

2010-2012 Library Charter

A. The aim of the library charter

- During this cabinet period, the Minister of Education, Cultural Affairs and Science, the Provincial Governments, the municipalities and the library sector will work on a process of library innovation. The aim of this process is to gear the services of the public libraries more effectively to social and technological developments and to the needs of citizens.
- In this charter, parties will record agreements on the distribution of roles between the parties and on the aims of library innovation for the 2010-2012 period. This will increase the level of cohesion and strengthen the level of effectiveness.
- Numerous parts of the process of library innovation will be completed during the term of validity of this charter. The charter includes agreements between the parties about applying the results on a local/provincial level. In addition, parties will make agreements about the priorities for new elements to be developed.
- The various authorities will pass on these agreements to the parties in the library field for which they are responsible.
- The charter is valid for the period from 2010 to 2012.
- From 1 January 2010, there will be a new association and a library institute for public libraries. In 2010, parties will enter consultations with the association and the library institute on how to elaborate various components of this charter. The intended results will be recorded as an implementation sub-clause to this charter.

B. Considerations

Social and sector developments

- Social and technological developments are radically changing the way citizens use information and media. More and more information is being made available – not just in print but also digitally. In fact, a growing amount of information is now only available digitally (born digital). Citizens have a growing need for digital information, and this is also affecting the position of the public libraries.
- Besides the physical public library (‘a building with books, newspapers and magazines’), the digital public library is now also on the rise. The library of the future consists of two mainstays: the physical library and the digital library.
- The public library is providing new digital services and can also provide to handle existing services (for example, media lending) in digital ways.
- The digital library is under development, the digital library is being constructed on a national level, due to content-related, system-related and efficiency considerations. In addition, part of the management and maintenance is also taking place on a national level.
- Digital products and services developed and agreed by parties on a national level will then be introduced in the local/regional library organisations.
- During this period, the development of the digital library will be the main area of innovation. Innovation will also take place in the collection policy, HRM and marketing.
- The institutional embedding of the libraries is changing:
 - The hybrid umbrella VOB organisation is being broken down into an association (managed and funded by the members) and a library institute (funded by the State).
 - The bibliotheek.nl foundation will be responsible for managing and operating the national digital library.
 - There is an ongoing process of scale increases in the provincial service organisations.
 - The existence of base libraries of a particular scale will affect the support provided by the provincial service organisations.
 - These social and institutional developments will affect the division of roles among the parties involved in the library policy.

Administrative and policy-oriented framework

- This charter builds on earlier policy documents and administrative agreements:
 - Letter Chamber of Deputies 2008-2009, 28330, no. 38, dated 11 June 2009, on the development of the digital library.
 - Administrative agreements between the Department of Education, Cultural Affairs and Science, the Association of Provincial Authorities (IPO) and the Association of Municipalities (VNG), dated 16 December 2008.
 - Letter Chamber of Deputies, 2009-2010, 28330, no. 30, dated 21 October 2008, on the restructuring of public libraries.
 - Advisory opinion "Innovation with effect", dated 21 October 2008.
 - Advisory opinion library innovation 2009-2012 from the Council for Culture, dated 19 May 2008.
 - Umbrella agreement on restructuring public libraries, dated 20 December 2001, and the supplement to the agreement, dated 1 July 2004
- The points of departure for the charter are the legal framework for public libraries (Articles 11a and b of the Cultural Policy (Special-Purpose Funding) Act) and the UNESCO Public Library Manifesto, dated November 1994.

