

**EUROPEAN AGENDA
FOR CULTURE**

**WORK PLAN FOR CULTURE
2015-2018**

APRIL 2016



PROMOTING READING IN THE DIGITAL ENVIRONMENT

REPORT OF THE WORKING GROUP OF EU MEMBER STATES' EXPERTS
ON PROMOTING READING IN THE DIGITAL ENVIRONMENT
UNDER THE OPEN METHOD OF COORDINATION



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INTRODUCTION





1.1 Why this report?

The 2007 European Agenda for Culture opened a new chapter of cooperation in the cultural field among the European Union's Member States, allowing for exchanges on topics of common interest and on those where mutual learning can be particularly beneficial. These exchanges take place through a process called the open method of coordination (OMC). This is voluntary cooperation among interested Member States, who nominate experts to share their practices and experiences so as to improve their own work.

The priorities for the open method of coordination in culture are set out through multiannual work plans, agreed by Member States' Ministers of Culture in the Education, Youth and Sport Council. The Council Work Plan for Culture 2015-2018 defines current priorities and gives a precise indication of the topics to be dealt with under each priority in the 4-year period. Priority A is defined as Accessible and Inclusive Culture, and under this heading, Member States were invited to nominate experts to work for one year (2015) on the topic of *promoting reading in the digital environment, to map best practices and produce a report containing case studies*. This report is now before you.

The full text of the subgroup's mandate is set out and discussed below. The question of which aspects to prioritise in the short time available gave rise to lively discussion among the participating experts. The Work Plan gave a few clues, in addition to the mandate itself – indicating that the group's work should focus on promoting reading 'as a tool to spread knowledge, enhance creativity, support access to culture and cultural diversity and develop awareness of a European identity, taking into account the various conditions applied to e-books and physical books'. The Work Plan also made clear that Priority A, on Accessible and Inclusive Culture, sits under the broader Europe 2020 strategy priority 3 of 'Inclusive Growth'.

It is clearly timely and relevant for policy-makers to explore the topic of promoting reading in the digital environment. A few of the most relevant policy developments and opportunities, at national, EU and global levels, are summarised below (and described in more detail later in the report, along with many others):

- national/regional/local: digitisation of literary heritage, establishment of e-lending platforms; reading promotional campaigns; pricing policies and subsidies; copyright exceptions, for example for the visually impaired;
- EU: Digital Single Market strategy and plan for the modernisation of EU copyright law published in 2015, value added tax (VAT) reform due in 2016, pending Court of Justice of the European Union (CJEU) court case on the Lending Right Directive; Horizon 2020 research, Eurostat statistics, competition policy/cases in relation to interoperability;
- global: World Intellectual Property Organisation (WIPO) 2013 Marrakesh Treaty on access to published works for people with print disabilities; United Nations Educational, Scientific and Cultural Organisation (UNESCO) 2005 Convention on diversity of cultural expressions; International Standards Organisation (ISO) standards for compatibility of e-publications/readers.

1.2 Mandate, membership and activities of the OMC group

Mandate

Unusually, this OMC group was proposed as a subgroup, related to a larger group exploring the broader issue of *access to culture via digital means*, and the indicative timeline for the group's work was just 1 year, instead of the usual 2. The full mandate of the subgroup, set out in the Council Work Plan for Culture, was:

- *Promoting reading in the digital environment in order to encourage access and audience development.*
- *Mapping of the regulatory framework with particular reference to licensing practices, cross-border services and e-lending by public libraries.*
- *Instruments and working methods: experts will map best practices.*
- *Target outputs and timeline: 2015 report containing case studies.*

This mandate is quite complex, both conceptually and technically. Much of the group's work therefore focused on defining, interpreting and prioritising its mandate. These discussions are summarised later in the report.

The mandate of the 'main' group was 'Promoting access to culture via digital means: policies and strategies for audience development'. It was tasked with producing a manual of good practice for cultural institutions and professionals by the end of 2016. Reading promotion was not excluded from the main group's mandate, and meetings were held back-to-back so a number of Member States sent the same expert to both. But since there were different chairs and different Member States participating in each of the two groups, and different outputs and timelines, their work was only loosely related.

The work of a previous OMC group on 'Promoting better access and wider participation in culture' was also relevant to this group, and the conclusions of its 2012 report were presented at the group's first meeting.

Membership

EU Member States: 23 Member States participated in the group, nominating experts to participate in meeting(s) and/or drafting work and/or the online collaborative platform. These were: Austria (AT), Belgium (BE), Bulgaria (BG), Croatia (HR), Czech Republic (CZ), Denmark (DK), Estonia (EE), Finland (FI), France (FR), Germany (DE), Greece (EL), Italy (IT), Latvia (LV), Lithuania (LT), Malta (MT), Netherlands (NL), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Spain (ES), Sweden (SE). Five Member States did not participate: Ireland, Cyprus, Luxembourg, Hungary, and United Kingdom.

Co-chairs: Frank Huysmans (NL) and Timotea Vráblová (SK) were elected as co-chairs at the group's first meeting.

European Commission (EC): the EC hosted the meetings, contributing to policy discussions where appropriate, and providing secretariat and travel expenses. The lead Directorate-General was Education & Culture (DG EAC); colleagues from DG Communications Networks, Content and Technology (DG CNECT) also participated.

Other participants: in response to expressions of interest from Norway and Iceland, and from the European Bureau of Library Information and Documentation Associations (EBLIDA), the group agreed to invite Norway and Iceland to participate, but not EBLIDA or any other independent experts. An expert from Norway participated in the subsequent work of the group.

Guest speaker: Pierre Danet, president of the European Digital Reading Lab, was invited to give a presentation at the group's final meeting.

A full list of the group's members is annexed to this report.



1.3 Activities

Four types of activity were undertaken by the group prior to this report's publication: participation in meetings, written questionnaire responses, online information exchange and report drafting. After publication, there will be a fifth activity, as the group promotes and disseminates the report and follows up with relevant stakeholders.

Meetings. Three one-day meetings were held in Brussels, on 24 March, 21 May and 17 September 2015, at which 21 Member States were represented in total. A further one-day meeting of a smaller drafting group took place in Bratislava on 1 December, attended by the two co-chairs (from NL and SK) as well as BG, CZ and EC experts who had agreed to participate in the drafting. This drafting meeting was hosted by the Slovak Ministry of Culture on the kind invitation of co-chair, Timotea Vráblová.

Questionnaires. Eighteen Member States provided written responses to a questionnaire, prepared by the co-chairs and secretariat, with four questions, to list 1) their country's main policy objectives (for reading in general); 2) policy measures (for e-reading); 3) key actors, and 4) target groups. A summary of responses is annexed to this report, which contains a wealth of useful information.

Online information exchange. The group agreed to establish and use a site on the Yammer online platform, hosted by the EC, to promote an informal exchange of information, store key documents and promote collaborative working. A private Yammer group 'OMC on e-reading' was created under a broader group 'European cooperation on culture'. The group has 37 members, of whom around 20 have contributed actively, and 38 documents have been posted.

Report drafting. Drafting work was led by the co-chairs (NL, SK) and secretariat (EC). At its third meeting, the full group was invited to comment on a draft structure for the report, and interested members were invited to contribute to more detailed drafting work. Experts from BG, CZ and FR took up this invitation, and drafted sections of the report. These were collated by the co-chairs and secretariat and the full group was then invited to comment and finalise.

Report follow-up. This report is due to be published at EU level on the Europa website, presented to the Council's Cultural Affairs Committee, and disseminated to culture policy stakeholders and other EU institutions including the European Parliament. At national level, participating experts are expected to promote and disseminate the report and follow up with their own relevant stakeholders.

POLICY CONTEXT





2

POLICY CONTEXT

2.1 Defining the mandate

The mandate of the group, defined by the Council Work Plan for Culture, was as follows:

- ***Promoting reading in the digital environment in order to encourage access and audience development.***
- ***Mapping of the regulatory framework with particular reference to licensing practices, cross-border services and e-lending by public libraries.***

But what is to be understood by ‘promoting reading in the digital environment’? What is ‘access’ and ‘audience development’? During the meetings of the OMC subgroup, it proved necessary to demarcate the group’s mandate. Terms like ‘reading’, ‘promoting reading’ and ‘digital environment’ can be understood in many ways, due to cultural and policy differences between the Member States and conceptual differences between languages. The definitions below primarily reflect the outcomes of the discussions between the experts about what, for the purposes of this report, would be a useful focus.

Reading – here the focus is primarily on the cultural aspect, on ‘deep reading’, transcending the educational aspect (reading literacy). Thus, reading as understood in this report deals with the acts of decoding, interpreting and valuing fiction and non-fiction books, processes in which cognition and emotion play a role. Other forms of text (newspaper or magazine articles, blog posts, long-reads, etc.) are not to be excluded, but these forms of reading are mostly not addressed in reading promotion policies. Generally speaking, the cultural aspect of reading is targeted in reading promotion policies in Member States, whereas ‘(reading) literacy’ is more often part of educational policy.

Reading promotion – stimulating reading (in the meaning described above) through policy measures of any nature: economic (eg. taxation, fixed book prize, subsidies for creation, production and distribution) or otherwise (eg. reading aloud programmes, marketing campaigns, awards, reading programmes improving ‘deep reading’ skills and increasing motivation to read) by government(s) or actors in the book chain.

Digital environment – a very broad concept that for the purposes of this report is reduced to three aspects: (1) digital, including digitised, content material of a predominantly textual and narrative nature; (2) digital channels through which reading promotion (e.g. marketing campaigns) takes place; (3) digital literacy, i.e. the skills readers need to master in order to use the hardware and software needed to read or listen to digital textual content.

Access – has been considered in two ways: (1) *access to what*: to both fiction and non-fiction works (excluding books and other works meant for study and deriving from academic research) with a special focus on children’s, youth and young adult literature, as well as textual cultural heritage; (2) *access for whom*: in principle all citizens/inhabitants, with a focus on groups with special needs: persons with reading impairments (visual, dyslexic, motoric), low-literate, second-language learners (e.g. immigrants), language minorities and others (full list later in report).

Audience development – policy efforts and promotional programmes aiming at broadening and deepening reading: enlarging the group of (regular) readers, and individually and/or collectively intensifying the interaction with textual content of those already (regularly) reading. This includes, for example, yearly campaigns around reading initiated by actors in the book chain as well as government programmes aiming at enhancing reading, for example through primary, secondary and adult education. It also includes marketing and awareness-raising campaigns around existing services such as public libraries, e-lending portals and websites on children’s literature.

Licensing practices – arrangements between rights holders (usually publishers) and intermediary service providers (usually booksellers/aggregators and libraries) on the technical, economical and legal conditions under which the latter may distribute content ‘owned’ by the former to end-users. These arrangements can be of a different nature depending on the economic value (depending on, for example, popularity and topicality) of the works on offer, and can cover, on the one hand, a category of works (collective licensing) as well as individual works, and on the other hand, one corporate user (a library, a school or university) or a ‘multi-user’ (library consortia, a national library network).

Cross-border services – services available to citizens/inhabitants of countries other than the country in which the for-profit or not-for-profit organisations offering the services have their main seat. These services are to be found in regions where a language community crosses national borders. Alternatively, these services may reach out to foreign nationals (‘expats’ or ‘migrants’, or students of the respective culture) or speakers of foreign (‘second’) languages.

E-lending by public libraries – services offered to registered users who acquire temporary access with a (temporary) licence to use content, usually restricted to e-books and/or digital audio books, on their own devices, typically hand-held ones. After expiry of the licensing period, the content either automatically disappears from the devices, or ceases to be functional.



Not explicitly mentioned in the mandate, but particularly important to some experts in the OMC subgroup, are issues around (in)compatibility of standards and interoperability of e-books and e-readers, so these are also briefly addressed in this report.

Having thus defined core aspects of its mandate, and before turning to the regulatory framework in chapter 3, the group felt it appropriate to elaborate upon three issues that help in understanding what is at stake in reading promotion.

First, in section 2.2, some opportunities and challenges of digitisation for various actors in the book chain are sketched in a concise and non-exhaustive manner. This overview sheds more light on how ‘normal’ practices in pre-digital times are overturned by digitisation, and therefore how the promotion of reading is (or should be) altered.

Next, in section 2.3, a snapshot of statistics from 2009 and 2014 is presented, without commentary, on the online purchase of books/magazines/e-learning material across the EU.

Then, in section 2.4, the public policy context of reading promotion is described, and shown to vary among the different EU Member States. Depending on the dominant policy framework, ‘reading promotion’ is operationalised more in terms of democratic, cultural or social-educational policy goals. As a consequence, policy instruments may differ.

Finally, in section 2.5, a concise overview of conceptual and empirical insights from studies into the social and psychological functions of (‘deep’) reading is presented in connection with what is known about the ‘effects’ of reading from paper and from screens of devices like tablets and e-readers.

2.2 Opportunities and challenges of digitisation for reading promotion

As in other areas of media, information and communication, digitisation has profoundly shaken the field of producing, distributing and ‘consuming’ textual content.

While any attempt to fully grasp the rebalancing of stakeholders’ positions and interests in the book chain is doomed to failure, the table below provides a summary of (non-governmental) stakeholder perspectives on promoting reading in the digital environment.

It is not intended to be exhaustive, and variations among smaller/larger players are recognised although far from covered in full. Quotes are included from relevant European stakeholder organisations, with links to sources.

The perspectives of European governments, at different levels, are addressed elsewhere in the report.

Some stakeholder perspectives on opportunities and challenges of digitisation for reading promotion

STAKEHOLDER	OPPORTUNITIES	CHALLENGES
READERS	<ul style="list-style-type: none"> • instant access • remote access, from anywhere • lower cost per book (usually) • less physical space required • more ecological in principle (fewer physical resources consumed) • deeper reading can be facilitated (instant touch-screen definitions/translations/weblinks) • easily adjustable text format for people with visual impairments/print disabilities in general • multimedia can enhance content 	<ul style="list-style-type: none"> • hardware costs • software complexities • quality not guaranteed • product often not actually 'owned' • poor formatting hinders understanding. • multimedia and other features such as weblinks arguably distract from content • different sensory experience, can mean less engagement with content • higher expectations in digital environment (access, choice, price) • restrictions hard to understand/accept • negative ecological aspects of device production/disposal/recycling
ORGANISATION	QUOTE	QUOTE
BEUC, the European Consumer Organisation	<ul style="list-style-type: none"> • <i>'The digital environment offers new possibilities and opportunities for ... consumers... EU consumers have an unprecedented cultural sector on their doorstep.'</i> 	<ul style="list-style-type: none"> • <i>'In the digital age, citizens want to access the same content on different platforms or across borders and expect to be able to do so without impediment'... 'access restrictions depending on geographic location... lead to a significant reduction of choice for consumers, particularly... [in]... those Member States where there is a less abundant service offer¹.'</i>



¹

2014 BEUC, Response to EU copyright consultation.
http://www.beuc.eu/publications/beux-x-2014-013_kro_beuc_response_to_copy-right_consultation.pdf

STAKEHOLDER	OPPORTUNITIES	CHALLENGES
LIBRARIES	<ul style="list-style-type: none"> • preserve existing audience of IT-oriented library users • reach out to new groups in society (as registered users) • offer new services, like e-lending of e-books and digital audio books • use digital channels (e.g. social media) for public information services 	<ul style="list-style-type: none"> • extra cost – e-books would be an additional service, not replacing physical books for the foreseeable future • the high cost of e-lending may be prohibitive for public libraries in some countries (in particular, in the transitional ones) • technical challenges, for both library staff and users • decline in loan figures due to ubiquity of digital reading material (legally/illegally distributed) • decline in loan figures due to ubiquity of other genres of digital content (music, films, games) • licensing challenges – digital textual content for lending must be licensed; rights holders frequently refuse to grant licences, and small libraries may lack capacity to negotiate favourable terms • leisure time substitution away from reading to social media and gaming • web sites and social web platforms partly take over some library functions
ORGANISATION	QUOTE	QUOTES
EBLIDA, European Bureau of Library Information and Documentation Associations, http://www.eblida.org/	<ul style="list-style-type: none"> • ‘We want to provide our library users with the latest e-books as we do printed books. We want to buy e-books at fair prices and on reasonable terms. We want authors to receive fair remuneration for the lending of e-books to the public. We want all citizens – not just those who can afford it – to benefit from free access to e-books in libraries ².’ 	<ul style="list-style-type: none"> • ‘50 % or more of the e-book bestsellers are unavailable to libraries; ... many publishers sell e-books at high prices or not at all; currently authors receive no remuneration for the loan of e-books by libraries in most Member States.’



STAKEHOLDER	OPPORTUNITIES	CHALLENGES
BOOKSELLERS/ DISTRIBUTORS	<ul style="list-style-type: none"> • development of another market segment, that of distinctive digitally orientated customers • large-size cloud-based services may optimise the costs of operation of e-book provider's services • e-books are less likely to be 'pirated' than other cultural e-content, according to sellers in at least one Member State 	<ul style="list-style-type: none"> • e-book sales volumes have hit a plateau, or seen decelerating growth, in major markets • 'small-languages' markets may prove to be insufficient for the necessary level of economy of size • a substantial part of a small-language market may be seized by a vendor from outside the specialized e-book branch • oligopoly of giant players may harm fair competition • interoperability challenges: devices and formats • fragmentation of services • high VAT on e-books can be an obstacle • illegal free downloads are a problem
ORGANISATION	QUOTES	QUOTES
<i>EIBF, European & International Booksellers Federation</i>	<ul style="list-style-type: none"> • <i>'Make it more attractive for European readers by promoting easily available digital content and thus improving the e-book market – not only of file formats but also of the ecosystems in which the e-books are acquired and accessed (this includes devices, reading software and purchase platforms)³.'</i> • <i>'EIBF and its members have always advocated a level playing field for all book retailers⁴.'</i> 	<ul style="list-style-type: none"> • <i>'A high and discriminatory VAT on electronic publications is an obstacle to the enhancement of a knowledge economy and information society in Europe; it hampers the development of e-commerce and the digital Single Market, and hinders the digitisation of our cultural heritage. Take action: reduced or zero rate of VAT should be applied across all formats⁵.'</i>



3

The Book Chain Manifesto for the 2014 European Elections. Available at <http://www.europeanbooksellers.eu/wp-content/uploads/2015/02/bookchainmanifesto2014.pdf>

4

EIBF comment on alleged aid to Amazon, 4 March 2015. Available at <http://www.europeanbooksellers.eu/wp-content/uploads/2015/03/StateAidLuxembourgAmazoncommentsEIBF04032015.pdf>

5

The Book Chain Manifesto for the 2014 European Elections. Available at <http://www.europeanbooksellers.eu/wp-content/uploads/2015/02/bookchainmanifesto2014.pdf>

