

Europe and the **book**

Advocacy report of the
Federation of European Publishers
in favour of European programmes for books



Europe and the **book**

European publishers are global leaders in their field and the book sector in Europe currently has a retail turnover of about €40 billion per year. Books are obviously the fundamental vehicle of European culture, knowledge and languages, which the European Union (EU) seeks to promote.

However, at a European level, there is an absence of a real book policy covering programmes adapted to this sector, whether for intra-community projects or for those concerning the dissemination of European books outside the EU.

The **Europe and the book** report from the Federation of European Publishers argues in favour of European programmes for books and suggests **20 key measures** which could be adopted to support European books.

Contents

Introduction	4
Publishing, a key cultural industry	4
European book programmes for the Europe of Culture	5
Part One: A European policy on a key sector for Multilingualism and the Information Society	6
A: The importance of support for books as a vehicle of European cultures and languages	6
B: The importance of support for books as a vital component of European digital libraries	11
Part Two: A European policy in favour of a sector that is vital for cultural diversity and the external relations of the EU	14
A: The importance of support for books as an instrument of literacy, cultural diversity and development	14
B: The interest in contributing to a favourable environment for books in Europe and other countries	20
20 Measures to Support European Books	23
About FEP	25

Introduction

Publishing, a key cultural industry

The book sector across Europe currently generates revenues of 22 billion €¹ (probably 40 billion € expressed at the retail selling price), which means that in economic terms publishing is the **leading cultural industry** in Europe. By way of comparison, the turnover for retail sales of films in Europe amounted to 11 billion €² in 2004.

European publishers are **global leaders in their field**. 6 out of the 10 biggest world publishers are European³:

- Reed Elsevier is Anglo-Dutch and leader in the professional fields,
- Pearson is British and leader in educational publishing,
- Bertelsmann is German and leader in trade publishing...

Another characteristic of this sector is the adaptation by publishers of their content to local languages (translated books). It is also **the most diverse cultural sector**, as it produces 600,000 new titles and new editions each year⁴ and is active in many different fields (the consumer trade, Scientific Technical and Medical field, education, art, religion...). It comprises many SMEs and family-run companies (e.g.: 2,000 publishers in Germany) and even when these are part of big publishing groups, they usually remain independent with each having separate financial accountability.

The growth rate of the publishing market is quite stable but modest: in its "Media Outlook" study, PriceWaterhouse Coopers predicted the years 2004-2008 would generate a compound annual growth rate (CAGR) of 2% for consumer book publishing and 2.5% for educational and professional books including training in the EMEA area. However, this market has a strong business potential, whether with the prospect of the emergence of e-readers which will allow the development of electronic books, or in terms of international trade exchanges, notably with emerging economies. (For instance, in 2006, Korea ranked before English speaking countries for the sales of rights on books of French publishers. Source: International Statistics of the French Publishers Association, 2007). Furthermore, books are obviously **the fundamental vehicle of European culture, knowledge and languages**, which the European Union (EU) seeks to promote⁵.

¹ Source: figures for 2004 of the FEP: <http://www.fep-fee.eu> (see Statistics).

² Source: IVF (International Video Federation):
http://www.ivf-videon.org/site/share/dlm/Files/European_Overview_05.pdf

³ Source: Ranking by Livres Hebdo on the occasion of the 2007 Frankfurt Book Fair:
<http://www.livreshebdo.fr/cache/upload/pdf/FrancAng.pdf>

⁴ Source: FEP Statistics.

⁵ Particularly through the creation of a new portfolio under the responsibility of Commissioner Leonard Orban.

European book programmes for the Europe of Culture

And yet at European level, there is an obvious **absence of a real book policy** covering programmes adapted to this sector, for intra-community projects or for those concerning the dissemination of European books outside the EU. Most of the support allocated to culture is concentrated on the audio-visual and cinema sectors. Admittedly, books are often representative of their language with the only cross-border dimension found for the most common languages English, Spanish, French or Portuguese. Nevertheless their contribution to education and culture is crucial, either within the EU or in developing countries. An issue is the complexity and time-consuming nature of procedures that can often discourage small publishers and obstruct efficient support for books within the EU.

European publishers represented in the Federation of European Publishers (FEP) do not call into question the principle of subsidiarity for the application of cultural policies that fall within the scope of national choices, such as low VAT rates or fixed book price, or even regional choices in certain states, for instance for the modalities of the provision of textbooks. They simply wish to reiterate their request for support for the sector of books to cover projects inside and outside the EU, and a contribution towards drawing up legal frameworks favourable to the sector among its partners.

In 2003-2005, the European Union played a **historic role as a driving force in the drafting and approval of the UNESCO Convention on the protection and promotion of the diversity of cultural expressions**, which entered into force on 18 March 2007 and has been ratified by 80 States so far. The objective of this Convention is to encourage the development of cultural policies in certain sectors, such as books.