C. General basic principles

- In order to function effectively in the new framework, the roles should be distributed logically between the parties. In this context, the term "network formation" in the Cultural Policy (Special-Purpose Funding) Act (Wsc 1993) is an important legal point of application.
- The paragraphs related to network formation were incorporated into the Cultural Policy (Special-Purpose Funding) Act in the early 1990s and originate from the Welfare Act (1987). These stipulations reflect the situation in the pre-digital era, when libraries only functioned as physical amenities. The stipulations apply to the current situation only to a limited extent, because libraries now have both a physical and a digital component. The agreements in the charter give a topical interpretation to these stipulations. In the longer term, it will be necessary to amend the Cultural Policy (Special-Purpose Funding) Act.
- Parties are aiming for a situation in which the joined Dutch library organisations – base libraries, provincial service organisations and the national association – function as one sector and present themselves as such.
- Parties consider the joint collections of the Dutch public libraries, provincial service organisations and plus libraries as a single Netherlands Collection. This may be expanded in the long term by adding the university libraries and the Royal Library. This idea is the principle behind the collection policy and the design of the physical and digital infrastructure.
- The main themes that are important for this charter are: the digital library and bibliotheek.nl, the redefinition and redesign of library networks, certification and the collection policy.

D. Definition of terms

- *Base library*: an organisation with one or more branches that provides library facilities in one or more municipalities. The base library is responsible for implementing the core functions of the public libraries.
- *Netherlands Collection*: the total of physical and digital collections of public libraries, provincial service organisations, plus libraries, accessible by means of one search route and one portal.
- *Digital basic model*: the basic package of technical infrastructure and digital content and services, the minimum that every base library has at its disposal.
- *Digital library*: a public library facility that is in any case made up of the following two main components:
 - Providing central public access to structured, collected digital information in primary and processed format, regardless of time or place, and
 - Facilitating the use of physical media by digital means¹.

¹ See also the definition of a digital library in the Library Innovation Subsidy Scheme, Government Gazette 2009 no. 11112 of 22 July 2009.

- *Starting level*: minimum subsidy amount for every citizen depending on the size of the municipality, excluding costs of accommodation, as recorded in the supplement to the umbrella agreement².
- *Core functions*: 'reading and literature' (reading), 'development and education' (learning), 'knowledge and information' (informing), 'art and culture' and 'encounter and debate'. These core functions are the subject matter of local and provincial policy. The national policy focuses on the 'reading and literature', 'development and education' and 'knowledge information' functions (reading, learning and informing).
- *Provincial service organisation*: a second-line facility for libraries, funded by one or more Provincial Governments, which provides a basic package to support the base libraries in that province or provinces.
- *Principal library (in principle, the plus library)*: a library organisation that complies with the core functions and also provides added value by supplying, managing and maintaining a collection of materials on Higher Vocational and Higher Vocational+ level, and by providing expertise and services directly to its own customers and remotely to users (individuals and libraries).

E. Parties

- The parties to this charter are:
 - The Minister of Education, Cultural Affairs and Science, Dr. Ronald H.A. Plasterk.
 - The Association of Dutch Municipalities, represented by Drs. A.A.M. Brok, Chairperson of the Culture and Media delegation.
 - The Association of Provincial Authorities, represented by Drs. H. van Waveren, Chairperson of the Advisory Commission on Culture.

Are in agreement that:

1. Parties and distribution of roles

General

- The public libraries will function in a decentralised system in which the three authorities and the library sector have a common interest and a joint responsibility:
 - Local governments (Municipalities): responsible for the executive work of the physical library and the local component of the national digital library, for local networks, for their connection to provincial and national networks and for the implementation of nationally agreed innovations.
 - Provincial Governments: responsible for supporting the executive work, for provincial networks, for their connection to the national network and for supporting the implementation of nationally agreed innovations, including the digital library.
 - Central Government: responsible for the network system of the public libraries and for its consecutive system and assigned tasks, including the digital library. These tasks will be carried out by the library institute.
- Development of the digital library will be based on cooperation between the sector and Central Government. During the construction phase, the State will play a major role as stipulated in the innovation policy.
- From 2010 onward, on a national level the library sector will have a association, a library institute, the bibliotheek.nl foundation and the certification foundation.
- Parties will strive to achieve the aims of this charter insofar as they fall within their administrative domain and responsibility.
- In 2010, parties will research the current and future financial structure of the libraries on the various governmental levels. The research study will map out the existing financial flows and describe on the various governmental levels the financial effects of the process of library innovation, such as the shift from physical to digital services and certification. Based on the results of the research study, parties will be able to make agreements about the financial consequences.

² Amount derived from 2003 price level, excluding indexing.

