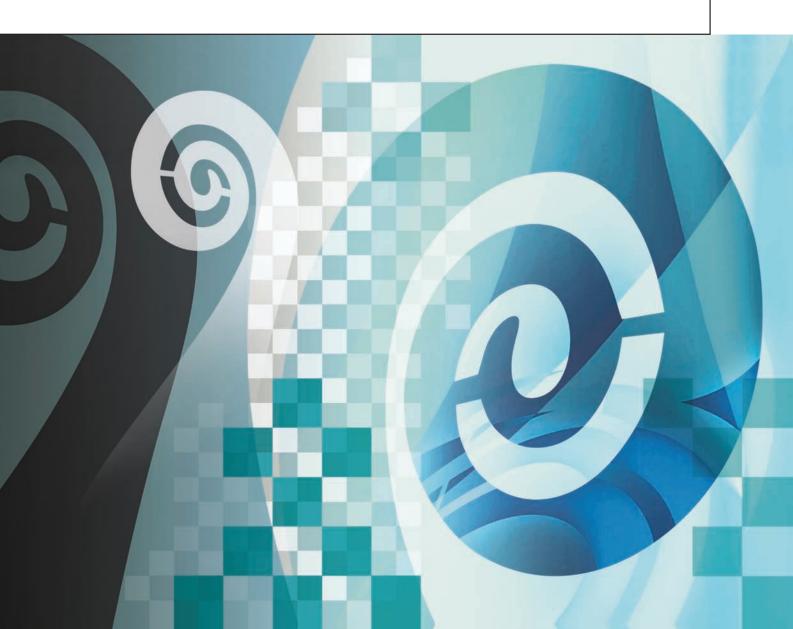Summary in English: Report No. 24 (2008–2009) to the Storting

National Strategy for Digital Preservation and Dissemination of Cultural Heritage

NORWEGIAN MINISTRY OF CULTURE

National Strategy for Digital Preservation and Dissemination of Cultural Heritage

Norway – general facts

Population: 4 858 200 (2010)
Area: 384 802 sq km
GDP per capita: NOK 498 750 (2010)
Government: Constitutional monarchy with a parliamentary system of governance. State power is formally distributed between three institutions: The Storting (the legislative power), the Government (the executive power), and the Courts (the judicial power).
Political parties: Representative democracy and a multi-dimensional party system. The present coalition government consists of the Labour Party, the Centre Party and the Socialist Left Party.
Local government: Norway is divided into 19 counties and 430 municipalities. The powers of the counties and municipal councils for self-government have been delegated from the State, and are set out in legislation. The State is directly represented at a local level through the County Governors' Offices.

Preface

This is a translation of a summarised version of Report No. 24 (2008–2009) to the Storting, *National Strategy for Digital Preservation and Dissemination of Cultural Heritage*. The report was submitted to the Storting on 17 April 2009. The original report contained a broad description of the current state of the production of digital content and development of digital services related to the cultural diversity in Norway. This status report provides a glimpse of a very rich diversity of collections and shows that in each sector in the areas of archives, libraries and museums there is already work on various digitisation initiatives. That detailed description is not included in this version, in part because it would lead too far afield, and in part because the field continues to evolve, which means status reports have a short shelf-life. Instead, in this version the emphasis is on accentuating the Government's objectives and visions for the field and highlighting the specific actions the Government will take to bolster digitisation efforts in Norway. The report contains a strategy for coordinating efforts for digital protection and long-term storage of collections to make them digitally accessible in a user-friendly way. These measures must comply with legal frameworks, including copyright and privacy legislation.

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Summary in English:
Report No. 24 (2008–2009) to the Storting

1 Background

The collections in the country's archives, libraries and museums represent an essential resource for research, teaching and cultural and social development. Because they represent our history, culture and identity as the basis for ongoing interpretation and understanding, the sources of culture and knowledge found in archives, libraries and museums serve to anchor this social development and provide it with new possibilities. For that reason, it is essential for our common shaping of Norwegian society that we protect these sources and give the populace democratic access to them.

Developments in information and communication technology (ICT) make possible far wider and interdisciplinary access to the material for greater portions of the population than previously. Changes in people's behaviour as users of ICT make the material a vital resource for social development.

The vision of the Government's ICT policy in the area of culture is to make as much as possible of the collections in our archives, libraries and museums accessible to as many as possible through future-oriented technological solutions. The collections must be searchable and accessible across the entire archive-library-museum (ALM) field, and the content disseminated in a user-oriented manner.

The report describes a strategy for preserving cultural heritage and realising the vision of the best possible access to that cultural heritage by as many people as possible. This involves implementing or supporting ongoing measures for digital preservation, making accessible and mediating the collections of archives, libraries and museums. These measures will also include coordination and solutions shared by the entire ALM field.

