Report to/Rapport au :

OTTAWA PUBLIC LIBRARY BOARD
CONSEIL D'ADMINISTRATION DE LA BIBLIOTHÈQUE PUBLIQUE D'OTTAWA

April 14, 2014
Le 14 avril 2014

Submitted by/Soumis par :
Monique Brûlé, Manager, Collection Management /
Chef de service, Gestion des collections

Contact Person / Personne ressource:
Brenda Roberts (613) 580-2424 x 32295, (Brenda.roberts@biblioottawalibrary.ca)

Ref N°: OPLB-2014-0042

SUBJECT: Collection Management Framework 2014-2016

OBJET :   Cadre de gestion des collections 2014-2016

REPORT RECOMMENDATION

That the Ottawa Public Library Board approve the *Collection Management Framework 2014-2016*.

RECOMMANDATION DU RAPPORT

Que le C.A. de la Bibliothèque publique d'Ottawa approuve le cadre de gestion des collections de 2014-2016.

BACKGROUND

The *Collection Development Strategy 2009-2013* was approved by the Board and served as the framework by which Collection Management invested the Ottawa Public Library's annual materials budget. The 2014 materials budget is $4,882,000.

OTTAWA PUBLIC LIBRARY BOARD   **2**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

The landscape in which collections are selected, acquired, catalogued, and processed has changed significantly, primarily because of the digitization of material, from downloadable music and books to streaming audio-visual content.

When comparing Ottawa with other municipalities, the Ontario Municipal Benchmarking Initiative (OMBI) 2012 results show that OPL attained the following ranking among nine participating Ontario libraries of various sizes:

- 2nd highest electronic library uses per capita @ 15.6
- 2nd of nine highest annual library uses per capita @ 34.9
- 7th of nine highest number of holdings per capita @ 2.5

While use of both print and electronic materials at OPL is well <u>above</u> the average for Ontario libraries, OPL's materials budget per capita remains well <u>below</u> the average cost in *per capita* investment. For the third year in a row, OPL continues to do more with less in terms of effective investment of the public purse.

The purpose of the *Collection Management Framework 2014-2016* ("the Framework") is to strike a balance between two objectives:

- Ensuring that OPL's collection remains relevant and easily accessible to all customers, and;
- Optimizing the opportunities that accompany the digital shift while maintaining responsible control of budgets and data.

The *Collection Management Framework 2014-2016* will support OPL's customers in enriching their personal, professional, and civic lives through equitable access to information, resources, and ideas in a trusted, bilingual, physical, and virtual setting, and in a sustainable, cost efficient, and optimal manner.

<u>DISCUSSION</u>

Digital content has been available to consumers for more than a decade but the digital shift truly entered popular consciousness in 2009, when the availability of digital content converged with increasingly accessible mobile technology and eBook readers to create a tipping point in the market.

OTTAWA PUBLIC LIBRARY BOARD   **3**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

Publishing industry upheavals resulting from the digital shift now allow content providers and their digital licensing intermediaries to exert increasing control over access to content. This challenges OPL's capacity to meet customer expectations since it directly impacts OPL's ability to control its budgets and responsibly invest public funds.

OPL is now at a pivotal point on the continuum between print and audiovisual content in physical formats and digital content in virtual formats.

Successful negotiation of this transitional phase requires a balance between two seemingly contradictory objectives: the need for stability and the requirement for adaptability. This is not an either/or proposition. Rather, it is essential to maintain a balance between the two objectives.

Two 2013 initiatives help to lay the groundwork for developing the Framework :

- The *Library of the Future / Imagine* campaign results support the public's preference for a balanced, transitional approach to bridging digital and physical collections.
- Delegated authority confirms spending up to annual amounts in operating and capital materials budget. This will expedite timely implementation of strategic shifts in order to meet customer expectations.

The *Collection Management Framework 2014-2016* provides guiding principles and tools to ensure that OPL both meets the challenges and optimizes the opportunities of the digital shift. The principles and tools within the *Framework* balance customer service with financial accountability across all facets of selection, acquisition, collection access, and the provision of branch guidance in collection maintenance. This better allows OPL to manage, meet, and exceed both external and internal customer expectations throughout the digital shift.

