

The Ministry of Culture

National strategy for libraries 2015–2018

The central government's tasks and responsibilities
regarding the development of the public libraries

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Foreword by the Minister of Culture

Outside lies an open landscape surrounded by the ocean. Inside a closed, sterile, almost puritanical room. The director of Torvastad Public Library looks at us sternly across the narrow counter; old Hellebust is also the headmaster of the school, and we children are obliged to be quiet. No sound, no talking, no rustling of paper.

It is a long way from Karmøy, the island of my childhood, to the modern public library of today. Today the buildings are filled with activity and libraries have been transformed from closed rooms into open, vibrant landscapes.

The government wishes to promote a rich cultural life characterized by diversity, freedom and integrity. Cultural policy is based on the unique intrinsic value culture has for the individual. Almost half of us read books in our leisure time during the week, and this shows how important literature is for people. But is the library important?

Today we are surrounded by a diversity of arts and cultural activities, and global information is accessible on all platforms 24 hours a day. Libraries must compete for our time and attention. Young people in particular choose many other activities. Even so, libraries are the most commonly used cultural arena, and are the most popular public service in the country.

In the library we find history, cultural heritage and knowledge being created from day to day. In our rapidly changing society, we need places where time seems to pass more slowly. We need buildings where we can shut out the world, or where we can explore its depths. We need space for specialization and for pursuing trains of thought. The popularity of libraries also shows that we need the librarian. Knowledgeable experts and dedicated communicators of literature are the key to knowledge and powerful reading experiences.

At Torvastad Public Library in the 1960s, you had to tiptoe in, borrow a book and leave as soon as possible. Today we can happily spend hours in the library. It is an arena for culture and debate, a knowledge bank and a meeting place – free and open to everyone, regardless of income, culture, interests or level of function. The public library is the most democratic of our cultural institutions. Located in small and large towns throughout Norway, libraries offer us all a standing invitation: Come in! *Join us!*

From closed rooms to an open, vibrant landscape. From the local to the global. Libraries are open to their surroundings and they expand our horizons, as they did at Karmøy where I grew up. Because of international shipping, this tiny coastal community was in direct contact with the world at large: Panama, the Suez Canal, foreign waters and remote parts of the world. My father's stories about the seaman's life and the books from the library inspired me to look outwards, to have lofty aspirations for the future, to set high goals. As Minister of Culture therefore, I have great ambitions for the library of the future.

We live in an age where a growing number of people spend more and more time in front of screens, instead of meeting face to face. The public library will continue to be a free meeting place with a clear social mission – a place to meet, reflect and deepen our self-formation. Libraries must therefore take part in a continuous process of development as cultural arenas and must continue to promote integration, freedom of expression and debate. Information, knowledge and cultural heritage shall be accessible to everyone, both physically and on digital platforms.

Libraries are crucial to a well-functioning democracy, and they are developing at an astonishing pace. This strategy plan is the government's contribution to the future-oriented work that is already taking place throughout the whole of Norway. We will implement the strategy through the National Library of Norway. The government will thus play a role in libraries becoming the cultural arenas of the future.

Thorhild Widvey
MINISTER OF CULTURE

Introduction by the Director of the National Library of Norway

The development of libraries in the coming decade will shape not only the library itself but also the idea of what a library is for the entire century.

The public library has a position of strength in Norway today. It is used frequently, it is well-liked and exploits to the full the resources allocated. The lending rate is high, while public libraries are rapidly adapting themselves to the provision of digital services. Nevertheless, libraries are under threat. The notion of the library is strongly associated with the lending of print books and thus with the 20th century. A modern idea of the library in tune with technological and social developments must replace this notion.

In the 21st century the library, especially the public library, will continue to be a venue where one can borrow books, music, films and other sources of art and knowledge. Such borrowing will take place on physical and digital platforms. Most indications suggest that book collections will feature in the library at least until the second half of the century.

The biggest difference in the situation of the public library today compared with the early days of book collections is not the changes in the media but in the surroundings in which libraries function. A hundred years ago, access to knowledge in the form of books and education was linked to a feeling of necessity – it was the key to a better life, and access to the world of books was demanded by the labour movement as well as by farmers and women. This feeling of necessity is not characteristic of contemporary Norway. Libraries and books compete with a whole range of other pastimes. But the knowledge acquired, self-formation, public education and insight into other people's lives through reading is just as important as ever. Therefore libraries in 2015 are not simply book stacks and service counters, but actively disseminate books, literature, knowledge and culture. The role of the library in educational development will become more important in the coming decades.

Our strategy in a new digital era will develop this notion of the library as a public educator where the library is part of the foundation of democracy and the lifeblood of the Norwegian cultural system.

The modern library must be a digital knowledge resource, giving access to knowledge and culture you would either have to pay for or that would be inaccessible. And the librarian must act as a guide to this knowledge. A modern librarian cannot be replaced by Google but must be able to give the user the help that Google cannot provide.

The library of the future is a meeting place: a cultural institution that arranges events for the public, an arena for debate that develops and expands democracy, and a learning arena that disseminates and shares knowledge. It is a place where people can be both neutral members of the public and active participants.

Our strategy will function as a tool in developing the modern library. The National Library has made a noteworthy contribution to shaping the strategy, and we will make every effort to implement it. Our role is manifold, but I will underline three priority areas.

The National Library will develop a joint physical and digital infrastructure for Norway's public and special libraries. Our aim is to deliver a joint authority register, uniform metadata and a library search engine based on this in the course of 2016. Together with other services such as the Norwegian WebDewey, this will provide both improved library services to the Norwegian population, and save considerable economic and human resources in the country's public libraries. The central government will thereby free up resources that can and should be used on increased prioritization of dissemination and content.

The National Library of Norway will strengthen the digital library. By means of the digitization project, increasing parts of the National Library's collections will be made more easily accessible. The newspaper service in the public library and the Bookshelf are two examples of services developed on this basis. A long-term goal is that as much of the digital national library as possible will be accessible to the general public, either at home with no access limitations, or in Norway's public libraries. The National Library of Norway will strive to increase digital access in libraries through agreements, licensing and other schemes, and will develop new services based on these data with libraries in Norway and with other interested parties. We will make active efforts to continuously improve these services on the basis of our data, and disseminate them such that as many as possible can make use of them. The National Library of Norway

and the libraries can together ensure that general access to knowledge and culture takes place in line with and not at the expense of the contractual rights of copyright holders and publishers.

Through development grants for libraries the National Library of Norway has a strong tool for promoting the development and future direction of the country's public and special libraries. An innovative use of the funding described in the planning strategy will assist Norway's public and county libraries in creating a wave of events that will strengthen the position of libraries as local houses of literature throughout the country. Libraries as meeting places and learning arenas for the entire population can evolve further, and they can also be used to develop digital infrastructure and to enhance the digital resources available.

Through these three main priority areas and a range of other large and small measures that are described in greater detail in this strategy document, over the next four years the central government will engage in work that Norway's citizens will reap the benefits of in the decades to come.

Aslak Sira Myhre
DIRECTOR OF THE NATIONAL LIBRARY OF NORWAY

Summary and list of measures

The national strategy for libraries shall provide an overview of central government responsibility and tasks in promoting the development of a future-oriented public library. The municipalities themselves have the main responsibility for developing public libraries, but this strategy plan presents an overview of how the central government will contribute specifically to achieving the policy goals for libraries set out in Proposition to the Storting No. 1 S (2014-2015). For the most part the National Library of Norway will implement the measures in the strategy.

The document contains two parts: the background for the strategy followed by assessments and measures. Measures linked to four areas are established:

- The role of the National Library of Norway as a developer
- Central government project and development funding
- Digital content in public libraries
- Joint infrastructure

In order for the government's investment in libraries to achieve the greatest impact, the National Library of Norway must promote development work more actively. The library's function as a competence and resource centre must be showcased and tools established for coordination and advanced use of the services that have been developed by means of project funding. To boost the library as a meeting place and digital arena as well as library development generally, a new model has been established for the allocation of project and development funding over a four-year period. The funding will target three priority areas: 1) Joint infrastructure, 2) Development of the public library as an arena for debate and learning, a meeting place and a dissemination institution, and 3) Free and innovative projects. The scheme also includes the allocation of funding for events and minor adaptations of the library space. The National Library of Norway will work for increased access to digital content resources, both through negotiations on rights linked to its own collections, and through its overarching role in contributing to the public library's own purchases of e-books. A joint infrastructure is of decisive importance for developing good library services, both by paving the way for good cooperation and good digital services, and by relieving each library of some of its work tasks. An important aspect is that the National Library of Norway will now ensure free access to bibliographic data and further develop a shared library search.

