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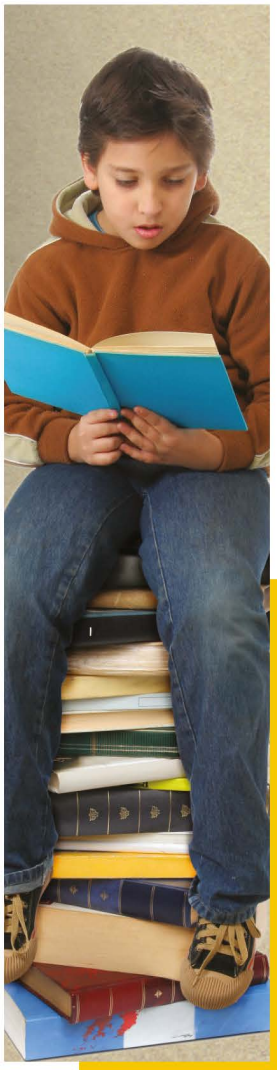

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RESEARCH FOR CULT COMMITTEE: PUBLIC LIBRARIES – THEIR NEW ROLE

WORKSHOP DOCUMENTATION

EN

2016

European Parliament

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CULTURE AND EDUCATION

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WORKSHOP DOCUMENTATION

IP/B/CULT/IC/2016-023/26/26 July 2016

PE 585.882 EN

ABOUT THE PUBLICATION

This research paper was requested by the European Parliament's Committee on Culture and Education (CULT) and commissioned, supervised and published by the Policy Department for Structural and Cohesion Policies

Policy departments provide independent expertise, both in-house and external, to support EP committees and other parliamentary bodies in shaping legislation and exercising democratic scrutiny over EU external and internal policies.

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LINGUISTIC VERSIONS

Original: EN

Manuscript completed in July 2016
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European Parliament

DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICIES

CULTURE AND EDUCATION

RESEARCH FOR CULT COMMITTEE - THE NEW ROLE OF PUBLIC LIBRARIES IN LOCAL COMMUNITIES

STUDY

Abstract

In recent years, public libraries (and local authorities) have risen to the challenges born from ongoing social, digital and economic changes. This briefing paper provides a short analysis of the impact that public libraries can have on the intellectual and cultural development of citizens with a particular focus on their vital role in providing an open public space for learning, culture and social communication.
Following on from the analysis, respective recommendations for policy action at EU level are outlined.

IP/B/CULT/IC/2016-023 June 2016

PE 573.455 EN

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LIST OF ABBREVIATIONS

ALA	American Library Association
ALIA	Australian Library and Information Association
BID	Bibliothek und Information Deutschland
CILIP	Chartered Institute of Library and Information Professionals
CLIR	Council on Library and Information Resources
CORDIS	Community Research and Development Information Service
CyMAL	Museums, Archives and Libraries Wales
dbv	Deutscher Bibliotheksverband
EBLIDA	European Bureau of Library, Information and Documentation Associations
ELINET	European Literacy Policy Network
IFLA	International Federation of Library Associations and Institutions
IMLS	Institute of Museum and Library Services
IREX	International Research & Exchanges Board
LIC	Library and Information Commission
NAPLE	National Authorities on Public Libraries in Europe
OCLC	Online Computer Library Center
PLA	Public Library Association
PPS	Project for Public Spaces
PubliCA	Public Libraries Concerted Action
SLIC	Scottish Library and Information Council
ULC	Urban Libraries Council
UNESCO	United Nations Educational, Scientific and Cultural Organization

EXECUTIVE SUMMARY

Subject matter / definition of the problem

This briefing note provides an analysis and evaluation of the current and prospective roles of public libraries in their local communities, their services to the public and to their contracting authorities. It is commissioned by the European Parliament's Committee on Culture and Education (CULT) in preparation for a workshop on "The new role of public libraries" to be held in Brussels on 20 June 2016.

The report aims to examine the role and function of the public library for local communities in the 21st century. It provides a description of the general challenges, risks and opportunities for public libraries to serve their respective communities and to meet actual and future challenges. The paper also contains a presentation and analysis of international best practice examples from public libraries that have established new and innovative roles in their local communities, thus ensuring their viability for local citizens. Based on the findings this paper makes conclusions on current developments and brings forward recommendations for policy actions at EU level.

Methods of analysis

The methods applied in this paper consist mainly of desk research and personal professional experience of the author as public librarian and functionary in library associations at national and international level. The desk research included academic and research publications as well as policy documents of different origins and advocacy related papers from library organisations. Relevant additional information was also obtained from international colleagues in the field and from library associations. This briefing paper covers evidence from EU Member States as well as from other regions of the world where a notable development of public libraries is taking place.

Key findings summarised

Public libraries are important gateways to knowledge and inclusion
This briefing paper draws attention to the fact that the EU's 65,000 public libraries have about 100 million visitors which represents approximately one fifth of the whole population of the European Union. In many countries, libraries – and mainly public libraries – are the most frequented cultural institutions. Public libraries provide a wide range of services that cannot easily be afforded and accessed by each citizen on his or her own. The public libraries' role and function as gateways to knowledge and inclusion in local communities is quite unique and demanding as well. Therefore public libraries need the support of politics and administration in order to stay up-to-date and attractive for local citizens.

Libraries are central cultural and public spaces
Furthermore, libraries play an increasingly important role as cultural spaces offering citizens an open, non-authoritarian and non-commercial public cultural space in their community. This service is becoming more and more valuable in increasingly privatised urban environments and also in rural areas. Public libraries are developing from a place for lending out material as a primary objective into a place where users spend time and utilise the library's offers and services on the spot. For many people public libraries are becoming a "second living room" and a location for self-directed learning as well. With their programmes public libraries offer insights in cultural developments and events that are more than just the traditional public reading by an author. Their network is well developed

and they partner with other institutions in order to increase their effectiveness and creativity.

Economic value of public library services
Particularly at a time when local budget cuts are commonplace across the EU, public libraries are being questioned for their efficiency. There are some interesting approaches to capturing the economic impact of public libraries; this briefing paper presents an example from Canada in this context.

Libraries are anchors for the high street
As public libraries are highly attractive for a population of all ages and from all social groups they generally become a focal point for the community. This fact has been recognised by urban planners; they have identified the value of a public library as a highly frequented cultural institution in order to revitalise an urban redevelopment area and to bring life into deserted parts of the city. Their concepts are based on the fact that the visitors of a public library very often become walk-in customers of shops, restaurants and cafés in the neighbourhood. Sometimes public libraries even initiate the settlement of commercial enterprises in their surroundings.

Public libraries, as open public service institutions, can be also deployed to upgrade underprivileged urban districts like inoperative harbour areas or abandoned industrial districts.

Valuable initiatives: "Public Libraries 2020"

"Ultimately, public libraries represent a pre-existing, pan-European network of community-based staff, buildings, information resources and digital infrastructure which maximize positive outcomes in the fields of lifelong learning, social inclusion, digital inclusion and successful pathways to employability and employment" (The Reading & Writing Foundation n.d.: 1-2).

The project initiative "Public Libraries 2020" (run by the Reading & Writing Foundation) sets out a new approach towards public libraries in terms of concerted advocacy action at EU level.

This initiative is most helpful for the communication of the public libraries' significant impact on individuals and communities towards political decision-makers.

Recommendations

Based on the key findings and on the demands resulting from these key findings, this briefing paper contains the following recommendations towards the European Union as possible support actions for public libraries in all Member States:

- Recognising public libraries as key actors in education, digitisation and integration into policy strategies at national and EU level
- Creating a fund or programme for the innovation in public libraries and establish a sustainable European network of public libraries
- Supporting data collection on key features and offers of European public libraries
- Creating a European (Public) Library Label, or (Public) Library of Europe

1. CHALLENGES, RISKS AND OPPORTUNITIES IN REGARD TO THE PUBLIC LIBRARIES OF THE 21ST CENTURY

Local authorities face enormous challenges regarding current social, technical and economic change in order to make their communities fit for future developments. These challenges mainly rise from the increase of economic and social inequalities, from the transformation of workplaces and jobs, from the emerging digital society, from demographic change, from climate change and much more. At the same time there is a growing need for social security, for a sustainable environment and for social behaviour based on the principles of human rights. Europe's citizens must be prepared for this and should be provided with the tools and strategies necessary to cope with these changes. One of the basic tasks in this regard is to establish new effective policies for education and training of the population; this is crucial for future success in today's knowledge society with its ever-changing demands and conditions. Local politicians and authorities must find new partners and actors who can give answers and offer support for this complex task.

In this context, the EU's 65,000 public libraries and their 100 million annual visitors (Quick et al. 2013: 3) also face enormous challenges as their role and services in the digital society are questioned as never before. The traditional perception of public libraries has been associated with books and culture exclusively. With the advent of the internet and digital media, public libraries as institutions are quite often described as out-dated and no longer relevant. Additionally, in the past years most libraries have undergone budget cuts – especially in rural areas – due to the widespread tight budgetary constraints in the public sector. Many of them also experienced a decrease in the number of loans, but mostly an increase in the number of visits to the premises and they additionally faced a growing public demand for digital services. The development of the digital society has changed public libraries and the profession of librarians considerably. Today the role of librarians is much broader than to merely store information; they have become one-stop-shops for informal learning and knowledge, and they have had to continuously develop new services that exploit the possibilities of digital interactivity. With their wide range of services to all citizens, public libraries offer chances for innovation and for inclusion and integration as well.

The public and societal value of cultural institutions like theatres, libraries (Huysmans et al. 2013: 168–177) and museums is often regarded as subordinate, although it is becoming more and more clear that these institutions are especially well placed to contribute to the stabilisation of personal and local identity and to community building.

Public libraries provide the basis for the participation of all citizens in equal and innovative educational opportunities. Initiatives such as the „Public Libraries 2020" (PL2020) project of the Reading & Writing Foundation are crucial for developing and updating the political perception of public libraries: the project aims to raise awareness about the importance of public libraries as modern learning hubs close to citizens and (potential) learners. PL2020 provides broad information about how public libraries have been expanding their role in local communities enormously over the last decades – showing how many libraries now help people develop their digital skills, advance or acquire other skills (such as literacy) through various lifelong learning opportunities and offer a neutral and trusted space for people to create, learn, and connect. The project is most helpful for the communication of public libraries' significant impact on individuals and communities towards political decision-makers through concerted and Europe-wide actions (Public Libraries 2020 n. d.).

In the long-term, the European Union and its Member States must find the most efficient and effective ways of addressing the cultural and educational needs of all their citizens.

This briefing paper aims to address and to highlight the positive socio-economic impacts and the main political purposes that libraries as key community stakeholders can provide.

2. PUBLIC LIBRARIES AS LOCAL GATEWAYS TO KNOWLEDGE AND INCLUSION IN COMMUNITIES

Reading and writing alone are no longer sufficient competences in our increasingly hyper-connected information society and digital economy. Neither is it sufficient to simply provide computers, smartphones and other technical devices alone in order to solve the problem of an upcoming digital divide in the population. New competencies and literacies have to be developed, especially information literacy, media literacy, computer literacy and cultural literacy.

One of the basic tasks in this regard is to establish new effective policies for education and training of the population, as this is crucial for future success in the knowledge society with its changing demands and conditions. Non-formal and informal learning are an important part of lifelong learning, helping people of all ages to develop their skills and knowledge in a tailored way. Only libraries can accompany people through their entire educational biography. Activities to promote reading and for the communication of media literacy are frequently re-designed in order to offer successive library services that are appropriate to the learning and that continuously raise skill levels.

Public libraries are a unique "third space" after home and school or work, where children and adults alike can make use of the physical and digital resources to improve literacy and other basic skills, receive informal consultations from a trained librarian or participate in structured (and often certificated) non-formal learning courses organised either by the library or by a third party (Norwegian Ministry of Culture 2009). They are a lifeline to people for whom there are barriers to formal education (for example through time constraints or the stigma attached to formally updating one's skills as an adult learner). Only 8.9 percent of the European population participates in activities for lifelong learning which is significantly lower than the target of 15 percent; but 24 million Europeans make use of the non-formal learning opportunities in their public library every year (Quick S. et al. 2013: 34). The 2015 Joint Report on the Implementation of the Strategic Framework for European cooperation in Education and Training (ET2020), adopted by the Education, Youth, Culture and Sport Council in November 2015, highlighted the role of public libraries as open learning environments in digital upskilling, developing innovative pedagogies and promoting social inclusion (European Commission 2015: 4). In order to continue providing this vital service, the EU's public libraries must be empowered and recognised as non-formal and informal education centers, especially in a time of tight public service budgets in a majority of member states. EU level policies have a role to play here – for example, in this year's New Skills Agenda for Europe, launched in June 2016.

Public libraries as key community stakeholders represent an effective partner network to successfully provide support in meeting the demands of education and of skills' development in the digital age. They can essentially contribute to the social and economic development under the Europe 2020 strategy for smart, sustainable and inclusive growth.
Although digital communication is becoming the predominant avenue of personal interaction, people still need opportunities for direct personal exchange and physical relationships – a need that social media cannot necessarily substitute. Of course, there are many other services provided by public libraries that are necessary in a knowledge society, such as offering a wide range of services for learning and studying and for creation and inspiration (Danish Agency for Libraries and Media 2010). Schoolchildren and pupils use public libraries for individual study and for shared project work. They are attracted by a good mix of media, IT-services like free Wi-Fi, some innovative technological devices like 3D-printers, by trained knowledgeable professional staff and by the positive impact of an

attractive and welcoming space. Adults use the public library for self-directed studying and informal learning, making the most of available material either on the spot, borrowing it for usage at home or accessing it remotely by accessing the library's online services.

While public libraries continue to act as hubs for culture and social inclusion, they are also acting as increasingly useful resources for digital skills and literacy. Many citizens use them as their access points to a wide range of digital information and digitally distributed cultural expressions. Many people are still not familiar with using computers and digital devices – European Commission data shows that 32 percent of the EU workforce has no or low digital skills – and rely on the help of the librarians who themselves have to continuously improve their skills and knowledge of digital tools and devices. In 2013, 4.6 million Europeans accessed the internet for the first time at a public library (Quick et al. 2013: 67).

Against this background public libraries can also effectively contribute to urban development in creating access points to public services and being a manifest positive example of spending tax payers' money to the direct benefit of the citizens (The Reading & Writing Foundation n.d.: 1).[1] As e-democracy develops, citizens are increasingly required to go online to perform basic societal functions – such as online banking, registration for government services and local administration.

Public libraries also are a significant resource for the unemployed; in 2013, internet access in public libraries allowed 250,000 Europeans to get a job (Quick et al. 2013: 41). Public libraries offer not only the physical resources for citizens to integrate, but also the guidance of a trained librarian to guide them in the process (e.g. writing a digital CV, practising for interviews or applying for jobs online) – a critical service when 22 percent of the European population has never used the internet.

Libraries are a low-threshold public service that everybody can use. In many countries users can obtain a library card without any payment, which is sometimes even granted by a national law. In those local communities where the patrons have to pay a fee for the library card, these fees are either relatively low or there are reductions in place for socially deprived people. In any case, the visit of the library itself and access to books and digital services is free in every public library across the EU.

With regard to current challenges arising from the arrival of hundreds of thousands of refugees in Europe, these specific qualities of public libraries can assist the integration of refugees in their new communities, allowing them free access to self-determined language learning, information and education. The effective and efficient integration of migrants or refugees is one of the main targets in many public libraries around the world (IFLA Public Libraries Section 2015).

[1] "In the context of our increasingly hyper-connected information society and economy, today's public libraries provide ICT-enabled, outcome-focused and staff-assisted learning environments which offer a digital lifeline to disadvantaged groups and communities. They offer free access to non-formal and informal lifelong learning opportunities, basic digital skills and online open education resources in non-threatening and welcoming community spaces"

SUCCESS STORY: LOCAL COMMUNICATION HUB

Public library Dokk1 in Arhus/Denmark

An illustrating example for the shift of the role and the services of public libraries under the conditions of the media and knowledge society is Arhus in Denmark. In 2015 the opening of the biggest public library in Scandinavia, Dokk1, took place. Here everything revolves around communication, service, a modern event programme and social integration. The administrative communication in Denmark is completely digitized, so that the library provides contact persons for respective information and training. Even the public health department promotes workshops there. Dokk1 is defined as community centre. There is a complement of modern information and communication offers and library services. For the purpose of integration of the ethnic minorities the library provides consulting services for food and health, legal advice, support of job search as well as specific training courses.
https://dokk1.dk/english/library

SUCCESS STORY: CENTRE OF COMMUNITY LIFE

Cuyahoga County Public Library in Ohio State/US

Another best practice example represents Cuyahoga County Public Library in the US State of Ohio with the following commitment: …"we are committed to our mission of being at the centre of community life by creating an environment where reading, lifelong learning and civic engagement thrive. Our vision is to be the most convenient public library in the nation, recognized for exceptional customer service. Everything we do is in support of improving the quality of life in Cuyahoga County, and we strive to deliver on three key objectives:

1. Fostering a community of enthusiastic readers.
2. Strengthening the economic vitality of our region.
3. Being recognized as an essential community asset and innovative library industry leader."

http://www.cuyahogalibrary.org/About-Us/Our-Organization.aspx

SUCCESS STORY: LIFELONG LEARNING

Cleveland Public Library/US

The staff of the Cleveland Public Library defines themselves as "community deficit fighter", fighters against the failure of the community and the inadequacy in public service provision in order to create a culture of lifelong-learning. Besides books, movies, computer games and access to a large range of digital tools, the libraries of Cleveland provide for example also healthy meals (about 20.000 in 2011). Parts of the city are regarded as "food deserts" where children and adults are not provided with enough fresh food. The library has become the central place for primary counselling as more than half of the city's children grow up in poverty and in some parts of the city more than 50 percent of the adults are jobless.
http://cpl.org/
https://www.youtube.com/watch?v=2jGmMbTcEGM

SUCCESS STORY: SOCIAL INTEGRATION/MIGRANTS

Plaine commune (suburb of Paris)/France

25 libraries in the north of Paris and a library bus
29 percent foreigners among the population, 134 different nationalities, with very different cultural, social, professional background and various reasons for immigrating.