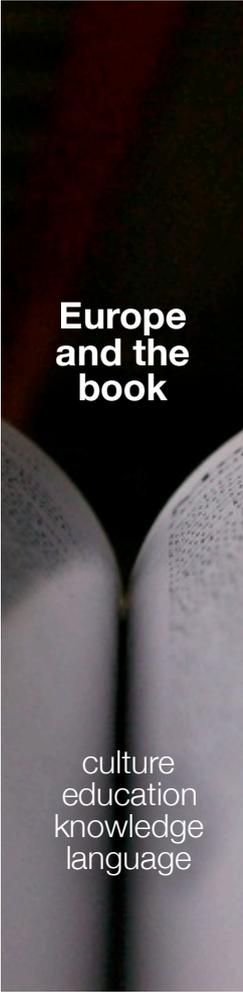
In Berlin in 2006, the President of the Commission, José Manuel Barroso, pointed out that the diversity and wealth of cultures formed the heart of European identity. And he added, *“Europe needs culture since culture, without any doubt, contributes to its well-being, its greater welfare and its social cohesion. But, beyond that, Europe needs culture in order to proclaim, at this time of instability, that our values are not negotiable.”*⁶

In 2007, the President of the French Republic, Nicolas Sarkozy, repeated the famous phrase by Jean Monnet before the European Parliament in Strasbourg, pointing out that *“To begin Europe with the economy, with coal and steel, with trade, was a stroke of genius by the founding fathers(...), but politics has lagged behind economics, and culture even more so. It is a mistake to have forgotten the **Europe of Culture**”*⁷.

European publishers would like to draw to the attention of European institutions on the urgency of rectifying this oversight.

⁶ Conference ‘ a soul for Europe’, Berlin 17th November 2006

⁷ Plenary session, European Parliament, 13th November 2007



Europe
and the
book

culture
education
knowledge
language

Part One: A European policy on a key sector for Multilingualism and the Information Society

First of all, it is striking to note the **absence of substantial and lasting Community programmes in support of the book sector** (authors, publishers, booksellers, distributors). In general, there is no sectorial division according to activity within the programmes, except in the case of films. The objective to facilitate cross-border exchanges by obliging project owners to bring together partners from several countries does not seem appropriate for the publishing sector.

It is evident that apart from inconsistent help for the translation of a few fictional works, there is no direct support for this sector. Despite the importance of this industry, both economically and culturally, the support received by its players is minimal to the point of being invisible, by contrast with the movie sector. We are currently witnessing increasing exchanges and promotion of multilingualism and the Information Society, and it is therefore vital that the European Commission proposes programmes focused on books. This focus should be to assist publishers to meet the challenges of the digital era in terms of marketing and training, as well as the gradual adoption of digital systems for the conversion and consultation of contents.

A: The importance of support for books as a vehicle of European cultures and languages

1. The current programme is not sufficiently adapted to the specific features of the non audio-visual cultural industries

“ In the absence of a specific cultural industries budget line, very few book related projects can be supported. ”

The Culture Programme, the principal support programme for cultural industries, only provides **400 million € for the non audio-visual sectors** for the years 2007-2013 (that is to say, 0.04 % of the Community budget), whereas the Media programme for the cinema and audio-visual sectors alone amounts to 755 million € for 2007-2013. At present, Culture provides for the financing of **translations** of literary fiction from a European language to another European language via a sum of 10.2 million € (based on a average of 1.7 millions per year) for the same period. This appears very weak with regard to the European scale and the EU objective to promote multilingualism. Over the last few years, the Culture programme supported the translation of 300 books per year. Thus for the period 2001-2006, around 1860 books have been translated thanks to this programme. For the same period, more than half a billion euros was injected into 8000 projects (including 300 films per year)⁸ from over 30 countries under the

⁸ http://ec.europa.eu/information_society/media/docs/overview/media-fr.pdf

Media programme (Plus and Training). Yet, translation plays a crucial role in making written work available in another country, by adapting its content to local languages.

During the last few years, the Culture programme contributed derisory proportions to projects indirectly related to traditional publishing or supported them in a limited manner:

- Financing on an experimental basis in 2005-2006 approximately 70% of the costs (that is to say, 330,000 € out of 470,000 €) of a project coordinated by the Bureau International de l'Édition Française (BIEF), and additionally including organisations for the international promotion of publishers from Germany, Greece (The National Book Centre of Greece - EKEBI) and Poland aimed at facilitating **the establishment of common stands** at international book fairs.
- The **“Get Caught Reading”** project on the promotion of reading, to an amount of 299,825 €, successfully concluded by the Federation of European Publishers and financed by the Commission with a sum amounting to about 49.9% (149,897 €).
- The **“Multiannual Cooperation Agreement in the field of books and reading” project**, coordinated by The National Book Centre of Greece, on regulatory questions involving the book sector, for an amount of 674,100 € (with about 58.46% financing by the Commission, totaling 394,100 €). This included the participation of the entire book chain, as well as the Federation of European Publishers and some of its members. This funding made it possible to organise three European conferences aimed at describing the current conditions of the book industry and the challenges it faces (two resolutions were adopted – consult the section on “Projects” at www.fep-fee.eu - ‘European projects part’), and to carry out a study on the state of the book market in Europe.