Central government measures to strengthen libraries in the period from 2015 to 2018:

1. The National Library of Norway's role as a developer

- The National Library of Norway will be more active in development work by initiating, coordinating and setting in motion development projects
- The National Library of Norway will strengthen its function as a competence and resource centre
- The National Library of Norway will develop a project database providing access to reports and contact information on development projects
- Public library statistics will be further developed to highlight digital services and the public libraries as arenas for learning and debate

2. Library development with project and development funding

- A new model for allocating project and development funding during the strategy period
- A four-year investment to develop libraries as houses of literature and debate
 - Support for arranging events in the library
 - Support for minor adaptations of the library's physical space
- Greater investment in new methods of dissemination, digital services development and free development measures in project and development funding
- Development of the library as a learning arena in joint projects spanning school libraries, public libraries and special libraries
- The programme *Digidel 2017* will strengthen the libraries' advisory services for basic digital skills

3. Digital content etc.

- The National Library will ensure greater access to digital content resources in the libraries
- The National Library will further develop digital services that make digital material accessible and will work actively to disseminate these services
- The National Library will recommend a model for the purchase and lending of e-books in dialogue with the

Norwegian Publishers Association and other relevant actors

- The National Library will further develop digital dissemination of Norwegian literature, based on its own collections and if appropriate, in collaboration with other actors in the field of literature
- Arts Council Norway will revise all its literature funding schemes in order to make them future-oriented and to give e-books a permanent place
- The Norwegian Film Institute will launch new solutions for streaming of short films and documentaries for the libraries in the course of autumn 2015
- The Norwegian Film Institute will ensure access to computer games and their dissemination in the library through purchasing schemes

4. Joint infrastructure

- The National Library will provide free access to appropriate high-quality bibliographic data for all libraries
- *Biblioteksøk (Library Search)* will be developed as a national service with functionality for both libraries and borrowers
- The storage capacity of the Legal Deposit Library will be increased
- The Multilingual Library will be transferred to the National Library of Norway with effect from 1 January 2017
- The National Library will establish a digital meeting place and resource bank for the development and sharing of digital services
- The Norwegian WebDewey will be launched in autumn 2015, facilitating free use of Norwegian public libraries and school libraries
- The National Library takes responsibility for the further development of the scheme for a national library card that is valid in the whole of Norway

1 Introduction

The government's goal for library policy is set out in the cultural budget for 2015¹: the central government will promote the strengthening of the library sector as an active disseminator of knowledge and cultural heritage, and will pave the way for public libraries to become attractive and independent meeting places and arenas for public discussion and debate. Many public libraries have made considerable progress in this regard, but a number need support to attain this objective. The central government will be instrumental in the development of good library services for the entire population.

The national library strategy will identify appropriate solutions to achieve the library policy goals. The municipalities own the libraries, and the bulk of development work must be driven by the library owners themselves. The strategy indicates the steps the central government will take to promote this development and provide inspiration for such changes. The Ministry of Culture has received a range of proposals and input regarding specific measures that can be taken to boost public libraries. The ministry has assessed the proposals, and the strategy sets out clearly what responsibilities and tasks the central government will assume vis-à-vis public libraries, and how it can best promote and contribute to innovation, capacity building and development via the National Library of Norway. The strategy period runs from 2015–2018.

Government prioritization of the public libraries

In the last two years central government grants for the development of libraries have been increased by a total of NOK 32.1 million, such that the National Library of Norway annually allocates NOK 48.5 million in project and development grants.² This prioritization strengthens the social mission of the libraries, facilitates the development of their function as disseminators of knowledge in a digital era and enables them to communicate the range of literature and culture they can offer. In the case of libraries the political platform of the government particularly emphasized digital development, stating that "The Government will prepare the libraries for the digital world in a way that does not undermine the ability of those whose livelihood stems from the culture industry to generate their income from their activities. The Government will ensure continued free lending of literature".

Official Norwegian Report on cultural policy 2014

The Official Norwegian Report on cultural policy,³ in which cultural life locally and nationally in the period from 2004–2014 was reviewed and assessed, was presented in 2013. The committee concluded that the greatest challenge for the public libraries was that they had been systematically underfunded and underprioritized. The report pointed to slow progress in the prioritization of the development of joint national digital solutions and e-book lending at public libraries. The report advocated earmarking government funds for public libraries for a limited period of time, and allowing county libraries to play a greater role in the administration of grant funding. In addition, the central government should have more responsibility for promoting and contributing to technical solutions for the entire field as well as for conducting the necessary negotiations and rights clarification. The Official Norwegian Report on cultural policy was subject to an extensive round of consultations, during which this scenario was refined and a number of other solutions were launched.

The proposals put forward in the report on cultural policy and in the round of consultations have been considered in the national strategy for libraries.

Amendments to the Public Libraries Act

The amendment that came into force on 1 January 2014⁴ gave public libraries a more clearly defined social mission as an arena for learning and cultural experiences. The amendment included changes to the statutory objectives of public libraries such that the Act now states that public libraries shall be an independent meeting place and arena for active dissemination, public discussions and debate, and that public libraries must communicate actively with the public.

The preparatory works of the Act⁵ also make it clear that the Act is technology-neutral and that digital services shall be offered by public libraries.

¹ Proposition 1 S (2014-2015).

² Proposition 1 S (2014-2015).

³ Official Norwegian Report 2013:4 Official Norwegian Report on cultural policy 2014.

⁴ Proposition 135 L (2012-2013) Amendments to the Public Libraries Act.

⁵ Proposition 135 L (2012-2013) Amendments to the Public Libraries Act.

This is followed up in the national strategy.

Resolution adopted by the Storting⁶

In connection with the Storting's discussion of a private member's motion for a boost for national libraries,⁷ the Storting adopted a resolution on 3 March 2015 requesting the government to include measures in the national strategy for libraries to:

- promote libraries as a meeting place for public discussions and debate
- promote libraries as an arena for cultural experiences and learning
- facilitate e-book lending in all libraries
- strengthen purchasing schemes for literature to ensure a wide range of genres with special focus on children and adolescents
- strengthen cooperation between public libraries and schools

The Storting's resolution has been followed up in the national strategy for libraries.

⁶ Resolution no. 441 (2014-2015).

⁷ Document 8:79 S (2013-2014)/Recommendation 175 S (2014-2015).

2 Work on the strategy

The National Library of Norway and Arts Council Norway have submitted proposals for the development of public libraries, and a brainstorming meeting was held at which the National Library of Norway, Arts Council Norway, actors in the library sector, author and publisher associations and individual players were represented.

In connection with the work on the strategy, a working group was set up consisting of representatives of the National Library of Norway and the Ministry of Culture, as well as a reference group consisting of representatives of the following organizations and actors:

- Arts Council Norway
- Norwegian Library Association
- Norwegian Union of Librarians
- City libraries
- Collegium of County Librarians
- Norwegian Association of Local and Regional Authorities
- Library and Information Science study programme at Oslo and Akershus University College of Applied Sciences
- Norwegian Authors' Union
- Norwegian Publishers Association
- System suppliers
- Library committee of the Norwegian Association of Higher Education Institutions
- *Leser søker bok* (Books for everyone)

3 The central government's role vis-à-vis the public libraries

In the national strategy the Ministry distinguishes clearly between the central government's responsibilities and tasks vis-à-vis the public libraries and the distribution of work between state and municipality.

The Public Libraries Act sets out the starting point for the division of responsibility between the various administrative levels.⁸ The Act is a framework statute that stipulates the tasks that fall within the remit of the municipality, the county municipality and the central government respectively.

The municipalities are responsible for the professional and financial operation of the public libraries and libraries in the primary and lower secondary schools. Pursuant to section 6 of the Public Libraries Act, the county municipality is responsible for regional library tasks and regional library development linked to its advisory and developmental role.

Pursuant to section 9 of the Public Libraries Act, the central government is responsible for library objectives that do not naturally form part of the individual municipality's area of responsibility, or which are of special importance to the maintenance of a national library system. The central government shall make provision for good cooperation between all libraries in order to achieve the goal of the best possible library services for users. First and foremost this includes responsibility for well-functioning and updated statutes and regulations in the library sector, and compliance with these. The central government is also responsible for ensuring that actors charged with tasks at the national level are provided with framework conditions that enable them to carry out their tasks. Moreover, the central government has operational responsibility for libraries in the university and university college sector in addition to a range of special libraries.

All three administrative levels have joint responsibility for the development of public libraries. The central government facilitates the development of public libraries, primarily via the National Library of Norway's administration of project and development funding, and the development and operation of joint infrastructure to benefit all public libraries generally.

In March the government submitted a white paper on municipal reform to the Storting: Report no. 14 to the Storting (2014-2015) *Kommunereformen – nye oppgaver til større kommuner* (Municipal reform – new tasks for larger municipalities). The white paper affirms that the government will promote a strengthening of local self-government and will reduce micromanagement of larger municipalities. The municipalities are responsible for funding the operation of public libraries, and it would be contrary to government policy to introduce earmarked funding for this purpose.

The challenges arising from the ongoing process to promote municipal mergers are linked to developing and establishing cooperation with other institutions in order to improve public library services for local people rather than weakening them. Reform efforts in the municipalities should target joint organization as a means to achieve better library services.

⁸

Public Libraries Act no. 108 of 20 December 1985.

4 The National Library of Norway's role as a developer

- **The National Library will be more active in development work by initiating, coordinating and setting in motion development projects**
- **The National Library will strengthen its function as a competence and resource centre**
- **The National Library will develop a project database providing access to reports and contact information on development projects**
- **Public library statistics will be further developed to highlight digital services and the public libraries as arenas for learning and debate**

The National Library's tasks vis-a-vis public libraries

The National Library's role as the central government body responsible for library development concerns public libraries, special libraries and research libraries. This strategy document deals mainly with the public libraries, and the National Library performs tasks within three areas in this respect:

- Administration
- Competence and resource centre
- Infrastructure

The role of the National Library as a developer shall be reinforced in order to make best possible use of state funding in the library sector.

4.1 Administrative tasks

Public Libraries Act

The National Library administers the Public Libraries Act and carries out central government library tasks in accordance with the Act. The administrative responsibility is keyed to providing general legal advice, especially in connection with qualification requirements and exemption from these. The Act stipulates for example that all municipalities must have a professionally qualified chief librarian. The Ministry of Culture (represented by the National Library) can grant an exemption from this provision.