- The library institute, the association and the bibliotheek.nl foundation will jointly draw up a collective agenda. Based on that agenda, they will work in mutual harmonisation to achieve the common goals. The agreements between the authorities in the charter will determine the content of the collective agenda in the library sector.

The three authorities

The municipalities and the base libraries

- The municipalities are responsible for the core of the library system: the local/regional base libraries. The municipalities fund the base libraries and define the level of services expected to be provided in the local library situation. At least the existing starting level will be maintained.
- Municipalities will specify the following conditions when providing a subsidy to base libraries:
 - Base libraries will take part in provincial and national networks, such as those described in the Cultural Policy (Special-Purpose Funding) Act and further specified in sub-clause 3.
 - Base libraries will work together to implement innovations agreed by parties.
 - Base libraries will be certified on the basis of new certification standards before a date yet to be decided.
 - Base libraries will provide the subsidy provider with benchmark data from the sector information system.
- Municipalities will enable libraries to switch expenditure, within certain margins from the physical collection to digital services.
- In accordance with the 2006-2009 certification standards, base libraries can deploy at least 5% of their budget for innovation.

The Provincial Governments and provincial support of the libraries

- Provincial Governments are responsible for supporting the executive libraries. The formation of provincial networks is a statutory task.
- Provincial Governments will ensure that base libraries, regardless of the province in which they are established, can rely on the same basic package of support based on provincial public resources. In addition, there will be space for specific provincial activities. The basic package is first step towards certification of the tasks specified therein.
- The basic package will in any case include the following tasks:
 - Provincial tasks related to the digital infrastructure.
 - Provincial activities for the digital products and services developed nationally.
 - Provincial innovation of the collection policy.
 - Provincial support for training courses and quality care and control.
 - Provincial support in the area of marketing.
 - The facility tasks that form the logistical infrastructure of the provincial network: physical (road transport), electronic (data transport using broadband connections).
- The development towards fewer but stronger service organisations will continue. That will make it possible to provide qualitatively better support and theme-based specialisation. Provincial service organisations will harmonise their activities with each other.
- The Provincial service organisations will provide their services according to the demand from the base libraries. This will be based on the existing provincial directors' consultation (PDO), which will be assigned an unambiguous structure and will be one of the functions of the provincial network.
- Provincial Governments will guarantee the availability of a dedicated ('plus') collection.
- When granting a subsidy to support base libraries, Provincial Governments will specify the following conditions:
 - The service organisations will take part in provincial and national networks, such as those described in sub-clause 3.
 - The service organisations will be responsible for the implementation of nationally agreed innovations.
 - The service organisations will support base libraries only if the latter have been certified according to new certification standards before a date yet to be decided.
 - The service organisations will make a clear distinction between public and private services. Both types of activities have a separate financial circuit. In that way, the libraries will know which public services they can rely upon and improper competition will be avoided.

- The service organisations will provide the subsidy provider with benchmark data from the sector information system.
- Provincial authorities will make every effort – subject to general budgetary developments and provincial considerations – to maintain the existing financial budgets for provincial support during the term of validity of the charter.
- Provincial service organisations will be deemed to be members of the association.

Central Government

- The Minister of Education, Cultural Affairs and Science is responsible for placing orders for the public library system network and for the system and assigned tasks issuing from that responsibility.
- The Minister of Education, Cultural Affairs and Science is responsible for the legal framework of the public libraries.
- The Minister of Education, Cultural Affairs and Science has the statutory responsibility to ensure that a national library network of local and provincial networks is formed, part of which includes the national digital infrastructure.
- The Minister of Education, Cultural Affairs and Science will define the tasks of the library institute and will fund the library institute. This will be based on the State's responsibility for the library system. In that context, the Minister of Education, Cultural Affairs and Science will structurally bear the costs of the bibliotheek.nl foundation insofar as this relates to the national infrastructure.
- Subject to general budgetary developments and considerations made by the Government and Parliament, the Minister of Education, Cultural Affairs and Science will strive to maintain the existing financial budgets for State activities for the libraries during the term of validity of the charter.
- After holding consultations with the VNG, the IPO, the library sector and the library institute, the Minister of Education, Cultural Affairs and Science will draw up an innovation programme for the 2010-2012 period and an annual programme and will make resources available for their implementation.
- The following are the main points in the 2010 innovation programme:
 - a structural contribution to the national, technical infrastructure of the national digital library
 - a target-oriented, temporary contribution for the further development of digital library services and products; the bibliotheek.nl foundation will submit a plan for this purpose
 - resources for the local and provincial implementation of the national digital library
 - extension of the contribution to the programme for promoting reading: The Art of Reading [Kunst van Lezen].