Most of the budget of the Culture programme (77%), in fact, involves cultural action related to the specific objectives of the programme, in other words, to promote the mobility of artistic works (this includes a special measure for cultural heritage) and to foster cultural dialogue.

2. Recent efforts by member States and the Commission

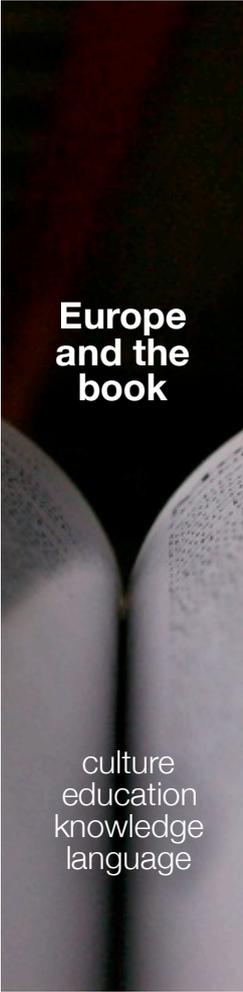
“

Small steps towards a real policy to support books?

”

In the face of this lack of support for books, the Luxembourg Presidency organised on 20 and 21 April 2005, on the initiative of FEP and the European Music Office, a conference on the necessary Community support for non audio-visual cultural industries. This led to a resolution⁹ addressed to the Council of Ministers. On the initiative of the French government, an **amendment in favour of the book and music industries, within the framework of the Culture 2007 programme**, was submitted to the European Parliament with the support of FEP. It was unfortunately rejected during the vote for the first reading on 12 September 2005. Furthermore, during the Culture Council of November 2005, the words “cultural industries” were removed from the text of the future Culture 2007 programme to avoid giving a special advantage to certain sectors.

⁹ http://www.musicineurope.org/events/lux_2005_recommendation_en.pdf



Europe
and the
book

culture
education
knowledge
language

Publishers welcome the more recent effort by the Directorate General for Culture of the European Commission, which launched a call for proposals for the organisation and award of an annual **European Union prize for literature**. This initiative (the budget amounts to 300,000 €) could be the first step towards a policy on financing projects more directly linked to books and publishers.

Last April, the European Parliament adopted the **report of MEP Guy Bono** (PSE, Fr) on Cultural industries in Europe. Among various recommendations, the following have particularly been accorded FEP's attention: the European Parliament calls on the Commission and the Member States to increase the amount of support for translation, as the budgets allocated to the European cultural programmes are not sufficient to enable their aims to be fulfilled; and also considers that adequate funding for the cultural and creative industries, as well as for creative communities is essential. The Commission must look into the possibility of setting up a programme similar to the MEDIA Programme and complete the procedures for implementing the initiative for the European digital library, stimulate and support the music, theatre and publishing industries in order to facilitate the transnational distribution of works, and, as a preliminary step, set up a mechanism under the 'Culture' programme allowing non-audiovisual cultural industries to have access to Community funding to promote books (inter alia by way of joint stands at book fairs), and also promote music and professional training.

3. Proposed new programmes for the promotion of European books and languages

In this context, publishers would like to reiterate their demands for support through programmes of DG Culture, which could involve:

a. In the short term: a better representation of the book industry within the existing programmes:

MEASURE N°1:

First, the **Culture programme should be adapted** in order to take into account the specific features of the non audio-visual cultural industries and to reinforce the funding of multiannual co-operative projects linked to these industries.



In the case of the multiannual co-operative projects mentioned above, at least six cultural operators from six different countries should apply for each co-operation project. Co-financing by the Community is granted for a period of three to five years, and may not exceed 50% of the total eligible budget for the project. It may not be less than 200,000 € a year or over 500,000 € a year.

FEP wishes to reiterate one of the proposals in the recommendation related to “A European policy in favour of cultural industries” adopted in Luxembourg in 2005. The amount of support per project from the European Union could exceed 500,000 €, depending on the number of partner co-organizers and the number of member States included in the project; especially small countries and new member States. A jury composed of experts from cultural industries would be appointed in order to provide the necessary expertise.

b. In the longer term: a specific book programme with its own legal basis, consisting of the following measures:

MEASURE N°2:



Foster rights exchanges for the translation of books in foreign languages and their circulation beyond their linguistic areas through the **increased support for translating written works and the support for training** – including lifelong learning – of publishers in foreign languages and specialised translators, as well as for the creation of networks of translators.