To provide services to all, especially people who don't use easily cultural institutions, the City libraries network:
• Provides leaflets and brochures in the most used languages (for example Tamoul and Chinese), depending on the location of the library
• Offers books and materials in various native languages
• Promotes learning of French as a foreign language through an e-resources platform Médi@TIC and collections of dedicated books
• Organises on a regular basis language workshops where users can improve their skills in a safe atmosphere
• Provides help about administrative proceedings in partnership with non-profit organisations.
(IFLA Public Libraries Section 2015)

SUCCESS STORY: SOCIAL INTEGRATION/REFUGEES

Hamburg Public Library/Germany

The library has a campaign „Refugees welcome": a student prints the slogan on t-shirts and sweaters and sells them online. The money is donated to the library program „Dialogue in German". More than 200 volunteers are involved more than 80 hours a week in German classes for migrants offered in 33 libraries in Hamburg.

The library has furthermore a cooperation with the literary festival Harbour Front which spread the donation appeal at every event at the festival.

All branch libraries have contacted the social management of homes for asylum seekers/the refugee centers in their district. Summer parties of the homes are used as a possibility to get in touch with refugees and to disseminate information on library programs.

Hamburg Public Library provides online library cards to refugees financed by private donations. Apart from WiFi-access the online library card gives access to e-books in many different languages, music streaming and e-learning-courses of the library.

The Hamburg Public Library has many intercultural services and collections which are currently slightly altered in order to match with the background of the newly arrived refugees.
http://www.buecherhallen.de/ehrenamt-blog-kampagne-refugees-welcome-2015

Economic value of public library services

Nowadays, public services are evaluated by their local authorities against costs, performance, outcome and impact. More and more public libraries have to justify their public and economic value. There are some prominent examples of how the return-on-investment (ROI) of public libraries is calculated, mainly in North America and Canada. Toronto Public Library, for instance, which is one of the biggest local public library systems worldwide, was evaluated in 2013 with regard to its economic value. The famous Martin Prosperity Institute of the University of Toronto undertook research into the ROI of Toronto Public Library. The findings proved that $1 invested in the library generated $5.63 in corresponding counter-value. On average each library patron in Toronto annually received services worth more than $500. One opening hour in one of the 98 branch libraries cost $653, but generated public value of about $2,500. These figures resulted in a total annual value creation by Toronto Public Library of $1 billion. The report states also that there are additional services in the Toronto public library like educational and employment opportunities which are not easily quantifiable but doubtless also contribute to the ROI of the library (Martin Prosperity Institute 2013).[2]

This example documents impressively that public libraries can even generate added value to the public funds that are spent on them. So funding public libraries can have also macro-economic significance and can produce economic effects that are by far greater than the subsidies invested into them. In this respect they might be also even called actors in the concept of sharing economy.

[2] The study methodology quantified the total economic impact and return on investment of Toronto Public Library services based on analysis of direct tangible benefits, direct spending and indirect tangible benefits. The report also includes analysis of some Toronto Public Library programmes and services that make a difference to the city, going beyond the numbers. These services are not easily quantifiable, but create significant value for residents, including opportunities to improve literacy skills, engage in lifelong learning and enhance educational and employment opportunities.

3. LIBRARIES AS CENTRAL CULTURAL AND PUBLIC SPACES

Although public libraries in some countries have experienced a decrease in the number of loans over the past few years, they have intensified their role as central cultural and public spaces. In many countries libraries – and mainly public libraries – are the most frequented cultural institutions, sometimes having more visits than the national football leagues.[3]

Public libraries are locations that can support the need for direct communication as they offer free public space without any pressure to consume and without any need to legitimise their utilisation. In many, mostly smaller or rural local communities, public libraries often are the only public non-commercial space left for the social needs of the population.

The essential service of public libraries is to provide free access to information, education and culture as well as to cultural education services for all citizens - regardless of income, status, age, gender or ethnic origin. In order to fulfil this task public libraries provide media in all forms (both physically and online) and support the development of reading, media and information literacy by offering activities and programmes. Additionally the public library, as a non-commercial, protecting and inspiring meeting space and as a knowledge resource has a significant importance for society.

The relevance of public libraries as a so-called "third place", a complementary institution besides home and work or school (depending on the age of the user), has already been established in many cities and will further increase (Aabø et al. 2012: 138–149). The symbolic term and the respective concept of the library as a "second living-room" internationally disseminated from the excellent library system in Singapore, where the mission statement of the library is derived from the political strategy for the nation:

> *"Our survival depends on our people, our only precious and critical resource. Thus, it is important for our people to stay relevant, competent and highly skilled. To minimize social disparity and to nurture a talent pool that will contribute to economic viability, our government has placed emphasis on investing in education, training and lifelong learning to create a highly skilled workforce for work in a knowledge intensive industry. It is against this backdrop that the libraries in Singapore were developed to support the national goals to help our people stay abreast and attain a competitive advantage."* (Sabaratnam et al. 2013: 103)

The strength of public libraries is also the strength of their networks. Key cooperation partners are kindergartens, schools, other educational actors and retirement homes, but also archives and museums. The spectrum of cooperation ranges from displaying information material at events (such as exhibitions, language courses for migrants and refugees, services for poor adult readers, reading coaches, courses about electronic media provided by the library staff, legal advice) to the mutual use of locations (learning studio, computer workstations, IT training room) as well as to the spatial and administrative consolidation in so called cultural and educational centres or in an education campus under common management.

[3] In 2014: 118 Mio visits to German public libraries and about 13 Mio. visits to the German Bundesliga in the season 2013/14.
Deutsche Bibliotheksstatistik 2014
German Football League: http://www.weltfussball.de/zuschauer/bundesliga-2013-2014/1/

PROSPECTIVE SUCCESS STORY: NATIONAL STRATEGY

Netherlands

In the forefront of a planned new library act in 2015, the Sectorinstituut Openbare Bibliotheken (SIOB) – responsible for the strategy and the development of the Dutch public library system – charged an external commission with a draft of future perspectives for library work in the year 2025. According to the title of the document " Bibliotheek van de toekomst: knooppunt voor kennis, contact en cultuur" (Library of the future: central place for knowledge, contact and culture), the commission considers the future role of the library as forum and network for knowledge, contact and culture. Particular importance is given to the element of contact, meaning the role as public meeting and communication place for most different social groups. The heading is „Van Collectie tot Connectie" ("From Collection to Connection").

With this profile the library will continue and enhance to play an indispensable social role in the future, because according to the authors of the study, the social framework in Dutch cities and villages will change significantly within the period considered. The demand for a "public third place" grows more important – and the library can become such a place by expanding its social role. Moreover the authors argue that - according to the common awareness – in the more and more globalised and digitized world the availability of "analogue places" gains demonstrably more importance. The prediction sometimes furthermore expressed that the library as physical place will disappear and will only continue virtually gets a clear rebuff from the authors.

Through its firm anchoring and physical presence in the local public life as well as its accessibility and reliability, from the Dutch point of view the library has the potential to become a future "Community Leader" (Bos 2014: 76).

Many rural regions have been facing serious changes caused by transformations in agriculture, industry and in small and medium sized enterprises and a consequent loss of many jobs. In smaller communities and in rural areas the population is declining with a continuously growing average age, and the younger generations tend to leave these regions in order to work and settle in bigger cities.

While cultural institutions in big cities have been dealing with the ongoing social and demographic shift of the urban community, the institutions in smaller cities and in rural areas have to face more basic concerns. Even the conditions for cultural production are completely different there. The regional cultural institutions have to address a broader public and dispose of much tighter budgets.

In many smaller municipalities, especially in the rural area, public libraries often are the only non-commercial cultural institution left, a protected public place where everyone can enjoy culture and education, work individually or within groups and communicate as well as a meeting point and for meaningful leisure activities.

Public libraries became centres of cultural life with extensive event offers that can cover all levels of society. In 2014 alone, German public libraries organised nearly 350,000 cultural events (Deutsche Bibliotheksstatistik 2014).

National concepts for library development usually include the need for accessibility for people living in less central or sparsely populated areas, affected by demographic change as a major concern. CILIP, the British Chartered Institute of Library and Information

Professionals designed guidelines based on the question: *"What makes a good library service?"* These guidelines state explicitly:

> *"A good library service will deliver against key policy objectives and provide a positive future for children and young people, a fulfilling life for older people […]*
> *A local library service must be […] available to everyone and meet any special needs required by members of the local community […]*
> *Library services should be available beyond the walls of the library, both online and via home delivery to vulnerable individuals."* (CILIP 2009: 2-3)

The current programme „TRAFO – Modelle für Kultur im Wandel" (Models for Culture in Transformation) of the German Federal Cultural Foundation is especially designed for rural areas and smaller communities. The Foundation aims to promote transformation processes by providing better cultural services. The main target of the project is the development of the public library Osterode into an open, non-commercial meeting place for communication, education and culture. Especially the integration and participation of immigrants and their participation in civic associations is a priority target of the project. The public library would be the networking hub of the whole project as well as a bridge towards the whole region (Kulturstiftung des Bundes n.d.).

SUCCESS STORIES: IMPACT OF RURAL LIBRARIES

Public Libraries Romania

In Romania, librarians trained by Biblionet (IREX 2013) helped 116,000 farmers get €180 million in subsidies via new Internet and computer services of the public library in 2011-2014. The 1,000+ librarians who participated in training decided to bring the services to their libraries together with the local mayors. Most of the mayors understood that this service is in the farmers' interest. The programme helped farmers learn how to use the technology in libraries to access financial forms and submit them to the government, saving time and money.

Public Libraries Sri Lanka

The e-Library Nenasala Programme (Bill & Melinda Gates Foundation 2014) in Sri Lanka is a government-run initiative to increase digital literacy and access to technology among the nation's poorest residents living in remote rural areas. The Nenasalas offer instruction in basic computer skills, guidance on accessing information through the Internet, and a wide variety of locally relevant knowledge to help people increase their income and improve their lives.

4. LIBRARIES AS ANCHORS FOR THE HIGH STREET

„Urban performance currently depends not only on the city's endowment of hard infrastructure ('physical capital'), but also, and increasingly so, on the availability and quality of knowledge communication and social infrastructure - human and social capital" (Caragliu et al. 2009:1).

Public libraries are local institutions providing different basic services for the public. They have the highest frequency of visitors to a cultural or educational local institution[4] and therefore are an indispensable component of the respective infrastructure in a local community. Public libraries develop their services based on the demands and interests of the citizens and in communication with their funding bodies and thus make a principal contribution to urban development. Their role as anchors for the high street in the city is growing and becoming more and more evident. Even retail shops and shopping malls have recognized that the public library might be an interesting partner in increasing the attractiveness of a certain location. On the other hand the success of public libraries also profits from their position in urban key spaces where people can combine their various personal and professional wishes in one place.

SUCCESS STORY

Idea Stores London/UK

Since 2002, „Idea Stores" (Wills 2003: 107–120) were developed in London which soon became internationally renowned model-libraries. These "Idea Stores" integrate the demands of their environment with the classical library services and so have become knowledge and creation centres for lifelong learning. They were developed based on surveys of the target population. The general goal of these modern libraries is to be an important factor of the urbanistic upgrading of deprived neighbourhoods as well as providers of services for learning and education, especially for people from disadvantaged backgrounds. As a result of the surveys it became clear that people would use public libraries if they were close to the sphere of their everyday lives, and therefore the "Idea Stores" are located on the high-street in the middle of urban life in the respective neighbourhood. The same concept of being a part of a big "one-stop-shop" has led to public libraries that are located in shopping malls. This concept has developed in many countries around the world and sometimes the operating company of a shopping mall will lease their premises to a public library at low costs because they recognise the benefit of having this well accepted cultural institution in their mall.

Urban planners have recognised the value of a public library as a highly frequented cultural institution that can revitalise an urban redevelopment area and to bring life into deserted parts of the city (Giersberg 2014). They know by now that the visitors of a public library very often become walk-in customers of shops, restaurants and cafés in the neighbourhood. Sometimes public libraries even initiate the settlement of commercial enterprises in their surroundings.

[4] E.g. Bremen/Germany (2014) visits to:
- Public Library: 2 million
- Theatre : 170.000
- Museums (10 institutions): 630.000
Statistisches Landesamt Bremen 2015

Against this background in the last years many metropolitan cities commissioned world-famous architects for the building of modern public libraries which became internationally renowned landmarks: for instance Birmingham, Seattle, Stuttgart, Tokyo, Vancouver and Vienna. The latest example is the Public Library of Arhus in Denmark.

In some cities the public library was the first new building in a newly developing area. In Amsterdam the new central library was built in a region close to the central railway station formerly used as a cargo transhipment centre. Since the opening of the library this formerly almost deserted unattractive area soon became a highly frequented part of Amsterdam. The same effect was achieved in Arhus where the central library is now the busy focal point of a former harbour area with industrial plants separated from the central municipal area.

These modern and often extraordinary architecturally striking buildings offer welcoming premises for many purposes. They are highly attractive for the population of all ages and from all social groups and generally become a focal point of the community. Since 2013, Birmingham Public Library for instance is one of the biggest public libraries in Europe with its 31,000 square metre premises. The old library had become unattractive and was rather poorly frequented; with the new library the number of visitors increased by 250 percent: instead of 4,000 daily visitors the library now counts 10,000 visitors per day. The surrounding business environment profits from these numbers considerably (IFLA Public Libraries Section 2014).

Public libraries as well recognized and open public service institutions, can sometimes also be deployed to upgrade underprivileged urban districts. The city of Salzburg in Austria successfully placed their new central library in an area with serious social problems in order to bring a new perspective for the population. In Sao Paolo, the Central public library was positioned in an area with a huge favela as neighbourhood. Today the library is accepted as a cultural learning centre for the population, especially for students in surrounding areas.

5. RECOMMENDATIONS

Public libraries could contribute further to the political goals formulated at national and EU level more effectively if their enormous potential were properly taken into account in political decision-making processes. Public libraries have a lot to offer in the spheres of early childhood development, vocational education, lifelong learning, cultural formation, digital upskilling and social integration, and yet their substantial contribution tends to go unnoticed by policy-makers, both at a national and European level. Public libraries offer local, national and EU politicians great support in reaching their objectives of providing excellent opportunities for education and training for all citizens in their communities, improving skills through flexible learning pathways and supporting the fight against unemployment.

In 2009, EBLIDA and NAPLE launched the Vienna Declaration (EBLIDA 2009) for a Library Policy for Europe that identified challenges for libraries in legal, financial, technological, structural and organisational terms.[5] Now it might be the right time for the European Parliament to act in favour of the millions of users of the European libraries.

Therefore the work of public libraries must be stabilised and should be further developed at the European level by:

5.1. Recognising public libraries as key actors in education, digitisation and integration into policy strategies at national and EU level

The positive socio-economic impact of Europe's 65.000 community based public libraries has been largely overlooked by policy makers for some time. There often is a lack of awareness and understanding of the modern role of public libraries in European communities. But as stated, public libraries have understood and are meeting the new challenges of the 21st century by becoming modern community, creative and educational hubs. Their service provides access to educational, recreational, cultural and information activities to improve the quality of life for all citizens. In order to ensure and promote their vital support in the fields of culture, information, digitisation as well as education and social integration they should be absolutely considered as important actors by political decision-makers when it comes to the development and implementation of respective strategies (including the 2016 New Skills Agenda for Europe and upcoming copyright reform proposals).

5.2. Creating a fund or programme for innovation in public libraries and establish a sustainable European network of public libraries

Public libraries across Europe face similar challenges and needs. They are crucial actors for the creation and strengthening of European education and underpin the objectives of the Europe 2020 strategy by enabling "smart, sustainable and inclusive growth". In order to support the transformation of libraries as engines of societal development and integration, EU member states should consider the creation of a new programme similar to the PubliCA

[5] EBLIDA and NAPLE agreed to strengthen the role and potential of the library service throughout Europe in supporting the European Knowledge Society and called on the European Commission to make progress through four recommendations.

project (Concerted Action for Public Libraries[6] in the framework of the programme Telematics for Libraries (1990-1998)) and the establishment of a European-wide network[7] to monitor and support the work of public libraries in boosting the EU's progress towards relevant targets in education and training, employment and culture. Public libraries already participate in various EU promotion tools such as Erasmus+, Creative Europe, ERDF and LEADER[8], but still need urgent support for the further promotion of innovation – especially given the tightening of local budgets in recent years.