Intellectual property and other cultural products can be created, stored and distributed in digital form. Use of ICT in the cultural field yields advantages and poses challenges, as we know, for example, from the film and music industry. However, the commercial distribution of cultural products using ICT is not the topic of this report.

The focus on digitising is part of the Government's efforts to meet the objectives of the Cultural Endeavour. One of the objectives is the escalation of grants for cultural purposes so that they account for 1 per cent of expenditure in the National Budget by 2014.

In Report No. 17 (2006–2007) to the Storting, *An Information Society for All* (the ICT Report) the Government sets forth a goal whereby everyone should be able to participate in the information society. Access to and use of ICT in a rapidly changing society is a tool for maintaining and enhancing

fundamental democratic principles such as participation and inclusion.

The social importance of ICT in the service of the community has been expressed in Report No. 17 (2006–200/), *An Information Society for All* (the ICT Report), p. 25, through the concept of the *digital commons*:

> In Norway and in Norwegian culture there is a time-honoured tradition for exercising rights to an «*almenning*» (literally, «owned by all, as in commons») … The Government regards the establishment and furtherance of digital «commons» as a challenge; as a means of promoting a unique trait in Norwegian culture and a project to bring a Norwegian social perspective and sense of the collective into the digital age. The «digital commons» should be as extensive as possible and contain information and material of a high standard. In the «commons» the users' needs take centre stage. There should be the opportunity for digital re-use for non-commercial ends, while use of the «digital commons» should be free of charge for individual users. Naturally it is a precondition that the content of the «digital commons» is not made available without the consent of the rights holder.

The use of digital technology as a targeted instrument for making cultural heritage material more readily and more widely accessible to the country's inhabitants may lend further substance to the goal of all inhabitants having easy access to relevant and necessary information in various contexts. Cultural heritage material may help us to understand the various facets of societal development. It may provide contextual depth to the way we understand ourselves, giving us knowledge of and insight into differences and similarities, power and powerlessness, centre and periphery, in relation to geographical, social, religious or ethnic dimensions.

Characteristic of a number of major national digitisation initiatives is their focus on cultural heritage material. There are several reasons that numerous countries have seen that it makes sense for cultural heritage material to constitute a key portion of the content of the digital commons. The main reasons may be summarised with the following key terms:

Historical source material

An obvious reason is that it involves important historical source material that in various ways documents how society has evolved through the ages.

When explaining why this material is vital in a digital context, formulations are often used that emphasise the view that cultural heritage material is a source of national and cultural identity. Report No. 22 (1999–2000) to the Storting, referred to as the white paper on ALM, underscores the importance of source material: *Sources of Knowledge and Experience*.

High professional quality and trust in society

The source material perspective contains a number of qualitative requirements for the material that the institutions in the cultural heritage field administer. The quality requirements of ALM institutions are inextricably linked to *authenticity*, *integrity* and *context* for the material entrusted to the institutions. The public needs to have confidence that the material they get access to is not other than what it purports to be, that it has not been altered, tampered with or technologically manipulated or otherwise appears to be unreliable. Quality also depends on factual matters presented in active dissemination being based on knowledge-based analysis and consideration for a balanced presentation. The common perception that collections in and information from cultural heritage institutions are characterised by high professional quality is reflected in the trust that users have in these institutions.

Extensive collections

A feature of cultural heritage institutions is that they are responsible for large and voluminous collections. These vast quantities of information pose challenges with regard to keeping track of and managing the material and making it accessible to users. Digitising may represent a good way to manage and make accessible the quantities of information found in cultural heritage institutions. As it gradually becomes possible to make cultural heritage material available on digital platforms, society and individuals will have more opportunity to gain access to relevant and good quality material within copyright and other limitations that at any given time will apply to the use of source material in cultural heritage institutions. Facilitating the use of social network technologies and «wiki» initiatives may also enrich the material and give it new meaning as society evolves.

Historical source material, high professional quality, high levels of trust in society and extensive collections are aspects that all together explain why it is vital for society to use cultural heritage

material as a substantial content element in the digital knowledge commons. Properly carried out projects of digitising cultural heritage material may create better access for more people to relevant information of high professional quality. Digitising cultural heritage helps to bring about a more just and democratic information and knowledge society.

The Government views access to cultural heritage material as a crucial step towards the realisation of the digital commons. The key culture policy goal is through a targeted central government effort to create the basic conditions to foster easy and adequate digital access to cultural heritage material in all its diversity.

2 Objectives

Digital ICT affords new opportunities to create, preserve and disseminate information, knowledge and artistic expression. The cultural policy objective of this report to the Storting is for as many as possible to have digital access to knowledge and experiences represented in the country's cultural heritage. The strategy for digitising cultural heritage will be rooted in two main perspectives: the *perspective of preservation* and the *perspective of dissemination*. The report discusses the strategies that are needed for preserving and communicating digitally the resources found in museums, archives and libraries. The report divides the responsibility among the institutions with a mandate to preserve cultural heritage. Especially emphasised is the need for research and teaching and that individuals need knowledge to have influence on their own existence and the development of society (cf. the Soria Moria Declaration).