STAKEHOLDER	OPPORTUNITIES	CHALLENGES
AUTHORS	<ul style="list-style-type: none"> reaching new audiences – the distinctive digitally orientated one and the one succumbing to the ever-growing acceleration of life emergence of new literary genres, opportunities for cross-over literature self-publishing and -marketing opportunities re-issuing of backlist works (sale/rental/lending) 	<ul style="list-style-type: none"> weak negotiating positions of authors vis-à-vis other links of the book chain, a lack of clarity in the clauses on digital uses, and in the accounting more (indie) authors – more competition challenges in relation to public lending rights fragmentation of audiences and attention e-book piracy – remuneration under pressure danger of development of entropy in the literary cultures
ORGANISATION	QUOTE	QUOTES
European Writers Council	<ul style="list-style-type: none"> <i>‘Concerning the issue of an effective and balanced enforcement system, the Authors’ Group believes that the approach laid down by the [EC Copyright] Communication, especially with regards to the ‘follow-the-money’ and ‘notice and stay-down’ approaches, provides a sensible way in order to achieve the given objective⁶.’</i> 	<ul style="list-style-type: none"> <i>‘How do we keep the professional writer in a digital environment where everything is expected to be free⁷.’</i> <i>‘... achieving a well-functioning market-place for copyright depends on establishing a system allowing fair remuneration for authors and performers, who are affected by a weak bargaining position when assigning their rights to publishers and producers⁸.’</i> <i>‘Some of the big internet booksellers give an opportunity to anyone who wrote a book to make it available as a digital book. Without proofreading, without language correction, without the suggestion of the editors that this book perhaps is not a book, that perhaps it is not literature. These websites – the sellers, these giants of internet are becoming the black holes in the universe of culture that are ready to swallow everything written, and everyone will end in the same black hole, every work will disappear there – both authors and “graphomaniacs” who maybe never really read anything⁹.’</i>



6

Statement from the Authors’ Group on EC Communication, *Towards a Modern, More European Copyright Framework*. Brussels, 10 December 2015.
http://www.europeanwriterscouncil.eu/images/EC_Communication_-_statement_of_the_Authors_Group_FINAL13122015.pdf

7

Møller, Mette: *E-Books: Same Content. Improved Usage. Less Money*. In: ‘The Value of Writers’ Works’. Proceedings of the European Writers’ Council 2014 Authors’ Rights Conference, Brussels, European Parliament, p. 47.
http://www.europeanwriterscouncil.eu/images/EWC_Value-of-Writers-Works_2015_FINAL.pdf

8

Statement from the Authors’ Group on EC Communication, *Towards a Modern, More European Copyright Framework*. Brussels, 10 December 2015.
http://www.europeanwriterscouncil.eu/images/EC_Communication_-_statement_of_the_Authors_Group_FINAL13122015.pdf

9

Smilevski, Goce, *Our Obligation and Responsibility towards the Words*. In: ‘The Value of Writers’ Works’. Proceedings of the European Writers’ Council 2014 Authors’ Rights Conference, Brussels, 3 November 2014, The European Parliament, p. 19. Available at
http://www.europeanwriterscouncil.eu/images/EWC_Value-of-Writers-Works_2015_FINAL.pdf

STAKEHOLDER	OPPORTUNITIES	CHALLENGES
PUBLISHERS	<ul style="list-style-type: none"> reaching more/new readers exploring new/innovative ways of distributing textual content lower storage costs for backlist titles more targeted marketing of titles and authors 	<ul style="list-style-type: none"> e-book piracy; copyright regime under pressure self-publishing by 'indie' authors ('disintermediation') free, loaned or low-priced e-books may 'cannibalize' the print books, particularly in small-language markets
ORGANISATION	QUOTE	QUOTE
Various	<ul style="list-style-type: none"> 'Competition in capturing the attention of kids on their smartphones has never been more intense; and YouTube and other online direct-to-consumer content is probably here to stay¹⁰.' 	<ul style="list-style-type: none"> '... the value of a book does not depend on its format or the way it is accessed by readers¹¹.'



STAKEHOLDER	OPPORTUNITIES	CHALLENGES
EDUCATIONAL INSTITUTIONS	<ul style="list-style-type: none"> creating reading programmes stimulating 'deep reading' skills establishing educational platform for parents to be effectively engaged in enhancing deep reading skills among children different medium of e-readers potentially more attractive to certain students, motivating them to read 	<ul style="list-style-type: none"> cost of technology, for educational institutions and students technical challenges potentially distracting aspects of e-reader functionalities including multimedia
ORGANISATION	QUOTE	QUOTE
ELINET (European Literacy Policy Network) 2012 High level report on Literacy: http://ec.europa.eu/education/policy/school/doc/literacy-report_en.pdf	<ul style="list-style-type: none"> 'Digitisation has added entirely new dimensions to our ways of connecting and communicating. What they tend to have in common is that they centre on the written word. This makes literacy more and more entwined with the way we live our lives in a digital world.' 	<ul style="list-style-type: none"> 'Digitisation is also changing the very nature of literacy: the digital world requires higher-order problem-solving skills. Reading print on paper and reading online share many core characteristics, but reading online demands a greater ability to evaluate information critically within the context of a seemingly infinite universe of available options.'



10

Francesca Dow, m. d., Penguin Random House Children. In: *The Bookseller*, 6 January 2016.

11

Letter of representatives of the book value chain in the EU to M. Schulz, D. Tusk and J.-C. Juncker on CJEU decision on VAT on e-books, 5 March 2015. Available at <http://www.fep-fee.eu/Open-letter-from-the-book-sector-666>

STAKEHOLDER	OPPORTUNITIES	CHALLENGES
READING PROMOTION ORGANISATIONS	<ul style="list-style-type: none"> stimulating culture of 'deep reading' in the community through activities and reading-promotion events becoming a voice giving a side-view or expertise, providing educational and cultural experts, educators and parents with information on how to develop deep reading in the digital environment setting up a support system helping various audience to get proper information on the related issues indicating important reading-promotion problems in communities out of the focus or mainstream influence of educational and cultural institutions providing various groups of audience (with less skills in reading in the digital environment) with training providing support, advice and materials to mobilise policy-makers to support deep reading, and establishing reading promotion strategies 	<ul style="list-style-type: none"> reading promotion activities through non-governmental organisations (NGOs) are often based on short-term projects so they cannot meet deep and more complex needs in the community or provide continuance in solving the issues project targets are not necessarily connected with the real situation. To get support from different funds NGOs respond in their activities to the topics of the mainstream 'project market policy' rather than to real problems it is easier to fund-raise projects connected with simple individual actions (i.e. promoting a book or an author, or celebrate an International Day of Books) than projects with long-term goals, no matter how important for stimulating deep reading development NGOs' expertise can be limited or narrowed by a very specific focus that is not always well connected with the whole context



STAKEHOLDER	OPPORTUNITIES	CHALLENGES
CULTURAL INSTITUTIONS	<ul style="list-style-type: none"> promotion of national languages, authors and cultural diversity, to a broader (potentially global) audience partnerships – large network of institutions representing national policies and practices cultural diplomacy as a tool for mainstreaming of literary works and engaging audiences national support, authority, easy to attract partners and attention 	<ul style="list-style-type: none"> language barriers, translation of literary works often one-off initiatives, no long-term planning/strategy identification of key international/national players for collaboration projects are often synchronisation of national policies, regulations or practice differences



STAKEHOLDER	OPPORTUNITIES	CHALLENGES
COLLECTIVE RIGHTS MANAGEMENT ORGANISATIONS	<ul style="list-style-type: none"> • collective licensing as a key to a solution to the piracy problem enabling people to access and share knowledge and content¹² • an enabling technology framework has been developed jointly by the print-disabled and rights-holder organisations, which allows a more cost-efficient production of works for the print-disabled¹³ 	<ul style="list-style-type: none"> • the copyright debate has been hijacked by anti-copyright forces, including those in the tech sector¹⁴ • if new exceptions to copyright for education and libraries are to be included, authors and publishers should be remunerated for the use of their works, in order to ensure a healthy publishing industry¹⁵



STAKEHOLDER	OPPORTUNITIES	CHALLENGES
ONLINE PLATFORMS	<ul style="list-style-type: none"> • free content attracts more users • users can become content providers • users can communicate with other users and • authors can get feedback on their works – reader and author annotations • due to user-friendly interface, formats and all-device-compatibility platforms taking over Kindle and Kobo • often start-ups, platforms attract large investments due to innovative concepts and approaches • platforms' as social networks 	<ul style="list-style-type: none"> • lack of thoughtful, prolonged engagement with a text • constant competition, new players with innovative developments • dynamic shifts in readers' behaviour and preferences • pirate/illegal platforms harm publishers • maintaining a competitive and up-to date service and content • good marketing versus content (marketing more important) • dependent on different national regulations



2.3 Some statistical evidence

At EU level, quantitative evidence on reading in the digital environment is limited. Currently the only source of data on online consumption of cultural content is the Eurostat survey on ICT usage in households and by individuals, from which a selection of relevant data is provided below. The format of this survey is under regular review, by the European Commission (Eurostat) in collaboration with a task force of experts' national statistical institutes.

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Olav Stokkmo, IFRRO Chief Executive, at Frankfurt Book Fair 2014. Available at <http://www.publishersweekly.com/pw/by-topic/international/frankfurt-book-fair/article/64310-frankfurt-book-fair-2014-publishers-urged-to-reclaim-copyright-debate.html>

13

IFRRO statement at WIPO/SCCR special session, 20 February 2013. Available at http://ifro.org/sites/default/files/ifro_statement_at_wipo_special_session_20_feb_2013_0.pdf

14

Olav Stokkmo, IFRRO Chief Executive, at Frankfurt Book Fair 2014. Available at <http://www.publishersweekly.com/pw/by-topic/international/frankfurt-book-fair/article/64310-frankfurt-book-fair-2014-publishers-urged-to-reclaim-copyright-debate.html>

15

Olav Stokkmo, IFRRO Chief Executive, at Madrid International Book Fair 2015. Available at <http://www.ifro.org/content/publishing-industry-gets-ready-european-single-market>

Online purchases: books/magazines/e-learning material, delivered or upgraded online, EU & European Economic Area (EEA) (percentage of respective groups purchasing online for private use, at least once in the last 12 months)

	ALL INDIVIDUALS			INTERNET USERS*			INTERNET PURCHASERS*	
	2009	2014		2009	2014		2009	2014
EU-28	3	8		4	10		32	28
AT – Austria	1	11		1	14		21	28
BE – Belgium	2	6		2	7		22	21
BG – vBulgaria	1	1		3	2		20	8
CY – Cyprus	1	2		2	3		13	4
CZ – Czech Republic	0	0		0	0		9	5
DE – Germany	-	12		-	13		37	38
DK – Denmark	7	9		8	9		35	38
EE – Estonia	3	6		4	7		9	12
EL – Greece	0	1		1	1		13	6
ES – Spain	2	5		3	7		12	14
FI – Finland	2	9		3	10		31	31
FR – France	7	7		10	8		26	20
HR – Croatia	2	3		4	4		7	7
HU – Hungary	2	3		3	3		17	11
IE – Ireland	2	9		4	12		28	32
IT – Italy	0	3		1	5		21	13
LT – Lithuania	1	3		2	4		21	11
LU – Luxembourg	5	22		6	23		40	37
LV – Latvia	1	2		1	3		8	7
MT – Malta	3	10		5	13		28	22
NL – The Netherlands	3	11		3	11		28	28
PL – Poland	2	3		3	4		19	12
PT – Portugal	2	5		4	7		14	21
RO – Romania	1	3		2	4		31	15
SE – Sweden	4	11		4	12		32	34
SI – Slovenia	1	4		2	6		16	10
SK – Slovakia	4	9		6	11		20	10
UK – United Kingdom	3	21		4	22		50	43
CH – Switzerland	-	-		-	-		-	38
IS – Iceland	4	16		4	16		38	45
NO – Norway	8	24		9	25		36	44

* At least once in the last year

Source: Eurostat (<http://ec.europa.eu/eurostat/data/database>)

2.4 Public policy context

Through a policy lens, what constitutes reading promotion is not self-evident. Policy-makers can have several frameworks from which they sketch the outlines for reading promotion policy (and, hence, promoting reading in the digital environment). Moreover, a country's policy can change due to shifts in the political-ideological background of the ruling majority. Furthermore, in countries with regional cultural-political autonomy, the regional policy aims may diverge from those of the national government.

In reading promotion policy, at least three broad policy frameworks can be distinguished: a *democratic* framework, a *cultural* framework, and a *social-educational* framework. The distinction is based on the ideological foundations on which policies are based. Although the resulting policy measures – legislation, regulation, stimulation programmes – can be similar, the reasoning behind them may vary considerably and may lead to different accents.

In a *democratic* framework, values like *equality* (of access to information) and *freedom* (of information and expression) are the main inspiration for reading promotion. In this framework, everybody should have equal access to sources of information, knowledge, culture and expression in order to become well-informed citizens who can actively participate in democratic processes. One of the pre-conditions is that everybody can have access to literature and information through (public) libraries.

In a *cultural* framework, it is values like *pluralism* (of voices) and *creativity* that are at the forefront of reading promotion endeavours. Not only should all citizens have the chance to participate in the culture of reading and literature, but they should also be able to find works on offer that are expressions of their own cultural identities and (ideological) world views. Policy endeavours tend to value the specifically ‘cultural’ quality of the literary field, a field that should not be governed solely by economic mechanisms on the free market (‘correction of market failures’). A lot of attention is given to cultural education in order to stimulate nascent creative talent.

In a *social-educational* framework, the accent lies on universal *inclusion* and *participation* (in literary/reading cultures) with a special accent on socially disadvantaged groups, like low-literate, second-language learners, the visually impaired and persons with other reading impairments (dyslexia, motorics). Policy endeavours place a strong emphasis on reading and writing instruction in primary, secondary and adult education, and not so much on advanced forms of reading capabilities (‘deep reading’). Policy programmes target the manufacturing of adaptive reading materials such as Braille books, special audio books (‘daisy ROMs’) and other spoken content (newspapers, study books; also with a synthesised voice). Public libraries, mostly with help from volunteers, run activities for the low-literate and second-language learners, and help persons find information and instruction material.

Reading promotion policies, in practice, combine elements of the three frameworks. However, in these ‘mixes’ accents differ. Public library policies in various EU Member States can serve as an example.

In Finland, the *democratic framework* is at the forefront of public library legislation, although the educational and cultural frameworks receive attention as well. Section 2 of the 1998 Finnish public library law states (unofficial translation, emphasis added):

1. The objective of the library and information services provided by public libraries shall be to *promote equal opportunities for citizens* to pursue personal cultivation, literary and cultural interests, continuous development of knowledge, personal skills and *civic skills*, internationalisation and lifelong learning.
2. Library activities shall also aim at promoting the development of virtual and interactive network services and their *educational and cultural contents* ¹⁶.

A prime example of the *cultural framework* is the UNESCO 2005 Convention on the Protection and Promotion of the Diversity of Cultural Expressions, to which the EU and all its 28 Member States are parties. It includes relevant objectives and principles on 'equitable access to a rich and diversified range of cultural expressions', and on 'the sovereign rights of States to maintain, adopt and implement policies appropriate for the protection and promotion of the diversity of cultural expressions on their territory'. Its Operational Guidelines also invite parties to develop educational and training materials in multiple formats, including online, in order to protect and promote the diversity of cultural expressions, and new Operational Guidelines are proposed on measures to implement the Convention in the digital environment.

The *cultural framework* is also at the forefront of European and national policies for the digitisation of national heritage, including literary heritage. For more information about national policies in this regard, see the questionnaire responses in the annex – digitisation of literary heritage is a key part of many national and regional strategies, led by Culture Ministries and National Libraries. For more information about the EU's flagship project to digitise heritage, see the case study on Europeana on the following page.

The *social-educational framework* is important in many European countries, as evidenced by the policy goals, measures and stakeholders listed in the questionnaire in the annex. In Sweden, the social-educational framework is an aspect of reading promotion policy (combined with the democratic and the cultural frameworks). One example of this is the National Agency of Accessible Medias (MTM), which provides material for people with reading disabilities. In collaboration with local libraries, MTM provides access to printed materials for people with print disability; produces and lends talking books and books in Braille; and gives advice and information on matters concerning talking books and Braille. MTM has a special service aimed at disabled students at university level, allowing students to download books individually, and runs an internet-based service available through an app or a website, which connects users to accessible books and newspapers. The service is called legimus and has over 300 000 registered users.

In the Netherlands, there has also been a concerted approach to policymaking to improve access to reading for people with print disabilities (for more information see the Dutch case study at the end of this chapter). And in France, a policy of enabling people with reading impairments has been implemented into legal deposit legislation (print files should be deposited to allow for the production of books in formats accessible to such persons).

In Romania and Malta, education ministries seem to have a particularly prominent role in defining policies in relation to e-reading, and in Bulgaria the educational publisher Prosveta has taken the lead in promoting e-textbooks (see case study).

CULTURAL FRAMEWORK

DIGITISING LITERARY HERITAGE – EUROPEANA

Europeana – the European Digital Library – is a free online source for accessing Europe's digitised cultural heritage. Developed as a European project on the initiative of six EU Member States in 2005, Europeana is funded by the European Commission through the Information and Communications Technologies Policy Support Programme (ICT PSP) and similar programmes, with project funding supported by Member States' ministries of culture and education.

It is managed by the Europeana Foundation, and involves a large number of European cultural institutions, projects and partners. Objects available on Europeana include books, newspapers, letters, diaries and archival papers. Some are world famous, like Isaac Newton's book about the [Laws of Motion](#); others are hidden treasures, waiting to be discovered. Renowned names such as the [British Library](#) in London are featured alongside smaller organisations across Europe.

There are currently over **20 million texts** accessible on [europeana.eu](#):

- > from 50 different institutions (headed by the National Libraries of France and the Netherlands);
- > in 38 different countries (headed by Spain, France, Germany, Poland and Sweden);
- > in 33 different languages (headed by German, Spanish, French, Polish and Swedish);
- > in 17 different formats (headed by PDF, JPEG and PNG).

Together, their assembled collections, including gems of our literary heritage, allow users to discover Europe's history from ancient times to the modern day.





SOCIAL FRAMEWORK

READING FOR THE PRINT-DISABLED, THE NETHERLANDS

The Dutch reading promotion policy for the visually impaired is formulated by the Ministry of Education, Culture and Science. The policy is intended not only for people with visual handicaps, but for all who experience difficulties in reading due to, for example, manual disabilities, cognitive impairments or dyslexia. For this reason alternative terms are used like: 'read-disabled', 'print-disabled' and 'adaptive reading'. The policy is implemented by the Royal Library of the Netherlands (Koninklijke Bibliotheek, or KB).

The 'front desk' for the general public is the Foundation for adapted reading (Bibliotheekservice Passend Lezen – BPL), which provides the customer contact and the selection of audiobooks and Braille titles for the collection. As a rule, public libraries refer patrons to BPL and offer a very limited selection of audiobooks on daisy discs from the title selection of BPL. By actively responding to the opportunities offered by digitisation, attempts are made to reach the target audience better and easier through the continuous adjustment of production and distribution methods.

A new part of this work is the project Spoken Books online/audio reading, whereby patrons of the public library who experience reading difficulties can – via the digital infrastructure of their local library – use the audiobooks of BPL through streaming. A financial incentive is provided for public libraries to join the project Spoken Books online/audio reading. The project goes live in March 2016, starting with 40 libraries. Evidently, this is done in accordance with copyright legislation.

The policy aims at integrating the services for the read-disabled with all the other services that public libraries provide to the general public, in digital or in print. It encompasses: the promotion of the accessibility of library (e-) materials, buildings and sites; producing converted materials (including audiobooks with synthetic and human voices) both for cultural reading and education; stimulating the use of the e-pub format; (financing of) international cooperation, also for exchange of available literature (ETIN – Electronic Transmitter Identification Number; TIGAR – Trusted Intermediary Global Accessible Resources), Marrakesh Treaty on access to published works for people with print disabilities, etc.); copyright regulation (exemption for reading-disabled), research including on the accessibility of the 'e-book-chain'.

- > www.kb.nl
- > <https://www.passendlezen.nl/home>



EDUCATIONAL FRAMEWORK

E-TEXTBOOKS – PROSVETA, BULGARIA

Prosveta is the oldest and biggest educational publisher in Bulgaria. Since 2011, along with printed textbook publishing, they expanded their activities to publishing and distributing e-textbooks for all disciplines of the mandatory educational curriculum from first to seventh grade.