5.3. Supporting data collection on key features and offers of European public libraries

There is currently relatively little data available on features and activities taking place in Europe's public libraries. Gathering more detailed, reliable data and evidence on library use by citizens would help to build a more holistic and accurate picture of the role libraries are playing in communities and how libraries can be leveraged to support EU policies. Data showing the effectiveness, efficiency and outcome and the range of libraries are required by political decision makers as well as by the library professionals themselves, like NAPLE and IFLA. Data are extremely difficult to compile and exploit because they are not uniform across the EU member states.[9] EBLIDA (with partners) started to work on data collection three years ago and is compiling statistical information, but it would be more effective with the help of the EU bodies or a specific project on data collection supported by a European grant. For example, data collection on public libraries could be integrated into the annual Education & Training Monitor cycle.

5.4. Creating a European (Public) Library Label, or (Public) Library of Europe

Traditional food and beverages across Europe (wines, beers, cheeses etc.) are benefitting from special labels that guarantee they respect qualitative norm and can be purchased with confidence by consumers. Some member states have created a similar label for retail bookshops and for museums[10] that ensure minimum quality standards. The creation of a European library label with special criteria would support the recognition of the importance of libraries in Europe. It would also help to work towards minimum standards that would be applicable Europe-wide (for example in terms of minimum square metre size per 1,000 inhabitants, minimum services provided, Wi-Fi access, minimum collection level, minimum staff related to opening hours, etc.). The idea would not be to have a competition to select the best library of Europe, but to leverage libraries in inviting them to fulfil the minimum norms to receive the label. It might also be a way to help the EU to allocate specific budget lines to libraries.

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[6] The PubliCA project (Concerted Action for Public Libraries) was specifically dedicated to innovation in public libraries. This project caused and supported many Europe-wide initiatives for - mainly technical - innovation in libraries. http://cordis.europa.eu/libraries/en/publib.html

[7] Built on the work of PubliCA, the project "Public Libraries Mobilising Advanced Networks (PULMAN)" was funded under the EC Information Society Technologies programme.

[8] E.g. Daily Innovators and Daily Educators in the Libraries (2015-2018), Library. I love it (2013-2015), Crosswise Learning (2013-2015), Engage ! (2013-2015), Digital Literacy 2.0 (2012-2014), European Libraries as education centres for adult learner (2008-2010), and many more Creative Europe, ERDF and LEADER projects.

[9] E.g. the German Library Statistics (Deutsche Bibliotheksstatistik) provides a centralised data collection (resources, services, media, loans, events, etc.) of German libraries since 1974.

[10] Musées de France: http://traduction.culturecommunication.gouv.fr/url/Result.aspx?to=en&url=http://www.culturecommunication.gouv.fr/Aides-demarches/Protections-labels-et-appellations/Appellation-Musee-de-France.

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European Parliament

DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICIES

CULTURE AND EDUCATION

RESEARCH FOR CULT COMMITTEE - PROMOTING MEDIA AND INFORMATION LITERACY IN LIBRARIES

IN-DEPTH ANALYSIS

Abstract

Librarians and (public) libraries are active in promoting information literacy and (more recently) media literacy. After a brief historical sketch, this document describes how public libraries assist patrons and educational institutions in enhancing knowledge, skills and attitudes needed to critically engage with media and information. It sketches international organizations' endeavours to put media and information literacy (MIL) on the policy agenda, describes what is (not yet) known about the effectiveness of MIL programs, and offers recommendations for EU and public library policy.

IP/B/CULT/IC/2016-026 June 2016

PE 573.454 EN

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EXECUTIVE SUMMARY

The concepts of media literacy and information literacy were developed in the 1960s-70s at a time when the growing importance of mass media and information in everyday life started to make educators wonder if basic literacy skills (reading and writing) would suffice for youngsters to assess themselves later in life. Librarians and library researchers were playing a crucial part in developing programs to enhance information literacy, and only later became involved in media literacy promotion when concerns rose in the 1990s and beginning 2000s over 'digital divides' between those with the resources and skills to use digital media for their own personal and professional development and those without.

There is a wide diversity in concepts/definitions of media literacy and information literacy among scholars and educators. An influential definition of *information literacy* states that it is the ability to recognize when information is needed and to locate, evaluate and effectively use the needed information (American Library Association 1989). *Media literacy* has recently been defined as all the technical, cognitive, social, civic and creative capacities that allow us to access and have a critical understanding of and interact with both traditional and new forms of media (Council of the European Union 2016).

Public libraries are gradually transforming into all-round media and information-rich learning environments, while reading and borrowing books remains important for supporting literacy in the original sense: 'reading and writing literacy'. By introducing media labs and so-called makerspaces, and organizing/hosting hackathons, they try to strike a balance between a defensive, protectionist stance to media literacy (protect children from harm, prevent elderly from becoming isolated) and an offensive, empowering one (assist people in improving their faculties and support their creative talents). A gradual change in perspective can be observed on the role of the public library in the community, from uniquely offering access to information toward a philosophy and culture of sharing of information and knowledge.

Since the turn of the millennium, the European Commission and the OECD have signalled the importance of information and knowledge for the employed and citizens in general, for the economy and for society as a whole. Organizations like UNESCO and IFLA (International Federation of Library Associations and institutions) have stressed the importance of media and information literacy for the social and cultural development of individuals, communities and societies. UNESCO and IFLA have introduced a unitary framework for 'media and information literacy' (MIL) and are working together to support librarians in working out practical programmes aimed at furthering MIL development of their patrons.

As yet, the scarcely available research does not allow the conclusion that media and information literacy programmes in public libraries can generally be called effective; more systematic research is needed. A wealth of studies in information behaviour provides insights into the way people are dealing with information. Research into the effectiveness of media education in general (mainly outside of public libraries) is mixed. However, many practitioners and researchers find that media literacy programs can successfully change attitudes and, sometimes, behaviours, which is supported by a recent meta-analysis of 51 quantitative studies. The *Global Media and Information Literacy Assessment Framework* developed by UNESCO, a combination of assessment tools, methodology and guidelines for data collection for the assessment of media and information literacy, might prove useful in helping public libraries demonstrate the effectiveness of their programs in a systematic manner. Children, youth, adults and elderly people of all social backgrounds will be better equipped to face the challenges - and grasp the opportunities - of living in a society saturated with information and media.

In order for this to become a reality, the following recommendations are put forward:

- In the Education and Training 2020 Framework, recognize the full potential of libraries, particularly public and school libraries, in supporting formal, non-formal and informal learning in all aspects of literacy: reading and writing, information literacy and media literacy.
- Public libraries have suffered severe budget cuts in several EU Member States in recent years, forcing them to cut down on qualified personnel (particularly younger librarians) and opening hours, and even to close library branches. In order to realize their full potential in increasing media and information literacy, it is crucial that public libraries be supported, both in a political and economic sense, to transform themselves into community learning centres with extended opening hours and a professional staff that mirrors the community's demographic composition.
- Continue to work, in collaboration with other international organizations and with library organizations, towards a unified conceptual framework of media and information literacy, including 'digital literacy/ICT skills', geared at developing knowledge, critical awareness, competencies (passive/receptive and active/creative) in handling today's ubiquitous media and information landscape to one's own advantage.
- Work towards a research program, preferably within Horizon 2020, aimed at discovering strengths and weaknesses in current media and information literacy programs, in order to enhance the effectiveness of such programs. If possible, use UNESCO's Assessment Framework in evaluation studies.

1. MEDIA AND INFORMATION LITERACY: WHAT IS IT?

A very brief history

Media literacy as a concept was coined for the first time in the 1960s. Teachers and pedagogues, observing the growing importance of mass media like radio and television in everyday life, started to doubt whether being 'literate' - being able to read and write - alone would be sufficient for persons, and children in particular, to assert themselves in modern society. Being literate, according to media educators, should encompass not only being able to decode and produce textual information but also to critically engage with various media technologies, genres and formats. Academic study and analysis of (the production of) feature films, radio, music and television had demonstrated all kinds of manifest and latent structures in the production and use of mass-mediated messages, as well as in these messages themselves. Being media literate meant being able to see through the daily flood of messages, see the 'big picture' - and become a more critical media user, also vis-à-vis potentially harmful content (e.g., violent and sexually explicit messages), political propaganda and advertising.

In the same vein and at around the same time, the expanding information environment called for the ability to separate the wheat from the chaff: to locate relevant sources and, in a next step, to distinguish between reliable and questionable information and information sources. In earlier times, broadening access had led to the establishment of public information institutions, like (from the 18th century onwards) museums, (public) libraries and archives, as well as public broadcasting systems in the 20th century. With the rapid expansion of information production in the 20th century, offering access to information as a public service was accompanied by curating - assembling an appropriate collection of sources around a wide array of themes - and a pedagogical aim: to help learners become their own information curators. In making pre-publication filters look like things from the past, the World Wide Web only amplified the need for citizens to be information literate.

Definitions

Looking through academic, professional and policy documents, it is clear that there is no one 'leading' definition media literacy nor of information literacy. Depending on the academic or professional discipline and the educational, cultural and societal contexts in which scholars work, different aspects of media and information literacy are put in the foreground. As Potter (2013: 217) states: "The body of literature about media literacy is a large complex patchwork of ideas that displays considerable variety in the way it is defined". The same is true for information literacy (Bawden & Robinson 2012: 288-289). To give at least an impression of what is generally understood under both terms, two relatively early definitions are provided that have proven to be influential in the international, including the European, discussion.

Aufderheide (1993), in a report on a U.S. 'National Leadership Conference on Media Literacy', described a *media literate* person as someone who *"can decode, evaluate, analyze and produce both print and electronic media. The fundamental objective of media literacy is critical autonomy in relationship to all media. Emphases in media literacy training range widely, including informed citizenship, aesthetic appreciation and expression, social advocacy, self-esteem, and consumer competence. The range of emphases will expand with the growth of media literacy."* Central to media education is the notion that media and mediated messages are reflecting manifest and latent social values, and that they also help shape social reality.

The American Library Association (1989) defined an *information literate* person as "*able to recognize when information is needed and have the ability to locate, evaluate and use effectively the needed information. (...) Ultimately, information literate people are those who have learned how to learn. They know how to learn because they know how knowledge is organized, how to find information, and how to use information in such a way that others can learn from them. They are people prepared for lifelong learning, because they can always find the information needed for any task or decision at hand."*

Media literacy versus information literacy
Although media literacy and information literacy share some common ground, they are conceptually different, coming from separate academic and practical traditions (Lee & So 2014; cf. Livingstone et al. 2005). In information literacy, 'information' has traditionally been conceived as more or less factual, neutral and pure 'content', regardless of the form in which it has been cast. Media literacy, on the other hand, tends to problematize the reciprocal influences of content and form. Content determines to a certain extent the form in which it will be cast and, conversely, the form influences the content that will be offered (cf. Aufderheide 1993: 2).

Since the advent of the World Wide Web with its underlying 'hyperlinked' structure, form aspects have entered the information literacy discussion as well, leading to the concept of 'digital literacy' (Bawden 2001; Bawden & Robinson 2008; ELINET 2016). Other 'literacies' like 'ICT literacy', as well as digital skills, ICT skills and the '21st century skills' which have become prominent in recent years) are not discussed here (but see Bawden 2001; Koltay 2011).

In recently published conclusions of the Council of the European Union on 'Developing media literacy and critical thinking through education and training', media literacy is defined as *"all the technical, cognitive, social, civic and creative capacities that allow us to access and have a critical understanding of and interact with both traditional and new forms of media."* In a footnote, it is clarified that *"[t]hese capacities allow us to exercise critical thinking, while participating in the economic, social and cultural aspects of society and playing an active role in the democratic process. The concept covers different media: broadcasting, video, radio, press, through various channels: traditional, internet, social media and addresses the needs of all ages"* (Council of the European Union 2016).

This definition reflects the broadening of scope of the positive effects on civic and democratic participation that are expected from media education. As will be outlined below, public and other types of libraries are well positioned to contribute to media literacy enhancement, more specifically to information (and digital) literacy. In the remainder of this document, an impression is given of the activities public libraries undertake, and what is known about their effectiveness.

2. PUBLIC LIBRARIES' ROLE IN MEDIA AND INFORMATION LITERACY

From information to media literacy
Traditionally, together with school and academic and research libraries, public libraries have been at the forefront of promoting information literacy, only later widening it to media literacy. Especially in schools in primary, secondary and tertiary education, libraries saw (and still see) their added value to the learning process in assisting and instructing learners in finding and evaluating mostly textual sources, in their own collections, in licensed databases and on the web.

When in the 1990s and 2000s digital media gradually became central to the workplace, to school and to the home, public libraries were an obvious place to provide Internet access and instruction for those lacking the resources and skills to become connected. Partly through their efforts and because fixed and mobile Internet access has become more common, fears of a persistent 'access gap' have diminished. Social groups lagging behind in access have caught up or are beginning to do so. However, concerns about a 'skills and use gap' between frontrunners and disadvantaged groups continue to exist, which is why public libraries run instruction programs for those lagging behind.

As far as media literacy in a broader, not exclusively 'digital' sense is concerned, activities of libraries and schools aim at guiding students to enhance safety in their online behaviour, on the web and in social media. Also, (teacher-)librarians and instructors in citizenship education run courses in making teens more aware of commercial and political interest behind mediated messages on and off the web.

From protection to empowerment
All in all, there is a focus on kids and youth - and their parents - on the one hand, and on acquiring digital skills on the other, in public library efforts to enhance media and information literacy. The adult population, especially low-literate and elderly citizens, is assisted in acquiring digital skills (world wide web, e-mail, social media). Set against the Council's definition above, it is clear that as yet, most public libraries focus on what they can do best (information literacy, including digital literacy) for the persons who need it most. Yet, a group of frontrunner libraries see it as their task to enhance their patrons' media literacy in a broader sense:

- Offering *media labs*, spaces in the library where patrons learn to use hard- and software for their own good (e.g., edit video and sound recordings into a presentation of their voluntary organization or one-person-company);
- Furnish *makerspaces/hackerspaces/FabLabs*: "creative, DIY (do-it-yourself) spaces where people can gather to create, invent and learn. In libraries, they often have 3D printers, software, electronics, craft and hardware supplies and tools, and more" (Willingham & de Boer 2015: 1);
- Organizing and/or hosting *hackathons*: community events where software developers, graphic designers, gamers and others gather to create new software and hardware applications, sometimes to improve digital library functionalities themselves.

With such spaces and activities, these libraries aim to show their commitment to be an all-round media and information-rich learning environment, not merely a place where people can come to read and borrow books (although that aspects remains important, if only to also support 'reading and writing literacy'). It also means achieving a better balance between a defensive, protectionist stance to media literacy (protect children from harm, prevent elderly from becoming isolated) and an offensive, empowering one (assist people in improving their faculties and support their creative talents) (cf. Hobbs 2011). Moreover, it implies a change in perspective on the role of the public library in the community, from uniquely offering access to information toward a more democratic philosophy and culture of sharing of information and knowledge. The sharing can take place between libraries and their users, and - maybe more importantly - between users who want to share their knowledge and others who want to learn.

3. POLICY APPROACHES TO MEDIA AND INFORMATION LITERACY

As already mentioned, information literacy is a central concept in many strands of librarianship, ranging from public and school libraries to academic and research libraries. It comes as no surprise, therefore, that libraries and their professional organizations have tried to formalize their approach to it in policy documents. A comprehensive overview of both professional and academic work, as well as policy approaches from national, European and global governmental bodies signalizes that Europe stepped in rather late in international comparison. Yet after this cold start, governments and libraries in Europe have caught up (Virkus 2003, 2013; cf. Borg & Lauri 2011).

The European Commission, in its lifelong learning policy, and the Organisation for Economic Co-operation and Development (OECD), signalled the importance of information and knowledge for the employed and citizens in general, for the economy and society as a whole around the turn of the millennium. Recently, ELINET (European Literacy Policy Network) has advocated a broad understanding of digital literacy (including, but not confined to ICT skills alone; ELINET 2016). Yet policy discourse was framed mostly in economic and technological terms, stressing the economic growth potential of a healthy IT sector in Europe, almost ignoring information literacy in a social and cultural sense. Through organizations and networks like the International Federation of Library Associations and institutions (IFLA), ELINET and the United Nations Educational, Social, and Cultural Organization (UNESCO), this has changed somewhat in the last decade. UNESCO introduced the Information for All Programme (IFAP) in 2000, which is still continuing. Since 2012, the International Federation of Library Associations and institutions (IFLA) and UNESCO have been collaborating on Media & Information Literacy (MIL). The two organizations are taking the two concepts together, which might have the effect of the broadening of the traditional scope of libraries on information literacy.