2.1 The perspective of preservation

It is essential to any cultural heritage institution that its collections and the material that these institutions are entrusted with should be preserved and protected in the best way possible, enabling future generations to benefit from and enjoy the material. This is one of the reasons for the emphasis on establishing the best possible storage and warehousing conditions for the material. The National Library has secure underground stacks in bedrock, as does the National Archival Services of Norway. The museums devote considerable resources to creating proper climatic conditions for their collections of objects, in exhibit areas and in storage areas. There is an emphasis on securing buildings and premises. In other words, the perspective of preservation represents a fundamental prerequisite for all cultural heritage work.

Digitising the collections enhances preservation, while also creating new needs and challenges related to preservation. Digitising bolsters preservation efforts in the sense that digital representation of books, photographs, archival material, etc. spares the original material from the wear and decomposition caused by frequent and prolonged use. The National Archival Services' digitising of church register material means that the great interest among users in church registers can now be met by digital representations, while the original material can be stored safely in secure archival stacks.

However, digital material creates new storage needs, and clear strategies are required to deal with them. It represents a new type of source material that poses new technological and organisational challenges, particularly related to *long-term storage* of the digital material. The rapid changes in technological platforms creates challenges with regard to being able to preserve and use also the material created using old and outdated technological solutions.

There are two main types of digital material that will be relevant to store for the long term. The one main type is *digitised material*, i.e. digitised representations of physical originals. On the one hand, the use of digitised material provides totally different opportunities for distribution and dissemination; on the other, it spares the original from destructive use. In a certain sense, the digitised material is easier to manage, because if something should go wrong with the digital representation, the original material can be redigitised. However, continually redigitising material when technology platforms change is a suboptimal use of resources. For that reason, in practice the goal ought to be to treat digitised material in long-term perspective in the same way as material that has only existed in digital form. It is the *digitally created* material that represents the biggest challenge. Once lost, it is lost forever. Here it is crucially important to choose the correct strategies and solutions.

The challenges related to digital long-term storage are both similar and different for the two main players in the document heritage field in Norway, the National Archival Services of Norway and the National Library. Although the requirements for machine stability are the same, there are different challenges posed by making accessible audio files and text files, for example. For its part, the diversity of the physical collections presents a number of different additional challenges. However, securing digital objects ideally takes place by storing

mirror copies at geographically separate sites. The Ministry assumes that the two institutions will collaborate on putting in place a solution for the long-term storage of digital cultural heritage. These institutions need to make the most of their material and media expertise to avoid duplicated effort.

2.2 The perspective of dissemination

Digital technology opens up vast opportunities for enabling users to gain access to the large quantity of information that the ALM institutions contain. It makes things much simpler that a user can search for a digital representation of archival material, photographs, publications etc, on the Internet without having to visit the specific institution where the original material is housed.

The report distinguishes between *access* and *dissemination*. Public access to digital documents may be general or restricted, primarily for a number of legal reasons such as copyright protection, privacy, etc. Collections in the ALM field document social and cultural matters and need to be put in context to make sense. Often adaptations need to be made in order for the information value to be as high as possible – the material needs to be disseminated. For the vast majority who are not experts, the value of the collections will depend on how they are made understandable to us and the people of tomorrow, that is, by the nature and degree of dissemination. The emerging culture of sharing and participation in our Internet media will also help to boost and spread understanding and use of the diverse cultural and knowledge material that is managed by the institutions in the ALM field.

From a dissemination and user perspective, the main objective is to enable cultural heritage institutions, within the bounds of legislation and regulations, to make available in digital form as much as possible of the source material entrusted to these institutions. In this connection it is appropriate to refer to Article 100 sixth paragraph of the Norwegian Constitution, which states: «It is the responsibility of the authorities of the State to create conditions that facilitate open and enlightened public discourse». Here the Constitution gives the State an overarching responsibility for creating a public space with channels and institutions for open and enlightened public discourse, i.e. for putting freedom of expression into practice. Thus, a prime objective of the digitisation effort is to make sources of culture and knowledge more readily accessible to users. Digital ICT helps to break

down the barriers between sectors and institutions, strengthening users' access to sources. Viewed in this way, making collections digitally accessible is a way of democratising the nation's heritage of culture and knowledge. There are a number of user groups that need better access to the ALM sector's materials through digitisation. These may be general users, scholars and scientists, students, genealogists, local historians, industry players, NGOs, research and teaching institutions, public administration, publishers and the media or the ALM institutions themselves. In addition, digital accessibility will open the material up to many potential new users. There is also a potential for developing new, value-added services based on better access to public cultural content, given the fact that the information is accessible and can be used for a further purpose.