The two main challenges for electronic textbooks have been the need to present their advantages over printed books, and to train teachers in how to use them effectively. To address both challenges, Prosveta Publishing House initiated a series of informative training webinars in 2013, which is still ongoing. All webinars are free of charge for participants, recorded in video format and uploaded on a YouTube channel, which enables interested parties to access the content repeatedly at any time.

The aim of the webinars is not only to promote the new digital products, but also to help teachers with their everyday work at school, introducing them to the various benefits electronic textbooks bring to the teaching/learning process, and how to use them efficiently. Each webinar has a different theme and a focus on different aspects of the learning in digital environment. An example is 'Digital reading – experience, practice, challenges'.

See: <https://www.youtube.com/watch?v=qe5DfcW3cSY>

The webinars attract the interest of large number of teachers. The highest number of participants in a single event was 360, including experts from the Ministry of Education, school headmasters and teachers.

Parents are also a target group. The aim here is to promote the new e-textbooks and explain parents' role in facilitating the learning through e-textbooks to help their children achieve better results. Editors and experts present the advantages of e-textbooks, discuss opportunities for more effective partnership between parents and children on issues of education, and answer questions that are of interest to the participants in the webinar. The first webinar was called 'How to help kids with the new generation of e-textbooks'.

See: <https://www.youtube.com/watch?v=x08magFS8fA>

To evaluate the results of the use of e-textbooks by pupils, Prosveta have partnered with the Ministry of Education for a statistical project. Its purpose is to compare the achievements of students taught with e-textbooks and those whose teachers use the printed textbooks only. Forty schools around the country are taking part in the project and the results will be available in the beginning of the new school year 2016/2017.

> <http://www.prosveta.bg/>



2.5 The reading promotion context

Social and psychological function of ‘deep reading’

We live in an increasingly literacy-dependent society. ‘Deep reading’ is becoming a vital competence for individuals to participate effectively in society and fulfil a variety of roles. While reading different styles, genres and forms of texts refer to various areas of life, only deep reading helps individuals to fully connect with the reality presented through texts. It is deep reading that psychologically helps people to feel an inner connection with themselves, integrating them into society. This means that deep reading has a role in the wellbeing of individuals and also societies.

Reading promotion includes strategies to stimulate interest in deep reading, and developing deep-reading competence. A deep reader should be able to decode and process multimodal texts within their context and their own life context (i.e. not only with basic meaning, but also intention, function and style; being able to understand, interpret and critically evaluate texts, and possibly apply their factual or symbolic message). That is why reading promotion is a more complex set of actions and tactics than mere events promoting authors or books.

Specificities of the digital environment

The digital environment is a specific reading setting. It stimulates processes concerning perception and reception of texts based on different means of neurological stimulation from what happens if we read a physical book. It also requires specific skills not only for reading but also for processing the text. Results in neuropsychological research have shown some major distinctions, not all of them advantageous. Onscreen reading usually makes comprehension less deep. There is some research evidence showing that people get less deep knowledge through onscreen reading than from reading off paper¹⁷. These facts should not be underestimated or denied. It is more useful to find a specific function for digital texts and to help audiences to use them effectively. That is a key for setting appropriate reading promotion strategies and goals in the digital environment.

E-books and reading promotion strategies towards different audience groups

Opinions vary among researchers, some of whom consider e-books more stimulating for non-readers or people with less developed comprehension reading skills because of interactivity of onscreen texts and options for references that can help the reader to connect with the issues in more dynamic way.

At the Centre for Applied Special Technology in Massachusetts, scholars have attempted to study the use of the digital literary environment, focusing on the promotion of struggling readers’ comprehension, engagement and efficacy. Using high quality novels, chapter books, folk tales, informational texts and picture books, they created a series of digital multimedia hypertexts, or universal literacy environments, that are embedded with learning supports and provide opportunities for interactive student responses¹⁸. They found that the stimulating influence in this case is based on extra digital inputs self-regulated by readers themselves. Self-regulated reading in this way offers an additional option for readers with learning disabilities such as dyslexia. In conjunction with other appropriate stimuli strengthening direct social interaction, for instance through cultural events, people with dyslexia can develop their deep-reading experience.

For people with print disabilities, including visual impairments, e-books are also an important alternative to paper books. Self-regulation plays a key role in this case.

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For an overview of research, see
<http://www.scientificamerican.com/article/reading-paper-screens/>

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Daniel S. McNamara (Ed., 2007). *Reading Comprehension Strategies. Theories, Interventions, Technologies*. Mahwah, New Jersey (USA): Lawrence Erlbaum (ISBN 978-0-8058-5966-9).

Electronic devices like iPads and Kindles provide readers with options to change reading conditions (mode of display, text options, magnification, audio form texts, along with other functions). The three large companies making e-book readers are Amazon Kindle, Kobo and Nook (Barnes & Noble). There are also some Android tablet devices that are marketed primarily as e-book readers. Unfortunately, lowering prices and making e-readers more economically accessible to customers implies that less technological support is made available, and that e-readers become lighter and smaller but with few functions to change reading options. Tablets tend to have more features but they are larger and heavier. Improving quality can be an important factor supporting the deep-reading experience for visually impaired people¹⁹.

Picture e-books are usually promoted as a stimulating form for reading for pre-school-aged children. They are based on the principle of self-regulated reading with dynamic interaction possibilities. The picture e-books currently available have a number of disadvantages: the quality of narrative is often rather poor; visual presentation tends to be quite uniform, and technical functions under-stimulate children's perception and emotional processes. This may induce schematic ways of perception and thinking in children. Be that as it may, picture e-books can still be a useful tool for developing digital literacy, and are likely to become an increasingly important focus in future for reading promotion in the digital environment. See also the case study on the International Board on Books for Young People (IBBY) at the end of this chapter.

There are still other aspects to consider in reading promotion strategies. The popularity of e-books varies among European countries – in some countries there are less developed markets and e-lending systems, due in part to low interest and uptake²⁰. There are gaps in using e-books among different audience groups, for example between generations. One might expect more interest in e-books among adolescents and young people. But in Germany, for instance, in research based on a questionnaire at the Frankfurt Book Fair, the largest group of respondents describing themselves as e-book readers were between 30 and 40 years old. The vast majority of them – 70 % – were men.

Free-to-download e-books are a popular resource, often used as a first informative resource that leads readers to physical books later on. E-books are therefore popular among researchers helping them to get faster to the resource. Reading promotion strategies might therefore use the digital environment to support an exchange of intellectual heritage. Self-published e-zines and e-books are also a growing phenomenon – see the case study at the end of this chapter on Hip Hip, Bulgaria.

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For details on Dutch measures for people with print disabilities, see the case study above.

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Rüdiger Wischenbart (2015), *Global eBook Report*, update 2015. Vienna: Wischenbart Consulting; Dan Mount & Frank Huysmans (2014), *A Review of Public Library E-Lending Models*. (<https://tinyurl.com/Elending14>)



CROSS-BORDER READING PROMOTION

IBBY

Cross-border promotion work can be quite an effective tool for reading promotion via the digital environment, such as websites promoting reading and literature, and not only for e-books but also for physical books. The International Board on Books for Young People (IBBY) provides readers with an extensive offer.

IBBY has so far been based on a partnership between 77 countries worldwide. The website connects all the national sections, linking different reading promotion programmes.

Through links, users can access information on different reading programmes and activities launched by the national sections and IBBY worldwide. IBBY HONOUR LIST gives a biennial presentation of the most remarkable books for children and young adults in the categories: author, illustrator and translator. Each year, the related sub-website IBBY EUROPE promotes 10 top books for children and young adults from all European countries. A valuable project is located in the Toronto Public Library: IBBY Collection of Books for Young People with Disabilities.

The books are in special formats such as Blissymbols, PCS, Braille, sign language, tactile and textile books. Fiction books portray children and teens with disabilities as characters in stories and novels. A valuable part of the collection is the books for adults with developmental delays, language disabilities or reading difficulties.

The collection offers hands-on experiences directly in the library. The collection is also accessible in a 3D digitised version, which also provides research opportunities in the development a 'evolution of children's and young adult's literature in these specialised fields. There is a biennial catalogue of IBBY Outstanding Books available in e-versions on both websites.

> www.ibby.org
>





INDEPENDENT/SELF-PUBLISHING PLATFORM & FESTIVAL HIP HIP, BULGARIA

The Hip Hip Library is dedicated to all types of independent publications and self-publishing: zines, books and periodicals orientated towards all kinds of art. The library is based in Sofia. Apart from the physical space, the Hip Hip Library established and maintains an online archive with digital versions of the publications that can be accessed by readers for free.

http://www.hiphiplibrary.com/?page_id=2

In September 2015, the Hip Hip Library organised the first edition of Hip Hip Zine Fair with the support of the Cultural Center of Sofia University.

<http://zinefair.hiphiplibrary.com/>

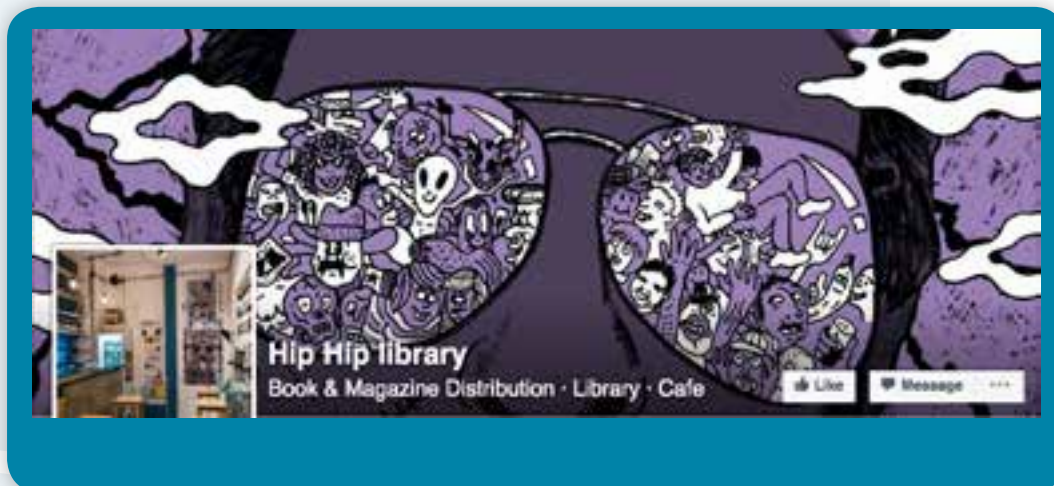
The Hip Hip Zine Fair supports, encourages and celebrates DIY publications, independent publishing, comics, magazines and periodicals, both from Bulgaria and abroad. The purpose of the event is to present the diversity of the contemporary independent publishing scene, to provide a platform for the distribution of this kind of copyright issues, and to inspire more people to collect and create.

The publications presented in the festival are often created by digital media. In order to reach wider audiences, these publications are usually distributed via digital means for free by the authors or other online platforms.

Examples:

(Click on the video to see one example: <http://bloodbecomeswater.tk/>)

> <http://cargocollective.com/chark/Invisible-Cities>





A SOCIAL MEDIA READING INITIATIVE TWLETTERATURA, ITALY

TwLetteratura is a social reading initiative based on active participation and interactivity, whose motto is 'Making children and grown-ups fall in love with reading'.

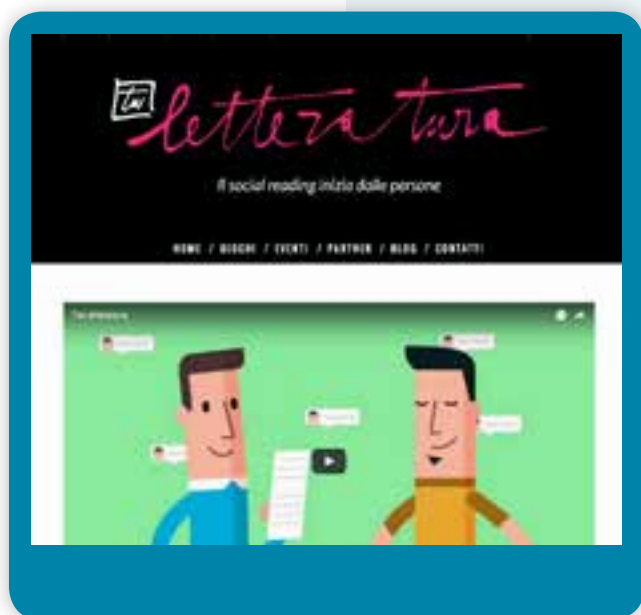
The mission of TwLetteratura is using Twitter dynamics – synthesis and sharing – in order to activate communities of people around cultural content, including both books and other kinds of texts (theatre plays, songs, etc.). A collective process of discussion and rewriting of texts is put in place through the articulation and integration of conversations on Twitter. Students, teachers, experts and enthusiasts are involved in a true revitalisation of the reading experience.

The method is the following: a community chooses a text, fixes a reading calendar and 'rewrites' in tweets what they read. The TwLetteratura Community has about 22 000 followers on Twitter, who produced about 500 000 tweets and re-tweets while reading and rewriting 30 books.

Some examples

- literature: the 2013 rewriting of *Invisible Cities* by Italian author Italo Calvino lasted 55 days; 4 115 users produced 81 281 tweets and re-tweets, an average 1 477 tweets per day;
- education: 63 schools and 126 classes with 2 500 students in total participated in the rewriting of *The Adventures of Pinocchio* by Collodi with 90 326 tweets and re-tweets.

TwLetteratura also offers an app (Betwyll, downloadable free of charge) and organises workshops on the new method of understanding books and the places they relate to by using the potential of web communication and social networking. Workshops are aimed at activating a community of people through an online game and at fostering audience development via gamification of reading and stimulating a self-conscious use of the web and of social networks.

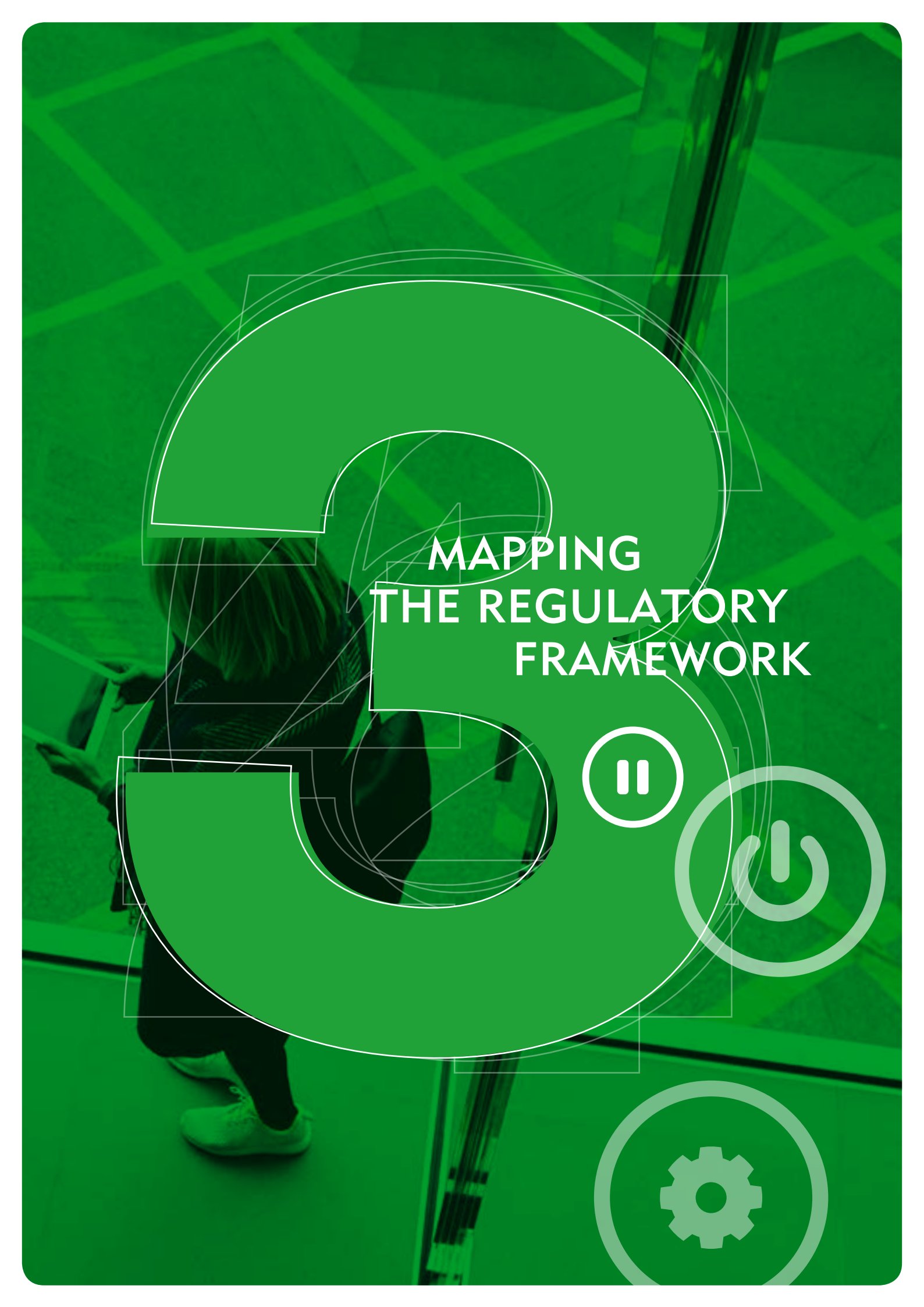


TwLetteratura counts more than 100 partners, including municipalities, publishers, cultural foundations, book fairs, universities, etc.

In 2014, the TwLetteratura initiative was awarded with cultural innovation support by the Cariplo Bank Foundation. In 2015, it was selected as an innovative start-up by the Salone Internazionale del Libro di Torino (Turin International Book Fair) and by several social innovation programmes in Europe (such as Transition 2015, Tandem Europe 2015 and Benisi Sian Award 2016).