The issue of translation is fundamental for the circulation of European works and ideas, in particular those from **small linguistic areas**, and should therefore be a priority of the multilingualism policies and the Intercultural dialogue that Europe seeks to promote this year both within the EU and toward other countries. Apart from the case of “best-sellers”, a book cannot be known outside of its linguistic areas if it is not **first discovered by a publisher of another country likely to purchase the rights** to publish the version translated in his/her language. His/her interest can only arise if he/she is able to read the book in its original language and if he/she has the necessary budget for the acquisition of rights and the translation. For publishers in lesser spoken languages, such opportunities to sell rights are actually very rare.

Projects of acquisition of translation rights may also originate thanks to a translator who may propose a couple of already translated chapters. For works in lesser spoken languages (e.g.: Romanian), a first translation in another language (e.g.: German) may play the role of an intermediary - without some loss for the final reader (in particular for poetry) - for another series of translations or for another kind of exploitation (e.g.: audiobooks).

One should keep in mind that there are **very few literary translators**, especially in lesser spoken languages, and it is often useful for them to create networks allowing them to share their expertise. Moreover, in specific sectors such as **scientific publishing**, rights transfers of technical or reference books cannot happen without public subsidies. It could be interesting to support publishers, notably of humanities, who - contrary to Scientific, Technical and Medical publishers - publish in non English languages and are sometimes required to provide a ready-to-use English translation in order to sell the rights for translation in English-speaking countries. Supporting the translation of European books is promoting their visibility beyond their natural language barriers, which European citizens will never be able to totally master, and therefore creating **a bridge between small languages and their related cultures**.

Given the financial risk taken by publishers including translation into English¹⁰, these measures should cover **substantial financial amounts**, concern **non literary works** (which make up more than half of the market¹¹) such as non fiction and be adequately **publicised** among concerned professionals, including small publishers. They could be completed by the introduction of support for translating excerpts or summaries, for example, on the model of what the French National Book Centre proposes in its experimental programme for abstracts and excerpts of scientific publications, or of Cultures France for a selection of excerpts from

¹⁰ The market of translated books is smaller in English speaking countries, with less than 3% of the market, than in other countries, with 15 to 25% of the market. Source: Guardian article – November 2007

¹¹ Source: FEP Statistics.

**Europe
and the
book**

culture
education
knowledge
language

novels written by young French authors within the framework of its review *French Fiction*, intended for book professionals abroad.

MEASURE N°3:

Contributions to campaigns to promote and disseminate books at intra-community and international levels, as a vehicle of European culture to foreign countries and, therefore, of cultural diversity, can be made by continuing **assistance for common stands** of European publishing houses at international book fairs. Such common participation would definitely contribute to creating new unique opportunities for publishers of small linguistic areas to showcase their books, sell the rights for their translation and thus allow their wider dissemination. This would certainly improve the mobility and exchange between book professionals.



At EU level, it is vital to pursue and enhance such activities of promotion and dissemination of books, be a vehicle of European culture to foreign countries and therefore of the cultural diversity. This would certainly improve the mobility and exchange between book professionals.

MEASURE N°4:

Support for authors to participate in cultural events in Europe and other countries and **set up of European publishing offices** in Europe and other countries (China, USA, etc.).



MEASURE N°5:

Promotion of the publishing sector by setting up **pan-European training courses**, a **Erasmus-like programme for publishers**, and by **developing specific qualifications** for the European publishing sector. In fact, better professional training for publishers and other occupations involved in books, especially for those from countries with a restricted linguistic distribution would enable them to acquire a better understanding of the complexities of the business and spread best practices in their respective countries.



MEASURE N°6:

Support for further **action aimed at encouraging reading among young people and underprivileged groups**. The Commission (DG INFSO) has set up a Media Literacy Taskforce for the purpose of co-coordinating action in the field of training for young people, but unfortunately books have been allotted a very small role to play. It would be useful for DG EAC to set up a similar taskforce and to support the efforts made by the Börsenverein's subsidiary, the Frankfurt Book Fair, at its annual literacy campaign to review the best practices and establish links between the numerous national, regional, local and other initiatives. Among such best practices is the World Book Day programme in the United Kingdom which gets a (almost) free book into the hands of every child of reading age up to the age of 18.



Europe
and the
book

culture
education
knowledge
language

B. The importance of support for books as a vital component of European digital libraries

1. Publishers at the centre of the construction of digital libraries

“ If Digital libraries are to give access to recent books, substantial support should be provided to publishers ”

The establishment of European digital libraries is one of the current priorities of European institutions, following publication of the recommendation of 24 August 2006 of the European Commission on “the digitisation and online accessibility of cultural material and digital preservation”, the conclusions of the Culture Council of 13 November 2006 on “the digitisation and online accessibility of cultural material and digital preservation”, and the non-legislative resolution of the European Parliament “i2010: digital libraries” of 27 September 2007.