Library statistics

The National Library collects and publishes library statistics from the different libraries in Norway. The aim is to present current, relevant, quality-assured statistics as a factual basis for development work. Library statistics collected by the National Library also form part of the basic data used in Statistics Norway's Kostra (municipality-state-reporting) and culture statistics.

In recent years public libraries have taken on new activities, tasks and services. In the past year, a working group has been tasked with putting forward proposals for changes in public library statistics so that they better reflect the responsibility and tasks of the public library. The statistics must also be developed to put stronger focus on digital services and the public library's function as an arena for learning and debate.

Administration of project and development funding

One of the main instruments in the development of the public libraries is project and development funding, which is managed by the National Library. In 2015 a total of NOK 48.5 million was granted for library development. The National Library will play an active role in administering development funding to achieve the best possible effect. It can launch large development projects, and instigate cooperation and coordination in projects that can and should be seen in relation to each other.

Mobile library services can also be awarded development funding but the operation of such services should be seen in the context of the library's entire range of activities, and is a municipal responsibility.

To boost public libraries as a cultural arena, the practice for allocation of project and development funding in the strategy period has been changed. This is discussed further in Chapter 5.

Administration of the operating grant for library and literature-related measures

An operating grant for various library and literature-related measures is allocated over the central government budget under Chapter 326, Item 80. The National Library manages the grant and determines the final distribution of the grants in accordance with a professional assessment.⁹ The following library services received operating grants in 2015: the Multilingual Library, prison libraries, library service on Svalbard, the National Finnish Library Service, and the Norwegian Library Association for its information work. Every year the National Library carries out a professional assessment of library and literature-related measures that received operating grants over the central government budget.

FACTS: Course in Norwegian WebDewey

In cooperation with the county libraries, the National Library arranges courses at several venues in Norway in connection with the launching of Norwegian WebDewey. The National Library collaborates on content with library study programmes, Biblioteksentralen and the University of Oslo Library, while the county libraries deal with practical aspects.

EXAMPLE: The National Library's journal series

Bibliotheca Nova is one of the National Library's dissemination channels for library development. The aim is to publish articles that provide inspiration and professional support for innovation in the library, as well as showcasing the National Library's various priority areas in the library sector. The journal series includes subject-related articles in areas that are important and relevant for library development.

Scandinavian Library Quarterly (SLQ) is an English-language journal that presents development features, tendencies and strategies for the Scandinavian public libraries. The journal is issued four times a year and is published jointly by the Nordic public library authorities in Denmark, Finland, Norway and Sweden. It is distributed free to subscribers.

The *Nota bene* journal series is the National Library's dissemination channel for research results based on the library's collections, and research of relevance to these collections. All editions are subject to peer review.

The journal series *NB kilder* is the National Library's series for publication of sources. The series provides quality-assured transcriptions of important documents from the National Library's private archives collection. The series can be found at bokselskap.no.

4.2 Competence and resource centre

The National Library shall be a national competence and resource centre for other institutions in the library and cultural sector. This is an important element in the National Library's role as a development actor which must be highlighted and strengthened. There is a need for guidance and information in areas such as the law, metadata and knowledge organization, digital and analog preservation and library development. The National Library presents and disseminates a knowledge base and information on its own website and by means of email communication and print issues. This work will be continued. The National Library offers courses and competence development in its professional areas.

The National Library is presently strengthening its expertise in statistics and analysis, and in events and programmes in order to satisfy the need to develop public libraries as meeting places and cultural arenas and as a knowledge base for regional and local planning in the library sector.

The Multilingual Library will be transferred to the National Library as of 1 January 2017, see description in Chapter 7. The transfer will strengthen its role as a competence and resource centre.

Staff with broad, updated expertise are essential in enabling the libraries to carry out their social mission and deliver a good range of library activities. Competence building is crucial for developing new services and a future-oriented range of activities. As part of this work, the National Library regularly sets up working groups, network groups and the like within areas of special competence in cooperation with the libraries. This method of working helps to ensure that the activities of the National Library are targeted and aligned with the needs of the library sector.

Project and development funding also promotes competence building both in the conduct of projects and by providing support to specific competence building projects. In several cases the National Library has launched investments in competence building in cooperation with the county libraries. When development funding is allocated, an important element considered is that the project must have transfer value. The aim of the National Library when introducing the

⁹ See Proposition 1 S (2014-2015) Chapter 326, Item 80.

journal series *Bibliotheca Nova* in 2013 was to strengthen knowledge and experience transfer from local development projects. The National Library will continue to develop and strengthen this work, for example by establishing a project database in which reports from state-funded development projects are made available. In addition, it will develop a website where ideas, services and tools from digital development projects can be shared (see Chapter 7 for a more detailed description). These two initiatives will be seen in conjunction with each other and will be integrated if appropriate.

4.3 Responsibility for infrastructure

An important part of the National Library's activity as a development actor for libraries is responsibility for the development and operation of joint services and infrastructure. This applies to both physical and digital infrastructure. A well developed infrastructure promotes the development of good public library services, both by facilitating the libraries' own development of local services and by relieving them of tasks that can be better accomplished at the national level.

Chapter 7 provides an overview of central government joint services today, further development and measures for joint infrastructure.

5 Library development with project and development funding

- A new model for allocating project and development funding during the strategy period
- A four-year investment to develop libraries as houses of literature and debate
 - Support for arranging events in the library
 - Support for minor adaptations of the library's physical space
- Greater investment in new methods of dissemination, digital services development and free development measures in project and development funding
- Development of the library as a learning arena in joint projects spanning school libraries, public libraries and special libraries
- The programme *Digidel 2017* will strengthen the libraries' advisory services for basic digital skills

5.1 Strengthening of project and development funding

In the last two years the government has invested heavily in public libraries, with an increase in project and development funding of altogether NOK 32.1 million. This is the central government's key instrument in library development and is administered by the National Library of Norway.

The government has highlighted the following priority areas for 2015.¹⁰

- Local digital services and applications
- Meeting place and arena for public discussion and debate
- The library as a learning arena
- New methods of dissemination
- Diversity and inclusion

An overarching objective of library development is that the public libraries can provide broad access to good digital services and also be social hubs and arenas for self-formation through facilitating encounters with knowledge and culture. A considerable number of libraries have come a long way in this respect but many also need to strengthen their competence, adapt their premises or upgrade their equipment to be able to offer the kind of event envisaged in the new statutory objective. A key question is how the central government can help to boost the public libraries such that they become more relevant and meaningful in the everyday life of the population.

Public libraries are Norway's biggest and most important disseminators of imaginative literature and reading, for both children and adults. This role is stressed and reinforced in the new Public Libraries Act, and is a key to the library of the future. The development of the public library as a meeting place and cultural arena itself enhances dissemination to the general public, and to an increasing degree this will also take place outside the library via visits to schools and participation in festivals or other venues where people meet.

Statistics Norway's new survey of library use¹¹ shows that the use of the public library has declined by approximately eight per cent since the previous survey in 2006. In 2015 roughly 40 per cent of the population use the library. This decline clearly shows that libraries must continue to develop and pursue their social mission by creating new, targeted services. The decline in library use was greatest among young people, indicating that this user group should receive more attention in the coming years.

Public libraries in particular function as a driving force for the integration of minority groups in Norwegian society. The immigrant population as well as the general population have great faith in libraries. Norwegian public libraries are well equipped to act as a cultural and knowledge arena in a multi-cultural society. They can build on this and develop new programmes together with other actors, thus further exploiting their potential in this area. The National Library has supported a number of projects in Norwegian libraries to strengthen the libraries as a diversity and integration arena.¹²

¹⁰ Proposition 1 S (2014-2015).

¹¹ Statistics Norway 2015.

¹² See Bibliotheca Nova 1-2013. *Kultur, inkludering og bibliotek* (Culture, social inclusion and the library). <http://viewer.webproof.com/pageflip/324/119211/index.html>

Libraries must also fulfil their functions as a learning arena and knowledge commons. They are intended to be physical and digital places of study for a wide spectrum of target groups ranging from children to elderly people. The government's aim is to give everyone access to greater knowledge – regardless of social, cultural and economic background. Library services thus form part of the government's strategy to counteract the negative impacts of child poverty.¹³ The government has pointed out that school owners must have a general perspective in their planning work, and must be aware of how schools can make use of other occupational groups and their expertise. Public libraries as an extended learning arena have a natural place in fulfilling this ambition.

FACTS:

In addition to the Ministry of Culture's library development grants administered by the National Library, the public libraries can apply for funding from several government agencies. Some examples are presented below:

The Directorate of Immigration and Diversity (IMDi) administers grant schemes that award funding to the municipalities. Some of the funding is earmarked for projects and development work and should be seen in conjunction with other funding for knowledge development managed by IMDi. Public libraries can inform the municipality of their needs.

<http://www.imdi.no/no/Tilskudd/>

Arts Council Norway administers the Norwegian Cultural Fund and other central government support schemes in the cultural sector. Public libraries can apply to the Arts Council for funding for dissemination initiatives in the field of literature. Literature festivals can also apply for funding.

<http://www.kulturradet.no/sok-stotte>

The Norwegian Agency for Lifelong Learning (Vox) (National agency responsible for basic competence policies) grants funding for training initiatives via the programme *Basic competence in working life (BKA)*.