In conjunction with OPL's mission and values, the following guiding principles inform the *Collection Management Framework 2014-2016* (see also the Appendix for a visual summary).

1. **Responsive Collections → Community Driven**

    In pursuit of OPL's mission, the collections support the interests and needs of people of all ages starting with early literacy and including children, teens, and adults, in both English and French. As a community and tax-supported

OTTAWA PUBLIC LIBRARY BOARD   **4**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

organization, OPL is committed to providing equitable access to its collection to all of the citizens of Ottawa.

Tools: Materials selection criteria including:

- Commitment to intellectual freedom and diversity articulated in the Canadian and Ontario Library Associations' statements of intellectual freedom.
- Provisions for digital collections and selection that integrate emerging formats and communication technologies wherever appropriate and economically feasible.

Table 1 - Materials Selection Criteria

Criterion	Definition
Demand	Customer demand and anticipated demand
Quality	Attention of critics and reviewers, award winners, or inclusion in bibliographies; Literary merit and contribution to the field of knowledge; Reputation or authority of the author, creator, or publisher; Quality of writing, production, and illustration.
Subject matter	Significance, timeliness, or permanence of subject matter; Representation of diverse points of view; Relationship to the existing collection; Importance of subject matter in relation to community needs; Canadian content.
Audience	Relevance to early literacy, responsive to school age and teen interest, and scholastic support and enrichment; Suitability of subject and style for intended audience.
Availability and Access	Availability of content through the internet, subscription databases, or other means; Suitability of format for library use; Availability of materials through other libraries or institutions; Copyright issues and the availability of public performance rights; Ease of use and remote access potential; Hardware, software, networking, and storage requirements; Licensing requirements; Long term availability and perpetual access rights.
Price	Purchase price and other budgetary considerations; Comparison of content and cost with other available formats.

OTTAWA PUBLIC LIBRARY BOARD   **5**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

2. **Balanced Selection → Customer Driven**

   This guiding principle aims to build eCollections while maintaining robust collections in physical formats.

   Tools: Use of targets (minimum and/or maximum) to reflect customer preference for a balanced collection and to mitigate the risks associated with current uncertainty in the publishing industry. Recommended targets will be approved annually by the CEO within the context of the delegated authority.

   This includes **targets** for :
   - Youth (Juvenile and Teen) material budgets to reflect OPL's commitment to young people and families as the foundation of our long-term growth.
   - Reflecting OPL's position as the largest bilingual (English and French) public library system in North America, French language material will not fall below a minimum proportion defined as the highest percentage of the following four data sets: mother tongue, home language, first official language spoken (provided by Statistics Canada) and the new inclusive definition of a Francophone (provided by the Office of Francophone Affairs and introduced by the Government of Ontario in June 2009).
   - Material in languages other than English or French is collected to meet the needs of a diverse population. The focus is on material in languages that serve new immigrants to Ottawa when, per the current Canadian Census, more than 2,000 speak the language at home.
   - eBook collection growth is based on the current proportion of eBook circulation, relative to overall collection use, and a base budget for the renewal of expired licenses. This will allow OPL to maintain a strong core collection and purchase new material.

3. **Responsible Investment → Evidence Driven**

   As part of the customer service lens, this guiding principle emphasizes fiduciary responsibility with respect to the investment of the public's funds

   Tools: Incorporate evidence-based investment and evaluation tools at shorter intervals:

OTTAWA PUBLIC LIBRARY BOARD   **6**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

- Shift the strategic review and alignment of the Collection Management Framework from five to three year intervals.
- Incorporate Key Performance Indicators such as turnover rates and demographic data from *Environics Analytics* to monitor pressures/trends and to project corresponding objectives when conducting the annual budget review.
- Use internal tools, e.g. Collection Management's Integrated evaluation tool and cost-benefit analysis to document that content/service providers meet OPL standards.

4. **Continuous Improvement → Relationship Driven**

This guiding principle aims to enhance and extend both internal and external relationships.

Tools: Model a collaborative and proactive approach to connect, communicate, and create options for customers and branch employees.