"MIL is defined as a combination of knowledge, attitudes, skills and practices required to access, analyse, evaluate, use, produce and communicate information and knowledge in creative, legal and ethical ways that respect human rights. Media and information-literate individuals can use diverse media, information sources and channels in their private, professional and public lives. They know when and what information they need and what for, and where and how to obtain it. They understand who has created that information and why, as well as the roles, responsibilities and functions of media, information providers and memory institutions. They can analyse information, messages, beliefs and values conveyed through the media and any kind of content producers, and can validate information they have found and produced against a range of generic, personal and context-based criteria. MIL competencies thus extend beyond information and communication technologies to encompass learning, critical thinking and interpretive skills across and beyond professional, educational and societal boundaries. MIL addresses all types of media (oral, print, analogue and digital) and all forms and formats of resources."
- Moscow Declaration on Media and Information Literacy, 28 June 2012 (UNESCO 2014: 94; cf. IFLA 2011).

Through IFLA's activities and its sections (notably those on Information Literacy, Public Libraries, School Libraries, and Academic & Research Libraries), notions like those in the Moscow Declaration are disseminated to the national level. Naturally they do not give guidance to the practice of media and information literacy instruction on the library floor. It is left to the professionalism of librarians to work out practical programs that should yield the desired effects, supported by their (inter)national professional organizations (like the International Association of School Librarianship, see IASL 2016). In the next section, some indication is given of what is known about the effectiveness of media and information literacy efforts.

4. EFFECTIVENESS OF MEDIA AND INFORMATION LITERACY PROMOTION THROUGH PUBLIC LIBRARIES

Information literacy as information behavior

In view of the stronger focus in libraries on information than on media literacy, it is only natural that research into libraries' effectiveness has been directed more towards the former. However, the library profession and its academic counterpart, the library and information science (LIS) discipline, haven't devoted much time and money on the evaluation of concrete programs per se. Rather, attention has been devoted to the broader study of information behaviour: how persons interact with information. Information seeking and information problem solving research aims to understand the process of information behaviour rather than information gains directly attributable to library programs. Also, studies tend to measure information literacy in terms of self-efficacy - how well individuals think they are performing - rather than measuring their performance in formal test settings (cf. Case 2012; Kuhlthau 2004).

Effectiveness of media education on media literacy

As for research on the effectiveness of media education in general - not necessarily connected to libraries - it can be said that the evidence is not solid. As one observer states: "The research is weak and mixed, leaving the question of media literacy's efficacy very much up in the air. (...) Nevertheless, there is room for optimism. Many practitioners and researchers find that media literacy programs can successfully change attitudes and, sometimes, behaviors" (McCannon 2009: 527; see also Martens 2010).

A longitudinal study into the influence of media socialization of children by their parents shows that parental socialization in reading, TV and digital media use can have a lasting effect on the children's cognitive and cultural development. That influence can be both positive and negative, depending on the kind of media socialization that is offered (Notten 2011).

A meta-analysis of 51 quantitative studies into media literacy interventions mostly conducted in schools showed a positive effect of these interventions. Programmes for media literacy that are spread out over a larger number of sessions appear to increase participants' competences. Programmes that spread their efforts over too many components, thereby possibly causing information overload or confusion, were less successful. Positive effects were observed across diverse agents (teachers, peers, researchers, others), target age groups, settings (schools, communities, other), topics (e.g., advertising, alcohol/tobacco/drugs), and countries (Jeong et al. 2012).

Effectiveness of media literacy interventions in libraries

As yet, not much is known about the effectiveness of media literacy programs in (public) libraries. This state of affairs need not surprise nor be of concern; it might just derive from the fact that media literacy has not been on the library's agenda for long. This is not to say that library interventions are not evaluated; they are, but mostly on a local level, leaving generalizing conclusions up in the air. What makes it hard to report on these evaluations is that they typically do not end up in the research literature nor are they documented in a sufficiently sound manner.

For possible effectiveness one is forced to rely on general media literacy studies not covering libraries. There seems to be reason for optimism, in view of the findings above, about what could be found once research will systematically target libraries' media and information literacy's interventions. The development and dissemination of the *Global Media and Information Literacy Assessment Framework* (UNESCO 2013) might prove useful in this respect. It is a combination of assessment tools, methodology and guidelines for data collection for the assessment of media and information literacy. As such, it offers a unitary conceptual and measurement framework. Provided that enough evaluation studies in libraries will take it as a guideline for data collection and analysis, it will not only enable assessment of the level of media and information literacy (MIL) of patrons, librarians and libraries, but also comparison of MIL levels over time, e.g. before and after a course. As such, it might bring about a professionalization of policy and practice of MIL education and training in public libraries, in schools, in other forms of education and instruction (e.g., self-education with web resources) - opening public libraries' full potential as the open learning environments promoting social inclusion, as the Council of the European Union (2015: 9) sees them.

5. CONCLUSION: WHAT MEDIA AND INFORMATION LITERACY TRAINING THROUGH LIBRARIES CAN BRING EUROPE

Public libraries, as did other library types, have traditionally focused their attention on enhancing their patrons' information literacy, besides general literacy (language acquisition, reading and writing skills). Starting around the turn of the millennium, their scope has been widened to include digital literacy and media literacy. The latter is not exclusively a library domain, as schools and (especially) parents play a major role here. Because of their being located in the centre of communities, they are well-positioned to support parents and schools in their socialization and education efforts.

In 2011-2012, IFLA and UNESCO joined forces in the media and information literacy (MIL) domain. By tying the hitherto separately evolved media literacy and information literacy concepts and practices together, they have laid the foundation for public libraries and their partner organizations to work towards more concerted efforts to support citizens of all ages in acquiring the knowledge, skills, attitudes and ethical stance to become more media and information literate. In so doing, children, youth, adults and elderly people of all social backgrounds will be better equipped to face the challenges - and grasp the opportunities - of living in a society saturated with information and media.

In order for this promising future to become a reality, the following recommendations might be observed:

- In the Education and Training 2020 Framework, recognize the potential of libraries, particularly public and school libraries, in supporting formal, non-formal and informal learning in all aspects of literacy: reading and writing, information literacy and media literacy.
- Public libraries have suffered severe budget cuts in several member states in recent years, forcing them to cut down on qualified personnel (particularly younger librarians) and opening hours, and even to close library branches. In order to realize their full potential in increasing media and information literacy, it is crucial that public libraries be supported, both in a political and economic sense, to transform themselves into community learning centres with extended opening hours and a professional staff that mirrors the community's demographic composition.
- Continue to work, in collaboration with other international organizations and with library organizations, towards a unified conceptual framework of media and information literacy, including 'digital literacy/ICT skills', geared at developing knowledge, critical awareness, competencies (passive/receptive and active/creative) in handling today's ubiquitous media and information landscape to one's own advantage.
- Work towards a research program, preferably within Horizon 2020, aimed at discovering strengths and weaknesses in current media and information literacy programs, in order to enhance the effectiveness of such programs. If possible, use UNESCO's Assessment Framework in evaluation studies.

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European Parliament

DIRECTORATE-GENERAL FOR INTERNAL POLICIES

POLICY DEPARTMENT B: STRUCTURAL AND COHESION POLICIES

CULTURE AND EDUCATION

RESEARCH FOR CULT COMMITTEE - E-LENDING: CHALLENGES AND OPPORTUNITIES

STUDY

Abstract

This briefing identifies key challenges and opportunities in the evolving field of e-lending via public libraries based on an analysis of 18 different e-lending models in Europe and North America. It concludes that on-going dialogue between libraries and publishers, alongside better comparative data on e-lending and e-book purchasing across all EU Member States, will be among the key enabling factors for e-lending in the future.

IP/B/CULT/IC/2016-025 June 2016

PE 573.453 EN

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LIST OF ABBREVIATIONS

CULT	Culture and Education Committee
EBLIDA	European Bureau of Library Information and Documentation Associations
ECJ	European Court of Justice
EKZ	Einkaufszentrale für Öffentliche Büchereien (Shopping Centre for Public Libraries)
ELLU	e-Ramatukogu (e-Library)
HELMET	Helsinki Metropolitan Area Libraries
IFLA	International Federation of Library Associations and Institutions
OCLC	Online Computer Library Center
PLR	Public Lending Right

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EXECUTIVE SUMMARY

Background

For the majority of human history the products of knowledge, culture and learning were only accessible to a small proportion of society. Indeed, until the arrival of mainstream literacy, fuelled by the expansion of public education programmes in Europe and North America and the industrial revolution, only a small fraction of the population were able to read and write. The developments of the last 200 years simultaneously led to the establishment of the public library as a state-funded institution delivering universal public access to the outputs of human knowledge and culture. In parallel, copyright regimes were created to protect the creative incentives of authors and Public Lending Right systems were established to ensure authors were remunerated by library lending.

The arrival of the internet age has unlocked an exciting new chapter in the democratisation of access to information and ideas – whilst creating new challenges for the relationship between libraries and publishers. Publishers are continuing to evolve their traditional analogue business models while digital communication and distribution networks have reduced the potential barriers to piracy and illegal distribution.

In this new digital world, physical ownership has been largely replaced with licensed access to content. This conflicts with traditional consumer perceptions of ownership, and has erected new obstacles for libraries seeking to purchase and lend e-books whilst fulfilling their mission of supporting public access to balanced composite of digital resources. Key issues include concerns about availability of e-book titles for e-lending, rising complexity and cost, questions around on-going reliability of e-lending services and legal options for digital preservation, alongside a lack of transparency around author remuneration from e-books. There is also enduring debate and uncertainty as to the legal status of e-lending depending on the interpretation of the 2001 Information Society Directive and the 2006 Rental and Lending Rights Directive (we are currently awaiting a preliminary ruling from the European Court of Justice on this very subject). In addition the European Commission has announced plans to modernise EU copyright rules to address unnecessary fragmentation and frictions and support an effectively functioning Digital Single Market.

Licensing models

In the absence of e-lending being offered a firm legal basis under copyright exceptions and limitations or associated Public Lending Right (PLR) regimes, the resulting jungle of varying licensing terms, conditions, loan durations and pricing has spawned a broad range of different library e-lending models.

- **Single-user licensing models** are attractive to many publishers as they allow the e-lending process to mimic some of the frictions contained in the physical book lending process;
- **Pay-per-loan/simultaneous-use models** offer a more attractive experience for library users – but place greater responsibility on libraries for careful budget management and how much to accommodate patron demand for specific titles;
- **Hybrid licensing models** offer greater flexibility and choice than a single-user licensing scheme, but can also involve greater complexity and administrative costs;

- **Dual-licensing models** allow publishers to digitise their backlist whilst offering libraries discounted licensing terms for e-lending, but are only likely to be attractive in countries with small populations;
- **Library hosted models** (when libraries build, own and maintain their own digital hosting and e-lending infrastructure) are most popular in the United States, offer libraries greater degrees of control over content, but tend to secure access to less popular titles whilst requiring substantial levels of upfront investment.

Comparative analysis

Long term trends show that physical book lending is gradually decreasing while e-lending is increasing at a faster rate. However, it is worth remembering that e-lending till remains a small proportion of all book lending through libraries – between 1 and 10%. Based on the comparative data available for the e-lending models reviewed in this report, Germany's divibib offers the highest average e-book loans per month and one of the largest collections of titles for e-lending.

However, after the German hybrid licensing model (which launched in 2007) the next three e-lending models with the highest average e-book loans per month are all pay-per-loan/simultaneous-use models (the Dutch Digital Library established in 2014, eReolen in Denmark created in 2011 and Stockholm Public Library's Digital Library). In Europe, the Dutch Digital Library (now administered by the National Library of the Netherlands) has the lowest cost per loan and Stockholm Public Library in Sweden has the highest. Of all the European and North American e-lending models reviewed, Quebec's PRETNUMERIQUE.CA has the lowest average cost per loan.

Key trends and enabling factors

The national policy environment in which individual e-lending models operate has a significant impact on their scope for development and success. Indeed, most of the European e-lending models reviewed in this report benefited from specific policies, strategies and funding to promote e-lending, for example via national e-lending programmes or regional pilot projects. In addition, aggregated budgets for library licensing of digital content, combined with collective negotiations with publishers are more likely to secure favourable and sustainable licensing terms.

E-lending models which have had more time to develop tend to offer larger numbers of e-book titles and demonstrate higher usage figures, but new e-lending models launched in the last few years are also showing the potential for rapid growth. On-going and sustained dialogue and engagement between libraries and publishers, alongside a flexible and explorative mind set, are likely to be key enablers for future e-lending success.

In addition, the collection of accurate data which maps out the economic and behavioural realities of e-lending and e-book buying will become increasingly important in achieving e-book licensing terms which serve the interests of both libraries and publishers. Emerging data shows potential evidence for a potentially positive relationship between e-lending, e-book sales and publishing revenues. Similarly, for libraries, monitoring usage data and user experience metrics will increasingly enable them to focus scarce resources on achieving the best value for the patrons via targeted investments in content and functionality.

Further conclusions and recommendations

National and regional variances in public funding, government support for e-lending, cultural expectations, market maturity and commercial dynamics mean that each e-lending model operates in a relatively unique environment. Accordingly the wholesale transplantation of particular e-lending models from one country to another, or the systematic roll-out of a specific licensing framework across all EU Member States poses significant challenges. Nevertheless, it is clear from the analysis of the 18 e-lending models reviewed that flexible and iterative approaches which build on sustained dialogue between publishers and libraries are yielding progress. Ultimately the science of "what works now should be embraced above options which are theoretically desirable but practically impossible in the short term. At the same time, libraries should seek to exploit incremental and steady progress to drive continual improvements to the scope and scale of their e-lending services over the long term.

While steps to resolve the current uncertainty around the legal status of e-lending would be welcome, if publishers continue to identify e-lending as a threat, they will still retain a range of tools which can be used to undermine its viability for libraries. As such, greater EU-level support for comparative and transparent benchmarking of e-lending and e-book purchasing practices across all Member States would be a valuable asset to ensure that future licensing regimes are developed based on behavioural and commercial realities rather than instinctive reservations and fears.

Instead of hard coding mechanisms to create punitive friction in their pricing and licensing models, publishers should work collaboratively with libraries to flexibly co-design how friction can be introduced into e-lending systems to maximise the benefits to patrons from limited collection budgets. Providing libraries and publishers can continue to build and develop evolving agreements based on mutual trust and shared evidence, there are ample opportunities to be seized on both sides of the e-lending equation.

1. INTRODUCTION

Public access to information – a brief history

For most of human history only the most educated and wealthiest members of society were afforded access to the products of knowledge, culture and learning. Until the arrival of mainstream popular literacy, fuelled by the extension of public education programmes in North America and Europe over the last two hundred years, only a fraction of the population were able to read and write.[11] Furthermore, before the invention of the Gutenberg printing press in the 15th century, books and manuscripts were individually written and bound by hand. This made books expensive and rare, putting them out of reach to all but the highest echelons of society.

However, the arrival of moveable mechanised type printing in Europe saw book production swell from 20 million copies in the late 15th century to close to 1 billion copies by the end of the 18th century.[12] Soon after, dramatic rises in public literacy led to a new age of mass communication which eroded the dominance of the literate elite to empower an increasingly educated middle class. This democratisation of ideas, information and knowledge transformed the economics of authorship and ultimately spurred the creation of modern copyright regimes to safeguard the commercial incentives of creators of content.

In the 19th century, rapid population growth, the industrial revolution and the expanded production and distribution of books, were primary factors in the establishment of the public library as a state-funded institution delivering universal public access to the outputs of human knowledge and culture. In the mid-20th century, the production of low cost mass-produced paperback books enhanced the profitability of authorship and publishing, whilst broadening book ownership past the leather-bound bookshelves of the middle classes.[13]

As well as offering books at a fraction of their previous cost to consumers, paperbacks also enabled libraries to purchase a wider range of titles for loan to patrons without the financial means to acquire them by other means. The 1940s saw the institution of Public Lending Right (PLR) legislation across Europe[14] to enshrine the right of libraries (usually with the author's permission) to purchase all commercially published titles, whilst simultaneously ensuring that authors were remunerated for these library loans.

Digital disruption

The dawn of the Internet age has triggered a potent and transformative democratisation of access to information, knowledge and ideas. And yet these newfound opportunities for the frictionless distribution of digital information and content have created new challenges. Across the spectrum of music, film and publishing, rights holders have been struggling to update their traditionally analogue operating models, whilst attempting to discourage the opportunities for piracy and illegal distribution made possible by new digital devices, platforms and communications networks.