<http://www.vox.no/Basiskompetanse-i-arbeidslivet-BKA/>

Source: <http://www.Nasjonalbiblioteket.no/Bibliotekutvikling/Utviklingsmidler/Andre-finansieringskilder>

In order to derive the maximum impact from the government's investment in libraries, a new model has been prepared for the allocation of project and development funding over a four-year period. This will simplify the application and allocation process, and will strengthen the library as a meeting place and digital arena as well as general library development. This will better equip libraries to fulfil the provisions of the new statutory objective.

The new model for the National Library's project and development funding entails that the funding will be allocated to three priority areas in the period from 2015–2018:

1. Development of joint infrastructure measures under the auspices of the National Library of Norway, available for all libraries
2. Development of public libraries as arenas for debate and learning, meeting places and dissemination institutions
3. Free, innovative project and development initiatives

The three areas are described below.

1. Development of joint infrastructure measures under the auspices of the National Library, available for all libraries

The National Library develops and implements joint infrastructure measures for libraries. Development and establishment of joint infrastructure is one of the most important methods the central government can employ to strengthen the libraries. Sound infrastructure lays the foundation for the development of high-quality services so that library resources can be freed up and used for public-oriented activities.

Chapter 7 describes measures in this area: the development of Library Search, digital access to content resources, metadata, and joint digital services for all libraries.

2. Development of public libraries as an arena for learning and debate, a meeting place and dissemination institution

Achieving the goal of being an arena for cultural activity, public debate and a good meeting place depends on two key factors: firstly, premises that are suitable for this purpose, and secondly building the libraries' competence in planning programmes and events by increasing their number. These measures would normally be a municipal responsibility but during the strategy period the central government will nevertheless provide development funding to boost this area.

¹³ The Ministry of Children, Equality and Social Inclusion, *Barn som lever i fattigdom (Children who live in poverty), government strategy* (2015-2017).

Grant applications in respect of premises and the library's range of events should be consolidated, possibly representing a collaboration with other libraries, educational or cultural institutions, or non-governmental partners. This means that the municipality should have a long-term plan for how library space can be adapted and filled with activities in an extended perspective, rather than simply submitting applications to fund individual events and activities.

Local adaptation of library space

Many libraries need funding for minor renovations in order to adapt the library premises for new activities. The municipality is responsible for providing suitable premises, but improvements to the existing space can be carried out by means of relatively modest grants. The National Library will prepare criteria for development project grants that cover adaptation of premises. Such adaptations may include:

- grants for investments in equipment to facilitate the arrangement of debates, lectures and discussions
- minor building works and grants for planning and implementation
- grants for collaboration with external actors with the aim of establishing joint arenas for debate or discussion as well as meeting places

Grants for library activities

A share of library development funding will finance content production directly. This will create a large number of events and will enable the libraries to develop the profile and quality of these as well as their own competence, attracting greater public interest. As mentioned earlier, the National Library of Norway has strengthened its own competence in planning programmes and events in order to support and promote more effectively the capacity of public libraries to make such arrangements. In the case of grants for events, the libraries will have to pay their share in order to secure local underpinning of the library as a meeting place and a venue for activities and events. Funding in this area can also be used to strengthen the profiling and marketing of the libraries' content and services. Smaller libraries can profit from the participation of the county libraries as both a competence centre and facilitator of activities.

Grants for events and activities in the libraries will be targeted through announcing funding keyed to priority areas. Since Statistics Norway's library survey shows a decline in library use by young people between 16–24 in particular, the Ministry is of the opinion that it is necessary to develop a range of activities to attract this age group.

The Norwegian Storting requests in its resolution that initiatives that promote local cooperation with schools should be given priority. One of the priority areas for development funding in 2015 is the public library as a learning arena. Projects that boost the library's development as a learning arena will be prioritized. Measures to develop literacy are examples of types of cooperation that can be expanded. Both the public libraries and the schools play a vital role in reinforcing the desire to learn to read and the reading skills of children and adolescents. By the same token local cooperation will be crucial in reaching out to everyone.

The Official Norwegian Report on cultural policy suggested that the county libraries should be given a broader role in administering the development grants awarded to public libraries. The National Library of Norway will have a formal dialogue with libraries during the strategy period in order to ensure that the strategy is followed up in line with the situation of libraries.

On the regional level, the county libraries can play an active role through joint organization and coordination of development projects, which will especially benefit smaller municipalities. The Ministry considers that as regional development actors the county libraries will be natural partners for the public libraries and the National Library, for example when reinforcing local competence in arranging events. Many county libraries arrange tours by authors and lecturers, and several have projects for the use of the library as a house of literature. When appropriate, funding in this area can be granted to public library activities coordinated by the county libraries.

Grant schemes for activities in the library are flexible. The National Library can award funding to different networks of large and small libraries. For example, Norway's largest public libraries have of their own initiative formed a network to enable city libraries to cooperate more closely on professional development, and to cope with the needs and challenges facing large public libraries. The biggest libraries have resources and needs that differ from those of small libraries.

The National Library of Norway can allocate funding to different sub-objectives, for example events targeting young people or minority groups, or other types of measures and events included in the priority areas. This can be accomplished by either announcing a separate fund for such arrangements or by an overall assessment of the

applications received. In conjunction with other uses of development funding, this will give considerable scope for targeted library development.

EXAMPLE: Projects targeting young people

Many public libraries have received development funding for projects targeting young people. Below a selection of ongoing projects is presented.

Me snakkast! (Let's talk) (Bømlo Public Library)

The objective of the project is to encourage young people in Sunnhordland to take an active part in the social debate. To achieve this, the libraries in Sunnhordland will be reinforced as meeting places and arenas for discussion and debate by creating good partnerships, adapting library premises and increasing library competence. The project will strengthen young people's participation, competence and knowledge of debating through collaboration with organizations, professionals and schools, with a focus on their own active participation.

Ung delaktighet (Young participation) and Ung læring (Young learning) (Bergen Public Library)

By means of these two projects Bergen Public Library wishes to explore cooperation and partnership, participation and forms of influence and new dissemination methods by and for young people. The aim is to create a meeting place run by young people so that the library's range of activities is appropriate for the target group at all times. Through the project *Ung delaktighet* young people have designed a new youth section – *UROM* – in cooperation with architects and architecture students. The impact of young people's direct participation in the designing of the range of library activities will be measured on the basis of the number of events arranged by young people, the number of participants, lending rate and social media visibility. Through the project *Ung læring* the library's focus on young people will be increased by means of activities linked to learning and exploration in a makerspace-inspired environment.

Model for young people's contribution in practice (Bodø Public Library)

With young people and their contribution as both the goal and the method, the project is aimed at creating a model that will help to make Stormen Library a popular and exciting meeting place for young people. *Ung Stormen* (Young Stormen) will strengthen the library in its prioritization of literature, performing arts, visual arts and music. The project will facilitate a productive method of working between *Ung Stormen* and the library staff by using many of the same interactive methods as were developed by Bodø municipality's section for children and young people when, for example, *Bodøbølgen* was created. At the end of the project, the contribution of young people will have a natural place in the daily work methods used in Stormen library.

EXAMPLE: Project in the category free measures

Sponsorship and sponsorship work in the library (Oppland County Library)

Oppland County Library will make strategic efforts to promote sponsorship of public libraries over a two-year period. The purpose of the project is to give the public improved and extended library services and increase the use of the library through collaboration with the private business sector. The aim is that participants in the project will enter into good sponsorship agreements on behalf of the municipal public libraries, while interested chief librarians in Norway will acquire insight into how the library can cooperate with the private business sector. The project group consists of representatives of the large public libraries in Oppland, houses of literature and the county library. The project will assess both the theoretical and practical aspects of sponsorship and sponsorship work in the library, and utilize the knowledge acquired when identifying, contacting, negotiating and preparing contracts with potential sponsors.

<http://www.oppland.no/fagomrader/fylkesbiblioteket/sponsorsamarbeid-i-bibliotek/>

EXAMPLE: Multi-annual project

The public libraries in Troms as houses of literature (Troms County Library)

The aim of the three-year project is to develop the public libraries in Troms as houses of literature in line with the statutory objective in the Public Libraries Act. The initiatives are categorized as dissemination, development of independent meeting places, network building, competence building, adaptation of library space and methodology. The project will be carried out in public libraries in the county of Troms. The project is underpinned by *Bibliotekplan for Troms 2011-2014* (Library plan for Troms) and *Den nordnorske kulturavtalen 2014-2017* (Northern Norway cultural agreement). Tromsø City Library and Archive is an important partner.

<http://bibliotek.tromsfylke.no/index.php/folkebibliotek-som-litteraturhus/>

3. Free, innovative project and development measures

Some of the project and development funding should continue to target other kinds of development work, i.e. projects that do not belong to the above-mentioned categories. These may be projects linked to special priority areas or free, innovative projects. To promote innovation in the library sector it is important to have an open category dedicated to free, experimental projects and innovation. There is room for a variety of topics in this category, for example links between digital services and the physical library. This fund will also follow up multi-annual projects that have already been implemented with funding from the National Library.

FACTS: Measures that can contribute to greater digital participation and skills among the population

As part of the establishment of the *Digidel 2017* programme, the Ministry of Local Government and Modernisation prepared an overview mapping the actors that help to strengthen digital participation and skills among the population. The conclusion was that a diverse range of actors is valuable and should be supported.