- Improve the suggestion to purchase experience.
- Reflect OPL's shift to outreach with a project-oriented approach, allowing employees to continually build a reciprocal knowledge base to the benefit of all customers.
- Continuously improve channels to receive feedback from customers and employees around issues and suggestions to improve OPL's collection.
- Improve the discoverability of the collection by optimizing access and materials description, and by using social media via regular blogging on *Bibliocommons* and other websites to promote OPL's collections.
- Offer continuous training opportunities to employees to enhance their knowledge of publication trends, collection development, and collection access.

This revitalized Collection Management Framework will guide OPL in the selection and development of its digital and physical collections for the next three years based on the following guiding principles: responsiveness to the community, a balanced and customer-driven approach to selection, responsible and evidenced-based investment, and continuous improvements based on solid relationships.

OTTAWA PUBLIC LIBRARY BOARD   **7**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
    Le 14 avril 2014

Reducing the review period of the framework from a five to a three-year period and adding flexibility with the adoption of guiding principles will allow OPL to better respond to the changing expectations of customers in a rapidly changing technological environment.

CONSULTATION

- OPL's management team and Content Services employees were consulted on an individual basis as well as through a facilitated session on the implications of eBooks.
- Comments, queries, and feedback from the *Imagine Campaign* were reviewed.
- Best practices across North American public libraries were reviewed.

LEGAL IMPLICATIONS

There are no legal implications.

RISK MANAGEMENT IMPLICATIONS

There are no risk management implications associated with this report.

ACCESSIBILITY IMPACTS

AODA compliance measures are integrated into collection management practices.

TECHNOLOGY IMPACTS

There are no technology implications associated with this report.

FINANCIAL IMPLICATIONS

The Collection Management Framework 2014-2016 will drive annual review of materials budget investments which will be brought forward in the annual budget approval cycle.

BOARD PRIORITIES

The report aligns with OPL Board's Strategic Direction A: Services that are relevant, accessible, and customer centric.

SUPPORTING DOCUMENTATION

1. Collection Development Strategy, 2009-2013
2. OPL Strategic Plan 2012-2015
3. Board Report OPLB-2013-0075. Delegation of Authority Policy. July 8, 2013
4. Board Report OPLB-2013-0098. *Library of the Future Project: Preliminary Report on the Imagine Campaign.* October 15, 2013

APPENDIX

Appendix 1: Collection Management Framework - Guiding Principles at a Glance

Appendix 2: Consumer Eagle - The Rise of E-Books and a Shrinking Library Catalog, http://www.consumereagle.com/2014/04/07/the-rise-of-e-books-and-a-shrinking-library-catalog/

DISPOSITION

Upon approval, the *Collection Management Framework 2014-2016* will be implemented in April 2014. OPL's website will be updated to include the revised Materials Selection Criteria.

OTTAWA PUBLIC LIBRARY BOARD   **9**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