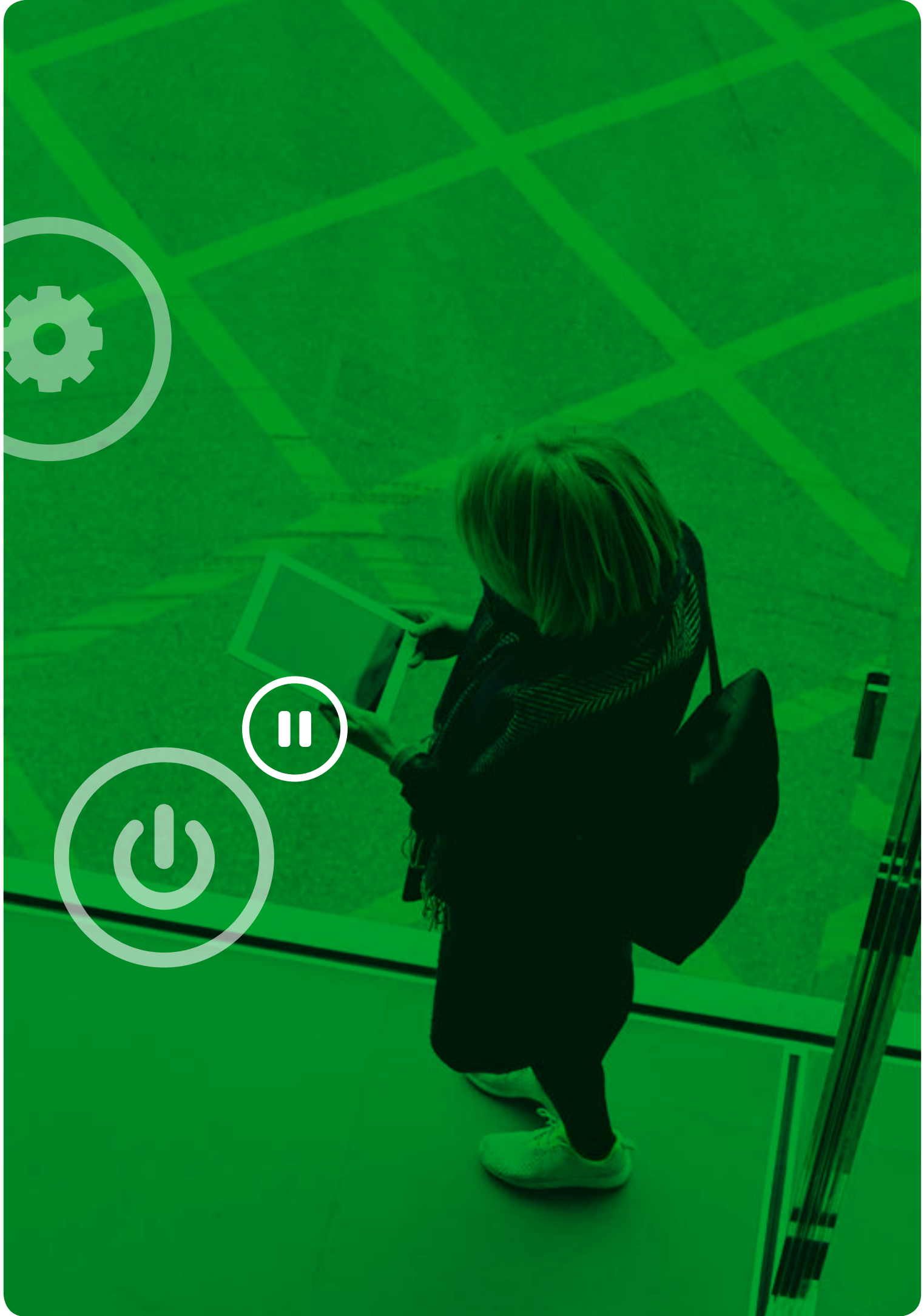
> www.twletteratura.org





MAPPING THE REGULATORY FRAMEWORK





3

MAPPING THE REGULATORY FRAMEWORK

A key part of the mandate of this group was ‘mapping the regulatory framework’. Here the word ‘framework’ as a singular is problematic. Some issues under the mandate are covered by supranational (EU) frameworks, particularly taxation (VAT) and copyright (including exceptions and limitations). Other issues are also regulated at national level, for example private copying levies on the hardware and software used for making private copies of legally acquired content. Within Member States, linguistic and cultural diversity tends to go hand in hand with regulation to protect or promote minority languages, for example by special subsidies for the creation and translation of works.

An exhaustive description of all national and regional particularities is beyond the scope of the report. Nevertheless, it will pay due attention to all the levels on which legislation and regulation affect the topic of promoting reading in the digital environment.

The regulatory framework will be explored in this report with particular attention to the three topics set out in the mandate and defined earlier on: licensing practices (section 3.3), cross-border services (3.4) and e-lending by public libraries (3.5). However we will start with two sections looking at aspects affecting e-book pricing, and interoperability of e-readers (devices) and e-books (file formats)

3.1 E-book pricing – VAT, fixed prices, subsidies

European Union value added tax (EU VAT) is a tax on goods and services within the European Union. The tax is not collected by the EU, but each Member State is each required to adopt value added tax that complies with the EU VAT code, set out primarily through the VAT Directive (2006/112/EC). Different rates apply to different goods and services in different Member States.

From 1 January 2012, France and Luxembourg applied reduced rates of VAT to electronic books, at 5.5 % and 3 % respectively, but in March 2015 this was ruled to be an infringement of the VAT Directive by the Court of Justice of the European Union. In its judgement, the Court clarified that Annex III of the VAT Directive, which allows for reduced VAT rates, only refers to ‘the supply of books on physical means of support’, and that the supply of electronic books is not included within its scope.

Italy reduced its VAT rate on e-books to 4 % from 1 January 2015, and extended the same reduced VAT rate to serials (including newspapers) from 1 January 2016, under the condition that they are assigned an ISBN or an ISSN number.

Subsequently, in May 2015, European Commission President Jean-Claude Juncker announced that VAT reform planned in 2016 will address reduced VAT rates for digital newspapers and books that would bring them into line with print media, making clear that ‘VAT should be technology-neutral’.

At national level, many Member States regulate book prices through fixed pricing, but few (yet) apply fixed prices to e-books. Austria and Norway are notable exceptions²¹, and Germany recently notified the EC of their draft regulation for fixed pricing for e-books.

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For more details see the questionnaire responses in the annex.

Many more Member States provide subsidies, directly or indirectly, to promote reading in the digital environment. While only 4 questionnaire responses explicitly refer to subsidies – Belgium (Wallonia), Estonia, Slovenia and Spain – almost all of them refer to government financing or support. This can take various forms: including in many cases, direct funding from Ministries of Culture for the digitisation of national literary heritage, sometimes also direct funding for purchasing of e-books for national or regional libraries, funding the development costs of e-reading platforms, or support to measures to improve digital literacy.

3.2 Interoperability of e-readers and e-books

If we are to promote reading in the digital environment, an important challenge for the book sector is to offer online service users ‘portability’ for the digital books they acquire, regardless of the operator who sold it to them, in order to avoid them being locked into the software or hardware environment of this operator.

At present some operators deliberately develop technical barriers – such as a particular file format, or type of Digital Rights Management (DRM) – in order to block the transfer of the digital books acquired on their platform to third-party systems. The ongoing reflection among professionals in the book sector often uses the terms ‘interoperability’ and ‘portability’ concurrently to discuss the same issue.

This question was discussed during the Licences for Europe exercise, which was initiated by the European Commission and was the subject of an interesting study about the interoperability of e-book formats commissioned by the European and International Booksellers Federation published in 2013. This study concluded:

- Ensuring consumers effective portability not only allows them to use the works they acquired in any technological environment, but it also prevents the decrease of their willingness to pay by improving their confidence in the sustainability of these types of works. This would sustain reward for creation.
- Moreover, as technological confinement strategies immediately provoke an artificial concentration of the retailing sector, every measure to reduce their effectiveness would restore a greater diversity among retail operators and, therefore, a greater diversity of creation.

There is currently important work going on to develop global technological standards for the digital publishing industry (International Digital Publishing Forum [IDPF] and Radium Foundation). A recent development is the creation of a European organisation in Paris last year: the European Digital Reading Lab²² – whose president came to present their work to the OMC subgroup. EDRLab is the European office of the IDPF, a non-profit organisation created in 1999 with 387 members worldwide, whose aim is to encourage the global adoption of an open, interoperable publishing and digital reading ecosystem, including the EPUB (e-publication) format. It does this by promoting the development of global standards, ‘evangelizing’ about interoperability, and developing ‘open source’ tools.

Together, IDPF, EDRLab and Radium Foundation are playing a significant role in improving e-books interoperability/portability. Their work is particularly important in improving access to e-books for people with print disabilities. In the latest upgrade to the EPUB format, EPUB 3 (developed by IDPF) has embraced all available accessibility features, and, generally, all the technologies developed by IDPF, Radium and EDRLab integrate the latest accessible technology to produce e-books for people with print disabilities.

In Norway, the publishing industry has developed an e-book database solution that allows every publisher and every bookseller to connect to it. The result is that there are more than 10 internet bookstores operating in Norway and none has a dominant position, which is good for competition. The reader has access to all e-books bought, all the time, independent of which internet bookstores s/he uses. The e-book database solution carries and gives access to the e-book buyer's library at any time.

3.3 Cross-border services

In the limited time available to the group, there was more focus on national and sub-national services to promote reading in the digital environment. Cross-border services received less attention, though issues were considered around e-reading and lending services for shared language communities, for example in the Netherlands/Flanders, and the Italian-speaking community in Slovenia/Croatia (see first case study below).

Linguistic diasporas were also considered. Here the Estonian example of Tallinn public library ELLU service is unique, serving Estonian-speakers all over the world (second case study below).

Traditionally, public libraries in Europe prefer to focus their service provision on local (tax-paying) residents, or registered library members, and some e-lending platforms do not allow any remote access. But many different models exist and new ones are developing to reflect changes in the digital environment, and indeed the increasingly free movement of people across national borders in the EU and beyond.

There are EU regulatory aspects affecting cross-border services, in relation to copyright, licencing and portability, which were discussed in the OMC group, with input from the European Commission's Directorate-General for Communications Networks, Content and Technology (DG CNECT). These are set out in the third text box below.



LIBRARIES WITHOUT BORDERS ITALIAN DIGITAL LIBRARY, SLOVENIA

The project Libraries Without Borders (Knjižnice brez meja/Biblioteche senza frontiere, Knjižnice bez granica) was born in Istria, an area that has traditionally been ethnically mixed. It came from the idea that together we are stronger, because we can share knowledge and experience; working together is also an advantage when applying for European funds.

The entry of Croatia into the European family was an opportunity for libraries in Istria to identify new opportunities and scenarios for cooperation, in the context of the changing role of libraries and librarians in the internet age.

Three international meetings of librarians from Istria and the surrounding area have been held, in Slovenia and Italy, successfully encouraging numerous new forms of cross-border library cooperation. This has brought concrete results, like the establishment and management of a library service for the free loan of electronic books and other electronic material on the Italian web portal Media-LibraryOnline, in an initiative known as the Italian Digital Library.

The aim is to bring electronic books closer to all the members of the Italian minority in Slovenia and Croatia, contributing to the conservation of the Italian national community and its linguistic and cultural entities throughout the territory of Istria. This helps overcome historical borders, spread literacy and guarantee access to books on new media, and collaborate with other libraries and librarians in the region.

Libraries involved include: Srečko Vilhar Public Library and Koper public libraries in Slovenia, Pula, Umag and Poreč libraries in Croatia, and the Trieste National and Study Library, Italy.

The target users of the Italian Digital Library in Istria are all the librarians in the region and, indirectly, all the users of their libraries.

- > <http://capodistria.medialibrary.it/>
- > <http://www.editlibri.hr/134-biblioteche-senza-frontiere>





E-READING SERVICE FOR GLOBAL DIASPORA ELLU, ESTONIA

Estonian is the official language of Estonia's population of about 1.3 million; it is also spoken by Estonian communities living in many other countries.

With funding from the city of Tallinn and the Ministry of Culture of the Republic of Estonia, the Tallinn Central Library (public library) developed a streaming software for the Estonian e-book lending service. The e-book lending service gives Estonians across the globe 24/7 access to modern Estonian literature in EPUB format, which is compatible with computers, tablets, smart phones and e-readers.

Through the e-book service, known as ELLU (e-book lending and reading environment), registered users of Tallinn Central Library can go online at any time and read Estonian literature. Users access the service through the library's website and online catalogue. To log in, users need a library card and an identity card, or they can create an identity and log in using their mobile phone number.

Users can borrow three books at a time, for up to 21 days. The books can be streamed to a computer, laptop or tablet, a smart phone or an e-reader that supports html5 and Javascript (computer language that supports graphics and illustrations).

The library has built up a collection of over 1 380 Estonian e-book titles (Estonian authors and e-books in Estonian). Since the launch of the service early in 2012, over 4 900 registered library users in Estonia and in the USA, Canada, the rest of Europe, China and Taiwan have used the service. The books have been borrowed more than 40 000 times.



Copyright

In the follow-up to the [May 2015 Digital Single Market strategy](#) adopted by the European Commission, two documents were adopted on copyright in December 2015: a [Communication Towards a modern, more European copyright framework](#), and a draft [Regulation](#) on the cross-border portability of online content services. The Communication includes the following proposals relevant to the promotion of reading in the digital environment:

The Commission will take action to ensure that the EU framework on exceptions that is relevant for access to knowledge, education and research is effective in the digital age and across borders.

As a first step, the Commission will propose the legislation required to implement the Marrakesh Treaty. The Commission is assessing options and will consider legislative proposals on other EU exceptions by spring 2016, in order to:

- *allow public interest research organisations to carry out text and data mining of content they have lawful access to, with full legal certainty, for scientific research purposes;*
- *provide clarity on the scope of the EU exception for ‘illustration for teaching’, and its application to digital uses and to online learning;*
- *provide a clear space for preservation by cultural heritage institutions, reflecting the use of digital technologies for preservation and the needs of born-digital and digitised works;*
- *support remote consultation, in closed electronic networks, of works held in research and academic libraries and other relevant institutions, for research and private study;*

Accessibility

In December 2015, the European Commission published a legislative proposal known as the [European Accessibility Act](#) – formally COM(2015)615, *Proposal for a Directive of the European Parliament and of the Council on the approximation of the laws, regulations and administrative provisions of the Member States as regards the accessibility requirements for products and services*. This proposal, which is now subject to negotiation in the Parliament and Council, explicitly includes e-books within its scope, and proposes a set of requirements specifically for e-books, addressing service and product design, user interface and functionality – these are set out in Section VII of [Annex I](#) of the Directive.

Orphan works

The Orphan works directive, Directive 2012/28/EU sets out common rules on the digitisation and online display of so-called orphan works. Orphan works are works like books, newspaper and magazine articles, and films that are still protected by copyright but whose authors or other rights holders are not known or cannot be located or contacted to obtain copyright permissions. Orphan works are part of the collections held by European libraries and public broadcasters that might remain untouched without common rules to make their digitisation and online display legally possible.

3.4 Licensing practices

The legislative framework for the use of e-books by the public in EU countries include the so-called Information Society Directive of 2001²³, which, in a way, implements the provisions of international treaties binding the EU and its Member States²⁴. The Directive applied their provisions with a view to harmonising them in the then European Community on the basis of the know-how, state of technology and consensus reached.

In view of covering the whole scope of e-books, it is necessary to note that the word ‘e-book’ covers both a literary work (including, for that matter, static image illustrations) on a tangible carrier (such as a CD-ROM or, more recently, a USB-stick, etc.) and content of the same kind made available online. While the former does not create many legal problems of use differing from those of printed books, for the making available of works online, the separate ‘making available’ right is relevant, and except when the use is allowed under an exception or limitation, the use is subject to the author’s (or other rights holder’s) particular consent for that right.

The legal framework of e-book public circulation determines also the terms and conditions of acts of the libraries, which are the traditional agents of dissemination of creative content to the public, in respect of e-books. The traditional concept of ‘lending’, which applies only to the tangible objects, has been transformed into the concept of ‘e-lending’ in the digital environment. However, behind this modification of the traditional wording, there is quite a different legal (as well as material) situation: making a reproduction of a work needed for the transfer of the e-book to the user while ensuring that content on the user’s device shall cease to be usable after a designated period of time.

As of now, the libraries acquire licences for e-lending, as a rule, by way of contractual agreements with publishers or through content service providers (such as OverDrive and 3M) who make available e-books to the library users, be it within a library website environment or immediately from their own servers.

Another modality of lending out e-books is by way of copies downloaded by a library on a hand-held device (typically an e-reader or a tablet). The device is then lent out to library patrons. Such a service, however, even one based on an e-book access that the library has acquired legally, is only permissible based on an explicit licence by the rights holders, as it constitutes acts of distribution of a work. In the United Kingdom, the Digital Economy Act 2010 has been adopted to provide for the statutory exception for such a service by the public libraries. It has not yet come into force, however.

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Directive 2001/29/EC of the European Parliament and of the Council of 22 May 2001 on the harmonisation of certain aspects of copyright and related rights in the information society.

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They are, particularly in respect to e-books as a text fixed in signs, the Berne Convention for the Protection of Literary and Artistic Works (Paris Act of 24 July 1971, as amended on 28 September 1979), and WIPO Copyright Treaty and WIPO Performances and Phonograms Treaty, both of 20 December 1996.

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Works for which the copyright has expired and have entered the public domain can, of course, be lent out without further licenses, unless new elements (e.g. an introduction, a commentary section or illustrations) have been added later for which copyright protection is still in place.

There is a possibility for the libraries to make e-books available to their users that have been introduced to the public by the authors under a public licence, for example, one of the Creative Commons licences. However, such cases constitute only variants of a contractual licence. As of now, there is no statutory regulation in force within the European Union allowing for the e-lending of a work without a particular contractual licence²⁵.

In order to continue to fulfil their traditional role in long-time preservation of and providing access to creative works in the digital environment, libraries are striving to reach statutory solutions ensuring that they are able to perform all the acts needed for these kinds of their services to the public.

It is not only libraries which engage in the issue of the life cycle of creative content in the digital environment. The outline of a copyright reform for the 21st century has recently been announced as one of the main objectives of the European Commission's agenda in its 2014-2019 term. A partial issue of cross-border portability was addressed in its initiative of 9 December 2015²⁶. In parallel, the issue is addressed on the global level at discussions within the framework of the World Intellectual Property Organisation (WIPO) at Geneva²⁷.

Two main directions in tackling the issue are taking shape: extended collective licensing, and exceptions to copyright (as well as other forms of copyright limitation). While the first seems to be a robust solution for a range of uses across both the private and the public sector, the latter appears to be more important for cultural heritage institutions wanting to show (digital reproductions of) their collections online²⁸.



26

Communication from the Commission:
Towards a modern, more European copyright framework. Brussels, 9 December 2015.
http://ec.europa.eu/newsroom/dae/document.cfm?action=display&doc_id=12526

27

In particular, in the 31st Session of the WIPO Standing Committee on Copyright and Related Rights (SCCR) on 7 to 11 December 2015 – http://www.wipo.int/meetings/en/details.jsp?meeting_id=35598

However, it was just a one in a series of sessions with an issue of exceptions to and limitations of copyright for the benefit of libraries and archives, as well as for the benefit of education and research on their agenda. The EU and its Member States stated at SCCR 31 that they 'do not believe there is a need for legislatively binding instruments. Therefore we are not in favour of work that would take us in that direction, but we think that useful work could be done at WIPO on how exceptions and limitations can best function within the framework of existing international treaties.'

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Besides a statutory licence, there is also a – so far somewhat neglected – solution by way of an institute of compulsory licence.



NATIONAL COPYRIGHT LAW E-LENDING COPYRIGHT ACT, SLOVAKIA

Quite an original solution for e-lending is contained in the Law No 185/2015 Coll. L., Copyright Act, of Slovakia (in force from 1 January 2016). In this new law, the legislature has attempted a brand new approach (within the framework of contemporary European jurisdictions) for lending and e-lending by way of extending the scope of the hitherto usual concept of lending.

In Article 24 of the Law, a new definition of lending merges the lending of a work incorporated in a tangible object, and e-lending, by the wording 'temporary enabling of access to the work or to a reproduction of the work by an establishment accessible to the public without attaining direct or indirect property advantage'. Unlike other European regulations of lending by establishments accessible to the public, the law does not contain an exception to the author's right in respect of lending of his/her work, i.e. a statutory licence, but a limitation thereof in the form of authorising a collective management organisation to conclude, with the Slovak National Library on behalf of the National Library System, an extended collective licence for 'the lending' in the extended sense defined in Article 24.