Different user needs must be met by flexible dissemination of the digital sources. Millions of digital sources on the Internet will be worthless to many if they are not adapted for use and disseminated. The Government recognises that dissemination in the form of selecting and composing across sector boundaries and a historical narrative that ties it together using innovative, educational IC technologies is resource-intensive.

The user perspective also needs to take into account the changes in the public's ICT behaviour, where social network services have recently changed the way the public uses the Internet. However, the extensive culture of sharing that characterises new ways of using requires copyright protection.

Archives, libraries and museums manage collections of material that the general populace seeks out in order to understand itself and an evolving society. For that reason, ALM institutions are literal and well as figurative meeting places for open and enlightened discourse for the good of democracy and the development of society. At a time when the value of and challenges posed by cultural diversity are recognised, it is important to develop these cultural core institutions as inclusive meeting places for all. A targeted policy for digitising the material in cultural heritage institutions may bolster the institutions' social role and importance.

2.3 The prime objectives of the report

In view of the report's main perspectives, the Ministry proposed the following objectives for the digitisation strategy.

- to preserve cultural heritage for coming generations
- to foster democracy and identity by giving access to as many as possible to a broad spectrum of sources of art, culture and knowledge.

- to promote experiences, learning and knowledge by facilitating active dissemination of information tailored to various target groups.

3 Measures and strategies

In many ways the EU digitisation project Europeana illustrates a fundamental desire to create a common entry point to digital content and digital services from ALM institutions regardless of institutional and geographical boundaries. Norway also participates in this effort. The focus is to be on the users. National borders and sector and institutional boundaries are de-emphasised.

A number of countries are constructing similar services in a national perspective. These services will collaborate with Europeana with regard to content, standards and the direction of development. A network of experts is also being set up around Europeana who through research and development are to plot the way forward. A project has also been established to bolster each sector with a view to more content for Europeana.

For some years, Norwegian ALM institutions have been working to adapt their collections to use in the digital landscape. Best known and for now most extensive is the National Library's large-scale effort to digitise the extensive collections that the institution manages pursuant to the Norwegian Legal Deposit Libraries Act. The National Archival Services of Norway also notes high usage of its Digital Archive, in which selected church registers, emigrant rolls, scanned official registration material and selected folk narratives have been made available in various formats. With the possible exception of the university museums, the museum sector has fallen short in the context of digitisation. The main emphasis in on simple cataloguing information, to a certain degree linked to a photographic representation of the object material. For over ten years the university museums have coordinated the efforts to digitise their collections.

The Ministry believes that it must be an overriding aim to put in place shared access to content and services in Norwegian libraries, archives and museums. This is to take place by:
– developing systems for secure digital preservation for a long-term perspective
– offering national search services both across archives, libraries and museums (joint searches) and within each material type
– disseminating content adapted to the various user groups' prerequisites and needs
– placing particular emphasis on developing good digital offerings for use in the education sector.

To bring this about, the digital efforts need to be organised in a professional manner, in the particular institution and at a national level. Common standards for digitising must be aimed for across ALM institutions, and infrastructure, expertise and programmes for mass producing digital content need to be developed in all three sectors. Furthermore, search and distribution services need to be developed that at all times use the best of available technology. Requirements must be set for expertise in and methods for digital dissemination, and digital services need to be developed in a dialogue with users.

The digital commons also requires an effort to provide access to the digital material within the legal and financial sphere of action applicable at any given time. Possible policy instruments may be payment schemes and various sorts of national licences.

The Ministry attaches considerable weight to establishing a collaboration that ensures that all key players pull in the same direction in digitisation efforts. Collaboration and interaction are to be the rule, not the exception. The best way to ensure good quality is to allow players to take responsibility for their respective fields, though this must take place in a manner that serves the whole. A clear division of labour is vital between the players with regard to operational functions and coordination tasks.

3.1 Long-term storage

With regard to long-term storage of digital cultural heritage material, there is a need to put in place common «digital stacks», a digital repository for long-term storage at a national level. The expertise amassed by the National Archival Services of Norway and the National Library suggests that these institutions will be made responsible for national common solutions for the entire ALM sector. Repositories for long-term digital storage are such expertise- and resource-intensive installations that

this also suggests that operational responsibility should be concentrated with the National Library and National Archival Services. A system for long-term storage of digital cultural heritage shall also include the museum sector. For that reason the Ministry assumes that the two institutions will collaborate on putting in place a solution for the long-term storage of digital cultural heritage. These institutions need to make the most of their material and media expertise to avoid duplicated effort.

The costs connected with digital preservation are extensive. Technological evolution has continued to show a trend of falling costs of digital storage. Even so, the costs are substantial when the scope of digital content is considerable. It is a challenge that the technology today has a very short lifetime. In practice, digital storage technology needs to be replaced every three to five years, and that is in addition to the yearly growth of digital content. A common national solution will require extra equipment purchases to increase the repository capacity at both the National Archives and the National Library.