These developments have also acted to undermine the principles upon which traditional library lending models operate. In the pre-digital age, if a customer (or library) bought a

[11] UNESCO (2006) page 190
[12] Buringh (2009) pages 409–445
[13] Mercer (2011) pages 613-636
[14] PLR International (2016), the first countries to establish a PLR system were Denmark (in 1946), Norway (in 1947), Sweden (in 1954), and the UK (in 1979). Since then PLR systems have been adopted in Austria, Belgium, Croatia, Cyprus, Czech Republic, Estonia, Finland, France, Germany, Hungary, Iceland, Ireland, Italy, Liechtenstein, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Slovakia, Slovenia and Spain

book their relationship with the rights holder or publisher ended with the conclusion of that purchase. Under the "first sale doctrine" or "exhaustion" principle, the new owner now had the unrestricted right to lend or re-sell the book, as this activity was not deemed to represent interference with the ability of rights holders to continue to commercially exploit their works.[15]

Licensed digital access replaces physical ownership

In contrast, today when you buy an e-book, you do not secure the same ownership rights as you might have expected when purchasing an analogue book. Instead you have merely secured licensed access to that content, providing you abide by the terms and conditions stipulated by the license. Similarly, the exceptions and limitations to copyright which normally apply to library book lending, underpinned by a PLR regime, or the 2006 Rental and Lending Right Directive[16] are not generally seen to apply to e-books. This is because the digital replication and transmission of an e-book file is judged to be fundamentally different in character than the lending of tangible physical items.[17] Indeed the European Parliament's Committee on Legal Affairs has recently noted that the copyright exceptions offered by the 2001 Information Society Directive have proven insufficient in providing a legal basis for libraries to engage in e-lending.[18]

For these reasons libraries are only able to legally engage in lending digital books to their patrons after agreeing licensing terms with rights holders or publishers which explicitly permit this activity subject to varying contractual restrictions (the specific characteristics of these licensing models are discussed in the next section). In a context where traditional copyright exceptions and limitations are currently deemed to no longer apply, a number of challenges exist for e-lending:

Availability of e-book titles - publishers are able to refuse to license certain titles for e-lending via libraries or to withdraw previously licensed titles.
Complexity and cost – a sophisticated landscape of divergent licensing terms and conditions, including varying restrictions on loan duration, type of access and technical formats add significant administrative and logistical costs to the e-lending equation for libraries.
Reliability - if a publisher or distributor ceases trading (e.g. goes bust) libraries may lose access to their licensed e-book titles (this can also happen if the library seeks to switch provider).
Digital preservation – libraries no longer have a lawful basis for reproducing or format shifting e-book content for private, research or preservation purposes.
Author remuneration – in most countries authors do not benefit from a PLR-based revenue stream for e-books, and the terms for author remuneration in e-lending licenses can often be both opaque and highly variable.[19]

As a result, libraries have regularly asserted[20] that this new system inhibits their capacity to fulfil their public mission to offer free public access to an appropriate range of digital content and cultural materials through the curation of balanced collections and the preservation of digital works. In addition, publishers and rights holders have often perceived e-lending via libraries as a threat to their commercial revenue streams,

[15] EBLIDA (2012), page 3
[16] Directive 2006/115/EC
[17] Dussolier (2015), page 6
[18] European Parliament Committee on Legal Affairs (2015), pages 11-12
[19] Society of Authors' (2013), page 2
[20] IFLA (2014), page 21

illustrated by their decision to withhold bestselling titles or only to offer them at prohibitively high prices. For example, in the United States, 2014 bestseller The Goldfinch was available for purchase on Amazon for $7.50, but was licensed to libraries at a cost of $90.00 (a mark-up of 1,200%).[21]

Legal ambiguity

It is worth noting that while in e-lending practice, copyright exceptions and limitations have been systematically supplanted by contracts and licensing terms, there are remaining legal ambiguities in this area. The prevailing interpretation is that e-lending represents the act of e-books being "communicated to the public" under the 2001 Information Society Directive.[22] This designates e-lending as a service which means it falls outside the copyright exceptions for lending contained in the 2006 Rental and Lending Rights Directive. Nevertheless, there are countervailing interpretations. Some academics have suggested that the original intention of the Directive was to facilitate all forms of lending, and subsequent European Commission documents have repeatedly discussed whether rental and lending rights should be applied to digital transmissions.[23]

In July 2012, the European Court of Justice (ECJ) Decision[24] on the Usedsoft v. Oracle case broadly permitted the sale of second hand software, ruling that the principle of exhaustion can be applied to software distribution via internet downloads. In April 2015, the Hague District Court in the Netherlands referred a case[25] to the ECJ to clarify the legal position of e-lending. The query included a request to specify whether the current provisions of the 2006 Rental and Lending Directive and the 2001 Information Society Directive should currently enable libraries to allow patrons to download digital copies of copyrighted works for temporary personal use.

Clearly the outcome of the request for a ECJ preliminary ruling referred to above could have substantial implications for the future of e-lending. However, it is also clear that there is a growing appetite among some European policy makers to consider opportunities to revise the current legislation. For example, in July 2015, the European Parliament adopted a motion[26] proposed by the Legal Affairs Committee on the harmonisation of certain aspects of copyright. The text called upon the European Commission to assess the adoption of an exception which would allow libraries to "*legally lend works to the public in digital formats for personal use, for limited duration, through the internet or the libraries' networks*". In December 2015, the European Commission published its initial proposals for modernising the EU copyright framework, highlighting the importance of harmonising the implementation of existing copyright rules at Member State level, whilst ensuring that these rules are adapted in line with new technological realities.[27]

[21] Douglas County Libraries (2014)
[22] Directive 2001/29/EC
[23] Dussolier (2015), page 6
[24] European Court of Justice, C-128/11 (2012)
[25] European Court of Justice, Case C-174/15 (2015)
[26] European Parliament Resolution of 9th July 2015
[27] European Commission (2015), page 3

2. LICENSING MODELS

In response to this new digital environment, negotiations between libraries and publishers have led to the development of a wide range of different licensing models. This section provides an overview of the main categories of licensing models and a summary of their key positive and negative characteristics from a library (and library user) perspective.

2.1. Methodology

Detailed information and data on the specific characteristics of public library e-lending models is not easy to acquire in most instances. While commercial data on e-book sales is more readily available, work on e-lending has to rely substantially on primary research. As such, a significant proportion of this report will draw upon previous studies[28] I have undertaken between 2013-2015, alongside e-lending reports produced by library sector and private sector stakeholders. Where possible, this existing research has been updated and supplemented with follow-up engagement with key library stakeholders in the countries included in this study.

This report will focus on 18 different e-lending models across 15 different countries in Europe and North America:

Europe:

Belgium, Flanders – E-Boeken in de bib
Czech Republic – eReading.cz
Estonia – ELLU
Denmark – eReolen
France – PNB / Bibook
Finland – E-Books for Public Libraries / Ebib
Germany – divibib
Netherlands – Dutch Digital Library
Norway – Arts Council Norway e-Lending Pilot
Norway – Bokyhlla.no
Slovenia – Biblos Lib
Spain – eBiblio
Sweden – Biblioteket.se
United Kingdom / England – Arts Council e-Lending Pilot (four projects)
United Kingdom / Wales – e-Books for Wales

North America:

United States / California – enki – Califa Library Group
United States / Massachusetts – MA e-Book Project
Canada / Quebec – PRETNUMERIQUE.CA

Key sources of information for this report include:

[28] Mount (2013) and Mount (2014)

Primary Research:

- **Online Questionnaire** – 52 data focused questions completed in 2014 by individuals from the library sector (and where deemed appropriate the commercial sector) who have direct responsibility for the operation of each e-lending model referenced in this report
- **Phone Interviews** – 41 interviews (lasting between 45-60 minutes) conducted between 2013 and 2014 with key stakeholders responsible for the administration and management of different e-lending models
- **Follow-up engagement** – ad hoc phone conversations and email correspondence in April-May 2016 with library and private sector stakeholders (sources referenced as appropriate).

Secondary Research:

International and national library community publications, scholarly articles, commercial surveys and news reports relating to copyright, digital content and e-lending

2.2. Single-user

Single-user licensing models attempt to replicate the traditional approach operated by libraries lending printed books. This means that only one patron can access a copy of the book at any given time for the duration of its loan period. Libraries using this e-lending model will need to license additional digital copies of the same title if they want to enable multiple patrons to borrow it simultaneously. It is worth noting that seven of the 18 different e-lending models reviewed in this report operate exclusively on a single-user licensing system. [29]

The supposed parity between the analogue book lending model and digital single-user licensing models is particularly strained by the fact that most publishers impose digital loan limits which are substantially less than the number of loans it would normally take for a physical book to deteriorate. Therefore, e-books have to be re-purchased.

The majority of the single-user licensing schemes reviewed in this study involve publisher specified loan limits of between 20-55[30] loans. Clearly physical books wear out at different rates depending on whether they are just paperbacks or hardback volumes with a dust jacket. However, it seems that at least some physical books last significantly longer than the loan limits imposed by some publishers on e-books. For example, this YouTube video filmed by librarians in Oklahoma shows a hardback book in perfectly readable condition after 120 loans.

[29] ELLU in Estonia, eBiblio in Spain, Arts Council Pilot in Norway, E-Books for Wales in the UK, the English Public Library e-Lending Pilots in the UK, enki in California and PRETNUMERIQUE.CA in Quebec

[30] ELLU (Estonia) – 20 loan limit, Ebibio (Spain) – 28 loan limit, PRETNUMERIQUE.CA (Quebec) – 55 loan limit, English E-lending Pilot (UK) 12 month license

This could suggest that the number of loans specified by publishers for most single-user licenses is motivated less by desire to precisely reproduce the traditional book lending model than an inclination to constrain e-lending. That said, it should also be noted that the recent experience of the PRETNUMERIQUE.CA e-lending platform operated in Quebec (which has achieved the lowest cost per loan of all the reviewed e-lending models in this report) cites the administrative simplicity of maintaining a single-user license for all titles as a contributing factor to this success.[31]

Positive features:

- It is familiar to librarians and library administrations because it mirrors the operation of the physical lending model.
- It is often favoured by publishers as it enables them to preserve a key element of friction from the analogue lending process in a digital context.
- Injecting this well-understood element of friction can give publishers a stronger incentive to make more catalogue titles available for e-lending.

Negative features:

- For patrons, this lending model can appear to impose a seemingly artificial restriction on the e-lending process in contrast with their experiences of accessing other types of digital media (e.g. video on demand services).
- Although this model appears to replicate the printed book lending system, in reality its value for money critically depends on the number of loans offered per license.
- The rigidity of this licensing model means that libraries perpetually run the risk of over investing in a defined number of digital copies/loans which could exceed patron demand.

2.3. Hybrid licensing

The term hybrid licensing describes five[32] of the e-lending models reviewed in this study which combine single-user licenses with other licensing variants which deliver variable levels of simultaneous access. This tends to involve adopting a single-user license (or time limited license) for popular front list titles, multi-user licenses for older titles, and less frequently, uncapped user licenses for other titles (e.g. self-published or public domain material).

For example in Germany, divibib offers three separate licenses, presented in increasing order of cost (the XL-License is primarily applied to bestselling or front titles)[33]:

- **M-License** – 12 month single-user license with unlimited loans
- **L-License** – 24 month single-user license with unlimited loans which then converts to a simultaneous-user unlimited license
- **XL-License** – multi-user license which lasts for 20-25 loans at a cost of 300% of the normal e-book license price – which then reverts to two single-user M-Licenses when the 20-25 loans have been used

[31] Mount (2014), page 76
[32] Divibib in Germany, Ellibs in Finland, Biblos Lib in Slovenia, PNB in France and the MA E-Book Project in the United States
[33] Mount (2014), pages 37-38

In Finland the Ellibs platform (available to all public libraries) offers four separate licensing models, also presented in increasing order of cost (license 4 is typically applied to bestselling or front titles):[34]

- **License 1** – perpetual ownership, single-user license with unlimited loans
- **License 2** – 12 month single-user license with unlimited loans
- **License 3** – 12 month license with 20 simultaneous users and unlimited loans
- **License 4** – unlimited number of simultaneous users, restricted total number of loans (typically 100 loans per year)

In Slovenia, Biblos Lib offers two distinct licensing models:

- **License 1** – participating public libraries pay Biblos Lib an annual fee of €700-€1,200 for a multi-user, unlimited loans license providing access to over 200 public domain and copyright free e-books.
- **License 2** – flexible 52 loan license offered for premium front titles (libraries are able to set the number of simultaneous users between 1-52 according to their preference)-

As hybrid e-lending models include an extremely broad range of options and terms it is unsurprisingly challenging to generalise about their positive and negative attributes. However, one can draw several conclusions about their overarching benefits and attendant risks:

Positive features:

- Hybrid models offer libraries greater choice and flexibility in their ability to match scarce budget resources with a broader range of licensed content.
- When advanced e-lending interface/dashboard options are available, librarians are able to track or project the anticipated cost of different licensing configurations.

Negative features:

- The complexity and variance of different licensing options often presents added administrative and operational costs (particularly in instances where a poorly developed e-lending platform/interface lacks the functionality to track or project anticipated costs from different licensing configurations).
- In most instances the non-refundable character of these licenses exposes libraries to the risk of misallocating budget to license titles which do not match eventual demand from patrons.

2.4. Dual-licensing

In Sweden and Denmark, library systems have succeeded in negotiating dual-licensing arrangements with a selection of publishers. Under these agreements libraries cover the expense of digitizing backlist titles in return for discounted or free e-lending rights.

For example, in Sweden, Stockholm Public Library secured an agreement in 2012[35] to pilot a dual-licensing model with e-book distributor Publit and medium-sized publisher Ordfront.

[34] These licensing details were obtained via email correspondence with Marja Helt and Virva Nousiainen-Hiiri from Helskinki City Library in May 2016

[35] Mount (2014), page 58

Based on this deal, Stockholm Public Library would digitize Ordfront backlist titles in return for an 11 year unlimited loan license covering newly digitized e-books. Under the terms of this arrangement, Ordfront also committed to suspend all e-lending embargos on new e-book releases, making them accessible to Stockholm Public library on a two-tier pay-per-loan model[36] (for more details on this variety of model see next section).

In Denmark, the e-lending platform eReolen has been negotiating with a large publisher to develop a similar agreement[37] under which public libraries will digitize 1,200 backlist titles published in 2001-2011. These newly digitized titles will be hosted on the eReolen platform under a 15-loan simultaneous-user license (which converts to a pay-per-loan model thereafter).

It is worth noting that the development of these licensing arrangements is most likely in smaller e-book markets where the size of the domestic population is insufficient to incentivise publishers to invest in digitizing their entire backlist. In this context libraries can present an attractive dual-licensing proposition – an offer which is considerably less attractive for publishers operating in the English or Spanish language markets which span multiple territories and national populations.

Positive features:

- Dual-licensing agreements offer benefit to both libraries and publishers – they provide libraries with access to additional titles at a free or discounted cost, whilst offering publishers the opportunity to expand their backlist digital catalogues and related revenue streams.

Negative features:

- Dual-licensing arrangements are likely to be limited in their scope for transposition beyond countries with relatively small populations which are concentrated within their national borders.

2.5. Pay per loan / simultaneous-use

Five e-lending models (eReading.cz in the Czech Republic, E-boeken in de bib in Flanders/Belgium, eReolen in Denmark, the Dutch Digital Library and Stockholm Public Library's Digital Library) considered in this report have implemented a pay-per-loan system. This approach means that libraries pay publishers a fixed fee for each digital loan with no automatic publisher-specified cap on the number of loans or simultaneous users. In practice this fixed fee will normally vary according to age of the e-book title in question. For example, in the Netherlands, the Dutch Digital Library operates a licensing regime where it is charged €0.36-0.60 per loan for titles under three years old, €0.24 per loan for titles over three years old (for the first 12 months), and then €0.12 per loan thereafter.[38]

A significant advantage of this e-lending model is that, in principle; it enables libraries to flexibly accommodate rapid increases and decreases in patron demand for a specific title (as opposed having to predict in advance how many single-user licenses to purchase). In some cases it allows libraries to offer access to a broader selection of titles without prior investment. For example, in Sweden, Stockholm Public Library can list titles in its online

[36] €2.72 per loan for titles under 4 months old and €1.64 per loan for titles older than 4 months
[37] Mount (2014), page 23
[38] Ibid; see 18 Model Comparison Matrix, page 82

catalogue free of charge and payment to the publisher is only triggered when the title is checked out.

In theory this system limits the scope for publishers to inject friction into the e-lending process by imposing restrictive licensing terms. Instead, the primary element of friction in this e-lending model is defined by the limited nature of library collection budgets. In this context the onus is on the library professionals managing these budgets to impose suitable restrictions on patron usage (or specified loan limits) in order to preserve the financial sustainability of this system.

For example, in Denmark[39], the eReolen e-lending platform allows participating libraries to set voluntary limits on the number of simultaneous loans for different titles, alongside the additional stopgap option of suspending their e-lending service if the monthly library collection budget is exhausted. There has also been some investigation into options to restrict access for the most prolific e-book borrowers in favour of new users of the e-lending service.

However, it is important to note that in Belgium (Flanders), Denmark, the Czech Republic and the Netherlands, certain publishers have required upfront licensing payments in order to participate.[40] This presents both positive and negative aspects. In the Netherlands, on the one hand, the Dutch Digital Library has shown that these advance payments can be instrumental in getting publishers to offer their catalogues for e-lending (particularly in the case of desirable front list titles), and can serve as an incentive for negotiating more favourable licensing terms thereafter.[41] On the other hand, this feature also increases the risk that libraries will be paying in advance for loans which may not actually materialise.

Positive features:

- Allows libraries to accommodate large or unexpected spikes in patron demand for a particular title.
- Responds to library users rising expectations of on-demand access to digital content.
- Avoids library collection budgets being invested in licensing titles which subsequently experience low patron demand.

Negative features:

- Libraries need to carefully monitor (and if necessary restrict) on-going loan consumption as they are liable for the costs incurred by a sudden increase in loans.
- In many instances publishers insist on upfront payments which dilutes one of the primary benefits of this model as it risks libraries paying in advance for loans they may not use.