The report also describes the public libraries' efforts, and points out that formalizing and highlighting the role of libraries can be an effective measure.

https://www.regjeringen.no/contentassets/88b4acf5209b4a15b43580ff557e2ebe/tiltak_digital_deltagelse.pdf

5.2 Programme for digital participation and competence

The government has established a two-year national programme, *Digidel 2017*, targeting digital participation and skills in the population to ensure a binding collaboration between key actors in the public, private and non-governmental sector who are already engaged in work in this area.

Libraries are a main arena for this prioritization. Most public libraries provide basic instruction in the use of PCs and the Internet when staff have the capacity to do so. In addition, a wide range of courses are held in the library on a more or less regular basis. The access to various forms of digital content provided by libraries also plays an important part in encouraging the public to make use of digital services. The introduction of e-book lending is just one example of this. This can be further strengthened by promoting the availability of digital content in the public libraries, see Chapter 6.

The programme will provide activities and measures to strengthen the ability and capacity of libraries to offer advisory services and instruction in basic digital skills.

6 Digital content etc.

- The National Library will ensure greater access to digital content resources in the libraries
- The National Library will further develop digital services that make digital material accessible and will work actively to disseminate these services
- The National Library will recommend a model for the purchase and lending of e-books in dialogue with the Norwegian Publishers Association and other relevant actors
- The National Library will further develop digital dissemination of Norwegian literature, based on its own collections and if appropriate, in collaboration with other actors in the field of literature
- Arts Council Norway will revise all its literature funding schemes in order to make them future-oriented and to give e-books a permanent place
- The Norwegian Film Institute will launch new solutions for streaming of short films and documentaries for the libraries in the course of autumn 2015
- The Norwegian Film Institute will ensure access to computer games and their dissemination in the library through purchasing schemes

6.1 Measures to develop digital content in the public libraries

The libraries shall provide access to digital content, offer digital library services and engage in active dissemination on the Internet. Section 1 (statutory objective) of the Norwegian Public Libraries Act is technology-neutral and the preparatory works prior to the last amendment to the Act specifies that the physical and digital meeting-place function as well as responsibility for dissemination of all types of media are covered by the Act.

There is a clear division of responsibility between the central government and the municipality with regard to procurement of content resources for public libraries. As public library owners, the municipalities allocate money for the purchase of different types of media and choose the amounts to be used for these in the library. This overriding principle also applies to digital content. However, the central government also makes a fairly substantial contribution to the content of the public libraries – including digital content. The purchasing schemes, the Bookshelf service and the National Library of Norway's newspaper service are examples of this.

The central government's contribution to digital content shall be further augmented. Project and development funds shall be used to enhance digital access to more content resources on public library premises and to develop shared digital services for all libraries (cf. Chapter 7). The National Library's digital collection and services will make it possible to create solutions for digital dissemination which provide a basis for the development of new services in Norwegian libraries. Applications can be made for funding to develop new services and local applications based on the National Library's digital service (cf. Chapter 5).

6.2 Digital content from the National Library of Norway

Culture is to be found where people are. In our digital age, the general public has come to expect easy accessibility of culture and knowledge online, and consequently the objective is to digitize and make available online as many as possible of the National Library's collections. This has been the core strategy of the National Library's digitization process which has created a digital library of more than 2.7 million objects, including works covered by the Bookshelf agreement and the libraries' newspaper service.

The National Library, together with representatives from the field of literature, will expand the digital dissemination of Norwegian literature. The National Library will also maintain continuous contact with other players from the field of literature to help develop new solutions for dissemination of the digital content.

Digital objects encompass more than books and newspapers. The National Library conducts an ongoing dialogue with copyright holders with regard to digitization and long-term preservation aimed at making content available digitally. However, the provisions of copyright law as well as economic and commercial conditions restrict the National Library's ability to make much of the digitalized material available outside its own premises.

The National Library strives to provide easy access for as many people as possible to the digital library. In its efforts, the National Library will take account of experiences both from the current Bookshelf agreement and the newspaper agreements. It will be particularly important to summarize experiences from the area of newspapers, whereby all the libraries in the country constitute local nodes in a national digital network for access to our shared knowledge and cultural heritage.

FACTS: The Bookshelf agreement

The Bookshelf agreement between Kopinor and the National Library grants users with a Norwegian IP address free digital access to all books published in Norway from 1900 up to and including 2000. Books that are protected by copyright, however, are not adapted for downloading or printing. In 2017 the National Library will be on target for the digitization of these books, and the National Library's digital library will then contain approximately 250 000 digitalised books.

FACTS: The newspaper service

All Norwegian libraries can make use of the National Library's digital newspaper service. The service offers free digital access in public libraries to all newspapers with which the National Library has entered into a digitization agreement. Libraries that subscribe to the newspaper service are sent an information poster about the service.

<http://www.nb.no/Tilbud/Samlingen/Samlingen/Aviser/Digitale-aviser-i-lokale-bibliotek>

6.3 The public libraries' purchase of e-books

Background

Lending of e-books in public libraries has been at the trial stage for a long period. Today, lending of e-books has been introduced in all Norwegian counties, primarily as a result of Arts Council Norway's trial project for e-books in the purchasing schemes.¹⁴ In the 2015 national budget, the Norwegian government emphasized the importance of increasing the opportunity for library users to borrow e-books. In December 2014, e-books were made a permanent feature of the purchasing schemes. Initially the proportion of e-books is limited compared to that of print books, but this will be assessed on an ongoing basis. The objective is to further increase the availability of e-books from purchasing schemes in libraries. The county municipalities have also played an important role in initiating e-book lending in public libraries throughout the country.

Aside from the books acquired through the purchasing schemes, it is up to individual public libraries to purchase e-books. Purchasing of digital media is legally distinguished from purchasing of physical media. Section 19 of the Norwegian Copyright Act sanctions the right to distribute physical works sold with the consent of the author. Together with the provisions on compensation in the European Parliament and Council Directive on rental and lending right,¹⁵ this gives libraries the right to lend out books. However, the provisions do not apply to machine-readable computer programs, that is, e-books and other digital media (cf. the Norwegian Copyright Act, Section 19, second paragraph). Here the author's monopoly remains intact. The libraries must enter into a separate agreement on lending out an e-book or making it available. The terms and conditions for this are a matter of negotiation between the publishers and the purchasers.

The Norwegian Publishers Association has recommended to its member publishers a trial model for the sale of books for the purpose of e-book lending.¹⁶ The sale of e-books from all publishers is currently based on this model. The trial model applies until the end of 2015 and will be evaluated during the year.

As part of the strategy work, the consulting company Rambøll has conducted an assessment on e-books and lending in public libraries¹⁷. The assessment compares the three lending systems used, provides an overview of the acquisition of e-books in libraries and e-book lending, and examines how e-books are marketed and disseminated in libraries. It also analyses procurement and lending models for e-books from various perspectives.

The assessment shows that the county municipalities have assumed responsibility for the distribution of e-books to the libraries in their own counties. The county municipalities have been selected by Arts Council Norway to distribute e-books from the purchasing schemes to public libraries in their own region, and in many counties consortia have been set up for the procurement of e-books.

Further development of e-book lending in public libraries

A report¹⁸ from December 2014 that compared lending models in 15 different countries shows that it is difficult to find appropriate solutions for e-book lending in public libraries globally.

¹⁴ Report on the trial project with e-books in the procurement scheme (PEI) (December 2014) <http://www.kulturradet.no/documents/10157/6308f25c-77dd-45a4-8835-d94b66f10ce2>

¹⁵ Directive 2006/115/EF of the European Parliament and of the Council of 12 December 2006 on rental right and lending right and on certain rights related to copyright in the field of intellectual property (The Rental Directive).

¹⁶ <http://www.forleggerforeningen.no/nyhetsarkiv/e-utlan-aNasjonalbiblioteketefaling-til-medlemsforlagene>

¹⁷ Rambøll: Assessment on e-books and lending in public libraries, May 2015.

¹⁸ Civic agenda: The development of the e-book market and emerging models for library e-lending, Dan Mount 2014.

A principle challenge is to find one or more models that achieve a balance between the libraries' opportunity for free lending, the publishers' need for sales and the authors' need for a source of income. This is emphasized both in Rambøll's assessment and in a recent report on the e-book market from the Norwegian Consumer Council.¹⁹ The Norwegian Public Libraries Act requires that a local library service should be characterized by quality, versatility and relevance, and the e-book service should include the newest as well as the most read e-books. However, it is crucial that authors and publishers have the financing to produce literature. In this situation it is important to highlight the libraries' responsibility for developing and communicating the breadth and diversity of the literature offered to the general public.

The Official Norwegian Report on cultural policy²⁰ presupposed that the central government should contribute to the development of technical solutions for the entire library sector, as well as conduct necessary negotiations and provide clarifications of rights. It was pointed out that the National Library of Norway should play a coordinating role in cooperation with the Norwegian Association of Local and Regional Authorities and other actors in the sector.

In the Ministry's opinion, it would be appropriate for the central government to take a more active role in helping to develop e-book lending. Given that many county libraries have taken responsibility for negotiations on behalf of public libraries, there is surely now a need to establish a central scheme for negotiating the procurement and lending of e-books. E-books represent a very marginal aspect of the public libraries' activities, and it is still a period of trial schemes. Small public libraries in particular will be assisted by the existence of a library body to enter into dialogue with representatives from the book sector with a view to agreeing on a recommended model for e-book lending. This model will replace the Norwegian Publishers Association's trial scheme which expires in 2015. Following dialogue with the Norwegian Publishers Association and other relevant actors, the National Library will recommend a model for the use of e-books in public libraries. The National Library will anchor its work in the public libraries and this will be a topic in its formalized dialogue with the libraries.