Common national solutions will set standards for local and commercial players. The national players must jointly and in a close dialogue with the sectors define needs and develop standards and service offerings/shared repositories for digital long-term storage. The solutions need to be viewed in connection with material and needs in the university and university college sector and should also be offered to adjacent communities and administrators of other private collections. In the museum field, a joint plan needs to be developed for long-term storage. In this effort, the Norwegian Archive, Library and Museum Authority will play a key role in collaboration with the museums. The assumption is that physical storage of the digital museum resources will be provided by the National Library and the National Archival Services.

In 2008 the National Library concluded a framework agreement with the Norwegian Publishers Association on digital deposit, which three publishers subsequently joined. Furthermore, *Aftenposten* and the National Library, among others, have a pilot project for digitising historic editions, digital deposit and storage, as well as making available and disseminating this material. The Ministry looks favourably on such partnership agreements.

Need for stacks

To take care of objects, documents, books and other media to be protected there must also be necessary capacity in the stacks with equipment for controlling relative humidity, temperature and lighting conditions. It must also be secured against theft, fire and water damage. Public archiving obligations and deposit routines have resulted in a need for greater and greater capacity for storage of archival material. The National Archival Services' need for stacks is covered by planned new construction and expansion of existing facilities. The transition to public archival material in digital form will mean that the need for greater stacks capacity will diminish. Future space needs for storage of archives in digital media may be met by state archives being expanded now, without further construction of new stacks later. The ever-increasing budgetary needs for paying rent in the National Archival Services will decline accordingly.

Documents in various media (paper, photography, sound recordings, film, videogram and electronic media) that are available to the public shall be deposited in the National Library. To preserve these documents and make them accessible as source material for research and documentation, the National Library needs to have adequate stack space to store documents in physical media and the necessary space for conversion of documents to digital media. For that reason the National Library has begun to plan an expansion of its repository stacks and has drawn up blueprints for structural alterations for enlarging its digitisation capacity.

Measures:
– *Collaboration on long-term storage:* The Ministry assumes that the National Library and the National Archival Services will collaborate on putting in place a solution for the long-term storage of digital cultural heritage.
– *Plan for long-term storage in the museum sector:* A system for long-term storage of digital cultural heritage shall also include the museum sector. A plan for this effort is in preparation.
– *Collaboration with private players:* It is assumed that the National Library will continue to work on agreements on storage of digital resources from publishers, newspapers, etc.

3.2 Digitisation

With Report No. 17 (2006–2007) to the Storting, *An Information Society for All,* as the point of departure, the principles for selection and prioritising should be based on an overriding objective of the best possible accessibility to as much of the material as possible for as many people as possible. At

the same time the Ministry realised that the collections in Norwegian ALM institution are of a scope and nature that would make it impossible or inappropriate to digitise everything.

The challenge posed by quantity, i.e. the challenge related to the scope and diversity of the collections in archives, libraries and museums is considerable. The National Library's digitisation strategy embraces the entire collection, but the sequence will be determined by a balance between efficiency, demand and professional assessments. The National Archival Services' strategy involves selecting and prioritising what is to be digitised, based on a professional judgment of which portions of the material it is most important to have digitised first, which portions can wait and which are not really relevant for digitisation. The Ministry supports the various professional approaches and strategies that the National Library and the National Archival Services have chosen.

Both strategies will take many years to implement. The National Library expects that it will take around 20 years to digitise everything in the collections. The National Archival Services believes that it will take just as long to digitise ten per cent of its collections. As material is deposited digitally, the need to digitise physical material will diminish. Technological progress and better equipment, too, may mean that digitisation can be carried out in a shorter time. The museums are not far enough along in their work to digitise their collections to be able to estimate how long the work will take. The Norwegian Archive, Library and Museum Authority has a vital task of coordinating the museums' efforts in this area. A targeted digitising effort also needs to be put in place in the museums as well, including, of course, museums that document minority cultures. Work to digitise private archives is also important.

When not everything can be digitised, it will be crucial to put in place criteria to set the necessary priorities. The material's content should be one of several criteria for what is to be digitised. As a part of the democratisation of cultural heritage, it is important that the selection criteria are made known.

An important area that should be given priority is ensuring good digital catalogues for all material, to enable users to have an overview of what exists in physical form. Proper overviews should also be developed of the status of digitised content in Norwegian ALM institutions, with information about which collections are planned to be digitised. Moreover, users should also be offered a service of having material digitised by request.

Some material is so special and resource-intensive that particular strategies need to be considered across sectors and institutions. Preservation of the photographic heritage is an area where acting in a cross-sectoral perspective is important.

Digitisation of film is skill- and resource-intensive, which argues for a high degree of specialisation. Film and video should be given priority for digitising, partly in the interest of preservation and partly because obtaining playback equipment may eventually become a challenge. The lack of digital catalogues in the area of film argues for a greater effort and more efficiency in cataloguing efforts.