The national organisations

The Netherlands Institute for Public Libraries

- The Netherlands Institute for Public Libraries is responsible for the general strategic orientation regarding the library system³.
- The library institute's tasks within the system are harmonisation and coordination, education, information and reflection, the preservation of a service to people with reading disabilities and representation and promotion of the sector. In particular: the development and realisation of the digital library, the promotion of quality assurance and a system of certification, the structure and cohesion of the Netherlands Collection and the promotion of professional education and training.
- Innovation is an essential element of the library institute's tasks.
- The library institute will operate independently within the policy framework of the Minister of Education, Cultural Affairs and Science.
- The library institute has an administrative relationship with the bibliotheek.nl foundation and with the certification foundation.

³ Tasks in accordance with the statutes of the Netherlands Institute for Public Libraries Foundation dated 18 November 2009. The tasks of the library institute follow the general principles for support organisations in the cultural sectors, as recorded in the Letter of principles for the support structure, Chamber of Deputies 2004-2005, 28989, dated 28 December 2004.

The Netherlands Public Library Association

- The tasks of the association are to represent the interests of its members, the employers' association, providing services to its members, contact and information exchange.
- In particular: acting as a negotiating party, HRM, Health & Safety, marketing, joint purchasing, entering into licensing and collective contracts.

The bibliotheek.nl foundation

- The aim of the bibliotheek.nl foundation is to maintain the national library on the Internet by implementing the following tasks⁴:
 - developing, operating and maintaining a national portal for the presentation of the public library on the Internet
 - developing and maintaining the joint information infrastructure for the digital library
 - developing, acquiring and maintaining digital products and services and their content
 - maintaining and stimulating cooperation with parties in the public libraries and with other organisations and institutions in the library, culture, media and education sectors in the broadest sense and with third parties.
- The Board of the bibliotheek.nl foundation consists of five members. Two of these members are appointed by the Board of the Netherlands Institute for Public Libraries, two members are appointed by the Board of the Netherlands Public Library Association and one member is appointed to the position of chairperson on the joint recommendation of the Board of the Netherlands Institute for Public Libraries and the Board of the Netherlands Public Library Association.

The Netherlands Institute for Public Library Certification

- The certification foundation develops and monitors quality standards and tests the quality of library organisations against these standards.
- The quality and uniformity of the services are part of the domain of the library sector and municipalities. Central Government is involved as part of its responsibility for way the library system functions.
- The structure of the existing certification foundation will be adapted to the above.
- The Board of the certification foundation consists of five members. Two members will be nominated by the Association of Dutch Municipalities (VNG), two members by the Board of the Netherlands Public Library Association and one member at the recommendation of the Board of the Netherlands Institute for Public Libraries. The Board will appoint a chairperson from among its members.
- In the certification foundation, there will be a strict division of responsibilities and competencies between the Board and the executive staff.
- In the event that provincial service organisations are also certified, this level will also be represented on the Board.

2. Agreements on specific subjects

The digital library and bibliotheek.nl

- In the digital library, a distinction is made between the technical infrastructure and the content.
- The Central Government will be responsible for the national technical infrastructure and will grant a structural subsidy to the bibliotheek.nl foundation for this purpose.
- The library sector will be responsible for the content.
- The national digital library, as designed in bibliotheek.nl, will be an integral part of the operational management of each individual public library.
- The provincial service organisations will support the implementation of the digital library.
- The basic model of the digital library, including the technical infrastructure and the content package is described in Appendix 1.