Publishers contribute actively to these various discussions¹², especially thanks to the presence of Arne Bach, representing FEP, and Arnaud Nourry, the Chairman and Chief Executive Officer of Hachette Livre in the **High-level Group advising Commissioner Viviane Reding** on such questions. From the practical point of view, they are currently launching a growing number of **projects to create networks of digital or digitised contents**, permitting the purchase, loan or free consultation of books.

2. The absence of support for digitisation

“ So far, programmes related to the Information Society only permit the financing of subsidiary activities of publishing ”

- **eContent** has made it possible to finance the MEDRA project for the creation of a European DOI (Digital Object Identifier, to identify or locate a written content on Internet) Agency, with the participation of the Italian Publishers Association (AIE), the French Publishers Association (SNE), the subsidiary of the German Publishers Association (Boersenverein) in charge of commercial projects, MVB and an organisation responsible for training publishers in Spain, DELIBROS.
- **eLearning** permitted the funding of the ORMEE project (Observatory on Rights Management for eLearning in Europe) of FEP and AIE on the introduction of eLearning in the context of the Copyright Directive, as well as the Pro-Access project, aimed at finding pragmatic solutions to improve access to digital educational contents for visually impaired people.

¹² See FEP position on the consultation “i2010: digital libraries” http://ec.europa.eu/information_society/activities/digital_libraries/doc/replies_online_consultation/replies/feb_a302619.pdf and its appendix (http://ec.europa.eu/information_society/activities/digital_libraries/doc/replies_online_consultation/replies/feb_a302619-1.pdf) and on “Content online” http://ec.europa.eu/avpolicy/docs/other_actions/contribution/feb_col_en.pdf and its appendix http://ec.europa.eu/avpolicy/docs/other_actions/contributions/feb_annex_col_en.pdf

- The **6th framework programme of the Information Society Technologies (IST)** provided funding for the EU-AIN project (European Accessible Information Network) on the accessibility of documents by publishers for the visually impaired people, where FEP is an active member.
- The **ARROW** project, led by the Italian publishers association (AIE), is co-financed under the eContentplus programme. This new joint project with the participation, among others, of FEP and national libraries, will develop solutions for orphan works and out of print works.

The development of such digital libraries including not only content in the public domain but also recent copyright protected books cannot be envisaged by giving priority exclusively to technical and software functionalities or to the suppliers of audio-visual contents (the case of MediaPlus). Despite the fact that the **need to produce more intelligent and better adapted contents is manifest**, there are no real support programmes for publishing, in particular for the digitisation of the backlist of publishers' catalogues and development of digital contents. As a matter of fact, **eContentPlus only finances the enrichment of already existing contents**, while publishing and migration towards new media, and the preservation of digital files, have often turned out to be **more expensive** than one may think.

R&D on technologies for educational digital contents (being the object of subsidies through the IST, eContent Plus, CIP (Cataloguing in Publishing) or even Lifelong Learning programmes, with a specific appropriation of about 25 million € ...) **is not highly developed among publishers** because the procedures are too cumbersome and costly for small and medium sized companies, and also because the operational effects are uncertain.

3. Proposals advocating programmes aimed at speeding up the digitisation and production of digital contents

“ *We request DG Information Society to draw up an effective policy to assist publishing, and especially to develop digital contents, by:* ”

MEASURE N°7:

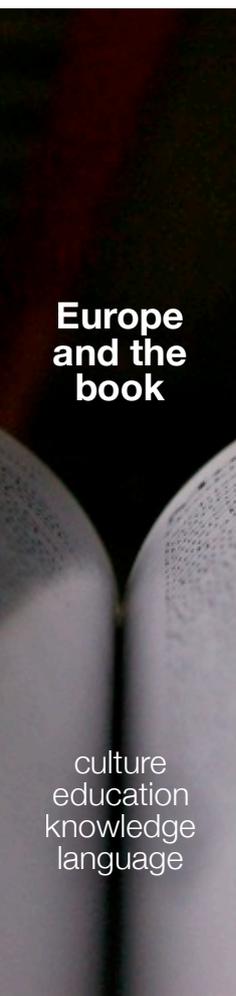
Facilitating the financing of the development of digital contents (including digitised contents), for example, by duplicating opportunities for subsidies to develop educational digitised contents of the Lifelong Learning programme to all publishers of digital contents. Such an initiative could be inspired by the support granted by the French National Book Center for the digitisation of books to be indexed and made available via the French Branch of the European Digital Library.



Such an initiative could notably be undertaken through the **eContentPlus programme and the future Lifelong Learning Programme** (Action-Key 3), by:

MEASURE N°8:

Giving support to train book professionals on how to use digitisation tools;



Europe
and the
book

culture
education
knowledge
language

MEASURE N°9:



Supporting the **adoption of standards** for paper and electronic publications in order to guarantee their wide dissemination in Europe, and in particular, by continuing to develop identification standards and metadata that meet the needs of a multilingual sector;

As well as through **dedicated programmes**:

MEASURE N°10:



Supporting **the interconnection and structuring of databases** (eContentPlus only finances the generation of these metadata);

MEASURE N°11:



Financing the training and adaptation of booksellers in preparation of the development of electronic books, including help for the acquisition of hardware and software and the creation of online booksellers portals.