As part of the changes in national film policy, the national film archiving function was assigned to the National Library. The institution's role and resources in the area have been bolstered. The aim is to preserve and disseminate Norway's cinematic legacy in a professional manner in the media it is appropriate to use. The Ministry underscores that the National Library will be responsible for arranging dissemination and that the material will be made available to users as much as possible.

Film and video included in an archive according to the definition in the Archives Act must be considered an integral part of the archive. Therefore, a copy of this audiovisual material will have to be retrievable in the archive depository in question. To the extent it is necessary in for preservation concerns to convert such documents to another format or information carriers, it is assumed that the National Archival Services will collaborate with the National Library. It is presumed that a growing share of archival material created digitally in the years to come will be in the form of full-motion video.

The Ministry assumes that digitisation of NRK radio and television programmes is a part of NRK's duty as a public service broadcaster as described in Report No. 30 (2006–2007) to the Storting, *Broadcasting in a Digital Future*. NRK estimates that it will take 15–20 years to digitise its archive. The reason for the increase in the licence fee over several years is that some of the funds will be used for digitisation efforts.

Measures:
– *Giving priority to digitisation:* Strategies and professional priorities for digitising are to be formulated by the respective institutions and players, with the groundwork laid for increased digitising in the next ten-year period.
– *Collaboration on storage:* Collaboration to the necessary degree on digitisation efforts will be assumed in the various sectors.

– *Digitising photography:* Special arrangements are to be made for cross-sectoral collaboration on digitising and disseminating photography.
– *Digitising film:* Digitising film is very skill- and resource-intensive. The responsibility for this work is now concentrated at the National Library following the change in national film policy. The effort has been bolstered.
– *Broadcasting archive:* Digitisation of the NRK broadcasting archive is to be given priority.
– *Agreement concerning databases:* The National Library's collaboration agreement with newspapers on preservation of digital databases should be developed further.
– *Private archives:* There must also be an effort to digitise private archives.

3.3   Making material accessible

The relationship between society's desire for access to protected material and the rights of the originator are a key issue with regard to making material available digitally. Making copyrighted material available requires solutions that ensure originators remuneration for use of the material. It is an important aim to give users access to as much as possible, but within the existing financial and legal framework. Making material digitally accessible will therefore depend on priorities with regard to the level of ambition and available financial resources. National licences in the university and university college sector and in the library sector (if possible also general, national licences) may be relevant instruments that the Ministry will work further on in close collaboration with affected ministries.

The limitations on use in Section 1 of the Legal Deposit Libraries Act provide guidelines for making available much of the digitised material in the National Library's collections. It is important from a cultural policy standpoint that all use of deposited material complies with copyright law. As most of the material at the National Library becomes deposited digitally and the digitisation process progresses, it will make sense to examine further the possibilities this affords for making material accessible and disseminating it. There may be reason to consider whether an authorisation for extended collective licenses should be stipulated permitting use beyond what is authorised today. The Ministry will study this further in the upcoming revision of the legal depositing rules.

According to the Privacy Commission's recommendation it will be necessary for the National Library to study the impact on privacy in connection with downloading the Norwegian Internet domain and to consider the actions the Privacy Commission recommends. To create well-functioning systems for authentication and differentiation of users, it will be necessary to build upon established authorisation and authentication protocols (Public Key Infrastructure) that are being developed through MinSide. However, this also allows for authentication being done by other identity providers. The education sector will continue to use the identification system Feide.

In 2009 Arts Council Norway will be initiating a pilot project to purchase a selection of e-books under each of its purchasing schemes.

«High North» pilot project and Bokhylla.no

The National Library's experience with general access to around 1,400 books and journal articles related to the High North (the «High North» pilot project) showed that the material made accessible digitally was used more than comparable material not accessible digitally. In connection with this project the Ministry has appointed a working group tasked with assessing criteria for compensation for use of protected digital material from the National Library on the net, with the aim of expanding collaboration between parties to the agreement. The project is called Bokhylla.no. The plan is to digitise and make accessible literature published in Norway in the final decades of the past three centuries (the 1790s, 1890s and 1990s). Much of this material, particularly from the last and to certain extent also the middle decade, is protected under the Copyright Act. For that reason an agreement needs to be negotiated for the use of this material.

The plan is for Bokhylla.no to include around 50,000 books, of which most will have copyright protection. The aim is for the digitised material that is protected to be readable on screen via the Internet, though not downloadable or printable. This material will be accessible to Norwegian IP addresses only. However, material in the public domain will be downloadable and even printable irrespective of the location of the IP address. This service will be free of charge to users. There will be no arrangements for commercial exploitation of the presentation on the website, for example with links to a seller. For the purposes and duration of the project, a remuneration scheme will be established with an extended collective licence in accordance with Section 16 a of the Copyright Act. The remuneration shall be calculated based on the

number of pages of copyrighted material that is made accessible digitally during the relevant project period.