This solution is certainly quite original, introducing into law a possibility to allow for tackling e-lending on the national level. Time will tell if the approach proves effective. An inherent feature of an extended collective licence is a right of the author (or as the case may be, of another rights holder) to 'opt-out', i.e. to exempt his/her work or all works from the scope of this kind of licence. Of course, even if this solution does not guarantee a possibility for libraries to make available by way of e-lending all e-books in public circulation, it does extend the number of e-books that may be made available by libraries. It facilitates this kind of library service since they need not conclude a particular contract with each and every author (or authorised rights holder). However, the approach may also have negative aspects in relation to the lending of printed books: an author may now withdraw his/her printed book from lending by libraries – an act which has been out of his/her reach up to now. It remains to be seen whether such a possibility will materialise and to what extent.

> <http://www.noveaspi.sk/products/lawText/1/84456/1/2>





COLLECTIVE LICENCING BOKHYLLA (THE BOOKSHELF), NORWAY

Through the Bokhylla (Bookshelf) service, the Norwegian National Library gives access to about 200 000 digitised titles.

In 2009, Kopinor and the National Library entered into a time-limited agreement permitting access to a selection of literature published in Norway. All in all, it was calculated that the copyrighted material would amount to approximately 50 000 titles. The payment model involved the payment of compensation per page per year. After a trial period of 3 years, the parties agreed to make it permanent in 2012 and following negotiations, the range of books was expanded to include all books published in Norway up to the end of the year 2000. The present agreement runs until 2017.

The digitisation of all of the books from the relevant time period is expected to be completed during 2017. By then the project will have digitised about 250 000 titles, representing all copyrighted books published between 1659 and 2001.

Bokhylla is made possible by the Norwegian extended collective licence agreement, which is a legal model found in the Nordic countries that facilitates rights clearance without tracking individual rights holders. It gives Kopinor (collecting society) the right to enter into binding agreements on behalf of its members, non-members and foreign rights holders. The distribution of the compensation for the use of the works is a process that is conducted internally within Kopinor; the various rights holders and publishers must jointly agree a distribution model. As party to the contract – and as payer of the compensation – the National Library is as a matter of principle not party to these negotiations.

In 2015 more than 11 million book pages were viewed monthly, and the service is linked to many other websites and is often cited as a reference.

> www.bokhylla.no



3.5 E-lending by public libraries

In the past decade, public libraries in many EU Member States have started to lend out e-books. Several motivations sparked the wish to play a role in the emerging digitisation of the distribution of books to end-users. With their considerable number of registered and non-registered users, public libraries, together with preschool, primary and secondary education, play an important role in learning to read and reading promotion. Library associations have advocated that providing e-books to library patrons is a natural extension to the digital reality of their activities in the physical realm²⁹.

As discussed in section 3.4, the legal situation is different. Whereas libraries have the right, by copyright exception, to purchase physical items and lend them out provided that a fair remuneration to rights holders is paid, this exception does not appear to be valid for the online distribution of e-books. Under current EU law, the latter is to be seen as a service rather than the delivery of a product³⁰. E-lending can therefore be realised only through negotiations with rights holders (associations) on the financial and technical conditions under which individual titles may be lent out. Authors and publishers have the final say in whether or not titles will be available for e-lending.

Given these conditions, a great diversity of e-lending models has evolved in EU Member States. A 2014 study made an inventory of 14 such models, describing and comparing them on several dimensions: policy, legal, economical, technological and cultural, among others³¹. Two Norwegian, two US models and one Canadian (French-speaking Quebec) were included by way of contextualisation.

As a general result, one can say that country-specific circumstances – the combination of political principles (e.g. should an e-lending platform be publicly or privately owned), cultural norms and values (e.g. is it acceptable or even legally permitted to ask for a membership fee), and economic determinants (e.g. size of the language community and the degree of competitiveness in the book market) – have led to a markedly heterogeneous European e-lending landscape. Almost every single e-lending model can be said to be specific in nature, consisting of unique combinations of parameters that were studied. A few of these stand out.

Friction strategies – to prevent e-lending from ‘cannibalising’ the commercial market (e-book sales and rentals), rights holders and libraries have agreed on built-in frictions, like the following:

- **Embargos:** titles become available for e-lending only after a certain number of months or years, in other words after the commercial value has declined.
- **One-copy-one-user:** through licensing, libraries obtain the right to lend out one copy of a book simultaneously, or as many copies as the number of licences obtained, mirroring the traditional lending model for paper books.
- **Licence renewal:** after reaching a pre-arranged maximum number of loans, the licence expires and a new one has to be purchased before e-lending can continue.
- **Opt-out:** in the case that the number of loans for a title, or the oeuvre of an author, becomes unexpectedly high, the rights holders retain the right to withdraw the title(s) from the e-lending platform.

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See the right to e-read campaign of EBLIDA (<http://www.eblida.org/activities/the-right-to-e-read-campaign.html>). European associations of authors (EWC), publishers (FEP) and booksellers (EBF) have declared their willingness to seek ‘sustainable solutions’ together with the library sector (<http://www.fep-fee.eu/The-book-sector-welcomes-more>).

30

In a case before The Hague district court, the Dutch Public Library Association has pleaded for a specific e-lending model to be subsumed under the current library exception. The court has referred questions for a preliminary ruling to the Court of Justice of the European Union (CJEU). Pending the CJEU’s answers and the verdict of the court, it is not certain how e-lending through public libraries in the EU will evolve in the years to come.

See this link for the prejudicial questions: <https://tinyurl.com/InfoCuriaC17415>

31

Dan Mount and Frank Huysmans (2014), *A Review of Public Library E-Lending Models* (pdf: <https://tinyurl.com/Elending14>).

Financial arrangements – depending on the (estimated) commercial value of titles, several combinations of fixed and marginal costs have been agreed upon. Almost always, the content is not owned but merely licensed by libraries.

- **Both fixed and marginal costs:** libraries pay a fixed amount for the title (or group of titles) to become available for e-lending, plus a fee per lending. This arrangement is typically observed with titles in high demand, new releases in particular.
- **Marginal costs only:** libraries pay a fee per borrowing and nothing up front. Usually observed in cases where sales have dropped after a certain amount of time and the title's commercial value is limited.
- **Fixed costs only:** this arrangement is usually observed for a package of 'back-list' titles, each of which is expected to be lent out incidentally.

Policy choices – countries differ in the extent to which governments have deemed it in the public interest that public libraries should be able to offer e-lending services besides 'normal' paper book lending. In some countries, this is reflected in policy measures that are coupled with investing extra public funds – at national level – in

- creating a (mostly centralised) e-lending platform; or
- licensing the platform and services of a commercial provider; and/or
- purchasing licences for content.

In other countries, it is left to the library sector to centrally (re-)allocate funds. Alternatively, local library organisations, usually those in the larger cities, receive subsidies from local/regional governments to build or license a platform and acquire content licences.

Distribution technology – where the content is stored and how content is delivered to end-users varies between platforms.

- In most Member States, rights holders (mostly publishers) required the content to be *hosted on their own servers*. In those instances, library e-lending platforms are mere windows for content owned by publishers. Only in a few cases was the content hosted on a platform owned and/or controlled by the library sector.
- **File download:** e-books are downloaded as individual files and can be viewed offline using dedicated software (e.g. Adobe Digital Reader).
- **Streaming:** content is streamed to the device, for example in a browser. Content can only be accessed when online.
- **In-app streaming**, in which the content is downloaded to the app while online. The content cannot be accessed outside of the app. It can be streamed to the app while online and accessed both on- and offline.
- **Digital Rights Management (DRM):** generally speaking, intellectual property protection software ('hard DRM') controls accessibility of the content, particularly the restricted time period in which the content can be viewed.

Cultural differences – in some Member States, especially the Nordic countries, (public) library services are seen as part of the social infrastructure. Hence, it is not deemed appropriate, and sometimes explicitly forbidden by law, to impose fees for library use (either membership fees other than registration costs, or fees per use). This can complicate negotiations with rights holders, who – in order to protect their sales – tend to require some sort of per-use fee to demonstrate to users that borrowing an e-book is not ‘for free’. From the libraries’ point of view, not being allowed to charge a per-use fee can be economically problematic as well: in case the service becomes a huge success, the amounts to be paid to rights holders can quickly exceed the available budget as there is a marginal variation on the debit but not the credit side of the balance sheet.

In other Member States, it has been culturally acceptable for a long time to have a model combining public funds and user fees. In these models, heavy users pay more than light users, although subsidies account for the lion’s share of the library budget.

All in all, the survey has shown that as yet, it is not possible to identify ‘typical’ e-lending models in Europe. Local policy and cultural determinants make it unlikely that a one-size-fits-all or even a handful of prototypical models will evolve. Follow-ups of the 2014 survey with regular intervals may be helpful to keep apace with the rapidly changing circumstances in the EU Member States. Nevertheless, the survey has outlined key dimensions that observers can use as a conceptual framework for the assessment and development of e-lending models.

In the following pages, you will find case studies of different e-lending platforms and initiatives in the European Union, demonstrating the diversity of activities in this area.





E-LIBRARY OFFERING MULTIPLE FORMATS PRAGUE, CZECH REPUBLIC

The Municipal Library of Prague (MLP) has developed a comprehensive programme of electronic services in their e-library (in Czech: *E-knihovna*). This includes digitisation and making available endangered books, e-book publishing and e-lending. A special feature is that each of the 586 e-books (as of the end of 2015) is made available for download in a number of formats but most usually in EPUB, PRC, PDF and HTML. This variety allows for use on various devices – tablets and e-readers (including Kindle, purportedly separated by a proprietary wall). Publishing an e-book, in the case of MLP, means not only scanning all the pages and processing them with optical character recognition software (or OCR), as is usual, but also diligent proofreading, and fitting out the e-book with a particular layout, including the front-matter (title page, edition details). Works in the public domain constitute the majority of MLP's e-publishing activity, namely 428 items.

The core of the collection is formed by the canon of the Czech language literature of the 19th and 20th centuries – fairy tales, works of the classic. It was with the digitisation of the works by Karel Čapek (co-author of the word 'robot' in the play *R.U.R.* of 1920) that this field of the MLP activity took off in 2009. Part of the MLP's e-publishing activity is also devoted to contemporary works. The library invites new – and less new – authors to entrust their works for publication by the MLP, conclude contractual licences with them for a variety of digital uses, undertake all editorial work, produce digital files, include information on such a work on the web and into the electronic catalogue, and, finally, post the files for download or for reading online. As of December 2015, there were 158 e-books in this category at MLP, some under Creative Commons public licences. Creative Commons is generally adopted by the MLP in its e-publishing activities; it invites other libraries to take up the e-books and offer them to their users in the same way, and a number of public libraries in the Czech Republic do.

The MLP lends a number of different types of e-readers to users, to allow them to get experience in using them, and to select the most convenient ones for possible purchase. E-readers are loaned with e-book files already downloaded. This does not infringe copyright since the works distributed are either in the public domain or those for which the MLP has concluded an appropriate contractual licence. The MLP also offers its users more standard e-lending services – downloading files to (hand-held) devices, which after a designated time become inactive.

> <https://www.mlp.cz/en/projects/e-library?knihovna=&knihovna=0>





RECOMMENDATIONS ON E-BOOKS AND PUBLIC LIBRARIES, FRANCE

In December 2014, the French Minister of Culture and Communication, and representatives of professional associations and territorial authorities, signed a set of 12 recommendations on the distribution of e-books by public libraries. These recommendations aim to create a balanced framework conducive to e-lending in libraries, respecting copyright, remuneration of authors and the needs/expectations of the public. They were drawn up by an interdisciplinary working group under the auspices of the Ministry of Culture and Communication. The recommendations are listed below (informal translation to English kindly provided by the French government; for original text and more details see the website).

1. Give public libraries full access to digital publishing production.
2. Make e-book offers intended for libraries known to booksellers, in order to make booksellers deal with libraries.
3. Include the provision of quality metadata, which are necessary for cultural mediation, in e-book offers intended for public libraries.
4. Ensure interoperability between the catalogues offered to public libraries.
5. Increase the on-the-spot and remote availability of e-book offers for the users of public libraries.
6. Acknowledge that access control is necessary to maintain the balance between library loans and bookstore sales, since e-books do not have the same terms of use as printed books.
7. Recognise the legitimacy of Digital Rights Management systems in regulating the use of e-books in public libraries, without them preventing access to the contents.
8. Promote the access to e-books in libraries for people with print disabilities.
9. Share use statistics.
10. Give fair compensation to authors and maintain favourable conditions for the creation of books.
11. Experiment with various economic models.
12. Ensure the stability of the contracts with the communities.



> <http://www.culturecommunication.gouv.fr/Politiques-ministerielles/Livre-et-Lecture/Actualites/Recommandations-pour-une-diffusion-du-livre-numerique-par-les-bibliotheques-publiques>



NATIONAL E-BOOK LENDING PLATFORM EBIBLIO, SPAIN

eBiblio, available since September 2014, is a free-of-charge e-book lending platform for all public library services in Spain (except the Basque Country, which developed its own platform).

The Ministry acquired the licences for e-books and digital audiobooks, and for the system that gives technological support to offer, loan and read the books. The initial investment was EUR 1.6 million, financed entirely by the Ministry.

Regional governments, responsible for the public libraries, manage the platform in their respective territories and can add new e-book titles. In 2015, the service had 49 310 different users and 197 180 loans for more than 1 500 titles.

Cooperation is an important issue in this project. Since the first steps, professionals from the Ministry and regional governments joined in a working group to discuss the selection of titles, services and project tracking. Services for users include downloading, streaming, browsing and social media (comments, links, etc.).

- > <http://www.mecd.gob.es/cultura-mecd/areas-cultura/bibliotecas/novedades/destacados/ebiblio.html>

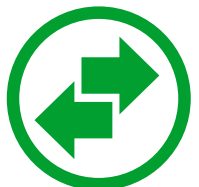


E-READING PLATFORM WITH VIRTUAL BOOK CLUBS NUBETECA, SPAIN

Nubeteca (from *nube* = cloud) is carried out by Fundación Germán Sánchez Ruipérez together with Badajoz Province Library Network (Badajoz is a south-western Spanish province). The project launched in February 2015. Nubeteca provides a free-of-charge e-lending system, based on an e-reading platform (downloads and streaming), e-reader lending, and a virtual space to share comments and suggestions, with several virtual book clubs. The virtual community of users is the hallmark of this project.

> <http://www.nubeteca.info>

In English: <http://readmagine.fundaciongsr.com/storyeng.php?id=362>



EVOLVING BUSINESS MODEL FOR E-LENDING PLATFORM BIBLOS, SLOVENIA

BIBLOS is a successful project connecting a vast number of publishers, libraries and readers in Slovenia. It was initiated by Beletrina Academic Press, a non-profit publishing house, in close cooperation with Slovenia's public libraries. It was designed as a distribution platform that enables both the selling and lending (or interinstitutional licensing) of e-books.

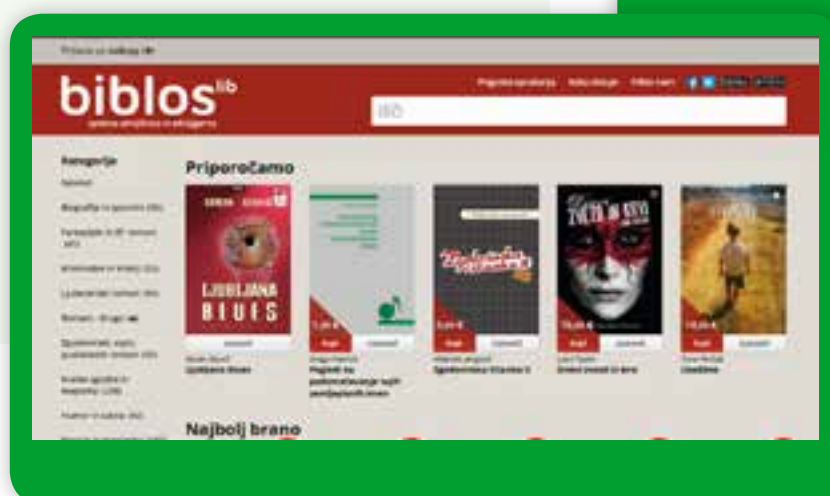
The first business model adopted was a flat fee for libraries, granting each library one licence to every single title available, for just one simultaneous loan, plus the option of purchasing additional 26-loan licences. This proved unsuccessful, since publishers were not satisfied with the income uncertainty. The current business model still involves a flat fee for libraries (much lower than the previous fee), with the option of later purchasing 52-loan licences. The publishers set the licence prices, which are equal for libraries and physical buyers (on average just under EUR10 each at present). Library users can borrow four books at once; reservations and extensions are not enabled.

Initially sceptical, publishers have now bought into the BIBLOS platform and over 40 have signed a distribution contract. The number of e-books currently available is around 2000, which is expected to grow to 4000 by 2017. Loans increased by 120 % from 2014-2015. Copyright concerns have been addressed through contract clauses, enabling publishers to sell the book in all forms. BIBLOS takes no responsibility for any infringements of rights by third parties, and on request of the rights holder, works can be removed.

BIBLOS has been promoted locally, through demonstrations in each library, and nationally through specialised events such as the Ljubljana annual book fair. Awareness has been raised among students and older people through inter-generational education work (Simbioza), and among people with disabilities through Slovenia's association for the visually impaired. E-textbooks are expected to be fully supported on BIBLOS in 2016.

Research shows that 25 % of Slovenians are familiar with e-books or read them on a regular basis, though it appears that a large percentage obtains free e-books on the web, primarily illegal copies. While it is hard to measure the impact of e-book lending on e-book sales, according to Beletrina the number of books sold through their Apple i-Books platform has not decreased since the BIBLOS project began. The Slovene Book Agency also supports the digitisation of book titles published in Slovenian with an annual subsidy of EUR70 per title.

> www.biblos.si





FREE NATIONAL E-LENDING PLATFORM ELLIBS, FINLAND

The Ellibs Library is one of the key results of the project E-books for Public Libraries (2012-2013), a Finnish cooperation project of libraries, publishers, and usability and online service experts. It is an internet-based service, where the borrower searches e-books in the selection provided by the library. Browsing the collection and previewing titles are possible without logging in. After borrowing a title, the user gets the content on his/her electronic bookshelf, from where it can be accessed during the loan period.

Access to e-books is free of charge for patrons. Depending on demand, the book can be assigned for various loan periods. The platform supports licensing models approved by the stakeholders. If all reading rights are currently in use, the user can place a reservation (EPUBs). When the content becomes available, the system will automatically notify the user.

The platform offers two alternative ways to read e-books: the browser-based service (read in a browser, or read online) and file download (load onto your device, or read offline). Prior to offline reading, the patron has to generate an Adobe account and install a reading application on his/her own device. In this case Adobe DRM (ADEPT) takes care of removing the borrowed e-book automatically from the user's device after the loan period. Browser-based online reading requires an internet connection through which the e-book content is supplied from one to three chapters at a time as the reading progresses. The book content is not saved permanently onto the user's device.



The platform enables reading with different devices, such as computers, tablets, mobile phones and e-readers. It is also possible to switch the loan type from online to offline. The search engine is created with a specially tailored solution using language technology, guaranteeing that users' search queries also match inflected forms of Finnish, Swedish and English, thus covering the utilised metadata fields with a high degree of accuracy.

Library personnel have access to statistics about the collection usage (loans, user profiles, reservations, devices, etc.), and they can adjust loans and reservation queues, receive information (feedback messages, licences), customise layout of the interface (logo, texts, colours), create new user accounts, and contact the service maintenance directly from the platform.

> http://ekirjasto.kirjastot.fi/en?ui_lang=





4

CONCLUSIONS
AND RECOMMENDATIONS



4

CONCLUSIONS AND RECOMMENDATIONS

Reading promotion in the digital environment is a multifaceted phenomenon. As this report has shown, there are both continuities and changes in the way reading promotion efforts can be conducted in the digital era.