APPENDIX 1 – Guiding Principles at a Glance

Collection Management Framework 2014-2016
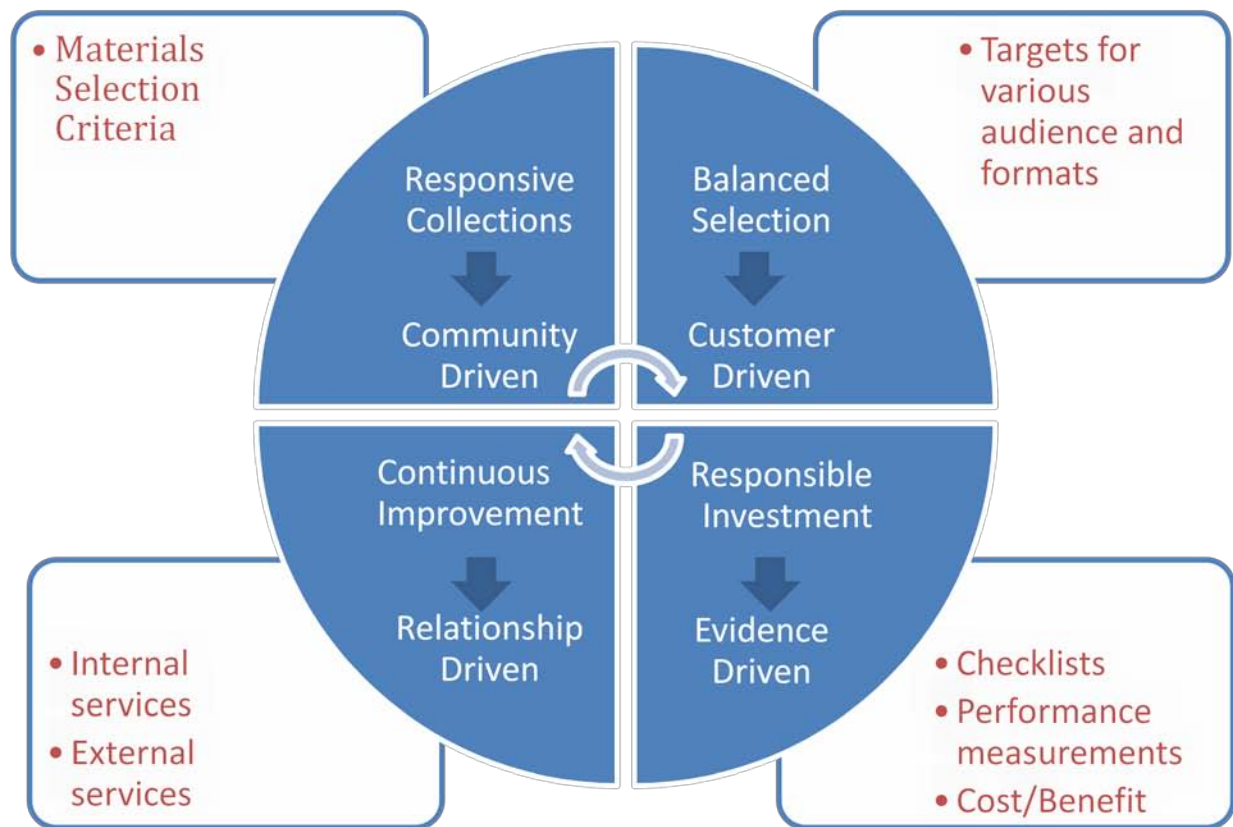
Collection Management Framework 2014-2016

APPENDIX 2 – Consumer Eagle - The Rise of E-Books and a Shrinking Library Catalog

The Rise of E-Books and a Shrinking Library Catalog

Source: Consumer Eagle
By: Kate Rosow Chrisman
Date: Monday April 7, 2014
Link: http://www.consumereagle.com/2014/04/07/the-rise-of-e-books-and-a-shrinking-library-catalog/

E-reading is on the rise, according to a January report by the Pew Internet project. Fully 50 percent of adults own a tablet or e-reader, and two out of five public libraries lend e-readers. But while libraries own their e-readers, the same can't be said of the digital books on their virtual shelves. As a result, library patrons face long wait times to borrow what are essentially collections of bits and bytes.

Most local libraries purchase licensing agreements to e-books through a distributor. The purchasing agreements typically stipulate a time frame or number of uses. For example, a book may only be loaned out 26 times or for one year before it disappears from the library's catalog. Often, the prices for these books are unreasonably high, according to James LaRue, CEO of LaRue Associates and former director of the Douglas County Library outside of Denver, Colo.

For a new bestseller, "You can buy [the print edition] as a consumer for $12.99, you can buy it for $9.99 as an e-book, but [publishers] are charging libraries for $84 for that book and only one person can use it at a time," said LaRue.

For consumers, the hidden relationship between library and publisher is having a direct impact on access to materials. Avid reader Hilary Kennedy uses her local Washington, D.C. library to borrow e-books. "The wait list [for e-books] is ridiculously frustrating, because often the queue is 142 people long. It doesn't make sense, because it's a virtual book and the technology is there to distribute it to everyone," she said. Moreover, it's "aggravating when the library doesn't have the e-book at all," she said.

The solution might seem intuitive, but the issue is hardly straightforward, says Barbara Stripling, president of the American Library Association (ALA), which promotes libraries and the librarian profession. "If we want to make an e-book available to multiple users, we need to buy multiple licenses." Stripling says that the public doesn't understand the paradigm shift from print to digital books. "They understood when it was a print book

and they had to be on a waiting list. They don't understand an e-book waiting list," she said.