The project may yield crucial and valuable experience in dealing with issues of this kind and may, depending on developments, serve as a model for extended collective licence arrangements. The Ministry will support this project and follow it closely. The project will be evaluated after the end of the project period (2009–2011).

Measures:
– *Bokhylla.no*: The National Library will carry out the pilot project *Bokhylla.no*. The project may serve as a model for extended collective licence arrangements for other types of copyrighted material as well.
– *Extended collective licences*: The Ministry will assess the possibility of an authorisation for extended collective licences that permit use beyond what is currently authorised.
– *National licences*: The work on national licences will continue in collaboration with affected bodies. This may pertain to national licences for the university and university college sector, for the library sector or for everyone via their own computer.
– *Impacts on privacy*: The National Library needs to examine the privacy impacts of collecting electronic material and making it accessible and consider possible actions.
– *Authorisation schemes*: Adequate authorisation and differentiation schemes shall be put in place, including by building on the schemes developed through MinSide.

3.4   National search services

In Norway as well as in other countries, extensive projects are under way to digitise and disseminate cultural heritage material. This activity is characterised by a strong desire to try out digital technology for the good of the citizenry. At the same time, the many projects report a great need to develop frames of reference and undertake continuous assessments of what is being done, and not least an extensive need to conduct analyses of experience in other countries and of the technological developments in the field.

There is a broad contact network between collection-housing institutions and corresponding sister institutions abroad. It is vital to develop these networks further in order to share experience and

put in place international standards. The institutions will follow up their respective networks.

Joint searches

The common national solutions for data from archives, libraries and museums will form the basis for joint searches. Access to cultural heritage must be facilitated in many ways. The starting point is the various institutions' arrangements for searching their own collections. On the basis of these services, a joint searching service (ALM search) will be put in place to generate hits across institutional boundaries and that point directly to content from different bases and sources.

Most Internet searches people do today start with a general search in the large, general search engines. The broad usefulness of these search engines stems from their indexing content from a large number of databases and sources so that the search can start without knowing the names of institutions or country of origin. The National Library's experience from the High North project showed, for example, a clear increase in website traffic after metadata from the High North material was exposed to the search engines of the general search services.

For that reason it is important that when developing national joint searches, measures are taken to ensure that content is captured and indexed by the search engines, giving them clear exposure on the World Wide Web. The strategy for putting in place integrated joint searches should not be locked to existing, general search services such as Dogpile, Google and Metacrawler. The general search services are primarily those that help us find our way to sites where the material we are looking for can be searched further, but that are not well-suited to looking up specific things. Instead we use the systems that the content providers have made especially for this purpose that that exclude information that is not relevant.

The general search services are good tools for finding one's way to an overall website for cultural heritage resources where the user can tailor his content search as desired. In the integrated joint search it should be possible to search widely in all the resources, go on to the individual sector or institution (for example, to do a church register search in the National Archival Services), but go outside again since good, general search services have a search box in the portal window.

The participation of the National Library and the Norwegian Archive, Library and Museum Authority in Europeana is helping to develop a

shared ALM perspective, in terms of both use of common standards and the systematic amassing of digitisation experience. For example, the service may include the following:

– The service should be set up so that also the use of the general search services on the Web leads to Norwegian material. The service should provide coordinated searches in common national solutions with updated information on photos, objects, archive documents, bibliographical material, multimedia, art, digital narrations and user-generated content.

– The service ought to be a pointer toward and promoter of the institutions that are responsible for the material and can provide supplemental information.

– The service ought to have functions tailored to different user groups.

– The service should be flexible so that it is possible to search for material from an institution, a collection, a group of institutions or all ALM institutions in the country together.

– Users need to be able to search, navigate and collate data the way they want to on the basis of their own interests.

– The integrated joint search needs to use new ways of interacting with users, be open to user-generated content and be able to deliver information via a broad spectrum of communication services such as e-mail, RSS, SMS, MMS, etc.

– The integrated joint search needs to have good map functions, so that modern map navigation becomes an important user interface with the service.

– The integrated joint search must support searches in both official forms of Norwegian and in Sami and be based on open standards.

– The service is to be free of charge, if necessary with authorised access for particular user groups.

The Ministry sees a clear need for more systematic evaluation practice in relation to ongoing digitisation projects. For that reason the Ministry will ensure that responsible institutions evaluate their own experience and keep abreast of experience in other countries.

Measures:
– *Sector-specific searches and joint searches*: The emphasis will be on developing sector-specific search services as well as joint searching function across institution boundaries and collections.

– *Indexing*: Collection owners are to see to it that their own material can be reached and be indexed by the general search engines.