Given the currently stagnating market shares for e-books in frontrunner markets like the USA and the United Kingdom, it is far from certain, and even improbable, that reading and reading promotion will go completely digital in the foreseeable future.

Yet it is also clear that a mix of ‘traditional’ reading from paper and ‘modern’ reading from screens is here to stay. This implies that reading promotion policies and programmes need to incorporate new ways of orientating, purchasing, borrowing and reading books and other reading materials.

In trying to promote ‘deep reading’, which was put centre stage in this report, one should be aware that reading from screens may pose a challenge to immersive reading, as recent research has shown.

On the other hand, several of the ‘good practices’ presented above show that the digital environment offers ample opportunities to broaden and deepen reading skills and reading practices, both for individuals in general and specific target groups in reading promotion policies.

Given the many sides and sometimes conflicting interests between actors in the book chain and in reading promotion, it is not easy to come up with specific policy recommendations. Below, we list some recommendations specifically for national governments (4.1), for the European Union (4.2) and for other stakeholders in the book chain (4.3).

4.1 Recommendations for national governments

1. Take measures to implement the Marrakesh Treaty regarding access to published works for people with print disabilities.
2. Produce more and better (comparable) statistics.
3. Promote more research on reading with a focus on the differences between analogue and digital reading regarding its various functions and other criteria. (Scientific research suggests there are differences between the cognitive-psychological processes related with these two ways of reading. Further research into all factors of those differences is greatly needed in order to be able to produce evidence-based guidance for effective reading development and promotion.)
4. Promote reading – in both print and digital form – with particular efforts to increase the motivation to read.

4.2 Recommendations for the European Union

1. Promote the implementation of the Marrakesh Treaty regarding access to published works for people with print disabilities.
2. Promote work on interoperability of e-readers/publication formats, including for example through the Horizon 2020 research funding.
3. Stimulate cross-border services, for example by funding collaborative projects.
4. Produce more and better (comparable) statistics to inform future policy.
5. Promote research on reading, with a focus on the differences between physical and digital reading.
6. Revise EU VAT legislation by lowering VAT on e-books (and electronic information resources in general), bringing it to the same level as VAT on print publications.

4.3 Recommendations for stakeholders

1. Continue to work on e-publication standards and harmonisation, building on the efforts of the International Digital Publishing Forum/European Digital Reading Lab, including on EPUB 3.1.
2. Continue and enhance reading promotion activities, valuing both paper and screen.
3. Develop collaborative platforms, with others in the sector, including across borders.



ANNEXES





5

ANNEXES

ANNEX 1: List of group members and contact persons

MEMBER STATE	NOMINATED EXPERT	
AT – Austria	Gerald	Leitner
	Heidemarie	Meissnitzer
BE – Belgium – Wallonia	Martine	Garsou
BE – Belgium – Flanders	Arent	Maes
	Jan	Braeckman
BG – Bulgaria	Zhivka	Haskiya
CZ – Czech Republic	Zdeněk	Matušík
DE – Germany	Juliane	Thümmel
DK – Denmark	Preben	Aagaard Nielsen
EE – Estonia	Ülle	Talihärm
EL – Greece	Eirini	Komninou
	Nektaria	Mantzouka
	Mónica	Fernández
ES – Spain	Ignacio	Lahoz
	Teresa	Reyna
	Minna	Karvonen
FR – France	Gwendoline	Allain
	Rémi	Gimazane
HR – Croatia	Jelena	Rubic Lasic
IT – Italy	Giuliana	De Francesco
LT – Lithuania	Erika	Buivydienė
LV – Latvia	Kristine	Pabērza
MT – Malta	Toni	Sant
NL – The Netherlands	Frank	Huysmans
	Marcel	Eijffinger
	Marit	Vochtelo
PO – Poland	Maciej	Dydo
	Elżbieta	Kalinowska
	Agata	Krawczyk
PT – Portugal	Nuno	Gonçalves
RO – Romania	Nicoleta	Rahme
SE – Sweden	Matilda	Berggren
SI – Slovenia	Marjan	Gujtman
SK – Slovakia	Timotea	Vráblová

European Economic Area		
Norway	Nina	Børge-Ask
Invited expert		
European Digital Reading Lab	Pierre	Danet
Secretariat		
European Commission	Nicola	Robinson

For questions about this report, please contact the working group co-chairs
 Frank Huysmans (frank@warekennis.nl)
 or Timotea Vráblová (timotea.vrablova@gmail.com)

For questions about the OMC process, please contact Nicola Robinson
 at the European Commission (nicola.robinson@ec.europa.eu)



ANNEX 2: Open Method of Coordination (OMC) subgroup of Member States' experts – Promoting reading in the digital environment in order to encourage access and audience development

Summary of questionnaire responses contributed by participating Member States

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
AT	<p>Increased access to culture and arts for all, and fostering social participation.</p> <p>Austrian Library Plan for the creation of an up-to-date and nationwide library network with e-media and digitisation activities.</p> <p>Austrian Reading Framework with special emphasis on reading and writing, and a specified transparent, uniform national controlling system as a primary goal.</p>	<p><i>Law amendment for fixed price e-books</i> In October 2014 the Austrian parliament passed a law amendment on the fixed price for e-books – the first in Europe.</p> <p><i>Central e-book libraries of Bundesländer</i> Austria is a Federal Republic with nine states (Bundesländer). Six states have central e-book libraries for all users of the public libraries (of their state), which are 100 %-funded by the federal states – most of them offering 40000 titles.</p> <p><i>The right to read</i> Awareness campaign of the Austrian Library Association with latest news about e-book development worldwide: http://eread.bvoe.at/news</p>	<p>National Library</p> <p>Public libraries</p> <p>University libraries</p> <p>Publishers</p>	<p>Public libraries: general public</p> <p>National Library and university libraries: students and researchers</p>
BE (VI)	<p>Cultural education</p> <p>Reader development</p> <p>E-inclusion</p> <p>Information literacy</p> <p>Media literacy</p> <p>Adapted service provision for disabled and hard-to-reach groups</p> <p>Cooperation with educational institutions</p>	<p>Pilot project on e-books for public libraries, run by Bibnet</p> <p>2015 e-book campaign based on NL model 'Vakantiebieb'</p> <p>Multimedia e-books for young children</p> <p>Memorandum of Understanding (MoU) between libraries and publishers on visually impaired</p> <p>Centre for Poetry app for free poetry</p>	<p>Public libraries, Bibnet Publishers, Library for visually impaired people, Library service for people in care</p> <p>Providers of devices</p> <p>Book retailers</p> <p>IT providers/companies, also as content aggregators or e-publishers</p> <p>Associations of publishers, authors, book importers</p> <p>All like organisations in NL</p> <p>International e-book sellers</p> <p>Amazon</p>	<p>General public</p> <p>Library users</p> <p>Visually impaired</p> <p>Young children</p> <p>Young children in families of ethnic/linguistic minority groups</p> <p>People with an established reading practice</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
BE (W/B Fed)	<p>The 2009 decree requires libraries to analyse the needs of the population within their territory in terms of reading and language skills development, and to reach new audiences. Each public library must write its own development plan for a period of 5 years and evaluate it each year to get its recognition and subsidies from the Wallonia-Brussels Federation. Many of these plans aim to reach people who are excluded from reading.</p>	<p>The former Minister of Culture launched a plan for developing e-books. A consultation of public libraries showed that they wanted to work together in this respect. The Ministry (service de la lecture publique) currently supports all of the measures listed below.</p> <p>Lirtuel e-lending platform, part of the pilot experiment of e-lending launched by France through the project PNB. A consortium of libraries buys the e-books only from booksellers, organised in a unique platform for selling e-books, called Librel financed by the Ministry of Culture (service général des lettres et du livre) and gathering around 30 booksellers.</p> <p>Samarcande is an online collective catalogue of all the public libraries in the Wallonia-Brussels Federation. Descriptions and reviews of books are available.</p> <p>PILEN, a structure which federates the professional associations of authors, publishers, booksellers, etc. to develop the practices related to e-books by organising training, seminars, market research and monitoring technological developments.</p> <p>A new digital media called <i>Lettres numériques</i>, which each week gives information on the evolution of the e-book field.</p> <p>A digital warehouse for e-books aimed at public libraries is also under construction.</p>	<p>Public libraries with the platform LIRTUEL</p> <p>The association of booksellers with the platform LIBREL</p> <p>Associations of authors</p> <p>Associations of publishers</p>	<p>The first target group was the professionals of the book sector, especially public librarians and booksellers.</p> <p>Indeed, it appeared necessary to make them aware of this new reality in the field of activity. Much training and many seminars have been organised for that purpose.</p> <p>As far as e-reading is concerned, there is no other target groups than the ones the public reading policies have always been trying to reach.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
CZ	<ul style="list-style-type: none"> • Right of access to cultural wealth. • Fostering development of the copyright framework, which shall comply with the international and communitarian obligations, based on a balance of legitimate interests of rights holders and variety of users of the subject-matter of the copyright protection, including business members and the public. • Developing creativity, promoting cultural activities and creating cultural assets, the provision of public cultural services, work with auditorium, promoting the access to culture and development of socially inclusive participatory culture. • Creating conditions for equal access to all kinds of published documents for education, research, development and access to cultural heritage. • Developing a central portal to provide quality, expeditious services that allow the user to get a document or the information needed in a traditional print or digital format each time and from any place. • Promoting reading, especially with children and youth, and fostering reading literacy through activities focused on working with books. • Supporting library collection development. Raising funds for purchasing books for library collections in the CZ and creating, in this way, a basic prerequisite for improving the content and quality of public library and information services. 	<p>Bring up to date the infrastructure for the provision of public cultural services.</p> <p>Continue equipping libraries and other heritage institutions with the technologies and information resources needed.</p> <p>Ensure public access to cultural content.</p> <p>Making available the cultural heritage in digital form is connected closely with the issue of copyright. The Ministry of Culture shall support the purchase of licences of copyrighted works with the aim to ensure equal access to the cultural heritage in digital form through libraries and other cultural institutions. This will ensure use of copyrighted works, protection of the law and financial settlement with the rights holders.</p> <p>Development of the Central Library Portal.</p> <p>Create conditions for ensuring equal access to all kinds of published documents for the purposes of education, research, development and making available the cultural heritage.</p> <p>According to the State Budget Title 334, the Ministry of Culture is to assign a financial amount for the reimbursement of licence fees, which will ensure, through libraries, an equal access of citizens to authors' works published in the digital environment on the internet for the purposes of education, research and development.</p> <p>Provide for the effective availability of electronic information resources for the general public.</p> <p>In the Ministry of Culture's grant scheme <i>Knihovna 21</i> (Library 21), a new funding strand has been introduced for the acquisition of licences for e-lending in public libraries.</p>	<p>Ministry of Culture</p> <p>Ministry of Education, Youth Physical Culture</p> <p>Regional libraries</p> <p>Private publisher/aggregator (a member of a large media group)</p> <p>Archives</p> <p>Libraries</p> <p>Museums</p> <p>Heritage institutions</p> <p>School establishments</p> <p>Publishers</p> <p>Association of Czech Booksellers and Publishers (SČKN), the National Library of the Czech Republic, of the Association of Library and Information Professionals of the Czech Republic</p>	<p>Children</p> <p>Youth</p> <p>Members of socially endangered groups, both native and foreign projects</p> <p>Seniors, disadvantaged citizens</p> <p>Minorities</p> <p>Handicapped citizens</p> <p>National minorities, the unemployed</p> <p>Other disadvantaged social groups</p> <p>Citizens of communities where there is no library</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
EE	<p>Everyone has the right to education. Science and art and their teachings are free.</p> <p>The general principles of cultural policy until 2020 prioritise the development of reading comprehension.</p> <p>To ensure a new generation of participants in culture it is important to start accumulating culture-related knowledge and skills from an early age.</p> <p>Authors have inalienable rights in respect of their work, which is protected by national government.</p> <p>Everyone is entitled to free access to information dissemination for public use.</p> <p>The purpose of public libraries is to ensure free and unrestricted access to information, knowledge, achievements of human thought and culture for inhabitants, and to promote lifelong learning and individual development.</p> <p>Public libraries make available for readers the publications, audiovisual items, other items and public databases that they need.</p> <p>Loans for in-house use and home lending of items and granting access to public information through the public data communication network are the basic services of public libraries.</p> <p>Basic services of public libraries are free of charge.</p>	<p>Public Libraries Act (adopted 1998, revision proposal due 2016).</p> <p>Legal Deposit Act (draft 2015).</p> <p>National Library of Estonia Act.</p> <p>Copyright Act.</p> <p>General Principles of Cultural Policy.</p> <p>Cultural Endowment of Estonia.</p> <p>Study on library usage and users' needs</p> <p>National Cultural Heritage digitisation operational plan 2015-2020.</p> <p>VAT on e-books is 20%; paper books is 9%.</p> <p>No fixed book price.</p> <p>Ministry of Culture provides:</p> <ul style="list-style-type: none"> - subsidies to purchase books and e-books; - subsidies for library projects; - subsidies for public and county libraries; - support in creating central e-book reading and lending system; - support to cross-sectoral digitisation process and making digitised materials publicly available; - support for Estonian literature projects. <p>In 2012, with funding from the city of Tallinn and the Ministry of Culture of the Republic of Estonia, the Tallinn Central Library (public library) developed a streaming software for the Estonian e-book lending service, and launched ELLU.</p> <p>Since April 2012, Veebiraamatukogu (web library) is available for the patrons of the Estonian Library for the Blind.</p> <p>National Library digital archive DIGAR – digitised Estonian literature (results of digitisation projects).</p>	<p>Public libraries, Estonian Children's Literature Centre, National Library, Estonian Library for the Blind, all types of libraries, Ministry of Culture, Ministry of Education and Research.</p> <p>Estonian Authors' Society and other authors unions</p> <p>Author Compensation Fund</p> <p>Estonian Writers' Union</p> <p>Estonian Publishers' Association, Estonian Librarians Association, Cultural Endowment of Estonia, Gambling Tax Council</p> <p>Publishers</p> <p>Authors</p> <p>Estonian Libraries Network Consortium (ELNET Consortium)</p> <p>Literary festivals: HeadRead in Tallinn, Prima Vista in Tartu</p>	<p>Professionals in the book sector (librarians, authors, publishers, booksellers, e-book publishers)</p> <p>Children</p> <p>Young people</p> <p>Older people</p> <p>Disabled people</p> <p>Families</p> <p>People with low e-literacy</p> <p>Regular library users</p> <p>Minority ethnic and linguistic groups</p> <p>Specific professional groups</p> <p>Academics in education</p> <p>Readers in different libraries, from children to older people, those who already use library services, but also children in kindergartens and older people retirement homes.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
EL	<p>The national book policy is implemented by the Hellenic Ministry of Culture and Sports, along with the National Book Centre.</p> <p>The Ministry is considering the elaboration of a strategic plan for the promotion of reading, with a special emphasis on the following four axes:</p> <ul style="list-style-type: none"> - identification of the needs of the book sector; - identification of the needs of the users, especially in the digital era; - use of innovative funding tools for the promotion of translation; and - facilitating access to reading, especially for vulnerable social groups. <p>The Ministry is consulting with relevant stakeholders, such as publishers, writers, translators, librarians and booksellers.</p> <p>In the framework of the Creative Europe Programme and the Literary Translation strand, which are promoted through the Creative Europe Desk Greece (under the Directorate of International Relations and European Union of the above mentioned Ministry), there is a plan to further explore the needs of the book sector and promote reading at national and local levels.</p>	<p>Despite the fact that Greek publishers have been following international developments in respect to e-books and e-book devices since the end of the 1990s, it was only 10 years later, during 2010, that e-books were launched on the Greek market.</p> <p>However, the publishers still hesitate to invest in the digitisation of books and the production of e-books, since the market in Greece is rather small and the readers are not yet acquainted with the potential of new digital technologies.</p> <p>A few libraries in Greece provide e-lending to readers. Among them, the Central Public Library of the city of Veria serves as an example of good practice, as it gives the opportunity for users to borrow the library's e-reading devices. There are also initiatives in the private sector, such as the Future Library network, funded by the Stavros Niarchos Foundation, which promotes innovative policies in the library sector. Additionally, many Greek universities have used the EU Structural Funds in order to modernise and digitise their libraries.</p>	<p>Many relevant actors are involved in the elaboration of e-reading policy. The public and private libraries, as well as the publishing houses, are among the most important stakeholders to consult for the promotion of e-reading. Unfortunately, the software producers, who are mainly from abroad, do not seem to be much interested in investing in Greece, maybe because of the Greek language, which is not among the most widely spoken, or because of the estimated number of native readers. One major problem is that the e-reader devices can only be obtained through the internet and are not exhibited and sold in shops throughout the country, like tablets for example. So the people interested in buying them cannot see them and buy them on the spot. This leads to less e-reading, in general.</p>	<p>In Greece, the main groups who seem to be interested in e-reading are the academic world, those in education and young people who are very much in favour of new technological equipment.</p> <p>In the framework of the country's social policy for audience expansion and the democratisation of knowledge, the target groups could be children and young people who are acquainted with digital technologies and those who have no access to e-books.</p> <p>Another target group could be the people who often travel for personal or professional reasons and prefer the more practical e-book to the printed book for their convenience.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
ES	<p>The 2007 Law for reading, books and libraries explicitly states that</p> <ul style="list-style-type: none"> - the (State) Government will approve and develop reading promotion plans and collaborate with the autonomous regions that are in charge of culture and education in their territories; - reading promotion plans should consider reading as a basic skill, regarding the right and access to education and culture in the information society; - the essential task of libraries is to provide access to information through digital means, internet or similar future networks, and teaching the skills to make the most of that access; - specific measures are needed to promote access to reading and culture for the disabled, under the basic principle of no discrimination. <p>The State Government implements a Reading Promotion Plan, with actions in libraries, schools, the media, and with non-governmental organisations (NGOs), the book sector and diverse civil associations, especially those working with the disabled, immigrants and communities at risk of exclusion.</p> <p>Most autonomous regions in Spain have their own policies on reading promotion. Catalonia has an important plan for books and reading, in accordance with its role as a publishing hub. The Basque Country has a reading promotion plan to foster digital literacy for families, and manages their own e-library project.</p>	<p>Digital reading has been fostered through several actions, mostly through specialised NGOs and foundations.</p> <p>Subsidies are a main instrument: for the promotion of reading in general (EUR 840 000) and the Maria Moliner Campaign for the promotion of reading in small towns (EUR 640 000). Also subsidies for e-book publishers, and grants to platforms for e-book sales and accessibility.</p> <p>For libraries, the main initiative is E-biblio, the e-book lending platform, initially financed by the Spanish Ministry for Education, Culture and Sports (EUR 1.6 million for licences), but this is mainly managed by the autonomous regions.</p> <p>In education, an Internet Exchange Point has been launched, as a neutral platform for digital schoolbooks and materials, allowing access to quality, paid content for schools and families.</p> <p>VAT – the Spanish Government and Parliament have since 2010 called for VAT for e-books to be reduced, through the European Institutions.</p> <p>Copyright: in Spain, e-books and paper books have basically the same copyright regulations and exceptions. But a specific measure for digital products has been introduced for educational use – under certain conditions – of digital works, including e-books. These new regulations will come into force by November 2015.</p> <p>Spanish distributors, with the support of the Ministry of Culture, are working on a European network of e-book publishers.</p>	<p>Public administrations in charge of culture, education and technology, libraries.</p> <p>Publishers, distributors, booksellers, literary agents, writers and translators.</p> <p>Associations, NGOs and foundations committed to the promotion of reading or the promotion of cultural access and education for the disabled.</p>	<p>Most policies are targeted to the public as a whole.</p> <p>Specific ones are targeted to families or to students and their families.</p> <p>Others are promoted by and for the disabled (the hearing impaired, for instance).</p> <p>Spanish easy-to-read associations have also started to promote easy-to-read e-books.</p> <p>Library users are targeted in projects that aim to study and develop ideas to support the role of digital libraries in reading promotion.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
FI	<p>Everyone has the right to a basic education, free of charge.</p> <p>Public authorities shall guarantee an equal opportunity for everyone to receive other educational services in accordance with their ability and special needs, as well as the opportunity to develop themselves without being prevented by economic hardship.</p> <p>The freedom of science, the arts and higher education is guaranteed.</p> <p>The objective of the library and information services provided by public libraries shall be to promote equal opportunities for citizens to pursue personal cultivation, literary and cultural interests, continuous development of knowledge, personal skills and civic skills, internationalisation and lifelong learning.</p> <p>Library activities shall also aim at promoting the development of virtual and interactive network services, and their educational and cultural contents.</p> <p>The Library for the Visually Impaired shall offer opportunities for the acquisition of information, for learning, for literary or artistic pursuits and for recreation to the visually impaired and other client groups unable to use ordinary library materials owing to disability or illness.</p>	<p>Copyright: there is no specific exception or limitation to promote e-reading. For education, the Finnish Copyright Act limits the public performance right of the authors on one side and the right to reproduction on the other. Libraries, archives and museums are able to digitise content in their collections and make it available digitally through terminals in the premises of the institution but not via the internet. There are copyright exceptions for producing e-books (and audiobooks) for persons with print disabilities.</p> <p>Access to e-content for educational purposes, including e-books from libraries, requires a licence from the rights holder. But Finland has developed a specific mechanism called the 'extended collective licensing' system, allowing flexible negotiation on the use of works between users and rights holders for education, research and libraries.</p> <p>NextMedia Programme – a publisher-led e-reading project, including Eliibs Library for e-books in public libraries.</p> <p>National Digital Library of Finland – project of the Ministry of Education and Culture, through the user interface Finna.</p> <p>Finnish National Electronic Library, FinELib – consortium of Finnish universities, researchers and libraries.</p> <p>Consortium for public libraries.</p> <p>Library for Visually Impaired (Celia).</p> <p>Finnish Association on Intellectual and Developmental Disabilities.</p> <p>Finnish Accessibility Guidelines for Public Libraries.</p>	<p>The key stakeholders are ministries, National Library, Central Library for Public Libraries, Library for the Visually Impaired, all library sectors, copyright organisations, writers' unions, Finnmedia, The Finnish Book Publishing Association, publishers, authors and library associations.</p>	<p>As regards e-reading, public libraries attempt to make e-reading an interesting alternative and all library users are targeted – those who already use library services (e-material are made visible in library premises) as well as those who are not active library users (media visibility – TV, press, radio, social media and the web in general).</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
FR	<p>The French Constitution (1946) states that the Nation guarantees for every child and citizen an equal access to education, lifelong learning and culture.</p> <p>The Ministry of Culture and Communication is legally responsible for making the capital works of mankind accessible to the largest number of people. It has the mission to protect and promote cultural heritage, to support the arts and develop artistic and cultural education. It also encourages the development of cultural industries and contributes to the promotion of artistic creation and cultural heritage through digital technologies.</p> <p>The law from 10 August 1981 relating to book prices, also called the Lang Law, establishes a fixed price for books. The public policy objectives under this regulation are equal access to books for everyone, the promotion of a qualitative publishing production and of the territory's cultural development.</p>	<p>VAT: in order to promote reading in the digital era, the French Government has decided to apply the same reduced VAT rate (5.5 %) to paper and digital books. Despite the recent ruling against this by the Court of Justice of the European Union, the recent announcement by the European Commission President on VAT reform gives hope for positive evolution in future.</p> <p>Copyright: there are some exceptions under French copyright law for educational purposes and accessibility for disabled people, mainly the visually impaired. France has also adapted copyright law to promote access to out of print books of the 20th century.</p> <p>The ReLIRE project aims to fight piracy and set up a high quality legitimate offer of digital books.</p> <p>There are large-scale digitisation projects with public authorities, e.g. http://gallica.bnf.fr/</p> <p>A MoU on access to e-books through public libraries was agreed in December 2014, between libraries, publishers, authors and retailers.</p> <p>The <i>Prêt numérique en bibliothèque</i> (PNB) project has been running for 2 years with some local public libraries and State support.</p>	<p>All trade actors – authors, publishers, booksellers – and non-trade actors – public libraries, non-profit organisations – are involved and discuss, together with the Ministry of Culture, the issues related to books and reading in the digital era.</p>	<p>While the promotion of reading policy developed by the French ministry of culture addresses the specific needs of different groups – among them children and young people, people in public hospitals or prisons – the promotion of reading e-books has a particular interest for people who cannot read a paper book since they are visually impaired.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
HR	<p>The Croatian government implements a Reading Strategy Promotion Plan on reading in general, but nothing explicitly on e-reading.</p> <p>The Ministry of Culture is about to carry out a Cultural Heritage Digitisation Strategy, focused on infrastructure, digital content, interoperability, e-services and competitiveness. Conditions will be created for the development of e-publishing business models that will foster production and distribution. Incentives will be given to national infrastructures for buying, borrowing and archiving e-contents in cooperation with other interested institutions.</p> <p>A national e-publishing centre is also planned, to lead the development of e-publishing, implementing and monitoring research (market, scientific) to plan and guide the development of e-publishing and e-reading policy in Croatia.</p>	<p>VAT: in order to join the EU, Croatia had to introduce 5 % VAT on printed books, which had previously been zero, and the maximum applicable rate of 25 % VAT on e-books.</p> <p>This has burdened publishers who were already struggling with declining sales of print editions, the economic crisis and adapting to new business models. The high tax on e-books does not stimulate publishers to enter the market, because instead of printing costs, the price of e-books is burdened by the tax rate.</p> <p>Since entering the EU, Croatian citizens have experienced better buying possibilities for e-books as well as other digital content.</p> <p>The first e-book store in Croatia was founded in 2010. It is called TOOK BOOK, owned by an IT company. In 2011, two large telecom companies also opened e-bookstores.</p> <p>In 2013, two large media companies, which are primarily newspaper publishers, opened internet bookstores with the aim of selling books. The current trend is opening an online bookstore and customers are definitely migrating to the online sphere.</p> <p>To date there are five specialised bookstores that sell only e-books. However, these commercial platforms offer only 800 titles, which is not enough for a viable business model. The main problem is a lack of content, or the unwillingness of publishers to enter the digital market.</p>	<p>Non-profit organisations such as Promotion of literature on new media (DPKM)</p> <p>Croatian Academic and Research Network (CARNET)</p> <p>Libraries</p> <p>Publishers</p> <p>E-bookstores</p> <p>E-libraries</p> <p>Ministry of Culture</p> <p>Ministry of Science, Education and Sports</p> <p>IT and telecommunication companies</p>	<p>Students, young people, professional groups such as researchers, libraries, translators; school children with visual/cognitive impairments</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
IT	<p>The Italian Republic supports the development of culture and the right to free expression of thought in speech, writing or any other form of communication (Constitution Arts 9 & 21). Reading is considered crucial for social cohesion, economic and social growth, and overall quality of life.</p> <p>A National Plan for the Promotion of Reading was launched in 2015 covering all forms of reading, including the digital environment. This followed the identification in 2013 of a 'reading emergency' in Italy – in terms of percentage of readers, books read and reading-related competencies. The plan aims to put in place public policies addressing all issues of reading promotion, at all institutional and governance levels, and adopts an inclusive approach through active involvement of professional associations, public service broadcasting and other organisations dealing with books and reading. Among its main goals:</p> <ul style="list-style-type: none"> - giving new value and significance to the act of reading and the role of books; - expanding the ranks of readers, attracting current non-readers; - strengthening medium and light readers' relationship with books; - improving reading facilities (public and school libraries, bookshops). <p>Six priority areas are identified:</p> <ol style="list-style-type: none"> 1. A comprehensive reading education policy, addressing the youngest, starting from 6 months-6 years and 6-11 years, continuing across standard education and training, taking advantage of technology and the internet to address young readers in innovative ways. 	<p>The National Plan for the Promotion of Reading recognises e-books and related tools and technologies as crucial for young people, as well as basic literacy related to the correct use of digital resources and innovative online projects. Schools and libraries are identified as the main agencies for reading promotion in the digital environment.</p> <p>VAT: since January 2015, VAT on e-books was reduced to 4 % by the Stability Law (Law 190/2014), stating that all publications bearing an ISBN number are to be considered books, independent of the medium, even if digital. Law 208/2015 extends the reduced VAT rate to online serials with an ISBN or ISSN number.</p> <p>A proposal for a national law on the dissemination of books in any format and for the promotion of reading was proposed on 7 August 2013 and is currently being discussed in Parliament.</p> <p>Among the many digitisation projects, the most outstanding ones are:</p> <ul style="list-style-type: none"> - InternetCulturale (www.internetculturale.it), making digital collections available via public libraries, launched by MIBACT - Directorate General for Libraries, managed by ICCU Central Institute for Union Catalogue of Italian Libraries; - LiberLiber (www.liberliber.it) offering free online access to more than 3500 complete textbooks and dozens of audiobooks. Run by a non-profit association. <p>In Italy there are two main platforms for e-lending:</p> <ul style="list-style-type: none"> - Rete Indaco (http://reteindaco.sebina.it/), run by Data Management Company, enables e-lending within its own library system; 	<ul style="list-style-type: none"> • National Centre for Books and Reading (Centro per il libro e la lettura, http://www.cepell.it) • Ministry for cultural heritage, cultural activities and Tourism (MIBACT) • Directorate General for Libraries MIBACT • ICCU, Central Institute for the Union Catalogue of Italian Libraries • Regions (20) • Agency for Digital Italy (AGID Agenzia per l'Italia Digitale, www.agid.gov.it) • The Agency is in charge of the Italian Digital Agenda • Public libraries • Italian Association of Libraries (AIB, Associazione italiana biblioteche) • Italian Publishers Association (AIE, Associazione italiana editori) • Italian Bookseller Association (ALI) • Associazione librai italiani) • Book Forum Association (Associazione Forum del Libro) and other non-profit associations 	<ul style="list-style-type: none"> • Public at large, with particular reference to 'weak readers', whose relationship with books and reading should be strengthened • Young people (this group was recently showing the highest shift away from reading) • Residents in southern regions and in small cities and suburban areas, where the book-stores and library offer is weaker • Visually impaired and blind people

