year within one week of the start of that Fiscal Year (July 8). The Closure Calendar shall include upstream courier non-service days, Hub Library closures, and Spoke Library closures.
- c. **Composition of Hub closures.** A Hub Library's closures shall include all days on which the upstream courier does not provide service, together with all holidays observed by that Hub Library.
- d. **Emergency closure — Hub.** A Hub Library that closes on account of emergency shall notify its Spoke Libraries immediately.
- e. **Unexpected closure — Spoke.** A Spoke Library that closes unexpectedly shall notify its Hub Library as soon as practicable.

4. Makeup Collections

- a. A Spoke Library closed on a scheduled collection day shall collect on the next business day on which it is open. A Spoke Library on weekly service shall not defer collection to the following week.
- b. If the Hub Library is also closed on that day, collection rolls to the next day on which both the Spoke Library and the Hub Library are open.
- c. For a Spoke Library on weekly service, a makeup collection does not become the new standing collection day. The Spoke Library reverts to its standing day the following week.
- d. For a Spoke Library on Monday/Wednesday/Friday service, a makeup collection does not cancel the remaining scheduled collections that week. A Tuesday makeup for a Monday closure is followed by the regular Wednesday and Friday collections.

5. Materials, Bags, and Totes

a. Transit Bags

- i. The delivery system exists to move circulating library materials between jurisdictions. Materials shall fit within a standard transit bag, as specified in Appendix E. Use of the system beyond this purpose that increases the number of totes in transit requires renegotiation of the Agreement.

b. Totes

- i. Totes are of the “round trip” variety and lidded, as specified in Appendix E.
- ii. Lids shall be closed whenever a tote is staged or in transit, with the exception of empty totes, which may be stacked separately.
- iii. Totes should be used for library materials only.
- iv. Damaged totes shall be reported to the Hub Library and removed from service.
- v. The minimum number of totes each Spoke Library shall retain in reserve are recorded in **Appendix C**.
- vi. Totes are held on behalf of the delivery system and are returned to the Serra Cooperative Library System upon a Participating Library's withdrawal.

c. Labeling

- i. Every transit bag carries a destination.
- ii. Every tote is labeled with the receiving date or dates and the destination library.
- iii. Label templates and container specifications are recorded in **Appendix E**.

6. Uncollected Materials

- a. Where materials remain uncollected for more than one business day past a Spoke Library's scheduled collection day, the Hub Library shall notify the Spoke Library's designated contact.
- b. Where materials remain uncollected for more than three business days, the Hub Library shall notify the Spoke Library's director and the delivery coordinators.
- c. Persistent failure to collect is grounds for review of the Spoke Library's tier assignment or participation.

7. Temporary Hub Disruption

- a. A Hub Library that becomes unable to perform Hub responsibilities on account of facility closure, emergency, construction, or loss of staff capacity shall notify its Spoke Libraries, the delivery coordinators, and Serra immediately, together with an estimate of duration.
- b. For a disruption expected to exceed 3 business days, the delivery coordinators shall seek a temporary alternate arrangement, which may include designation of a temporary Hub Library, or direct collection by affected Spoke Libraries from the upstream courier, depending on the duration.
- c. A disruption under this Section does not constitute resignation of the Hub role.

8. Volume Counting and Tier Reassignment

- a. Tier assignment is based on Shipped Items — LINK+ items lent or borrowed — as recorded by the LINK+ Repository. Any materials moved through the system that are not LINK+ items are not counted.
- b. Monthly volume is calculated as the average across the reporting quarter.
- c. Quarterly reports are delivered to jurisdiction directors via the Serra Cooperative Library System.
- d. A Spoke Library whose average monthly volume falls into a lower tier for three consecutive quarters may request to be reassigned to the corresponding tier. Reassignment takes effect 14 days after such a request is made.
- e. A Spoke Library whose average monthly volume exceeds the boundary of a higher tier for two consecutive quarters shall be reassigned to that tier, effective at the start of the following quarter.
- f. A Participating Library without two full quarters of recorded volume shall be assigned to weekly service, or to another tier by agreement with its Hub Library, pending its first two full quarters of data.
- g. Should a Spoke Library wish to pick up more often than the minimum, the corresponding Hub Library shall accommodate their request during the Hub Library's collection hours.

9. Service Failures, Loss, and Damage

- a. Hub Libraries exercise reasonable care but do not insure materials belonging to or destined for Spoke Libraries.
- b. Responsibility passes to the Spoke Library on collection.
- c. Spoke Libraries report issues to the Hub Library, and the Hub Library is responsible for coordinating communication and resolution with the upstream courier.