⁴ Tasks in accordance with the statutes of the bibliotheek.nl foundation, dated 18 November 2009.

Implementation of the digital library

- The national innovation programme will provide resources for local and provincial implementation of the national digital library.
- During the implementation process, the focus will be on the national development of functionalities for bibliotheek.nl that can be used locally.
- Local libraries can be eligible for technical support when adapting their websites to the new infrastructure.
- Provincial service organisations will be given the capacity to initiate target-oriented training procedures for local support.
- In 2010, an amount of €3.5m will be made available for local and provincial implementation of the digital library.⁵

Redefinition of library components in the Cultural Policy (Special-Purpose Funding) Act

- Parties note that, in practice, the concepts of "network" and "interlibrary loan and document delivery services" in the Cultural Policy (Special-Purpose Funding) Act comprise a physical and a digital component.
- The digital component is under development and has the following functions:
 - to link the physical and digital collections of all Dutch libraries and other sources relevant to users inside and outside the Netherlands to form one national, easily accessible public collection
 - to make the national public library collection accessible to the various interest groups and promote accessibility of the collection through the websites of individual libraries
 - to develop and maintain standards for the participation of individual libraries and the quality of services of cooperative partners.
- During the term of validity of this charter, an amendment to the Cultural Policy (Special-Purpose Funding) Act will be drawn up to redefine the functions of the library network and the interlibrary loan and document delivery services.

Certification

- In 2010, the certification standards will be updated and redefined. The new standards include requirements for the participation of base libraries in the digital public library. The basic principle is a uniform basic package and facultative additional components.
- If a certified base library continues to provide its services unchanged in 2010, this library will also be deemed to be certified in 2010.
- Definition of the basic package of services for provincial service organisations is an incentive to stimulate certification of the PSO's.
- To stimulate the development of quality assurance, during the period of validity of this charter the Minister of Education, Cultural Affairs and Science will continue to fund the certification foundation on the existing basis. That is to say, the Minister of Education, Cultural Affairs and Science will make a contribution towards developing and updating the certification standards, for the central organisation of the instrument and for the execution of audits. After 2012, the costs for audits will be charged to the sector.

Collection policy

- The basic principle for the collection policy is the "Netherlands Collection" concept.
- The collection has a physical and a digital component.
- The local, provincial and national level are each responsible in their own domain for part of the collection policy. They will implement this policy in close cooperation with each other.
- The interlibrary loan and document delivery services are an integral part of the collection policy. The interlibrary loan and document delivery services are facilitated through the digital library and work with one catalogue and one uniform system for searching, reservations and ordering.
- The current distribution of responsibilities is specified in Appendix 2.
- In 2010, the library institute will draw up an integral plan for the physical and digital collection policy in consultation with the relevant parties.

⁵ Of which €1.5m is from 2009 en €2m is from the 2010 innovation budget.

Innovation networks

- In response to the "Innovation with effect" advisory opinion, it was decided to design innovation networks⁶. These are aimed at mobilising the innovative strength of the field and pointing it in the right direction.
- In 2010, the library institute will draw up a plan for the design and configuration of innovation networks in dialogue with the association and the provincial service organisations.

Information exchange

- The library organisations perform their tasks with public resources and are accountable to their subsidy providers for their activities and results.
- Parties are of the opinion that information that is collected in the framework of the sector information system must be available in the library system for public parties (from 2010).
- Parties will exchange sector and policy information with each other and will draw up a protocol for this purpose.

3. Final stipulations

- Parties will monitor the implementation of the agreements in this charter. Half-way through the term of validity, parties will hold progress discussions, after which the results will be evaluated.
- Interim agreements between parties can be added to this charter.
- The text of this charter and the corresponding appendices will be published in the Government Gazette.

The Minister of Education, Cultural Affairs and Science,

dr. Ronald H.A. Plasterk

The Association of Dutch Municipalities,

Drs. A.A.M. Brok, Chairperson of the Culture and Media delegation

The Association of Provincial Authorities,

Drs. H. van Waveren, Chairperson of the Advisory Commission on Culture

The Hague, 17 December 2009

⁶ Agreements resulting from the "Innovation with effect" advisory opinion, dated 21 October 2008, from the Advisory Committee on Library Innovation.