[39] Mount (2014), page 24
[40] Ibid; page 97
[41] For example in September 2014 the Dutch Digital Library struck new agreements with some publishers migrating titles which were previously secured with advance payments for 1,000 loans to a pure pay-per-loan licensing scheme. It was also negotiated that for titles which still required upfront payments these loans would either be refundable (in the face of low patron demand) or the license would no longer be time limited which would increase the chances for the library to recoup its initial investment on the license over time.

2.6. Library hosted model

The overwhelming majority of e-lending models reviewed in this study tend to involve libraries securing licensed access to digital e-book files which are hosted on external online platforms managed by commercial suppliers or distributors. However, there are a number of library systems[42] (Bokhylla.no in Norway, E-boeken in de bib in Flanders, and enki in the United States) which have taken the step of financing the development of their own e-lending infrastructure which enables e-book files to be hosted directly on library owned servers. In principle, this approach allows libraries the opportunity to secure effective ownership, perpetual access and control over the e-book titles in their collection.

For example, enki in California has successfully engaged with self-published authors and a selection of small/medium sized publishers who have agreed for their e-book titles to be hosted on enki servers and offered to patrons using an unlimited single-user license (each title is licensed at or slightly below the retail price of a physical book). In Flanders (Belgium), E-boeken in de bib, run by Bibnet operated a library hosted 12-month pilot scheme in association with six publishers but using a pay-per-loan/simultaneous access model.

Positive features:

- Effective digital ownership – instead of just pointing to content administered by commercial entities, this model allows libraries to host digital e-book files on their own infrastructure.
- This model also allows libraries to combine content from multiple sources into a single-library-managed digital ecosystem – which means they retain full control over patrons' e-lending experience and personal data.
- Self-hosted e-lending infrastructure enables libraries to acquire and supply a broad range of long tail content including copyright free works, local historical material, self-published books and titles from smaller publishers.

Negative features:

- The expense and administrative costs of developing and running library hosted digital infrastructure are significant.
- Most libraries operating this model have been supported by substantial financing from central or local government as the investment required is usually beyond the scope of most library system budgets.
- It can be argued that this model represents an imperfect solution as while it enables libraries to host an extensive range of long tail content, larger publishers will generally refuse to allow libraries to host the digital e-book files of popular front list titles.

[42] Mount (2014), pages 98-99

3. QUANTITATIVE ANALYSIS

Note on this section's methodology:

Given the absence of recent figures and data for all the 18 e-lending models, this section depends upon the comparative data acquired in 2014 during the primary research conducted to produce my report A Review of Public Library E-lending Models (published in December 2014). This is to ensure a fair basis for intra-model comparison. Where possible, more recent data is used and/or referenced.

3.1. Scale of e-lending versus physical book lending

Although comparative figures are not always available, in general terms physical book lending is decreasing and e-lending is increasing, though e-lending still represents a small fraction of all library loans.

3.1.1. Europe

In the Netherlands physical book loans decreased from over 120 million in 2005 to 72 million in 2014.[43] In contrast, e-book loans rose from 2.9 million in 2014 to over 3.8 million in 2015.[44] In 2014 e-book loans amounted to less than 5% of physical book loans. According to Stockholm Public Library statistics, e-book loans represented around 1% of all book loans for that library system in 2009, but by 2015 this had risen to 7.8%.[45] Between 2013 and 2015, e-book loans rose from 240,000 to 294,000 per year (an increase of over 25%).

In the UK, the results of the remote e-lending Pilots which were trialled across four participating library authorities in England revealed that e-lending accounted for less than 5% of all fiction titles borrowed during the pilot's duration.[46] Previous figures from all public libraries in the UK suggest that in 2012-13 e-books represented just 0.4% of the total number of books borrowed. In Spain the 2015 figures from the eBiblio e-lending system show that users borrowed just over 240,000 e-books last year, in comparison with 24.4 million physical book loans (e-lending making up less than 1% of all books borrowed).[47]

In Denmark, library book loans fell from 34 million in 2000 to around 28 million in 2014.[48] E-lending has increased rapidly in Denmark since the launch of its eReolen national public library e-lending platform in 2011, but e-lending still only represented just over 2% of all book loans in 2014.[49] Interestingly, eReolen has seen a surprising expansion in the number electronically loaned audiobooks, which are now outperforming e-books in the eReolen's monthly loan statistics.[50] In Germany, there were an estimated 13 million e-book loans in 2013,[51] in comparison with just under 375 million loaned items via public libraries that

[43] CBS Statistics Netherlands (2016)
[44] The 2015 figures based on email correspondence with Lucinda Jones from the Dutch National Library (KB) in May 2016. Loan figures also include e-books downloaded as part of KB's seasonal holiday app offer (Vakantie Bib)
[45] Figures received from Mikael Petren, former Director of Stockholm Public Library's Digital Library.
[46] The Society of Chief Librarians & The Publishers Association (2015)
[47] Figures supplied by Diego Gracia, Head of International Library Cooperation, Ministry of Education, Culture and Sports, Spain in May 2016
[48] Book and Literature Panel (2015), page 22
[49] Mount (2014), page 82
[50] Figures supplied by Mikkel Christofersen, Senior Adviser, Copenhagen Libraries and National Project Manager, eReolen
[51] Mount (2014), page 82

same year.[52] This would suggest that e-lending in Germany still represents only 3.5% of all loaned material via public libraries.

One challenge in comparing e-lending with book lending is that e-book collections tend to offer a more reduced range of titles in comparison to physical collections. Most frequently this will mean that many of the most popular front list titles will only be available in printed format. However, in Finland, Helsinki Metropolitan Area Libraries (HELMET) conducted a study[53] from 2012-2013 monitoring the loan statistics for 103 titles which were available in both e-book and printed format. Digital loans accounted for 17% (13,764) of nearly 81,000 library loans linked with those 103 titles. This is surprising as the library's digital e-book collection was much smaller than its physical collection (938 digital single-user licenses compared to 12,346 printed copies of those 103 titles). This suggests that when the availability of titles is the same for both digital and printed collections, e-books were more popular with library patrons.

3.1.2. North America and Australia

Looking across the Atlantic to the United States, in 2014, 90.3% of public libraries offered e-lending services to patrons.[54] A survey[55] conducted by the Book Industry Study Group in the spring of 2015 reported that only 25% of library patrons had borrowed an e-book in the last year, although 58% of users said they were aware this service was available. While 90% of respondents said they were happy with the choice of print books in libraries, only 51% were happy with the choice of e-books. In Australia, the Australian Library and Information Association (ALIA) reports that in 2015, e-books represented 3.5% of the average public library's collection, with the majority of libraries seeing e-lending of between 1-4% of all physical book loans.[56]

[52] German Federal Statistics Office (2013)
[53] Mount (2014), page 33.
[54] Statistica (2014)
[55] Milliot (2015)
[56] Australian Library and Information Association (2015), page 2

Table 1: 18 Model Comparison Matrix (2014 figures)

Country	E-lending model	Model type	Number of e-book titles for e-lending	% of commercial titles available for e-lending	Average e-book loans per month	Average cost per loan
DE	divibib	Hybrid	160,000	80%	666,666	N/A
NO	Bokhylla.no	Library hosted	160,000	N/A	N/A	N/A
US	MA e-Book Project	Hybrid	160,000	9.4%	N/A	N/A
US	enki	Single-user/library hosted	30,000	1.7%	5,000	N/A
CA/Quebec	PRETNUMERIQUE.CA	Single-user	15,000	N/A	65,000	€0.23
UK/Wales	e-Books for Wales	Single-user	12,000	0.7%	7,327	N/A
SE	Biblioteket.se	Pay-per-loan/dual-licensing	11,000	16%	20,000	€2.18
FR	PNB	Hybrid	9,000	7%	N/A	N/A
NL	Dutch Digital Library	Pay-per-loan/dual-licensing	7,000	23%	252,544	€0.72
DK	eReolen	Pay-per-loan	4,500	35%	53,474	€1.72
FI	E-books for public libraries	Hybrid	1,485	N/A	1,147	N/A
ES	eBiblio	Single-user	1,400	3%	N/A	N/A
CZ	eReading.cz	Pay-per-loan	1,200	13%	N/A	€1.85
EE	ELLU	Single-user	922	46%	1,166	€1.02
UK/England	Arts Council e-Lending Pilot	Single-user	893	0.05%	N/A	N/A
SI	Biblos Lib	Hybrid	800	80%	1,500	N/A
BE/Flanders	E-boeken in de bib	Pay-per-loan/library hosted	400	N/A	1,600	€1.20
NO	Arts Council e-Lending pilot	Single-user	400	11%	N/A	€2.41

3.2. Average e-book loans per month[57]

Germany's divibib e-lending model offers the highest average number of loans per month (over 660,000). One contributing factor for this level of e-lending is that divibib began offering e-lending services to German libraries in 2007 which has allowed a considerable amount of time for e-lending to develop and mature. Another is that Germany is the third largest e-book market in the world after the United States and the United Kingdom.[58] Quebec's PRETNUMERIQUE.CA single-user licensing model achieved average monthly loans of 65,000 in 2014.

It is worth noting that the next three highest average monthly loan figures come from e-lending models operating pay-per-loan licensing systems. They are the Dutch Digital Library (over 250,000), eReolen in Denmark (53,000), and Stockholm Public Library's Digital Library in Sweden (over 20,000). Stockholm Public Library only captures around 20% of the digital loans which take place across all public libraries in Sweden, and estimates for all e-book loans in Sweden via Elibs are around 115,000 per month.

3.3. Average cost per loan[59]

The availability of average cost per loan data for the 18 models reviewed in this study is limited. In addition, several e-lending models requested that their average cost per loan figures be suppressed from publication – although it is worth noting that many of those estimates were substantially in excess of the highest cost per loan amount demonstrated by the Arts Council Norway e-book pilot (€2.41).

Quebec's PRETNUMERIQUE.CA achieved an average cost per loan figure of €0.23 – which is more than 50% less than the best performing European model (The Netherlands). Average cost per loan figures are only available for six European e-lending models. In the Netherlands, the Dutch Digital Library has achieved the lowest average cost per loan (€0.72), followed by Estonia's ELLU platform (€1.02) and Bibnet in Flanders/Belgium (€1.20). eReolen in Denmark comes next (€1.72), followed by eReading.cz in the Czech Republic (€1.85) and Stockholm Public Library in Sweden (€2.18).

3.4. Availability of e-book titles for e-lending[60]

Germany's divibib offers one of the largest collections of e-book titles for e-lending (160,000), though some commentators have suggested that this number may be a slight overestimate due to the inclusion of newspapers and e-magazines. Norway's Bokhylla.no e-lending model also offers in the region of 160,000 titles, although all of these were published prior to 2001.

In the UK, e-Books for Libraries has 12,000 titles available for e-lending, in comparison to 11,000 titles in Stockholm Public Library (the estimated figure for all public libraries in Sweden is over 50,000). France's PNB e-lending platform offers 9,000 titles, compared to the Dutch Digital Library collection of 7,000 titles and eReolen in Denmark which offers 4,500 titles.

[57] Mount (2014), page 86
[58] Waller (2016), page 10
[59] Mount (2014), page 87
[60] Mount (2014), page 88

The remaining 7 e-lending models have collections below 2,000 titles – Ebiblio in Spain (1,400 titles), the Czech Republic's eReading.cz (1,200 titles), ELLU in Estonia (922 titles), Biblos Lib in Slovenia (800 titles), Bibnet in Flanders/Belgium (400 titles), Norway's Arts Council e-lending project (400 titles), and Finland's e-Books for Public Library's Project (103 titles).

In North America, perhaps unsurprisingly the scale of e-book collections increases substantially, with Massachusetts' MA e-Book Project providing 160,000 titles, enki in California with 30,000 titles, and PRETNUMERIQUE.CA in Quebec with 15,000 titles.

3.5. Percentage of published titles available for e-lending[61]

The figure above shows the titles available for e-lending as a percentage of the total number of commercially available e-book titles. It is important to remember that because of the substantively varying number of commercially available e-books in different languages this should not be used as a performance scorecard. For example, in Slovenia, Biblos Lib has succeeded in offering approximately 80% of the commercially available titles – although this only equates to 800 e-books. In comparison, e-Books for Libraries in Wales only manages to capture 1% of the 1.7 million e-books published in English with a collection of 12,000 titles (15 times higher than the Slovenian collection). Nevertheless, if Slovenian libraries were able to preserve this percentage of accessible e-book titles for e-lending as their e-book market matures and expands then that would be a significant indicator of success.

[61] Mount (2014), page 89

4. KEY TRENDS AND ENABLING FACTORS

4.1. Government policy

The available evidence suggests that the viability and prospects for development of many individual e-lending models is significantly affected by the overarching policy environment within which they operate. In particular, a substantial number of European models benefited from targeted strategies, policies and funding to support the development of regional pilots or national e-lending programmes.

4.1.1. Europe

Germany

In 1947 Einkaufszentrale für Öffentliche Büchereien (EKZ) was established as a centralised organisation for the delivery of library services, initially funded by German local authorities. The existence of this somewhat unique[62] type of intermediary with a 60-year history of cooperation with the German library sector arguably played a significant role in the early launch of the divibib e-lending platform in 2007. It is worth noting that this development took place nearly 5 years before the German e-book market achieved mainstream levels of commercial success in 2011-12.[63] Indeed, it can be concluded that despite the municipal level administration which characterises the German library system, the presence of EKZ offered scope for interoperability and standardisation which substantially contributed to the rise of divibib as the leading German e-lending platform for libraries.

On the other hand, it has also been contended that Germany's fixed-price system for books, in place since 1888[64], has played a role in making e-books comparatively expensive in contrast to other similar European countries.

Denmark and the Netherlands

Government funding and national policy initiatives had an important role in the creation and development of e-lending models in Denmark and the Netherlands. In Denmark, the Danish Agency for Culture's National Development Programme for Public Libraries funded, developed and launched the eReolen e-lending platform in 2011. In the Netherlands, the Ministry for Education, Culture and Science (working with the Dutch Association for Public Libraries) established the Dutch Digital Library Programme in 2009 which launched the Stichting Bibliotheek.nl e-lending scheme in January 2014. At the start of 2015, this e-lending platform was integrated within the National Library of the Netherlands (Koninklijke Bibliotheek).[65] In January 2015, the Dutch government passed new legislation to establish a centralised budget of €9.2 million for purchasing digital content for public libraries, a development which looks likely to enhance the long term sustainability of the Dutch e-lending model.

Norway

In 2005 the Norwegian government made a public commitment to devote at least 1% of its annual budget to culture from 2015 onwards – which correspondingly increased the financial resources available for funding public access to digital content and the digitization

[62] EKZ is a member of the National Federation of German Library and Information Associations, a sponsoring member of the German Library Association, and a member of the International Federation of Library Associations (IFLA)

[63] Mount (2014), page 37

[64] Ibid; page 38, Germany's fixed-price system for books was primarily upheld through contract law from 1965-2002, until it was underpinned by new legislation

[65] Facts and figures supplied by Lucinda Jones from the Dutch National Library (KB) in May 2016

of printed materials.[66] In addition, Norwegian law empowers the National Library to negotiate licensing agreements with Kopinor (the Norwegian collection society representing publishers and authors) which then apply to all publishers, authors and orphan works. This policy environment enabled the Norwegian National Library to launch its own digital platform Bokhylla.no (The Bookshelf) in 2012 which offers over 250,000 digitized books published before 2001 available online to anyone with a Norwegian IP address.[67]

Sweden

In 2014, the Swedish Association of Regions and Municipalities (SALAR), alongside representatives from the library sector engaged with publishers to negotiate a national e-book licensing scheme for public libraries. In 2015 SALAR secured a 12 month agreement with five Swedish publishers whereby front list titles would be made available for e-lending at the same time as they were released in bookshops.[68]

France, Finland, Estonia and Spain[69]

In France, the Centre National du Livre partnered with a consortium of publishers and book sellers in 2011 to develop the Prêt Numérique en Bibliothèque (PNB) e-lending service. PNB launched nationally in February 2014, offering a catalogue of 9,000 titles from 50 publishers. Similarly, in September 2014, Grenoble Municipal Libraries (BMG) launched their own e-lending interface, Bibook, with 80% of the costs covered by the French Ministry of Culture. In Finland, Helsinki Metropolitan Libraries (HELMET) received funding in 2012 to launch their pilot e-lending platform, eBib, from the Government's Funding Agency for Technology and Innovation and its Next Media Research Programme. In a similar vein, in Estonia, over half of the development funding for Talinn Central Library's ELLU e-lending platform came from the Estonian Ministry of Culture, and in Spain, the Ministry of Education, Culture and Sport provided a €1.5 million grant to finance the 12 month eBiblio e-lending pilot.