Europe
and the
book

culture
education
knowledge
language

Part Two: A European policy in favour of a sector that is vital for cultural diversity and the external relations of the EU

Much more than radio or television, books are clearly recognised, especially textbooks, as a **fundamental tool for access to reading and language**, these being the foundations for personal fulfillment, economic development and social ties. Like the other sectors of the knowledge economy, it represents a strong business potential, notably with emerging economies. This market is already exploited by publishers with large linguistic areas which export substantial amounts of their production (book exports are 18,5% of the turnover of Spanish publishers¹³). Appropriate EU programmes could allow its growth and extension of the publishers from small linguistic areas.

A: The importance of support for books as an instrument of literacy, cultural diversity and development

1. The role of books in the context of the Millennium Goals

“

Books should be central in aid budget allocation.

”

In 2000, the 191 member States of the United Nations set the Millennium Goals and the Education for All Strategy, as follows:

- achieve universal primary education by 2015;
- eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015;
- achieve a 50 per cent improvement in levels of adult literacy by 2015;
- concentrate on the most vulnerable and disadvantaged children.

Education is a *sine qua non* condition for eradicating poverty as it is the competence of a people that leads to economic, social and democratic progress. At European level, the Dakar Framework of Action which serves as a basis for **EuropeAid** action in the field of education, indicates that it must cover the entire spectrum of education, elimination of literacy and lifelong learning. Similarly, **culture** in general is an integral part of the development of peoples and societies, and it is not restricted to dance and music. In this context, books, which are very easy to deliver, have a crucial role to play to facilitate access for all, especially children, to information and culture. Backed by their experience, publishers contribute substantially to the **promotion and preservation of cultural diversity in developing countries**. In these countries, textbooks play a particular role as they often are the only books in the homes of

¹³ Sources: FGEE Statistics for 2006

people. Spending on books should therefore be a priority when allocating aid budgets in the field of education and culture.

And yet, even in the context of co-editions with local partners, European publishers, of non English and Spanish languages, have experienced in the last few years a decline in their exports to developing countries and encounter growing difficulties in understanding and benefiting from public aid systems. At the same time **bookshops**, including those selling foreign books have weakened mostly because of their economic difficulties, the lack of distribution structures and the extension of piracy.

2. An aid that is usually granted via direct donations or to subsidiary sectors of book publishing

“ European aid for education and culture cover huge budgets, in which book-related projects can hardly ever fit. ”

Until now, the EU has spent 46.9 billion € annually, through Community programmes and direct support from member States. In 2006, Community aid for development amounted to 12.1 billion €, out of which **7.5 billion € are managed by the EuropeAid service**. It intervenes, in particular, in the field of education (with a budget of about 1.3 billion € over a 5-year period, covering 40 countries) and to a lesser extent in culture, but at varying degrees depending on the regions and countries concerned.

Thus, most of the programmes for developing countries devote **relatively significant sums of their budgets to education**, with, for example, 460 million € for the period 2000-2007 allocated to 79 ACP countries (48 countries in sub-Saharan Africa, 16 in the Caribbean and 15 in the Pacific), accounting for 6.2 % of the budget of the European Development Fund, the financial instrument of the Cotonou Agreement. Likewise, the Cotonou Agreement, revised in 2005, mentions among its development strategies and priorities, social and human development, covering policies for the improvement of education and cultural development.

For the period 2007/2008-2013, Community aid for development will undergo a process of rationalization and will involve even higher sums:

- **22.7 billion € for the FED**, allocated to ACP countries (as against 13.5 billion € during the 9th FED for 2002-2007),
- **12 billion € for the European Neighbourhood and Partnership Instrument**, granted to neighbouring countries (Eastern Europe, Mediterranean partners and Russia), replacing the MEDA and TACIS programmes as of 2007,
- **17 billion € for the Financing instrument for development cooperation (DCI)**, the legal basis for development co-operation between the European Union and the developing countries of Asia, Central Asia, Latin America and South Africa since 2007.

These programmes generally consist of **donations from the Community** to the States in question. In the area of education, for instance, the EU tends to no longer grant funds for individual projects but, rather, to give a sectoral aid to Education Ministries, which define their own priorities. Besides, national aid previously dedicated to books by some European states has become minimal since the end of the 1990s.

**Europe
and the
book**

culture
education
knowledge
language

What is more, although most of these programmes include, for example, a section on support for higher education, they mainly encourage the setting up of **university networks without involving books** (for example, the “Edulink” initiative, restricted to higher education institutions in ACP countries and the EU) or the introduction of exchange scholarships (the human and social section of the European Neighbourhood Policy).