Appendix 1

Basic model for the digital library

Content		Manifestation	Explanation
			<ul style="list-style-type: none"> Continued funding of content by the sector. Contribution to sector in 2010 €0.22 per inhabitant in coverage area. Total in 2010: €3.6m
1. Information function		Al@din	Remodelled version
2. Digital content		<ul style="list-style-type: none"> Reviews Education Extracts Encyclopaedia History Dictionaries Newspaper database Magazine database Consumer information News 	<ul style="list-style-type: none"> NBD/Biblion LiteRom KHA Van Dale Lexicography LexisNexis
3. Digital promotion collection youth		Reading forum	Developed version
4. Digital promotion collection adults		Literature forum	Developed version
5. Online advice about the collection			
Technical infrastructure			
			<ul style="list-style-type: none"> Continued funding of the national technical infrastructure by the State. Contribution in 2010: €2m
1. Presentation		<ul style="list-style-type: none"> National portal My menu 	
2. Searching	<ul style="list-style-type: none"> Catalogue Information Visibility 		
3. Finding	<ul style="list-style-type: none"> Catalogue Personalisation 	<ul style="list-style-type: none"> Develop Search & Reserve (Successor to) Aquabrowser 	
4. Ordering	<ul style="list-style-type: none"> Online membership service One order system Tracking/tracing Shopping cart 		
5. Delivery		Systems for: <ul style="list-style-type: none"> Payment Logistics 	
6. Customer orientation		Systems for: <ul style="list-style-type: none"> Customer processes Market orientation 	Data warehouse
Budget Bibliotheek.nl 2010			€5.6m

Explanation

- The following main configuration applies: the sector is responsible for the digital content, the State for the national technical infrastructure. While the digital library is being constructed, deviations may occur.
- Based on an evaluation of existing digital products and services, it will be decided which components will be continued, terminated or adapted and which components are part of the national technical infrastructure funded by the Department of Education, Cultural Affairs and Science.

- The basic model may be further expanded in the future. This might include products and services such as 'Youth Library', 'Music Web' and 'Schoolbieb.nl'. Detailed agreements can be made at the appropriate times.
- Contribution by the State in accordance with the Education, Cultural Affairs and Science subsidy decision to the Bibliotheek.nl Foundation, dated 29 November 2009.

Appendix 2

Distribution of responsibilities for the collection policy

Governance layer	Tasks	Collection type	Collection level
Local			
Municipalities	Subsidy provision for executive work carried out by base libraries	Collection geared to the local and regional socio-economic structure	
Local and regional base libraries	Executive work and mutual harmonisation	Basic collection	Higher General Secondary level (HAVO)/Pre-University level (VWO)/ Intermediate Vocational level (MBO2)
Provincial			
Provincial Governments	Subsidy provision for: <ul style="list-style-type: none"> • Harmonisation within the Provincial Government • Harmonisation between the Provincial and Central Governments • Executive tasks of 'plus' libraries 		
Provincial Service organisations	Support		
'Plus' libraries	Executive tasks and harmonisation	Dedicated 'plus' collection	Higher Vocational/Higher Vocational+
National			
State	Subsidy provision to the Library institute and to bibliotheek.nl		
Library institute	<ul style="list-style-type: none"> • Develop a vision • Supra-provincial coordination and harmonisation • Structure of the Netherlands Collection 		
Association	Select the content for the digital library	Digital library content	
Royal Library		National collection	Third-level education
University libraries		University collections	Third-level education
Bibliotheek.nl	<ul style="list-style-type: none"> • Manage and operate the digital library • Provide access to the digital and physical collection 	National digital library with basic content	
Netherlands Collection			

Explanation

- A base library has a collection that at least corresponds with a level of education that leads to a start qualification for the labour market.
 - The collections of libraries of Higher Vocational institutes are not counted as part of the Netherlands Collection because they are not generally accessible.
- The library institute researches the usefulness of and the need for exchange and background collections in the provincial collection policy.