The waiting list – and the pricing model – stem from publishing house fears that freely and frequently loaned e-books will zap consumer demand to purchase books. Traditional library lending required the physical presence of the borrower, said Andi Sporkin, the vice president of communications for the Association of American Publishers (AAP), the publishing industry's trade association. Digital lending removes that access barrier. "If you play out the scenario to the extreme, a library with an unlimited arrangement with an e-format book would be able to provide it to anyone, multiple copies at a time, and not require anyone to physically check it out," Sporkin said.

Sporkin says that the disruption to traditional lending "requires new rules and new structure to ensure that the people who created that book are fairly compensated."

It appears that the e-book industry is thriving, despite concerns about libraries' digital collections. According to AAP statistics released in early April, adult e-book sales accounted for $1.3 billion in revenue in 2013. Moreover, a 2012 Pew study found that 61% of e-book readers prefer to buy copies of their books, compared to 54% of print readers.

LaRue says the publishing industry holds the "mistaken belief that we are stealing sales." Instead, he says the big publishers are pushing the industry towards smaller, independent publishers and self-published authors. Libraries that sidestep distributors increasingly have deals with the smaller and self-published authors, he said. The pricing model used by big publishers is creating the unintended consequence of libraries "moving upstream and getting a lot closer to the content creators," said LaRue.

Seeds of discontent

In 2010, when e-reading began to increase in popularity, a war was brewing between publishers and libraries over the new format. Libraries wanted easier and cheaper access to e-books, while publishers were concerned over distribution, piracy, and pricing models.

Today, the big five publishers – Penguin Random House, Simon & Schuster, McMillan, Hachette, and HarperCollins – now provide e-books to libraries through licensing

OTTAWA PUBLIC LIBRARY BOARD   **12**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

agreements, a stark change from a few years ago when only two of the then-six publishers had deals with public libraries. Still, the sales model for e-books is fundamentally different than that for printed books: the library doesn't own the digital content.

According to AAP, the industry was demonized for not dealing with the libraries in a more unified front. "There was this conventional wisdom that publishers en masse should come up with a universal way to work with community libraries to be able to create a single e-lending model," said Sporkin. She cites antitrust law, which prohibits publishers to agree upon industry-wide pricing, as a roadblock.

Still, libraries were often cut out of the game entirely, with the large publishers either not selling to libraries or pricing libraries out of the market, says Stripling. "The situation at that point was that none of the big six publishers were allowing libraries to buy at fair price," she said.

Disrupting the balance of power

Technological changes are challenging the existing power structure, says LaRue, but that isn't a reason for publishers to be wary of libraries. "Every single study found [that] if you are a power library user, you come more than once a month, you buy one e-book for every two you borrow," he said.

Stripling pointed to the important role libraries have in helping readers discover new authors, and the risk libraries take by purchasing new titles. Some books have local readers lining up, while others never get loaned out, she said. But that the library pays for the book regardless, she said.

The past three years have seen higher numbers of e-books sold to libraries, Stripling said. The ALA is making "great strides in making sure our libraries can purchase e-books at a fair price," she said.

For some, the issue remains far from resolved. The Douglas County Libraries system in Colorado's latest report on book pricing shows the average price for the top 15 New York Times fiction e-books is $47.30 compared to an average of $13.00 for the same books sold to libraries as print copies. The higher prices are "reducing the purchasing power of libraries, because we can't buy as many copies," said LaRue.

OTTAWA PUBLIC LIBRARY BOARD   **13**   **CONSEIL DE LA BIBLIOTHÈQUE**
REPORT OPLB-2014-0042   **PUBLIQUE D'OTTAWA**
April 14, 2014   **RAPPORT OPLB-2014-0042**
Le 14 avril 2014

While libraries and publishers have arrived at a détente, the issue still impacts the availability of books at local libraries. Higher prices for e-books leave less money for traditional print copies – one copy of an e-book could buy up to nine copies of a print book, according to LaRue – and the purpose of a library is to give readers access to content they want. How agreements ultimately shake out between publishers and libraries will have a significant impact on the number of e-books and print books available in local libraries, as well as on independent publishers who may increasingly eat up market share if they are willing to provide e-books at a lower cost.