A recommended model will not be binding for the purchase and sale of e-books. It is still important not to establish a static model, but to test different solutions according to different priorities and needs. The testing of different options with other preconditions will be encouraged, if necessary with funding from project and development resources.

The model may be a recommendation linked to the terms and conditions for purchase and lending, while prices will continue to be negotiated between purchaser and publisher. *Biblioteksentralen* (the Norwegian central library service organization) could be such a purchaser, but it will also be possible for others to sell e-books to the public libraries.

One of the objections to the lending model currently recommended by the Norwegian Publishers Association is that it is insufficiently flexible. The dialogue will particularly examine the possibility of introducing considerably more flexibility than exists in the current lending model, for example through a combination of licences and payment per book loan.

6.4 Input from other government agencies

Arts Council Norway

The purchasing schemes are an essential tool in literature policy, which also has a significant positive side-effect for the public libraries. The purpose of the purchasing schemes is to ensure an increased production of fiction in Norwegian. The model has three benefits: The authors are better paid for their books through the sale of more copies, the publishers are able to take the risk of publishing books by unknown authors thanks to a guaranteed minimum sale, and the public libraries can make a full year of new Norwegian fiction available for free loan to all readers. Purchasing schemes are currently set up for several genres: adult fiction, children's and teens' fiction, translated literature, children's and teens' non-fiction, adult non-fiction and comic books. There is also a separate purchasing scheme for cultural journals.

The purchasing schemes mean that the public libraries receive more than 500 new Norwegian titles in various genres every single year free – so-called cultural fund books. This represents on average around 30 per cent of the acquisition of books in the course of one year, and is of vital importance in enabling public libraries to give Norwegian readers access to a broad range of Norwegian quality literature.

Arts Council Norway is reviewing all its literary funding schemes with a view to modernizing and developing them for a digital future. The review will simultaneously strengthen the Arts Council's purchasing schemes. One of the results of

¹⁹ The Norwegian Consumer Council's report: http://www.forbrukerradet.no/annet/tester-og-kjøpetips/kjøpetips/_attachment/1196530?_ts=14d28e40066

²⁰ NOU 2013:4 Official Norwegian Report on cultural policy 2014.

the review to date is that after a trial period, from 2015 onwards Arts Council Norway will procure new titles in the form of both print books and e-books. Currently this applies to adult, children's and teen fiction, and to adult non-fiction. E-books are procured according to a licence model, which means that each e-book may only be lent out to one borrower at a time, and for a limited period. Arts Council Norway initially purchases 70 copies of each title, and distributes these according to a distribution key that is valid at county level. Copies can be freely borrowed across municipal boundaries and within county boundaries. E-books are made available through the libraries' lending system. The number of e-book licences and the licence distribution by county must be assessed continually with the aim of further increasing the availability of e-books in libraries.

CRISStin – Current Research Information System In Norway

Consortium agreements

The work of CRISStin is related to research documentation and access to research information, under the authority of the Ministry of Education and Research and the Ministry of Health and Care Services. CRISStin has the task of retrieving and collating information about Norwegian research and making the information freely available to all. CRISStin also negotiates licensing and consortium agreements on behalf of research institutions and libraries.

Some of the public libraries are signatories to consortium agreements. All the consortium agreements are binding for periods of one year and require the participants to evaluate the terms and conditions annually and report which agreements they do or do not wish to be included in. Many public libraries may be unaccustomed to a system of this type, and currently efforts are being made to find good solutions that can facilitate the effective participation of public libraries in consortium agreements which CRISStin will continue to negotiate, or that possibly another body will negotiate on behalf of the public libraries.

CRISStin works on many fronts both nationally and internationally to increase the proportion of both Norwegian and international research literature that is openly available. Given current developments, the objective is to ensure the fastest possible conversion to Open Access, rather than entering into an increasing number of purchasing and subscription agreements. A strategic recommendation from CRISStin is that the public libraries should in future aim for appropriate access to open material, and gradually reduce the number of their subscription-based agreements which impede the publishers from switching to Open Access.

Open Access

Open Access entails free access to and reuse of research results on the Internet. This is achieved either through the publication of research results in Open Access journals, which grant free user rights for all, or by uploading a copy of research works from subscription-based journals and making these available in open publication archives.

CRISStin is the national coordinator and driving force for Open Access work in Norway. CRISStin strives to increase the knowledge base with regard to Open Access publishing and to put infrastructure and tools in place to support institutional archives for self-published research material.

Open Access will provide all users with access to research results. The role of the public libraries will be to help users locate these resources through various library databases and archive services.

The Norwegian Film Institute

The purchasing scheme for short films and documentaries

The Norwegian Film Institute administers the purchasing scheme for Norwegian short films and documentaries as a streaming service, in order to make them available to borrowers in Norwegian libraries. The purpose of the scheme is to ensure access to short films and documentaries for the general public throughout the country. This scheme provides the public with access to topical short films and documentaries of recent date, but also with a selection of films that date back in time. These are in addition to the films that the libraries procure on their own account.

The films included in the purchasing schemes are selected by an appointed committee based on set criteria and guidelines. As far as is practical the Norwegian Film Institute arranges distribution to Norwegian libraries that wish to participate in the purchasing scheme for short films and documentaries.

The films will be made available to borrowers through a digital streaming service. This applies to library as well as home borrowing. Borrowers log in to FilmBIB using their library card number which is linked to a national library card, and the service provides access for up to 48 hours to streaming of films included in the purchasing scheme.

The establishment of the scheme has presented challenges of both a rights-related and technical nature. The service will be tested by four libraries before it is introduced. The Norwegian Film Institute will launch solutions for the

purchasing scheme for short films and documentaries during autumn 2015. The aim is to make at least 200 films available when the scheme is launched.

The Film Room

*The Film Room*²¹ is a web-based service that offers schools, libraries and public institutions access to more than 1900 films. The distributor responsible for the Film Room is Norgesfilm AS. The service contains the Norwegian Film Institute's national digital film archive as well as Norgesfilm's film catalogue.

By signing a subscription agreement, the libraries acquire the right to show the films in mini cinemas ("kinotek").

Computer games

The Norwegian Film Institute administers the purchasing scheme for Norwegian computer games, to make these available in libraries. To date, the Norwegian Film Institute has procured a total of 17 Norwegian computer games as part of the purchasing scheme. These games have been available for free downloading to all Norwegian public libraries since 1 May 2015.

Because the games procured have been developed for different platforms, a scheme has been established whereby each library registers as a user and obtains access to a page on which the games can be downloaded. There are games for PC, Mac and tablet (both Android and iOS).

The games are only available for use in the libraries, and not for home borrowing. However, the Norwegian Film Institute has purchased the full rights for use of games in larger contexts under the auspices of libraries, such as big-screen gaming.

EXAMPLE: A boost for gaming (Oslo Public Library)

The libraries in Oslo, Bergen and Drammen have joined forces on a two-year project to develop the public libraries as gaming arenas. The project is comprised of a three-part investment: 1. To develop the service offered to the public, events and attention related to computer games and gaming in public libraries, and enhance gaming skills and network building 2. To survey the procurement and licensing of games, both digital and physical 3. To arrange a conference on experiences with gaming in libraries in 2016.

The Norwegian Library of Talking Books and Braille

The Norwegian Library of Talking Books and Braille (NLB) produces and lends general literature and study literature in audio book format and braille for persons who have difficulty reading printed text because of a disability.

NLB borrowers can borrow audio books on CD, by downloading to a PC, playing directly on a PC and using the Lydhør audio application. Books in braille are distributed in both hardback and paperback form, or as e-books that can be read on a braille display device.

In the strategy period 2015–2018, NLB will make efforts to provide the target group with an appropriate combination of the special library's advantages and design for universal accessibility in the public libraries.

In cooperation with NLB, the National Library will seek to develop an integrated model for dissemination of their digital collections and reinforce the public libraries as knowledge and service institutions for those who have the right to adapted literature from NLB.

²¹ <http://www.filmrommet.no/content/page.aspx?id=2035>

7 Joint infrastructure

- The National Library will provide free access to appropriate high-quality bibliographic data for all libraries
- *Biblioteksøk (Library Search)* will be developed as a national service with functionality for both libraries and borrowers
- The storage capacity of the Legal Deposit Library will be increased
- The Multilingual Library will be transferred to the National Library with effect from 1 January 2017
- The National Library will establish a digital meeting place and resource bank for the development and sharing of digital services
- The Norwegian WebDewey will be launched in autumn 2015, facilitating free use of Norwegian public libraries and school libraries
- The National Library takes responsibility for the further development of the scheme for a national library card that is valid in the whole of Norway.

7.1 Measures for further development of joint infrastructure

The cornerstone of the development of good library services is the ability to retrieve and use the material in a library seamlessly. In order for the library user to find or obtain help in finding answers to questions, the retrieval system for the library collection must function properly. This requires access to correct, quality-assured data that describes the collection, and this in turn requires shared rules and a shared system. Production of good metadata – data that describes the content data – is a time-consuming process. Joint production of the total metadata will free up considerable resources and significantly increase the opportunity for library staff to engage in active communication work.

The libraries form part of a network that gives users access to books and other material beyond the collections in individual libraries. Proper shared services are necessary for a well-functioning collaboration, which also relieves the libraries of storage space and manpower. A search service that cuts across the libraries' collections also helps even out differences between large and small libraries; the same applies to a national library card that gives users access to the service offered by all the libraries in the country.