4.1.2. North America

In Quebec, the early development costs of the PRETNUMERIQUE.CA e-lending platform were supported by a $150,000 CAD Government grant in 2012.[70] In the United States, the Institute of Library and Museum Services (IMLS) supplied grants under the Library Services and Technology Act (LSTA) to the MA e-Book Project in Massachusetts[71] and the enki e-lending platform in California.[72]

4.2. Cultural factors

There are often pre-existing cultural factors which act as enablers for e-lending. In most instances e-lending services will be easier to develop in contexts where there is an inclination for collaboration, dialogue and engagement between libraries and publishers. For example, in Quebec, securing access to both digital and printed content has been facilitated by a "historic spirit of collaboration" with the domestic publishing industry which has helped maintain a largely positive and productive relationship.[73] It has also been suggested that such tendencies for dialogue and compromise are more likely in examples like Quebec where public library expenditure represents a larger percentage of publishing income than

[66] Mount (2014), page 46
[67] Ibid; page 46
[68] Details supplied by Mikael Petren, former Director of Stockholm Public Library's Digital Library in May 2016.
[69] Mount (2014), pages 91-93
[70] Ibid; page 79
[71] Ibid; page 75
[72] Ibid; page 71
[73] Mount (2014), page 93

in other territories.[74] Similarly, in Finland, Helsinki City Library reports positively that the majority of publishers regard libraries as a route for driving and increasing commercial demand for e-books, instead of a mortal threat to their business.[75] As a result, publishers do not usually embargo new e-book titles and often release them for e-lending before they are available in printed format.

In other instances the relationship is advantaged by publishers or other intermediaries being closely involved in the development of the e-lending model from the outset. In the Czech Republic, the eReading.cz e-lending platform is operated by one of the largest domestic publishers, which integrates the lending and purchasing of e-books within the same online system.[76] A similar model has also been adopted in Slovenia where the Biblos Lib e-lending platform administered by Beletrina Publishing (a non-profit organisation) allows e-books to be borrowed and purchased within the same digital ecosystem.[77] Finally, in Estonia, the underlying infrastructure and software for the ELLU e-lending platform was developed by the biggest Estonian e-book supplier (Digital Book Centre).[78]

4.3. Willingness to negotiate (and renegotiate)

There is significant evidence across most of the 18 models reviewed that on-going and sustained negotiations between libraries and publishers has a positive correlation with improved licensing terms, prices and e-book availability for e-lending.[79] In most instances this kind of dialogue is essentially a prerequisite for establishing and developing an e-lending service in the first place. However, thereafter, continued efforts are usually necessary to ensure subsequent progress.

A good example of this trend can be found with eReolen[80] in Denmark. During its first year of operation since launching in the autumn of 2011, eReolen offered just over 4,000 e-book titles for e-lending. In late 2012, seven of the largest Danish publishers withdrew their titles from the platform, causing a sharp reduction in the number of available e-book titles. However, following further talks throughout 2013-14, all major publishers returned their titles to eReolen in 2015, resulting in an increased collection of 12,500 e-books. In early 2016 five of the big publishers decided to pull their titles from eReolen again, reducing the platform's collection of titles to 9,500. eReolen is currently engaged in fresh negotiations designed to persuade the remaining publishers to re-offer their catalogues for e-lending.

The Danish example is a clear illustration that while the negotiating process can be frustrating and often yield temporary reversals, the long term underlying trend is one of progress and greater e-book availability for e-lending. In Estonia, the ELLU e-lending platform offered 922 e-book titles in 2013, in comparison to nearly 1,500 titles in 2015.[81] In the Netherlands, the Dutch Digital Library launched in 2014 offering 5,500 titles, but by 2016 had negotiated access to over 11,000 e-books.[82] In Norway, the Arts Council e-book pilot project which ran from 2013-2014 has now been extended to all Norwegian counties.[83] In Spain, the eBiblio e-lending initiative launched in 2014 with 1,400 available e-book

[74] Ibid; page 77
[75] Ibid; page 93
[76] Ibid; page 16
[77] Ibid; page 51
[78] Ibid; page 18
[79] Ibid; pages 100-101
[80] All figures cited for eReolen below are based on correspondence with Mikkel Christoffersen, Senior Adviser, Copenhagen Libraries and National Project Manager, eReolen in May 2016
[81] Figures obtained from Triinu Seppam, Tallinn Central Library in May 2016
[82] Figures based on email correspondence with Lucinda Jones from the Dutch National Library (KB) in May 2016
[83] Norwegian Ministry of Culture (2015), page 21

titles, but expanded to just over 4,000 titles by the end of 2015.[84] Similarly, in the United States, the enki e-lending platform for public libraries in California offered 18,000 e-book titles in 2014. By February 2016, this collection had expanded to more than 45,000 e-book titles.[85] In Quebec, PRETNUMERIQUE.CA provided access to 15,000 French language titles in 2014, but by 2016 had expanded its collection to 45,000 titles.[86]

4.4. User experience

Analysis of the 18 models reviewed in the study reveals that there is substantial value to be achieved by libraries establishing user feedback mechanisms which allow iterative improvements to their e-lending systems and interfaces. There is also evidence that the longer library users are socialised with e-lending services, the easier they find them to use. Annual surveys of library users conducted in Stockholm (Sweden) and Helsinki (Finland) demonstrated an on-going increase in the percentage of users reporting that e-lending services were easy to use. Similarly, in Estonia, Talinn Central Library conducts annual user surveys which indicated that in 2015, 42.4% of ELLU e-book borrowers were aged 26 years old or younger, 74.9% were female, and 54.8% of users chose to borrow e-books outside the library opening hours.[87] The last statistic implies that the ELLU e-lending platform addresses user requirements which would not have been satisfied under a physical book lending system.

4.5. Evidence-driven decision-making

A common feature of licensing terms offered for e-lending is that they can contain elements of inbuilt friction or prohibitive pricing which are arguably designed to restrict or discourage the general scope of e-lending via libraries. This is perhaps understandable in instances where publishers fear that e-book sales will be negatively affected by e-lending, which would also explain decisions to withhold certain e-book titles from library e-lending platforms.

On this basis, there is significant added value to be unlocked by supporting more evidence-based decision-making built on accurate data on the actual relationship between e-lending and e-book purchasing. There are strong arguments to suggest that licensing arrangements and pricing structures constructed on behavioural realities as opposed to knee-jerk judgements based on perceived commercial threats would serve the interests of both publishers and libraries alike.

A powerful example of this dynamic is illustrated by Stockholm Public Library's statistical analysis of e-lending data which was used to underpin a new licensing deal with one of the largest publishing houses in Sweden, Natur & Kultur.[88] In 2013 Stockholm Public Library initially ran a 3-month trial with all of Natur & Kultur's front list titles excluded, and then a further 3 month trial which made all titles available for e-lending. The results showed that making all titles available increased the number of library e-book loans by 100% while simultaneously increasing publishing revenue from those loans by 100%.[89]

This enabled Stockholm Public Library to devise a new pricing model (containing three segments for different ages of title). This licensing model was specifically designed to

[84] Figures obtained from Diego Gracia, Head of International Library Cooperation, Ministry for Culture, Education and Sport, Spain in May 2016
[85] Sonoma County Digital Library Project (2016)
[86] Figures obtained by Jean-François Cusson, Directeur Général, Bibliopresto.ca, in May 2016
[87] Figures obtained from Triinu Seppam, Tallinn Central Library, May 2016
[88] Mount (2014), page 59
[89] Details supplied by Mikael Petren, former Director of Stockholm Public Library's Digital Library in May 2016.

reduce the average cost per loan for participating libraries whilst increasing publishing revenue from e-lending (as libraries would be prepared to spend more on predictably priced licenses which offered access to a greater range of titles). This approach was then used to develop a 12-month pilot national licensing scheme supported by the Swedish Association of Regions and Municipalities which was agreed in 2015.[90] Similarly, in the Netherlands negotiations with publishers in 2014 demonstrate that improved evidence on tangible publishing revenue linked to e-lending has the capacity to persuade publishers to revise their position on withholding popular e-book titles from libraries.[91]

Across the wider e-lending landscape there is further emerging evidence that e-lending can offer publishers a valuable opportunity for e-book promotion and discoverability which can lead to enhanced customer engagement and additional sales. In February 2012 the US Library Journal published figures[92] which suggested that 50% of library users go on to buy books by authors they discovered in the library, and the most active library users are active consumers and buyers of all media including e-books. In June the same year the Pew Research Centre released research[93] which claimed that 55% of e-book readers with library cards prefer to buy e-books, and 41% of e-book readers who borrow e-books from libraries have purchased the e-book they are currently reading.

A 2013 survey[94] commissioned by Helsinki Metropolitan Area Libraries in Finland revealed that 55% of library users reported that "the service made me more interested in buying e-books". In addition, a further 55% of those respondents said that they planned to buy e-books in the future, up from 50% of respondents the previous year. A more recent survey conducted by eReolen in Denmark suggested that 30% of users access their e-lending platform just for inspiration (e.g. potentially to inform future purchases) while 50% were active e-book buyers.[95]

Building upon this emerging evidence, it is interesting to note that many of the e-lending models reviewed in this report have implemented, or are exploring the opportunity to implement, a "buy button", to offer library users the option of purchasing e-book titles when they are not available for loan.[96] In 2014, five of the e-lending models reviewed (Helsinki Metropolitan Area Libraries in Finland, E-boeken in de bib in Flanders/Belgium, the UK Arts Council e-Lending Pilot, and Biblos Lib in Slovenia) already offered buy button functionality. A further four e-lending models reported that they had plans to introduce a buy button in 2015 (the Dutch Digital Library, eReolen in Denmark, PRETNUMERIQUE.CA in Quebec, divibib in Germany, and the MA e-Book Project in the United States). In addition, the last three models cited (Quebec, Germany and the United States) were also exploring the opportunity to offer participating libraries a percentage share of e-book sales generated via the buy button mechanism. Finally, in Spain, the Ministry of Education, Culture and Sport which administers the eBiblio e-lending platform has proposed that participating regional library systems should have the ability to introduce a buy button should they desire to do so.

90 Ibid
91 Mount (2014), pages 101-102
92 Library Journal (2012)
93 Pew Research Centre (2012), page 7
94 Mount (2014), page 101.
95 Christoffersen (2016) figures on slide 21
96 Mount (2014), pages 82-85

5. FURTHER CONCLUSIONS AND RECOMMENDATIONS

One size does not fit all

After reviewing the characteristics of the 18 different e-lending models reviewed in this report, it is clear that is impossible to recommend a particular approach or licensing model that would fit the situation in all EU Member States. National and regional variances in public funding, government support for e-lending, cultural expectations and commercial dynamics mean that each e-lending model operates in a unique environment. For example, should a particular library system unilaterally decide that the pay-per-loan/simultaneous-user model offered the best opportunity to develop an e-lending service – then the success of this aspiration would crucially depend on the availability of sufficient funding, alongside the preparedness of domestic publishers to license their e-books under this scheme.

The quiet power of incrementalism

Instead, flexible and iterative approaches which build on sustained dialogue between publishers and libraries have shown significant results based progress across all the e-lending models reviewed. Libraries and publishers need to continually pursue the art of the possible in these on-going discussions rather than restricting themselves within rigid preconceived negotiating positions. This explains why some e-lending models are seeking to evolve towards fixed licensing schemes for different ages of e-book titles, while others are looking to move beyond an initially agreed fixed-price licensing system to explore ad hoc deals with certain publishers to access particularly attractive e-book titles. Ultimately the science of "what works now" should be embraced above options which are theoretically desirable but practically impossible in the short term.[97] However, this is not to say that libraries should not seek to harness the power of incremental and steady progress to deliver significant improvements to the scope and scale of their e-lending services over the long term.

Legislative reform at EU level without mutual trust will be ineffective

In June 2016 the ECJ's Advocate General Szpunar, published a non-binding legal opinion[98] which suggested that "*the lending of electronic books is comparable to the lending of traditional books*" and that certain types of e-lending services offered by public libraries could be legal under existing EU legislation. The ECJ's final decision on this matter is still outstanding, but these developments suggest that there may be scope in the future to apply Public Lending Right frameworks and principles of digital exhaustion to e-books.

While it is likely that the position of libraries would be significantly strengthened should the current uncertainty around the legal status of e-lending be resolved to produce a firmer basis for e-book lending – potentially based upon the application of an EU-wide PLR regime for e-books. However, if publishers and rights holders continue to identify library e-lending as a commercial threat, they will still retain a range of tools (e.g. pricing) they can use to introduce additional friction to discourage or restrict e-lending. There would also be ample opportunities for Member State governments to dilute or derogate from such an EU-wide PLR scheme should they be sensitive to arguments that e-lending represents a mortal threat to economic vitality of publishing and authorship.

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[97] For example, the National Library of Norway published proposals for a new e-lending model in May 2016, which involves a blend of single-user licensing and pay-per-loan licensing depending on the age of the titles involved. The National Library stated in its press release that "*the model is not optimal from the viewpoint of public libraries, publishers or authors, but provides a good basis for the further development of coordination in this area*" – National Library of Norway (2016), page 2

[98] ECJ Press Release, Advocate General's Opinion in Case C-174/15, 16th June 2016

Trust built on transparent shared knowledge and understanding

E-lending suffers from a deficit of readily available comparative information, data and statistics which could be used to positively or negatively associate its development with corresponding commercial and consumer outcomes. While individual e-lending models (such as the Stockholm Public Library case study) have managed to leverage e-lending data to demonstrate their services' compatibility with rising commercial revenue, it is always easy for publishers to revert to the instinctive perception (often readily accepted by policy-makers) that e-lending hurts e-book sales. Indeed, it is rarely considered whether, in a context where e-book sales are plateauing or decreasing in a particular market, this is actually caused by shifting consumer preferences or competition from other global commercial operators, rather than the existence of e-lending via libraries.

From this perspective, greater EU-level support for enhanced comparative and transparent benchmarking of e-lending and e-book purchasing practices across all Member States would serve two valuable functions. Firstly it would enable different library services to gain wider insights into specific e-lending practices and approaches which they could explore in collaboration with domestic publishers. Secondly, it would empower publishers and libraries to identify specific licensing frameworks and cooperative arrangements which are most likely to maximise both consumer choice and the discoverability and purchase of e-book titles. Some key examples of recommended Member State benchmarks are set out below:

Accessibility and availability of e-lending

- Number of e-book titles available for e-lending in libraries (copyrighted titles)
- Number of e-book titles available for e-lending in libraries (public domain/out-of-copyright titles)
- Percentage of commercially available e-book titles available for e-lending
- Average cost per loan to patrons (in Member State libraries which charge membership fees or e-lending fees)

E-book collection characteristics and usage

- Library e-book loans per year / average e-book loans per month
- Median age of e-book titles available for e-lending in libraries (since publication)
- Median number of months that commercial titles are embargoed (held back by publishers) before being made available for e-lending)
- Range of e-book genres available for e-lending (

E-lending model characteristics

- Type of e-lending models operated (e.g. single-user, hybrid, dual-licensing, pay-per-loan or library-hosted)
- Average library cost per loan (split between licensing and administration)
- Uptake of e-book buy button function by libraries in their e-lending systems
- Number of e-book purchases triggered by library buy buttons

Commercial e-book market

- Number of e-book distributors/publishers (domestic/international)
- Average publisher revenue per library e-book loan
- Average percentage of author remuneration from e-book library licenses
- The current value of each Member State's e-book market

In addition, given the rising popularity of borrowing audiobooks[99] among library users it may be worth considering whether there is a case to extend some of these benchmarks to include them within this scope.

The journey towards an evidence-based equilibrium

Clearly it would be inequitable for one library to buy one digital copy of a best seller (e.g. Purity by Jonathan Franzen) and make it freely available to every person in the world with an internet connection. Similarly, it would be equally inequitable for all popular e-book titles to only be made available to sections of the global population with a credit card, a certain brand of e-reader and membership of a commercial online media platform/service until 12 months after release. The finite nature of library budgets will always serve as the ultimate friction ceiling in any e-lending environment. This means that library e-lending can never aim (and should not aim) to satisfy the full range of consumer demand for bestselling titles (for example). However, libraries do perform an essential public access service, whilst socialising successive generations with a culture of reading and legal consumption of creative content.

Indeed in many ways digital piracy represents a threat to the ambitions of both publishers and libraries. Publishers want to monetise their product and the libraries want to pay to offer proportionate public access to that product. Recognising these realities could sponsor a new equilibrium whereby publishers scale back kneejerk or punitive library pricing which is designed to discourage e-lending and instead embrace a range of flexible models and options for libraries to access or acquire content and compensate publishers in return. Instead of hard coding mechanisms to create friction in their pricing models, publishers and aggregators should allow libraries to flexibly co-design how friction should operate in their e-lending systems to maximise the benefits to patrons from limited collection budgets. As this report demonstrates, there is already evidence that this is happening through a range of innovative experiments and approaches across a widening ecosystem of e-lending models. Providing libraries and publishers can continue to build and develop evolving agreements based on mutual trust and shared understanding, there are ample opportunities to be seized on both sides of the e-lending equation.