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
	<p>2. Develop networks facilitating relationships and cooperation between all organisations involved in reading promotion (schools, libraries, universities, research organisations).</p> <p>3. Promote good practice, paying special attention to vulnerable groups in society.</p> <p>4. Support training for specialists in the promotion of reading enjoyment.</p> <p>5. Improve public reading libraries and school libraries.</p> <p>6. Develop an ecosystem conducive to reading as an indispensable framework for the cultural and economic growth of the country, guaranteeing every citizen the widest possible access to books.</p> <p>Data from the end of 2015 from the National Publishers Association already shows increased readership among children, one of the main targets of the National Plan, so it is already proving its effectiveness.</p> <p>Since 2003, MiBACT has made a fund available to grant support to publishing for visually impaired and blind people.</p> <p>The 20 Italian Regions develop their own reading policies, sometimes in cooperation with national and local bodies. Some regional initiatives aim to promote reading for the visually impaired and immigrant communities.</p> <p>Digital literacy policies and policies for the usability and interoperability of digital products and services are developed by the Agency for Digital Italy (AGID).</p>	<p>- Media Library Online (MLOL, www.medialibrary.it) is run by Horizons Unlimited. MLOL provides both e-lending to end-users and a digital interlibrary loan service, allowing libraries to exchange e-books across different library systems. MLOL also enables the cross-border participation of libraries to the e-lending service.</p> <p>MLOL and Rete Indaco are not interoperable, which hampers the development of a nationwide e-lending service.</p> <p>The biggest cooperative public library service is SBN, Servizio Bibliotecario Nazionale. To date, almost 6000 libraries participate, aggregated in local clusters managing automated services in connection with a central node. SBN also provides interlibrary loans. A working group will explore the feasibility of connecting the e-lending of publications in digital format to the national catalogue service.</p> <p>The project LIA (libri italiani accessibili, accessible Italian books http://www.cineca.it/it/progetti/lia-%E2%80%93libri-italiani-accessibili) coordinated by the Italian Publishers Association, makes available an online catalogue of e-books accessible for the visually impaired and the blind and aims at increasing their market availability. LIA was granted financial support by the MiBACT fund for publishing for the visually impaired and the blind.</p> <p>Among several festivals and book fairs, worth mentioning are Salone internazionale del libro di Torino (Turin International Book Fair) and Festivalletteratura (http://www.festivalletteratura.it/en).</p> <p>And as an innovative initiative for social reading, TwLetteratura (www.twletteratura.org) uses Twitter dynamics to activate communities around cultural contents, including books, plays, songs, etc.</p>		