Data that describe the libraries' collections form the basis for development of communication services both within and outside libraries. Services that are developed in one place may also be interesting to others. To achieve a good development of services for many, data must be freely available and easy sharing of ideas and services must be made possible. The National Library of Norway will ensure that metadata from central sources, the national bibliography, data from authority registries and the catalogue of published works, as well as from Norwegian WebDewey, are gradually being made freely available in different machine-readable formats, and in general formats as linked open data.²²

7.2 National digital services

The national library services offered in Norway will as a general rule be created and run by the National Library of Norway. However, with support from the National Library, public libraries may develop ideas, services or tools that might be useful for many other libraries around the country. The large public libraries in particular possess considerable competence and well-functioning communities of developers, and will be able to create services that other public libraries can utilize. The National Library of Norway should therefore ensure close dialogue and cooperation with public libraries on development projects when appropriate, both directly and through formal forms of cooperation.

The fundamental principle underpinning services developed with support from the National Library of Norway is that they shall be freely shared with others. The National Library will pave the way for further use and cooperation on local digital services. An active network and website for sharing will make it possible to present and download different services and tools. The Danish solution *ting.dk*²³ is a model that shows how it is possible to contribute to this. Ting.dk is an online community where Danish libraries can share experiences, projects, source codes etc.

²² Linked open data: Data elements and the relationships between them, represented in a structured and machine-readable format. Usually represented in RDF (Resource Description Framework). Both data elements and relationships have unique global identities and can therefore be linked together across datasets and data sources.

²³ <http://ting.dk/>

The National Library of Norway has created a web page for service developers that provides an overview of the National Library's search and delivery services.²⁴ This web page will be further developed and expanded with new functionalities. The National Library will create a digital meeting place where interested libraries can share information and establish cooperation. The meeting place will also function as a marketplace in which libraries can offer solutions for entering into cooperation with other libraries on continuation. The development of this type of solution will also be seen in connection with the need for a project database, cf. Chapter 4, and will possibly be integrated with a database solution.

Example: Web boost (Buskerud county library)

The project will further develop Buskerud county library's website solution *Web boost* into a free service for all Norwegian libraries. This is a cooperative project between six county libraries. The objective is for at least 100 Norwegian public libraries to introduce the solution and acquire the necessary competence to keep the website updated. The goal of the project is to establish a durable infrastructure for library cooperation with regard to the production of content, competence-sharing and joint further development of the *Web boost* solution.

<http://webloft.no/>

A marketplace for sharing will have a democratic as well as a conspicuous effect on the development of libraries. Some services and tools may be so comprehensive that there will be expenses related to operating them. In such cases it will be legitimate for the copyright-holding library to levy a proportional charge on libraries that wish to use the service or tool or to establish an operational partnership. The National Library will facilitate this by preparing models for sharing of operating costs.

In certain cases, measures or services may emerge from the shared market and the joint effort which are sufficiently important and entail such high costs that it is natural for them to be made available nationally. In that case, the National Library will take over the responsibility for running these. In considering this, the National Library will place particular emphasis on permanent solutions for content and infrastructure, and this may either be services that the libraries can directly use, or that can form the basis for new local services. This can only happen in exceptional cases and must not create an expectation on the part of the libraries that the central government, through the National Library, will fund the operation of measures developed using project and development funding.

To sum up: The National Library of Norway will be an active driving force for cooperation and further use of technical solutions in the following ways:

1. The National Library digitizes material and makes it available, and develops infrastructure that makes it possible for all libraries to utilize the data, within the established legal and economic framework agreements. This includes digital objects, metadata and services.
2. The libraries can apply for development funding to create their own services based on these data.
3. The National Library paves the way for locally developed services to be shared with other libraries in a national shared market. As far as possible the National Library sets common standards for development. Other libraries can make their own decisions as to what services they wish to connect with.
4. The National Library will prepare simple models for funding of services whereby several interested libraries share the operating costs.

7.3 The Multilingual Library

Funding and operation of the Multilingual Library (DFB) is a central government responsibility which is funded separately from the national budget and is currently operated by the Oslo Public Library. From 2017 the service will be operated by the National Library of Norway.

The Multilingual Library has three main functions:

1. Purchase and cataloguing of books and other material in approximately 40 different languages
2. National centre for distance lending of media in minority languages in Norway
3. Competence centre for library services to the multicultural Norwegian community, with an emphasis on linguistic minorities (immigrants, refugees, asylum seekers).

DFB plays an important role as the national infrastructure in this area. The service is nationwide and in recent years has worked to strengthen its function as a national competence centre.

²⁴ <http://www.Nasjonalbiblioteket.no/Bibliotekutvikling/Tjenester/For-utviklere>

7.4 The Legal Deposit Library

There has been a recommendation for many years in librarianship to make a clearance of the libraries' collections, both to provide space for other activities on library premises, and to create a clearer profile for active communication work. Norwegian libraries can transfer books and other material to the Legal Deposit Library to free up space and at the same time ensure that the literature is still available.

The Legal Deposit Library currently has around one million books and approximately 500 000 volumes of journals for distance lending to Norwegian public libraries. In addition, the collection also includes on microfilm most of the newspapers published in Norway, Norwegian audiobooks published from 2004, and numerous international publications.

The Legal Deposit Library will be able to meet the public libraries' needs in several new ways in the future. An increasing interest in further education among the population is resulting in growing pressure on the public libraries, because students will need to borrow literature from other libraries, usually literature that is only found in university college or university libraries. The storage capacity must be boosted, and measures will be introduced to increase the use of the Legal Deposit Library. For example, direct distance lending from the Legal Deposit Library will be introduced in connection with the development of new versions of Library Search. This means that borrowers can order books directly from the Legal Deposit Library for collection from their local library.

7.5 Library Search

The National Library of Norway's shared library search will provide a gateway to Norwegian library catalogues and the possibility to borrow literature from all Norwegian libraries, as well as giving direct Internet access to literature that is digitized in the National Library. Library Search helps to even out differences between Norwegian libraries and gives all inhabitants the same access to literature, irrespective of the size of the library in their municipality of residence. The Legal Deposit Library will be a main supplier for Library Search.

Library Search has been in operation since 2011 and has so far only been open for inter-library lending. Up to now it has been relatively little used, which may be attributed to the incomplete development of the service. Library Search will be further developed with new functions.

The objective is that all libraries will gradually be supplied with the same bibliographic data from one source. This will result in more uniform data and an improved Library Search. In 2014 and 2015 a new version of Library Search has been developed with improved user-friendliness, and trial projects have been initiated with direct searches for the borrower, so that he/she can order the loan of material directly through the service without going via the library.

FACTS: BIBSYS

BIBSYS offers a shared library system for the research and education sector, and is used by a little over 100 libraries. BIBSYS is a national administrative body under the authority of the Ministry of Education and Research. The institutions pay a fee which takes account of the size of the institution. The search service Oria.no gives everyone access to all freely available material in the libraries that use the BIBSYS library system. From 2016 BIBSYS will replace a self-generated library system with Alma, a system supplied by Ex Libris.

FACTS: Cataloguing rules

Cataloguing rules are rules for the formal description of documents, title, contributor, publisher and year of publication etc. The rules applicable in Norway are *Cataloguing rules. Oslo, 2010*. These are based on AACR2 (Anglo-American Cataloguing Rules).

RDA (Resource Description and Access): next-generation cataloguing standards, are developed by the international *Joint Steering Committee for Development of RDA (JSC)* which consists of representatives of libraries and library organizations.

The National Library chairs and runs the Norwegian Catalogue Committee which advises the National Library and Norwegian libraries on questions pertaining to cataloguing regulations, including when and how new standards should be implemented.

7.6 National library standards

Retrieval and dissemination of a library's collection requires bibliographic data of good quality. Exchange of data demands structured data and rules for how they should be sent. To do this properly, the libraries utilize a set of rules "library standards".

The National Library is responsible for cataloguing rules, classification systems and exchange formats for bibliographic data. The National Library also assists in translating international standards into Norwegian, adaptation to Norwegian conditions and updating when changes are made to the original editions.

FACTS: Classification systems

Classification systems are used to index literature according to subject. The Dewey Decimal Classification is the most widely used library system in the world. Dewey encompasses the entire universe of knowledge and arranges literature in a hierarchical system, so that all material dealing with the same topic is kept together. Regulations applying in Norway are *Dewey's Decimal Classification, 5th abbreviated edition in Norwegian, Oslo, 2002*. In 2015 this will be replaced by *Norwegian WebDewey*, which is a complete translation of the most recent American edition, DDC 23 (Dewey Decimal Classification, 23rd edition), on the Internet.

The National Library chairs and runs the Norwegian Committee on Classification and Indexing (NKKI) which advises the National Library and Norwegian libraries on questions concerning classification, including when and how standards are to be introduced.

FACTS: Exchange formats

A formalized, machine-readable description of bibliographic data that is used to exchange data between library systems. The format used today is NORMARC or MARC 21. NORMARC is a Norwegian translation and adaptation of USMARC, and is used to exchange data between public libraries in Norway. MARC 21 is the most recent version in use internationally, and is used without Norwegian adaptations in the BIBSYS library system and by the National Library.

Work is now underway internationally to define a new standard for exchange of bibliographic data, BIBFRAME. The National Library is keeping abreast of its development and will consider introducing the new format in Norway once it is available.