3.5 Dissemination

It is important to set up innovative dissemination services in the ALM sector and arrange for testing of new technology, while it should be assumed that digital dissemination is primarily a task of the particular institutions. Dissemination, also digital dissemination, should not be viewed as something torn from the institutions' mission, but be an integral part of their activities. In principle, expenses should be covered within the institutions' own budgets.

Some services may be by nature a multi-institution collaboration. For that reason there will be a need to develop models for organising and funding such dissemination services, cf. also the discussion in the white paper on libraries.

Expertise in dissemination is interdisciplinary, with a basis in pedagogy and teaching methods. Proper dissemination needs to be rooted in the fields of expertise and it needs to be developed in close contact with the theory and practice of organising knowledge and subject matter being developed in the ICT field.

Digitalt fortalt (Digitally Told) is a prime example of dissemination that stimulates interactivity with the users, is flexible with regard to local form, is multimedia across sectors and helps to preserve digital content. *Digitalt fortalt* is to continue after the Norwegian Year of Cultural Heritage 2009 is over. The narratives in *Digitalt fortalt* will gradually be integrated into kulturnett.no, with common national solutions for data and services from the ALM institutions and made accessible in an integrated joint search. Use of common metadata is to support this integration.

The Ministry believes that the purchasing arrangement for music should be expanded to also include the purchase and distribution of digitised music. It is crucial to involve relevant players in the effort to formulate a new scheme. Digital dissemination of music in the libraries is discussed in detail in the white paper on libraries.

The Government assumes that solutions for access to and dissemination of cultural and knowledge resources in archives, libraries and museums will comply with the requirements of the Anti-Discrimination and Accessibility Act that new ICT solutions must be universally designed beginning 1 July 2011.

Dissemination:
– *Digital services*: Testing of new and innovative digital services in the ALM field is to be arranged.
– *Digital dissemination*: The digital dissemination skills in the ALM field should be enhanced.
– *Digitalt fortalt: Digitalt fortalt* is to continue after 2009.
– *Purchasing scheme for music*: There is an effort to develop the purchasing scheme for music aimed at making it media-independent.

3.6 Organisation

Together with the Norwegian Archive, Library and Museum Authority and the museums, the National Archival Services and the National Library form the basis of a national digitisation effort in the area of the Ministry of Culture and Church Affairs. This requires extensive collaboration that must also include the university libraries and museums.

This effort will be based on the responsibility the existing institutions that house collections have to digitise, manage and disseminate the material in their own collections. At the same time, it needs to be acknowledged that in some areas, coordination and collaboration are needed to reach the desired outcome.

Operational responsibility for digitising work must be rooted in a clear sector responsibility. The National Library is the lead player in digitisation efforts in the library field. In addition to the tasks pursuant to the Legal Deposit Libraries Act, the National Library has sole responsibility for national bibliographical standards, quality standards, formats and identification of digital material, as well as for a digital solution for searching across all libraries. The National Archival Services are to be the main player in digitisation efforts in the archive field. Pursuant to the Archives Act, in addition to tasks and authority assigned to the National Archival Services and the Director General, the National Archival Services are to be responsible for national cataloguing standards and digital solutions for searching in archives across all types of archival institutions. the Norwegian Archive, Library and Museum Authority is to have coordinating and facilitating tasks for the museums and private archives outside of the National Archival

Services, but no direct operational duties in connection with digitisation.

To put in place a solid foundation for necessary coordination of digitisation efforts, the Ministry will set up a council consisting of key players in the ALM field. The council is to evaluate on an ongoing basis the overarching strategies for digitisation with the aim of making recommendations for bringing about integrated digital management of collections. The council is to make its recommendations to the Ministry of Culture and Church Affairs and it needs to coordinate its efforts with the Norwegian Standards Council appointed by the Ministry of Government Administration and Reform. The Ministry will draft a mandate for the council.

Measures:
– *The role of the National Library*: The National Library is the lead player in digitisation efforts in the library field. In addition to duties pursuant to the Legal Deposit Libraries Act, the National Library shall also have sole responsibility for national bibliographical standards and digital solutions for searching across all libraries.
– *The role of the National Archival Services*: The National Archival Services are to be the main player in digitisation efforts in the archive field. In addition to duties and authority assigned to the National Archival Services and the Director General, the National Archival Services are to be responsible for national cataloguing standards and digital solutions for searching in archives across all types of archival institutions.
– *The role of the Norwegian Archive, Library and Museum Authority*: The Norwegian Archive, Library and Museum Authority is to have coordinating and facilitating tasks for the museums and private archives outside of the National Archival Services, but no direct operational duties in connection with digitisation.
– *Norwegian Digitisation Council*: The Ministry will set up a council for digitisation consisting of key players and with a specific mandate. The council is to make its recommendations to the Ministry of Culture and Church Affairs and coordinate its efforts with the Norwegian Standards Council appointed by the Ministry of Government Administration and Reform.

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