[99] Christoffersen (2016), Slide 22

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European Parliament

The new role of public libraries in local communities

Barbara Lison
German Library Association

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POLICY DEPARTMENT B
STRUCTURAL AND COHESION POLICIES

European Parliament

Structure of the Presentation

1. Challenges, risks and opportunities
2. Public libraries are important gateways to knowledge and inclusion
3. Libraries are central cultural and public spaces
4. Libraries are anchors for the high-street
5. Recommendations

1. Challenges, risks and opportunities

Local authorities:

- **Increase of economic and social inequalities**
- **Transformation of workplaces and jobs**
- **Emerging digital society**

⇒ **Establish new effective policies for education and learning**

Public libraries:

- **Role and services are questioned in the digital society**
- **Budget cuts in the public sector**
- **Decrease in the number of loans**
- **Shift to the growing demand for digital services**

⇒ **Continuously develop new services**

2. Public libraries are important gateways to knowledge and inclusion

2. Public libraries are important gateways to knowledge and inclusion

Development of skills and knowledge through libraries:

- Accompany people through their entire learning biography
- Act as “third space” after home, school or work
- Perform as non-formal and informal learning centres

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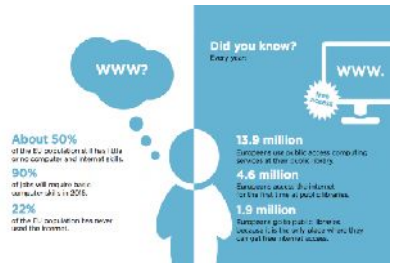
2. Public libraries are important gateways to knowledge and inclusion



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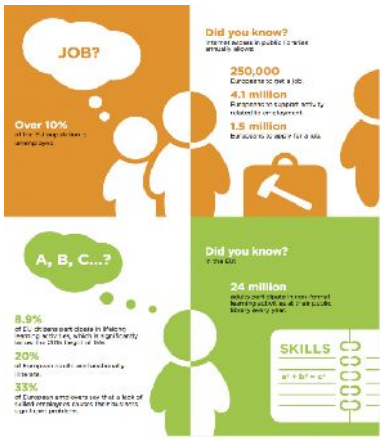
2. Public libraries are important gateways to knowledge and inclusion



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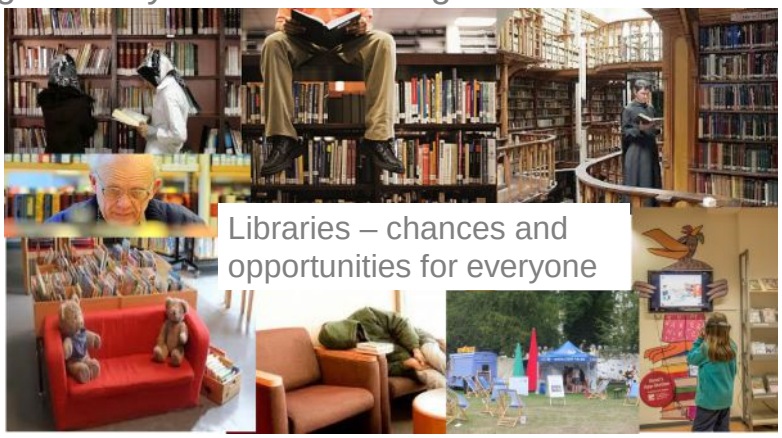
2. Public libraries are important gateways to knowledge and inclusion



2. Public libraries are important gateways to knowledge and inclusion

Wide range of services:

- Communication
- Learning
- Service
- Social integration
- Modern event programme

© dbv/K. Neuhauser

2. Public libraries are important gateways to knowledge and inclusion

Inclusion and integration:

- Libraries are a low-threshold public services:

➢ Use without any need for legitimation and authorization

➢ Visit is free everywhere

➢ Library card without or with fee, but often reductions for socially deprived people

© BVÖ/Sägenvier

2. Public libraries are important gateways to knowledge and inclusion

Inclusion and integration:

- Libraries around the world have a strong tradition of responding to natural disasters, crises and people's needs
- Current challenge in Europe: effective and efficient integration of migrants and refugees

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2. Public libraries are important gateways to knowledge and inclusion

- Libraries provide a welcoming environment and are sources of information (plenty of activities for children and adults, access to information and learning)

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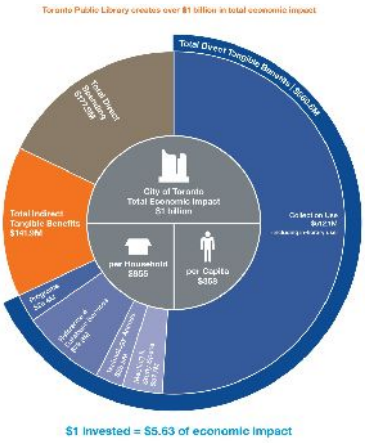
Economic value of public library services



© Toronto Public Library

Toronto Public Library is one of the world's busiest urban public library systems. Every year, **19 million people** visit the branches in neighbourhoods across the city and borrow **32 million items.**

Economic value of public library services

Some other results from the evaluation of the ROI per 1 Dollar invested for public libraries worldwide:

- State Library of Victoria, AUS (2011): 3,56 $ (3,18 €)
- Florida Public Libraries, US (2010): 8,32 $ (7,42 €)
- Santa Clara County Library District, US (2013): 5,17 $ (4,61 €)
- Texas Public Libraries, US (2011): 4,42 $ (3,94 €)

3. Libraries are central cultural and public spaces

Public libraries:

- Support the need for direct communication: offer free public space without any pressure to consume
- Only public non-commercial space left especially in many rural local communities
- Essential service:

➢ Free access to information, learning, culture and cultural education services for all citizens

3. Libraries are central cultural and public spaces

Cooperation in the field of learning and education

- Main cooperation partners for libraries:

➢ Kindergartens, schools, other educational actors

➢ Retirement homes

➢ Archives and museums

© Bildungscampus Nürnberg

3. Libraries are central cultural and public spaces

Perspectives for library work:

- Dutch draft in 2014: “Library of the future: central place for knowledge, contact and culture”
- ➢ Contact: role as public meeting and communication place for all social groups
- ➢ In the globalized and digitized world the availability of “analogue spaces” gains more importance

⇒ Libraries have the potential to become future “Community Leaders”

- ➢ Through their firm anchoring and physical presence in the local public life as well as through their easy accessibility and reliability

3. Libraries are central cultural and public spaces

Small cities and rural areas:

- Rural cultural institutions have to address a broader public and dispose of much closer budgets

- Public libraries:
- ➢ Became centres of cultural life

- ➢ Are protected and safe meeting points where everyone can enjoy culture and education

- ➢ Provide flexible mobile services

© Stadtbibliothek Bremen

3. Libraries are central cultural and public spaces

"A good library service will deliver against key policy objectives and provide a positive future for children and young people, a fulfilling life for older people […]
A local library service must be […] available to everyone and meet any special needs required by members of the local community […]
Library services should be available beyond the walls of the library, both online and via home delivery to vulnerable individuals."

(CILIP 2009)

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3. Libraries are central cultural and public spaces

Farmer filling out forms with librarian's help
© Biblionet Apia Collaboration

Public Libraries in rural areas: Romania

„Biblionet APIA Collaboration":

- Helped the farmers fill in the financing applications easier
- Provided the local public administration with the opportunity to help the farmers

⇒ The library contributes to the socio-economic development of the community. It helps the public administration achieve its development strategy objectives

4. Libraries are anchors for the high-street

Public libraries have the highest number of visitors to cultural or educational local institutions:

- Services based on the demands and interests of the citizens and in communication with their funding bodies
- In Germany: about 118 million physical visits per year
- Principal contribution to urban development

4. Libraries are anchors for the high-street

Idea Stores London/UK since 2002

- Integrate the demands of their environment with the classical library services (internationally renowned model-libraries)
- Knowledge and creation centres for lifelong learning

Idea Stores:

- Developed based on surveys of the target population
- General goal:
  - ➢ Be an important factor of the urbanistic upgrading of a deprived neighbourhood
  - ➢ Be providers of services for learning and education (especially for people from disadvantaged backgrounds)
- Located on the high-street in the middle of urban life

© Idea Store Whitechapel

4. Libraries are anchors for the high-street

Value of public libraries recognized by urban planning:

- Revitalize an urban redevelopment area
- Bring life into deserted parts of the city
- Many metropolitan cities commissioned famous architects for the building of modern public libraries

© Public Library Stuttgart

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4. Libraries are anchors for the high-street

© Public Library Seattle

The **Seattle Public Library's Central Library** is the flagship library of the Seattle Public Library system. The 11-storey glass and steel building in downtown Seattle was opened in 2004. The 362,987square-foot library, which can hold about **1.45 million books**, has a unique, striking appearance consisting of several discrete 'floating platforms' seemingly wrapped in a large steel net around a glass skin.

4. Libraries are anchors for the high-street

© Urban Media Space Aarhus

The construction project **Urban Mediaspace Aarhus** is part of the transformation of Aarhus inner harbour from industrial harbour to urban space.
The project consists of a number of elements:

- **Dokk1 – Public Library**
- Waterfront spaces
- Automatic car park
- Opening of the remaining part of Aarhus River
- Restructuring the infrastructure of the harbour
- Climate protection of city centre

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5. Recommendations

Possible support actions:

- **Recognizing public libraries as key actors in education, digitization and integration into policy strategies at EU and national level**
- **Creating a fund or programme for the innovation in public libraries**
- **Establish a sustainable European network of public libraries**
- **Creating a European (Public) Library Label, or (Public) Library of Europe**
- **Supporting data collection on European public libraries**

Thank you!

Your questions please

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Promoting media and information literacy in libraries

Frank Huysmans
University of Amsterdam

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Structure of the Presentation

1. Media & Information Literacy (MIL)
2. Public libraries and MIL
3. Policy approaches to MIL
4. What we know about effectiveness
5. Conclusion

1. Media & Information Literacy (MIL)

Media literacy

- ability to critically engage with media and mediated content
- knowledge, skills, attitudes, ethics

Information literacy

- recognize information needs
- locate, evaluate and use information for personal goals

Common ground and differences

- coming from separate traditions (academic/practice)
- media literacy and information literacy connected following digitization of media and information

2. Public libraries and MIL

Promoting information literacy

- from 1970s onwards
- assist learners and teachers in finding and evaluating sources of textual information

Enhancing media literacy

- starting second half of 1990s: ‘digital skills’ / ‘ICT skills’
- children vs. adults
- protection vs. empowerment
- information & media: access vs. sharing
- media labs, makerspaces, hackathons etc.

3. Policy approaches

Library organizations & academic researchers

- formalization of information literacy by professionals and scholars
- recognized by government, integrated in policies

Supranational organizations

- EC & OECD: economic & technological perspective
- IFLA & UNESCO: social & cultural perspective
- Moscow Declaration 2012: “MIL is defined as a combination of knowledge, attitudes, skills and practices required to access, analyse, evaluate, use, produce and communicate information and knowledge in creative, legal and ethical ways that respect human rights”

4. What we know about effectiveness

Information literacy

- wealth of research on broader concept ‘information behaviour’ (how do people search for information?)

Media literacy

- in general: evidence not solid yet
- diverse approaches in theory and method
- some evidence of effectiveness
- not much known (yet) of effectiveness of library programs
- UNESCO’s Global Media and Information Literacy Assessment Framework offers useful framework for comparative research and benchmarking

5. Conclusion

Unified approach: Media & Information Literacy

- support citizens of all ages in acquiring the knowledge, skills, attitudes and ethical stance to become more media and information literate

Recommendations

- recognize full potential public libraries in ET2020
- support public libraries (policy, finances)
- continue working on unified approach of MIL with international and library organizations
- work towards research program in Horizon 2020, using UNESCO's Assessment Framework

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E-Lending

Challenges and Opportunities

Dan Mount
Digital and Internet Policy Specialist

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Structure of the Presentation

1. Introduction
2. E-Lending Licensing Models
3. Comparative analysis
4. Key trends and enabling factors
5. Conclusions and recommendations

1. Introduction

Public access to information – a brief history:

- Before the arrival of mass popular literacy, access to information and knowledge was highly restricted

Digital Disruption

- Digital has disrupted traditional relationships between publishers and libraries
- In the digital world, physical ownership has been replaced with licensed access to content
- On-going uncertainty around the legal status of e-lending

2. E-lending licensing models

Single-user model:

- One e-book license = one user
- If all licenses are being used = you have to wait

✓ Attractive to publishers as it mimics some of the traditional frictions of physical book lending

✘ Can seem artificially restrictive to patrons in contrast to their experiences with other digital media

Estonia, UK (England + Wales), Spain, Norway (Arts Council), Quebec, USA (enki)

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2. E-lending licensing models

Hybrid-licensing model

- Combines multiple licensing models
- E.g. single-user licenses + multiple user licenses – all at different prices

✓ Offers greater flexibility and choice

✘ Can present additional complexity and administrative costs

Germany, Slovenia, France, Finland,

USA (MA e-Book Project)

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2. E-lending licensing models

Pay-per-loan licensing model

- Libraries pay a fee to the publisher per loan
- No limit to the number of simultaneous users (apart from library budgets)

✓ Offers a more attractive experience for library users

✘ Places greater responsibility on libraries for careful budget management to accommodate patron demand

Belgium/Flanders, Sweden, Czech Republic, Denmark, Netherlands,

2. E-lending licensing models

Dual-licensing model

- Libraries invest time/money digitizing a publishers backlist
- In return they receive free or discounted licensing terms

✓ Enhances publishers digital backlist and offers discounted licensing terms for libraries

✘ Only viable in smaller countries / language markets

Denmark and Sweden

2. E-lending licensing models

Library hosted model

- The library finances, develops, manages and owns its own digital e-lending infrastructure
- The library hosts all digital files on its own servers

✓ Offers a libraries greater degree of control over content and patron experience

✘ Involves high levels of financial investment and does not usually secure access to the most popular titles

Norway (Bokhylla.no), USA (enki), Belgium/Flanders

3. Comparative analysis

Scale of e-lending versus physical lending

- E-lending remains a small proportion of all book lending through libraries (between 1-10%)
- However, long term trends show that physical lending is slowly decreasing and e-lending is increasing fast
- Netherlands – book loans fell from 120m (2005) to 72m (2014) – while e-book loans rose from 2.9m (2014) to 3.8m (2015)
- Spain – patrons borrowed 240,000 e-books last year in comparison with over 24m book loans

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Country	E-lending model	Model type	Number of e-book titles for e-lending	% of commercial titles available for e-lending	Average e-book loans per month	Average cost per loan
DE	divibib	Hybrid	160,000	80%	666,666	N/A
NO	Bokhylla.no	Library hosted	160,000	N/A	N/A	N/A
US	MA e-Book Project	Hybrid	160,000	9.4%	N/A	N/A
US	enki	Single-user/library hosted	30,000	1.7%	5,000	N/A
CA/Quebec	PRETNUMERIQUE.CA	Single-user	15,000	N/A	65,000	€0.23
UK/Wales	e-Books for Wales	Single-user	12,000	0.7%	7,327	N/A
SI	Biblos Lib	Hybrid	11,000	80%	1,500	N/A
FR	PNB	Hybrid	9,000	7%	N/A	N/A
NL	Dutch Digital Library	Pay-per-loan/dual-licensing	7,000	23%	252,544	€0.72
DK	eReolen	Pay-per-loan	4,500	35%	53,474	€1.72
FI	E-books for public libraries	Hybrid	1,485	N/A	1,147	N/A
ES	eBiblio	Single-user	1,400	3%	N/A	N/A
CZ	eReading.cz	Pay-per-loan	1,200	13%	N/A	€1.85
EE	ELLU	Single-user	922	46%	1,166	€1.02
UK/England	Arts Council e-Lending Pilot	Single-user	893	0.05%	N/A	N/A
SE	Biblioteket.se	Pay-per-loan/dual-licensing	800	16%	20,000	€2.18
BE/Flanders	E-boeken in de bib	Pay-per-loan/library hosted	400	N/A	1,600	€1.20
NO	Arts Council e-Lending pilot	Single-user	400	11%	N/A	€2.41

4. Key trends and enabling factors

Government policy

- The national policy environment has a significant impact on the success of individual e-lending models
- Most of the European models reviewed have benefited from targeted policies, strategies and funding to promote e-lending

Cultural factors

- E-lending services are best developed in a context of dialogue, collaboration and engagement
- Historic relationships with publishers and established and/or trusted intermediaries play a significant role

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4. Key trends and enabling factors

Willingness to negotiate

- E-lending remains a small proportion of all book lending through libraries (between 1-10%)
- However, long term trends show that physical lending is slowly decreasing and e-lending is increasing fast

User experience and evidence-driven decisions

- The need for accurate data mapping the economic and behavioural realities of e-lending and e-book buying
- Transparent information will become increasingly crucial in achieving licensing terms which serve the interests of both publishers and libraries

5. Conclusions and recommendations

- One size does not fit all
- The science of “what works now” should be embraced
- The quiet power of incrementalism
- Legislative reform without mutual trust will be ineffective
- Build on shared knowledge and understanding
- A journey towards an evidence-based equilibrium

CAT: QA-01-16-741-EN-C (paper)
CAT: QA-01-16-741-EN-N (pdf)

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PHOTO CREDIT: iStock International Inc., Photodisk, Phovoir

ISBN 978-92-823-9864-7 (paper)
ISBN 978-92-823-9863-0 (pdf)

doi:10.2861/267773 (paper)
doi:10.2861/109834 (pdf)

Publications Office