In the field of culture, this support tends to concern the **audio-visual and events sectors** (such as the organisation of festivals) or the restoration of local heritage, as in the case of the 9th FED, which allocated the derisory sum of 39 million € out of its budget of 13.5 billion € to assist the cultural sector. For the period 2007-2013, a sum of **50 million € is planned by the DCI** in order to promote access to local culture and cultural diversity through the strengthening of local industries; South-North co-operation; the establishment of networks of expertise and good practices; as well as training and professionalisation of the sector. It would be useful to observe whether it is reflected in calls for tender in favour of the book chain.

3. New orientations set by the European Agenda for Culture in a globalizing world

“ *Publishers welcome the new central role of culture in EU’s external and development activities and the creation of the EU-ACP Cultural Fund.* ”

Publishers have noted with interest the new orientations set by the Communication of the Commission of 10 May 2007 relating to a European Agenda for Culture in a globalising world. They welcome the fact that this text recommends the **official integration of the cultural dimension in development programmes**. This new European strategy in the field of culture should be founded on **better co-ordination between the services of the Commission and member States**, which could be based, for instance, on an exchange of good practices. It should also be founded on an institutionalised dialogue with all sectors of culture through the establishment of a new **Cultural Forum**.

The Forum is a first step towards a structured dialogue with civil society. The conclusions of the Forum were taken on board by the European Ministers of Culture in the framework of their resolution of November 16, 2007, based on the Communication of May 2007. The Forum aims at reinforcing the legitimacy of policy measures and at taking into account the specific nature of the cultural sector. It should be organized on an annual basis. This report wishes to align itself to this approach of **dialogue and proposals inspired by the concrete needs of operators in the field**. This Communication recognises the social, political and economic values of culture, but it is important for the EU to make long-term commitments to develop a **horizontal approach to culture** in all its relevant policies, such as that on development.

We are particularly interested in the announced creation of an **EU-ACP Cultural Fund** for the purpose of supporting the dissemination and even production, of cultural goods, including works that are in a written or multimedia format, in ACP countries, so as to encourage the emergence of local and regional markets and industries. We hope that part of its budget, amounting to 30 million € for the period 2007-2013 could contribute to financing projects centered on books and reading in these countries, particularly in view of the fact that the cultural policies listed in the appendix to the Communication make reference to the **establishment of libraries, on-line services, etc...**

Beyond developing countries, we also welcome the various initiatives launched during the year of Intercultural dialogue, in particular the idea to make **culture a key element of the EU's external relations activities**, notably through the promotion of the circulation of books from one country to another, both with a cultural diversity and a trade perspective. Other countries, such as the USA, often use their cultural goods and services as vehicles for the promotion of their other national products.

4. Support for the entire book chain

“ **Specific budget lines should be granted to foster access to books beyond the EU, via extended translation programmes, aid budget allocation for the provision of books and support of local publishing activities...** ”

In developing countries and emerging economies, the book chain includes a whole **group of players, local or from European countries**, who frequently work in partnership, especially through **co-editions**¹⁴. It is evident that aid for books and reading within the framework of development programmes must give priority to the development of local book industries. However, European operators also play a significant, and even capital, role in this chain, which could otherwise become sometimes incomplete and even paralysed without their presence.

For example, in Latin America, without the structures of the subsidiaries of major Spanish groups, books would not circulate so easily in the region as there are no local distribution structures between one country and another. In Anglophone Africa, and particularly in South Africa, the main publishers have always been subsidiaries of British companies developing local operations, using local staff and adapting content to local needs, including local languages. This is especially the case in the textbook sector, for which European publishers develop specific products to fit local curricula. It would therefore seem pertinent to also integrate projects of European publishers in these programmes, which could focus on the following actions:

MEASURE N°12:



In front of the restricted rules of **support for translations of Culture 2007**: extension of European programmes for **translating written works in European languages to or from non European languages**.

On the one hand, supporting the translation of works from non European languages to European languages would allow European citizens to access works from all around the world, while lightening the translation costs for publishers keen on contributing to the discovery of high-quality foreign works in a high-quality translation. This measure could take place in the framework of the Intercultural dialogue which encourages Europeans to celebrate their own culture while also liaising with others, whether in Europe or in the whole world.

On the other hand, supporting the translation of works in European languages to non European languages seems essential in order to facilitate the circulation and promotion of works from small linguistic areas towards areas with a strong business potential. As an example China, where one can find very few translators specialised for instance in translation from Slovene to Chinese and where there is a strong demand for this kind of support. This measure could build

Europe
and the
book

culture
education
knowledge
language

¹⁴ Co-editions cover joint publishing projects undertaken by several publishers, often from different countries.

on the working principles of support provided by the French National Book Center for the translation of French works into foreign languages and granted via French publishers selling the rights.