Cataloguing rules

The National Library is responsible for the publication of cataloguing rules. A new generation of cataloguing rules, RDA (Resource Description and Access) has now been published internationally. The National Library is working on a translation of RDA into Norwegian, and a Norwegian version will be published during the strategy period. This will then become the applicable regulation for cataloguing by Norwegian libraries.

Classification systems

The Dewey Decimal Classification System is used by all Norwegian public libraries to arrange literature according to subject. Dewey is mainly used to arrange the books on the shelf, but also for retrieval in the catalogue.

The National Library is launching a new edition of the Dewey Decimal Classification System – Norwegian WebDewey – in autumn 2015. This is a continuously updated web edition which is also a complete translation of the original American edition. WebDeweySearch is being launched simultaneously, which will make it possible to search specialist terms in the Dewey hierarchy and link the hits to Library Search.

Norwegian WebDewey will also provide access to a comprehensive machine-readable dataset – also as linked open data – with classification numbers and associated specialist terms in Norwegian and other languages that WebDewey has been translated into.²⁵ These data can be used by library system suppliers and libraries to develop search services tailored for their own catalogues.

Class designation in all languages to which Dewey is translated is also available as linked open data.²⁶ This allows for the development of search options in various languages tailored for the same catalogue or collection. The data can also be used in other new contexts, allowing for the development of creative solutions and appropriate services that can pave the way for new use of the libraries' collections.

Exchange formats for bibliographic data

The National Library is responsible for maintaining bibliographic data exchange formats. These ensure a formalized, machine-readable description that is necessary for sending catalogue items between library systems.

Two different formats are currently used in Norway. To simplify data transport between Norwegian library systems when using different exchange formats, the National Library will make provision for the conversion of data in both directions.

7.7 Bibliographic data

Access to bibliographic data of the right quality will reduce work and costs for the vast majority of libraries. By freeing up resources used for recording collections, the central government can strengthen the libraries without earmarking funds for library operations.

²⁵ There are somewhat more than 100 000 index terms in WebDewey. The database in WebDeweySearch will be available via an API (Application Programming Interface), which is used for communication between software programs.

²⁶ Bibliographic Framework Initiative.

Dissemination and retrieval of literature in the library requires knowledge of the titles it carries, who is responsible for their content, when they were published, their subject matter and where they are located. This purpose is served by catalogues and bibliographic data which are structured and searchable according to a shared set of rules.

The library sector has long aspired to put in place a good system for one book– one record. Despite the fact that bibliographic data can be purchased from *Biblioteksentralen*, and that the National Library makes data from the National Bibliography freely available, many libraries continue to spend resources on producing their own data, and some refrain from purchasing data for economic reasons. This leads to a variation in the quality of the data produced, which makes it more difficult to create services based on data from the libraries.

The public libraries depend on gaining rapid access to bibliographic data of the right quality in order to issue books and other publications to their users in a timely manner.

The National Library will enable public and school libraries to have free, fast, machine-readable access to bibliographic data from a central source. Data will also be available as linked open data. This will ensure good data that is *the same* in all the libraries. It will be easier to create Library Search when the data collected from the libraries are compatible. The precondition is that the libraries use the centrally produced data in their original form, without making local changes.

During the strategy period, the Sámi bibliography will be extended with data from Sweden, Finland and Russia.

7.8 The National Authority Register

Norwegian libraries should have access to authorized data for the names of persons and companies. Names are a key retrieval element of bibliographic data. In a well-maintained name register, the name must be written correctly and the names of persons must be supplemented by age or other information to make it possible to distinguish between similar names. The National Library has started work on establishing a National Authority Register of names, which will be completed in the strategy period.

The National Library will enter into the National Authority Register the names of persons and companies that are recorded in the National Bibliography. The data will be made available in machine-readable form, and provision will be made for the automatic updating of data from the central register to the local library catalogues.

FACTS: National bibliographic services

The National Library is responsible for the National Bibliography, which documents all publications covered by the Act relating to the legal deposit of generally available documents (the Legal Deposit Act) and works published internationally by Norwegian copyright holders. These are recorded in compliance with professional library standards and must be normative for good cataloguing and classification practice in Norway. The data are generally and freely available.

The Sámi Bibliography documents publications in the Sámi language and Sámi-related documents in all languages.

Norart (Norwegian and Nordic journal articles) contains references to articles in Norwegian journals and yearbooks – approximately 400 Norwegian and Nordic journals and 60 yearbooks, of which 33 are purely electronic journals. From and including 2004, Norart has been used to report academic publishing by researchers at Norwegian universities and university colleges to CRISTin. Norart links to full-text articles where relevant. A copy-ordering service is linked to the database, in which the Legal Deposit Library is listed as the first option. Data from Norart is also available at Oria.no.

The National Library will also start distribution of an identifier (ISNI – International Standard Name Identifier) for the names of persons and companies that are covered by the National Bibliography. The data are recorded in a shared international database. This will help to ensure the correct identification and recording of names of persons that are linked to publications in Norway, both for Norwegian actors and globally.

Norwegian libraries will also have access to a work identifier, i.e. a unique identifier that links together different publications of the same work. Knut Hamsun's "Hunger" has been published multiple times, but each time it is the same work. A work indicator will be able to keep all the editions together and show them collected together in a hit list, for example.

Place name is an important retrieval element in the catalogue. Here the libraries should use the Norwegian Mapping Authority's central place name register. These names can form the basis for the development of new services, for example featuring map-based retrieval services.

EXAMPLE: *One book – one record* (Sølvberget, Stavanger Library and house of culture)

Several of the city libraries are collaborating on the project *One book – one record*, the objective of which is to develop a method for mapping work processes and time spent on purchasing, recording and preparation. The project will reveal the differences between libraries, highlight processes that should be rationalized and examine how this may be achieved. The project takes as its starting point the plans by city libraries to switch library systems in the next few years, and their wish to look at new forms of cooperation.

7.9 Library systems

The library system is central to the running of the libraries. The library system maintains an overview of the library catalogue, what is out on loan and on reserve, and it provides the end user with a search window into the collection. Statistics and overviews are also produced from the library system. Some of the systems on the market have also been expanded to deal with the lending of e-books.

There is no shared library system for public and school libraries that corresponds to what university and university college libraries have in BIBSYS. The public libraries have their own responsibility for procuring and operating a library system. System suppliers provide tailor-made products in a commercial market with several suppliers.

A number of suppliers collaborate in a separate forum (the Library System Suppliers' Group) on services that cut across the systems. The Library System Suppliers' Group operates the National Library Card which can be used in all libraries. The National Library will have overall responsibility for the service.

A shared library system may have advantages, among which is sharing of data. A shared system will give the libraries the opportunity to re-use other libraries' catalogue items, but someone still has to produce the data. A model in which the libraries obtain free access to bibliographic data from a central source will therefore provide many of the same savings without the investment entailed in establishing a shared system.

The Ministry of Culture does not wish to involve itself in the commercial market for library systems, and believes that central government funding should rather be used on another type of infrastructure. Shared solutions may possibly evolve as an initiative by groups of libraries which also see the benefit of a shared system in areas other than cooperation on cataloguing.

7.10 Distance lending, transport schemes

Cooperation on distance lending between all types of libraries ensures that the user has access to relevant media irrespective of location. Distance lending between different types of libraries and sectors is based on guiding principles.

The National Library is responsible for distance lending through the Legal Deposit Library in Mo i Rana, which has approximately 150 000 publications out on loan each year. In addition, the National Library is responsible for making provision for the libraries' supply of literature through the Library Search service. Both these services are discussed elsewhere in the strategy.

On behalf of Norwegian libraries, the National Library has signed an agreement with Kopinor on digital copying and dissemination in libraries. This agreement assures availability of material for the purpose of individual research or private study.

The current cooperation on distance learning between the university and university college libraries and the public libraries functions well with regard to analog material. When it comes to digital material, some key issues have been raised with regard to public library users' access to the higher education libraries' digital collections. However, there is no indication of a demand from public libraries that cannot be met within the framework of the relevant agreements. Access to both analog and digital material at the higher education libraries is adequately catered for by interlibrary lending to public libraries. The licences for access to digital material are based on copyright-based agreements with suppliers, the price of which is calculated on the basis of a given user group. CRISTin (Current Research Information System In Norway) negotiates consortium agreements which libraries can opt to sign up to. Distance lending to public library users is also possible. In other words, the public library can perform a search for these digital resources and lend them in paper form outside the library's premises. Thus borrowers can ask their public libraries to request a distance loan of digital material, which can be sent digitally and printed out on paper for the borrower. With this in mind, the Ministry is of the opinion that where there is a need for access to digital as well as analog material from higher education libraries, this will be catered for by means of good cooperation between the libraries in the two sectors.

Transport of distance lending material represents a considerable cost for the libraries. On several occasions actors in the library sector have proposed that the central government should take responsibility for a national transport scheme. Norsk Bibliotektransport offers the libraries free freight for distance lending material. Norsk Bibliotektransport

supplies its services to the county municipalities after competitive tendering, and it may be advantageous for libraries to draw up joint tenders. Local and regional knowledge should form the basis for transport schemes across administrative levels and municipal boundaries. Financially it is an advantage to have several actors on both sides of the table in connection with tenders for transport services, and based on this, the Ministry will not introduce a national transport scheme. Transport schemes for the libraries form part of the municipal and regional operational tasks for which there are solutions that currently function satisfactorily. There is an existing market with several actors who offer the service to the municipalities and county municipalities.