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LT	<p>Lithuania's progress strategy 'Lithuania 2030' identifies key initiatives for change, including:</p> <ul style="list-style-type: none"> - to develop a rich cultural environment through investments in the development and integration of public participation - to facilitate cultural dynamism, particularly through international cultural exchanges and artist mobility; - to promote Lithuania domestically and internationally, focusing on digitalisation of the cultural heritage and contemporary cultural content. <p>The National Literature Programme, from 2013 until the 2020s, aims to develop reading so that readers get acquainted with the richness of national and world literature.</p> <p>Lithuania's Reading Promotion Programme was implemented in Lithuania in the period 2006-2011. Its purpose was to encourage people of all ages and social groups to read more, to develop reading skills, and to raise the prestige of reading, from which both the State and the people would benefit.</p> <p>The Lithuanian Council for Culture administers the Culture Support Fund whose resources comprise mainly State budget allocations and other lawfully acquired funds, and is dedicated to financing reading promotion projects, literature programmes and other measures.</p>	<p>The Ministry of Culture subsidises the purchase of e-books, print books and databases for Lithuanian public libraries.</p> <p>Legal Deposit legislation for electronic documents (draft 2016).</p> <p>E-lending portal (www.ibiblioteka.lt) unites more than 70 Lithuanian public, state and national libraries. The services include: intelligent (semantic) and personalised search for documents, reading, booking, rating, commenting on e-books, booking and reservation of tablets in your selected library, booking of documents in digital or paper format, etc.</p> <p>Since 2012, the Lithuanian digital library ELVIS (http://elvis.labiblioteka.lt) is available for blind and visually impaired people.</p> <p>Project <i>Libraries for Information Access for Older People</i>: the goal of the project is to create an online interactive, multimedia-based training module for older people to improve their ICT skills for better usage of e-services and electronic resources that are provided by the libraries. The module would be available in all partner languages (Lithuanian, Estonian, Latvian, Danish) and English for easier translation purposes.</p> <p>Integrated virtual cultural heritage portal: www.epaveldas.lt. This system consolidates the efforts of diverse memory institutions to achieve a common goal – providing the most possible broad access for society to the Lithuanian cultural heritage, including collections of books starting from the 16th century.</p>	<p>Ministry of Culture</p> <p>Ministry of Education and Science</p> <p>The Lithuanian Council for Culture Martynas Mažvydas National Library of Lithuania</p> <p>Children Literature Center of Martynas Mažvydas National Library of Lithuania</p> <p>Public Libraries</p> <p>Schools</p> <p>Lithuanian Library for the Blind</p> <p>Associations of Libraries</p> <p>Associations of publishers</p> <p>Non-profit, non-governmental organisations committed to the promotion of reading</p>	<p>Children</p> <p>Families</p> <p>Young people</p> <p>Disabled people</p> <p>Older people</p> <p>Students and researchers</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
LV	<p>Library Law: all libraries serving children and youth are obliged to pay particular attention to improvement of library collection and IT in order to promote reading among children and youth.</p> <p>National Culture Policy Guidelines 2014-2020: Creative Latvia: defined vision for a country with a rich and nourished heritage, a vibrant and diverse cultural life, creative people, creative industries with high export potential, and an improved quality of life.</p> <p>Libraries Development Strategy 2014-2020 (due 2015) aims to develop libraries to provide accessibility and promotion of Latvia's cultural heritage, improve literacy, support culture and education, promote the use of creative potential as well as national unity, and provide access to State and municipal e-services. Strategy talks about wide access to library collections for all, considering that the copyright regulation is harmonised with society's needs to access digitised materials, e-books and other electronic information resources for free.</p> <p>National Library of Latvia Children's Literature Centre promotes reading and library services for children; the Children and Young Adults' Jury targets children and adolescents.</p>	<p>Among general reading and access to electronic information resources, both the National Culture Policy Guidelines 2014-2020: Creative Latvia and Libraries Development Strategy 2014-2020 mention e-reading and foresee activities to solve challenges.</p> <p>Some of the planned activities include:</p> <ul style="list-style-type: none"> to initiate amendments to library law and regulation to correspond changes in library law; to initiate amendments to copyright regulation to ensure the possibility of wider access to cultural heritage in the digital era; to develop e-lending services, including development of information systems/platforms, and integration into library catalogues; to develop new library services in order to promote the use of digital collections; to develop library services by using mobile devices; to increase the acquisition of electronic publication as part of libraries' collection development. 	<p>Two main institutions are responsible (as clearly mentioned in policy documents) – the National Library of Latvia and Culture Information Systems Centre. These two involve other actors including public libraries (those having an experience in e-lending at their libraries), publishers, and library associations.</p>	<p>As wide access as possible. Children and youth are first targeted. Minorities in Latvia as well as Latvians abroad are other targets. Last but not least, people with special needs including the visually impaired and others.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
MT	Maltese Ministry of Education's national library strategy 2014-2019 includes two main policy objectives in relation to reading: bilingualism and bi-literacy (EN/MT), and promoting the primary role of classroom teaching.	Policy measures on e-reading: - digital literacy section in national strategy; - school-based support for e-learning; - support for libraries to make e-books more accessible.	Ministries of Education and Employment; Libraries Schools	Children, youth, adults, children with learning difficulties and special needs, foreign nationals
NL	Overall objective of the reading promotion policy of the Dutch Government is strengthening the reading culture. The policy focuses on stimulating reading motivation, reading skills and reading frequency through an introduction to the world of literature and books. Over time the balance between the cultural and technical aspect of reading promotion varied somewhat. Recently the Dutch Government submitted a programme to Parliament for the coordination of reading promotion and the combat of low literacy.	<p>1. Digital libraries: in 2014, the Dutch Digital Library Programme launched a new national e-book lending platform, run by Stichting Bibliotheek.nl (BNL) featuring a one copy-multiple user model. The Dutch Royal Library (KB) digitisation project offers e-books, newspapers, magazines, databases and digitised manuscripts and books from the public domain. Google has digitised 235,000 KB books. The Dutch Digital Heritage Literature Library's (DBNL) website is funded by the Dutch Language Union (NL and Flanders).</p> <p>2. Reading promotion: Dutch Reading Foundation (SL – Stichting Lezen) leads traditional reading promotion, both in Dutch and in Friesian (NL's 2nd official language). Also promotes digital reading through research, and the development of apps for children with interactivity. Also policy and programmes for visually impaired people, and media literacy online.</p> <p>3. VAT: 21 % on e-books; 6 % on paper books.</p> <p>4. Fixed book price: yes for printed books, but not for e-books.</p> <p>5. Copyright: exception for libraries for books in print, and for those who are print disabled. Unclear whether the same exception(s) apply to e-books, due to uncertainty on correct interpretation of the EU Directive on lending rights (NL courts have sent questions this year to the Court of Justice of the European Union).</p>	<p>Royal Library (Koninklijke Bibliotheek)</p> <p>Association of Public Libraries (VOB)</p> <p>Dutch Reading Foundation (Stichting Lezen)</p> <p>Media Literacy Expertise Centre</p> <p>Public broadcasting organisations</p> <p>Kennisnet (public organisation for education and ICT)</p> <p>NL Institute for Sound & Vision (audiovisual archive and museum)</p> <p>CPNB Foundation (Collective Promotion for the Dutch Book)</p>	<p>Under 18s</p> <p>Pre-school teachers</p> <p>Librarians</p> <p>Parents</p> <p>Visually impaired and others experiencing difficulties in reading (e.g. dyslexics)</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
NO	<p>Cultural policy must give all inhabitants the opportunity to participate in and experience a diverse cultural life. It also states that 'The Government will pursue a literature policy where the key objectives are to safeguard Norwegian language and literature by promoting satisfactory growth in authorship as well as accessibility for the reader.'</p> <p>Library and literature policy goals: Contribute to the strengthening of the library sector as an active conveyor of knowledge and cultural heritage, and facilitate local libraries becoming current and independent meeting places and arenas of public discourse and debate. Facilitate width, diversity and quality in Norwegian literature and accessibility for all.</p> <p>Increasing the development rate for e-books is a policy goal. The literature must reach the reader, and more platforms and opportunities means reaching more readers.</p> <p>The digital development requires changes in the tools of literature policy. The goal is to achieve diversity, width and quality in literature, and a wide dissemination thereof by way of platform-neutral tools.</p>	<p>Arts Council Norway is purchasing new titles as both paper and e-books, distributing them to the libraries for free lending. As of 2015 this applies to fiction for adults, children and youth, non-fiction for adults, children and youth, and translated titles, totalling about 850 titles, covered by 70 licences. This will be completed by January 2016.</p> <p>National Library of Norway is systematically digitising all collections. The goal is to put as much content online as possible, and Bokhylla (The Bookshelf) is key to this, with 250 000 titles by 2017 (all titles published until 2001).</p> <p>Norway's National Library strategy was launched by the Ministry of Culture and National Library in August 2015, and includes actions to contribute towards libraries purchasing e-books. (English version: http://www.nb.no/content/download/74399/513989/file/Strategy-EnglishVersion.pdf)</p> <p>Fixed pricing on new books in NO for all formats. Also enabling a commercial market for e-books.</p> <p>VAT: 25 % VAT on e-books is considered the main barrier to market. NO not under EU jurisdiction on taxation, but a lower rate would be considered to be illegal State aid due to EEA regulation. EFTA Surveillance Authority recently accepted a notification of zero-rate VAT on e-newspapers.</p> <p>Copyright: Extended Collective Licensing allows rights holders to negotiate remuneration and the use of copyright-protected works. E-books are not included as of 2016.</p> <p>Those who are print disabled may access digital audio books produced by NLB</p>	<p>The National Library</p> <p>Arts Council Norway</p> <p>Books for everyone</p> <p>Association Read!</p> <p>The Norwegian Writers' Center</p> <p>The Norwegian Institute for Children's Books</p> <p>The Norwegian Festival of Literature</p> <p>NLB – the Norwegian Library of Talking Books & Braille</p> <p>The book trade</p>	<p>No specific target population</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
PL	<p>1. National Readership Development Programme 2014-2020 (NRDP)</p> <p>Basic part: governmental Multi-Annual Programme for the years 2016-2020. Purchase of new books for school libraries (MEN). Purchase of new books for school libraries, library infrastructure</p> <p>Additional part (18 operations, including):</p> <ul style="list-style-type: none"> - MAK+ project (computer library systems); - Priority: Retro-conversion of book collections (Polish Publication Force), New Library (development of strategies for the development of libraries in Poland); - Kraszewski – computers for libraries, evaluation of the library infrastructure programme and other programmes concerning libraries; - Ministerial Programme. Promotion of literature and reading. Priority – magazines; - Competition <i>The first book of my child</i>, Sharing Literature Programme; - ACADEMICA system (Digital Rental of Scientific Publications); - Book discussion clubs; - Ministerial Programme. Promotion of literature and reading. Priority – public and social partnership (cooperation of NGOs and libraries with regard to activities for reading); - Ministerial Programme. Promotion of literature and reading. Priority – literature, 'Bookshops are very important' programme; - Ministerial Programme. Promotion of literature and reading. Priority – promotion of reading; 	<p>VAT: Poland applies a reduced rate for physical books (5%); e-books subject to 23% VAT rate, as a result of EU Directive 2006/112/EC, because they are considered a service that is delivered electronically. Polish publishers and experts consider the higher VAT a major barrier to the e-book market. In April 2013, in line with its Social Capital Development Strategy 2020, the Polish Government adopted the position that VAT on e-books should be the same as paper books (5%). A single reduced rate should be introduced in case of amendment of Directive 2006/112. However the EC has the right of initiative on this. In 2015, the Polish Minister of Culture signed an appeal to the EC for immediate amendment allowing for reduced rates of VAT on books, including e-books (also signed by FR, DE, IT).</p> <p>Fixed pricing: Draft resolution from April 2015 on printed books does not apply to e-books.</p> <p>Copyright: Polish copyright law does not regulate matters related directly to electronic books.</p> <p>E-reading promotion:</p> <ul style="list-style-type: none"> - National Readership Development Programme; - Book Institute's Programme <i>Sharing Literature</i>; - Ministerial programmes: Promotion of literature and reading – offers possibility of co-financing: e-books, audiobooks, campaigns promoting reading on the internet, cultural magazines in electronic format, digital archives. <p>E-reading platforms are being developed, including:</p> <ul style="list-style-type: none"> - National Digital Library Polona (includes around 1 million publications, including manuscripts, antique and modern maps and atlases; 	<p>1. Cultural institutions: Book Institute National Library and public libraries – polona.pl</p> <p>2. Publishers: most of the 300 major Polish publishers, including: Wydawnictwo Dolnośląskie, W.A.B., Muza, Nasza Księgarnia, Zysk i S-ka, Prószyński i S-ka, Znak, Rebis</p> <p>3. Distributors: Nexto.pl, Virtualo (subsidiary of Empik), Woblink (entity from the Znak group), Legimi, eLibri or Bezkartek.pl, Distribution Platform of Publishers</p> <p>4. Wolnelektury.pl and other websites sharing e-books (to which copyright expired)</p>	<p>The most important target groups:</p> <ul style="list-style-type: none"> - children and adolescents; - adults.

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
	<ul style="list-style-type: none"> - Promotion of libraries and achievements of NRDP, promotion of reading, studies on reading and evaluation of the NRDP programme; - 'New Polish books' – support for authors (co-financing for debut authors and creative grants for writers); - Training programme for librarians. <p>2. Social Capital Development Strategy – provides guidelines regarding the development of access to digital books.</p> <p>3. Multi-Annual Programme Culture+, Priority Digitisation for the years 2011-2015 (support for sharing digitised resources in a digital version).</p>	<ul style="list-style-type: none"> - Programme of the National Library: allowing public libraries to purchase e-books on physical media using the funds from the programme; - Preparations for building a new platform of access to books for people with disabilities (at the request of the blind community). <p>Good practices:</p> <ul style="list-style-type: none"> - departure from the practice of securities (Adobe DRM) for the benefit of the watermark security; - slow price reduction – preferred solutions: <ul style="list-style-type: none"> (1) e-book – half the price of a paper book; (2) average price of a standard e-book PLN 19.99; (3) competitiveness in the market, e.g. the creation of the Distribution Platform of (smaller) Publishers as a counterweight to large distributors. <p>Figures:</p> <p>Value of e-book market in 2013: PLN 53.7 million.</p> <p>Largest distributors: Nexto.pl, Virtualo, Woblink, Legimi, eLibri or Bezkartek.pl. Value of e-book market is around 2 % of entire Polish book market.</p> <p>National Library survey data (% of respondents):</p> <p>Using longer electronic texts (over 3 pages):</p> <p>2012: 17.5 %; 2014: 32.1 %;</p> <p>Using audiobooks: 2012: 6.2 %; 2014: 20.7 %;</p> <p>Using e-books: 2012: 7.3 %; 2014: 11.8 %;</p> <p>Structure of home book collections:</p> <ul style="list-style-type: none"> - 61 %: traditional book collections; - 16 %: no book collections; - 15 %: only textbooks and children's books; - 8 %: books, e-books and audiobooks. <p>The use of e-book and e-text readers:</p> <ul style="list-style-type: none"> - e-book reader: 2012: 2.1 %; 2014: 2.0 %; - tablet: 2012: 4.8 %; 2014: 7.6 %; - mobile phone: 2012: 7.1 %; 2014: 14 %; - PC: 2012: 40.1 %; 2014: 27.1 %; Laptop: 2012: 61.5 %; 2014: 59.5 %. 		

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
PT	Portugal does not have general policy objectives to promote reading in the digital environment, explicitly or implicitly.	<p>Some pilot programmes to encourage reading e-books, promoted by public libraries, in some Portuguese municipalities, regional cities like Oeiras (near Lisbon) and Figueira da Foz (west coast of Portugal).</p> <p>VAT: in the future, PT desires to have equal VAT for all books – currently not possible due to the VAT directive.</p> <p>Copyright: a lot of limitations and exceptions in PT law, based on public interest, especially for libraries, archives, research and educational purposes, including for public lending right. (These are the same exceptions in article 5° of the 2001 EU Information Society Directive.</p> <p>Fixed price: PT has a fixed book price for printed books.</p> <p>National Portuguese Library (Lisbon) has a digital collection, with free access by the public to books in the public domain, and a programme for people with visual impairments (books in Braille). But in 2013 there were only 453 digital books available.</p>	<p>Government</p> <p>Public libraries</p> <p>National Library</p>	People with visual impairments

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
RO	<p>Law no 186/2003 on supporting and promoting written culture comprises the measures designed to support written culture, the authorities and public institutions responsible, fund allocations and fiscal issues.</p> <p>In accordance with Law no 334 of May 2002 on libraries, public libraries offer free access to culture and information sources, and may develop cultural programmes and projects in partnership with other authorities and public institutions.</p> <p>In order to build an e-lending system, the following measures should be taken:</p> <ul style="list-style-type: none"> - changes in copyright regime allowing libraries to ensure e-lending; - e-legal deposit regulations permitting access to e-content; - drafting an e-reading project managed by National Library of Romania, as major methodological coordinator for all 40 county public libraries; - active campaign towards strengthening the understanding of libraries core mission with the publishers. 	<p>VAT: the Ministry of Culture announced plans to cut VAT on printed books and journals in 2016. Starting January 2016, a new Fiscal Code enters into force: the general VAT rate will be cut from 24 % to 20 %, and from 9 % to 5 % for printed books and journals. Reduced VAT rates did not apply to e-books, as they are an electronically provided service and were not in the list of goods and services granted this privilege.</p> <p>Fixed price: no, not in RO for books.</p> <p>Copyright: Romanian law harmonised with that of the EU.</p> <p>Acquisition of e-materials: <i>Anelis Plus</i> consortium formed in 2011 includes 80 members (universities/research institutes/ libraries). Financed by the Ministry of Education; e-books included since 2013.</p> <p>No e-lending platforms are currently available in Romanian libraries. Many Romanian publishers view library provision of e-books as a direct threat to their economic interests, and withhold library sales of electronic content. Public library laws currently offer no levers for the acquisition, dissemination, long-term storage and preservation of e-books.</p> <p>Since 2013, the National Library, with financial support from the Orange Foundation and DREAM project (Digital Resources – Easy to Access and Manage), intended to offer access to people with visual disabilities. Access devices for information and document retrieval were purchased with a view to helping people to use the computer; permanent assistance was offered for building access coordinates by means of line telephone, email, Facebook and an <i>in situ</i> helpdesk.</p>	<p>Ministry of Culture</p> <p>National Library</p> <p>Public libraries</p> <p>Library associations</p> <p>Association of authors</p>	<p>Children and youth</p> <p>Minorities</p> <p>Visually impaired</p> <p>Professional groups</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
SE	<p>National cultural policy objectives: Culture is to be a dynamic, challenging and independent force based on the freedom of expression. Everyone is to have the opportunity to participate in cultural life. Creativity, diversity and artistic quality are to be integral parts of society's development. [sub-objectives]</p> <p>National policy goals for literature and reading promotion:</p> <p>'Everyone in Sweden, regardless of background and based on each one's preconditions, shall be given the opportunity to develop a good capacity to read and have access to literature of high quality.'</p> <p>Library Act:</p> <p>A revised Library Act came into force 1 January 2014. The free-of-charge clause is now extended to include material regardless of how it is published (i.e. e-book lending is free of charge).</p> <p>The act also states that libraries should pay special attention to people with disabilities, national minorities and to people who have a mother tongue other than Swedish, by providing literature in relevant languages and in easy-to-read Swedish. Public libraries should also pay special attention to children and young people to promote their language development and stimulate reading.</p>	<p>No specific policies for promoting e-reading are included in reading promotion generally.</p> <p>Swedish Arts Council action plan for reading promotion identifies digital reading as a strategic area. Support scheme to promote quality and diversity of book publication. Support can be given for both printed and digital books. Between 2012 and 2014, the Arts Council distributed temporary support to e-book production of publishers' backlists, in order to strengthen and stimulate the domestic book market.</p> <p>National Library of Sweden pilot project to acquire and provide e-books via the national catalogue LIBRIS. SEK 2 million was allocated in 2013. Work continues in the framework of the Royal Library's mandate to develop a national library strategy.</p> <p>National Agency of Accessible Media (MTM) provides material for people with reading disabilities, in collaboration with local libraries. Also a special service for disabled university students, which allows students to download books individually. Since 2010, MTM runs an internet-based service called legimus, which connects over 300 000 registered users to accessible books and newspapers.</p> <p>Copyright law: in Sweden, copyright law permits authorised libraries and organisations to produce published books and phonograms for lending to those who are print disabled, without permission of authors and publishers. Access to e-content for educational purposes, including e-books from libraries, requires a licence. SE (like other Nordic countries) has an 'extended collective licensing' system which makes it possible to negotiate remuneration and use of copyright protected works with rights holder organisations.</p> <p>VAT: VAT on paper books is 6%; e-books carry the regular rate of 25 % in accordance with the VAT Directive. There are no fixed prices in Sweden.</p>	<p>Government</p> <p>Public libraries</p> <p>National Library</p> <p>Swedish Arts Council</p> <p>National Agency of Accessible Medias (MTM)</p> <p>Publishers</p> <p>Swedish Writers' Union</p> <p>Copyright organisations</p> <p>Swedish Association of Local Authorities and Regions</p>	<p>People with reading disabilities (via MTM).</p> <p>University and college students with disabilities.</p> <p>Children and adults:</p> <ul style="list-style-type: none"> - whose mother tongue is not Swedish; - who belong to one of national minorities; - who do not read, or read on a small scale. <p>Swedish research shows that people who already read printed books are often the same people who read e-books. That means that promoting e-reading is not necessarily the way to reach groups that do not already read.</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
SI	<p>The Librarianship Act 2001 explicitly obliges Slovenian public libraries to provide special activities for children, young people and adults in order to stimulate a reading culture, including young people and adults with special needs.</p> <p>The National Programme for Culture 2014-2017 contains many objectives and measures to increase a reading culture in Slovenia supported by public libraries:</p> <ul style="list-style-type: none"> - funding national projects which encourage reading culture for different population groups in terms of stimulating 'reading in depth'; - visiting libraries and developing a culture of buying books; - developing and spreading good practices at national and local level including family reading projects (intergenerational connection) and reading projects for people with special needs, vulnerable social groups (e.g. the Roma people), Italian and Hungarian minorities in Slovenia, etc.; - developing language ability for all linguistic groups in order to raise the reading levels. <p>Slovenian Standards for Public Libraries also define measures for developing reading culture.</p> <p>Resolution on the National Programme for Language Policy 2014-2018. Language policy is an integral part of other policies, from educational to economic and also cultural policies.</p>	<p>The Slovenian Public Libraries Development Strategy 2013-2020. This is a new legislative proposal to enable the conditions for the development of a uniform platform for e-book lending by all public libraries in the network, and to address the issues of appropriate business model and public lending right.</p> <p>Platform and e-reading promotion strategy: in 2013, the Slovenian not-for-profit publisher (Beletrina) launched a new e-lending platform called Biblos Lib in cooperation with the Slovenian Public Libraries Association.</p> <p>Platform for cross-border e-lending of books in the Italian language (MLOL) – La biblioteca digitale italiana in Istria – was launched in 2013 in cooperation with Slovenian and Croatian public libraries for the Italian minority.</p> <p>VAT on e-books: the Slovenian VAT is currently 22 %, the regular rate; reduced VAT on paper books is 8.5 %. Copyright exceptions for educational purposes exist in Slovenian law.</p> <p>Subsidies: reading promotion projects (including e-reading promotion) are mostly financed by local community, partly by the State budget.</p> <p>Platform and e-reading promotion strategy: in 2014, the Slovenian Library Association participated in EBLIDA's Europe-wide campaign, The right to e-read. SI continues to raise awareness among the public, librarians and policy-makers with regard to access to e-books and digital content. The Ministry of Culture, the National and University Library, the Slovenian Library Association and the Slovenian Public Libraries Association are also actively participating in SI copyright reform.</p>	<p>Public libraries (58), publishers, non-profit organisations, library associations, national library, professional library unions; planned to extend to school libraries and university libraries; national (shared) bibliographic system. http://www.cobiss.si/cobiss_eng.html</p>	<p>Young people, students, older people, people with visual/cognitive impairments, people with low literacy, regular library users and potential readers, minority ethnic/linguistic groups (Italian, Hungarian), Slovenian people living abroad</p>

MS	Policy objectives (all reading)	Policy measures (e-reading)	Key actors	Target groups
SK	<p>The Slovak Ministry of Culture created an Action Plan (2015-2017) in which reading promotion is a strategic policy objective. The aim is to reduce so-called secondary illiteracy – low reading competence.</p> <p>The Ministry of Culture will support programmes and projects, targeting general audiences. Specific programmes are aimed at developing so called reading with comprehension. A part of the strategy is based on supporting family reading promotion projects.</p>	<p>There is no specific copyright limitation to promote e-reading in Slovakia. On the other hand, specific policy measures for e-reading promotion have not been adopted either.</p> <p>Libraries, museums and archives and some of the institutions of the Slovak Academy of Sciences are active actors in the digitalisation of the national heritage, which is the main programme connected with the promotion of e-reading.</p> <p>Slovak Radio and Television and the Regional Library in Levoča (with a studio for audio books) are important actors in reading promotion for the visually impaired. Libraries in general develop programmes to reach out to that community of readers with special needs. They include Braille, audio and electronic materials in their library collections.</p>	<p>Promoting e-reading, if there is any, is an issue for private publishers and software producers.</p> <p>Specific activities are developed for visually impaired people through libraries and some NGOs.</p> <p>Private Newspapers SME, in co-operation with the Institute of Slovak Literature of the Slovak Academy of Sciences, launched a project Golden Fund, in which volunteers are involved in the digitalisation of classical Slovak literature. It works as a portal with free access.</p>	<p>Publishers and software producers attempt to target mainly regular readers and children and young adults.</p> <p>But e-books have not achieved high popularity in general. They are mostly used by professional groups (researchers, university teachers) or by a community of readers with special needs (visually/cognitively impaired).</p>

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