10. Contacts and Escalation

- a. Each Participating Library designates a delivery contact and a backup, recorded in Appendix A. The primary delivery contacts are known collectively as the Delivery Coordinators.
 - b. Operational questions should be directed to the Hub Library's delivery contact.
 - c. Matters not resolved at that level shall be escalated to the jurisdiction's director.
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APPENDICES

Appendix A — Libraries and Contacts

Carlsbad (Escondido, Oceanside)	Detail
Street address	1775 Dove Ln. Carlsbad, CA 92011
Designated exchange point	
Collection hours	09:00 – 17:00
Outbound cutoff time	12:00
Delivery contacts	Katy Duperry katy.duperry@carlsbadca.gov 442-339-5176

Chula Vista (Coronado, National City)	Detail
Street address	365 F Street Chula Vista, CA 91910
Designated exchange point	
Collection hours	09:00 – 17:00

Chula Vista (Coronado, National City)	Detail
Outbound cutoff time	12:00
Delivery contacts	Randal Fai LinkPlus@chulavistaca.gov 619-409-3803

Imperial County (Brawley, Calexico, El Centro, Imperial City)	Detail
Street address	1331 S. Clark Road, Bldg. 24 El Centro, CA 92243
Designated exchange point	
Collection hours	09:00 – 17:00
Outbound cutoff time	12:00
Delivery contacts	

Library Delivery Contacts

Library	Hub	Delivery contact	Backup contact
Escondido	Carlsbad		
Oceanside	Carlsbad		

Library	Hub	Delivery contact	Backup contact
Coronado	Chula Vista		
National City	Chula Vista		
Brawley	Imperial County		
Calexico	Imperial County		
El Centro	Imperial County		
Imperial City	Imperial County		

Appendix B — Tier Assignments

Spoke Library	Assigned Hub	Avg. monthly Shipped Items	Tier	Collection days	Effective date
Escondido	Carlsbad	559	2	M / W / F	2026-10-01
Oceanside	Carlsbad	1,572	1	M – F	2026-10-01
Coronado	Chula Vista	234	2	M / W / F	2026-10-01
National City	Chula Vista	102	2	M / W / F	2026-11-01
Calexico	Imperial County	N/A	-		
Brawley	Imperial County	N/A	-		
Imperial City	Imperial County	229	2	M / W / F	2026-10-01
El Centro	Imperial County	N/A	-		

Tiers:

- (1) $\geq 700 \rightarrow$ daily, Mon–Fri,
- (2) ≥ 100 and $< 700 \rightarrow$ minimum Mon/Wed/Fri,
- (3) $< 100 \rightarrow$ weekly, consistent day

Appendix C — Tote Par Levels

Minimum number of totes each Spoke Library retains in reserve. Excess totes above this level are returned to the Hub Library on the next trip.

Spoke Library	Par level (totes in reserve)
Escondido	
Oceanside	
Coronado	
Chula Vista	
Calexico	
Brawley	
Imperial City	
El Centro	

Appendix D — In-Kind Contribution Estimates

These figures are planning estimates only. They do not constitute a financial commitment, a budget obligation, or a basis for reimbursement. They are reviewed annually.

Hub Libraries report only the labor performed *on behalf of other libraries* — receiving, sorting, containerizing, labeling, staging, and tote and calendar administration for Spoke Libraries. Labor a Hub Library expends handling its own materials is excluded.

Spoke Libraries report round-trip mileage to their assigned Hub Library.

Library	Role	Est. hours/week	Est. weekly round-trip mileage
Carlsbad	Hub	2	N/A
Chula Vista	Hub	2	N/A
Imperial County	Hub	2	N/A
Escondido	Spoke	3	84
Oceanside	Spoke	4	120
Coronado	Spoke	2	60
National City	Spoke	1	24
Brawley	Spoke	-	-
Calexico	Spoke	-	-
El Centro	Spoke	-	-
Imperial City	Spoke	1	21

Appendix E — Label Templates and Container Specifications

Item	Specification
Standard transit bag	Zippered, 18" × 14" (Netbankstore FTS10CN18X14 representative)
Tote	Round-trip variety, lidded, 19.8" × 13.8" × 11.3" (U-Line S-25644 representative)
Tote maximum loaded weight	40 lbs maximum (35 lbs recommended)
Tote label — required fields	Receiving date(s); destination library
Transit bag label — required fields	Destination library