MEASURE N°13:

Within the framework of the **policy on education for all: increased support to acquire school, university and reference books** by schools.



It is useful at this point to emphasize the importance of the availability of **textbooks**, which are frequently the only books that enter the poorest homes. In this way, they give the populations access to books in general, and in turn, to various and accurate content and also improve the quality of education at all levels.

MEASURE N°14:

Within the framework of **policies on public reading: increased financing for the acquisition of basic collections for libraries** in developing countries.



This support could be based on a dialogue with librarians in developing countries who could provide information on their needs in terms of books, along the lines of the initiative pursued by the Publishers Association of the United Kingdom in sub-Saharan Africa, entitled "Access Books". It could also draw inspiration from the bilateral cooperation programmes (FSP) set up by France to support the acquisition of books and the networking and training of public libraries in French-speaking developing countries (multi-annual programmes, annual payments of around 6 million €).

MEASURE N°15:

In front of the **lack of local structures** (a structured network of distributors and bookshops): **support to develop local publishing activities, co-editions and rights transfers** between local and European publishers.



This support could possibly be granted within the new Cultural Fund for ACP countries, on the pattern of the Publishing Support Programmes (PAP) of the French Ministry of Foreign Affairs, which supports coedition and rights transfer contracts, financing all or part of the advances foreseen in contracts of which publishers of developing countries are in charge (around 300.000 € per year for local publishers). Or it could be developed according to the former Frankfurt Bookfair programme, in which the German government used to support licenses of German books in the former Central and Eastern European Countries. In emerging economies, it could actually have a catalytic effect on trade, for instance through new rights transfers with countries such as China.

MEASURE N°16:

In front of the problem of the **high prices of books by European publishers and "offset piracy"**: **support to reduce the cost of books**, especially paperbacks and university textbooks.



Europe
and the
book

culture
education
knowledge
language

Such a measure could draw inspiration from the programme Plus, introduced by the French Ministries of Culture and Foreign Affairs, and backed by the Centre for the Export of French Books (CELF) , which makes it possible to offer deductions on certain books (undergraduate university courses) in sub-Saharan Africa, Madagascar and Haiti (at a price that is fifty percent lower than in France).

It could also follow the British system of the “English Language Book Society”, which from 1960 to 1996 allowed publishers to sell “basic” books at a very low price to developing countries, thanks to a subsidy from the British government. Today, a non-profit association called “BookPower”¹⁵ seeks to maintain this system. Since its creation in 2002, it has contributed to the distribution of 421,050 copies of 40 titles (special editions) at prices that are the equivalent to one third or one fifth of the prices paid by students in the United Kingdom. But at the moment, it lacks sufficient funds to take action on a broader scale.

MEASURE N°17:



In front of the **lack of training of local publishers and booksellers**: support and duplication of **training initiatives for publishers and booksellers on the spot**, in accordance with their needs.

This would involve, in particular, training of publishers by book professionals in the areas of dissemination and distribution, legal publishing framework, co-editions, computer technology for publishers, as well as programmes for booksellers on the description of editorial collections, the definition of the profile of a bookshop, the construction of a selection, layout, the organisation of events, marketing, management of relations with suppliers, financial management of a bookshop, and acquisition of computer tools. This could take place during book fairs and could encourage sponsoring publishers and booksellers of developing countries going to regional book fairs.

This could possibly be granted within the new Cultural Fund for ACP countries or within the “Investing in People” programme. It might be interesting to **assist action already taken** by publishers organisations, booksellers or book fairs and to duplicate them, such as:

- the training programme of the Bureau International de l’Edition Française (BIEF) and the International Association of Booksellers of French Speaking Countries (Association Internationale des Libraires Francophones/AILF),
- the Cape Town International Book Fair and the professional training programme for Arab-speaking publishers (cooperation between Frankfurt Book Fair and Goethe-Institut Kairo/ funded by the German Foreign Office) starting in 2008,
- any other programme involving the network of associations developing similar objectives for their linguistic field.

In front of the challenges of **digitisation in the medium/long term, such action should also cover training of local publishers on the production of digital contents**, financing of the acquisition of digital contents by schools and libraries, and training of teachers and librarians in their use. These different types of support necessitate first developing the

¹⁵ <http://www.bookpower.org/scheme.htm>

appropriate infrastructures for access to Internet and the availability of adequate equipment (computers or mobile phones) for the population.

“ *In simple terms, if books are made central in education budgets, they can be easily delivered and benefit a large number of people. For instance, a budget of 25.000€ can help build a school for 150 pupils, but the same budget can help provide 25.000 pupils with a book in their hands. Allocating education budget to books is the best way to make aid go further:*

To simplify, 1 million € spent = 1 million pupils in developing countries will get a book. ”

B: The interest in contributing to a favourable environment for books in Europe and other countries

MEASURE N°18:

1. The importance of taking into consideration the horizontal aspects of cultural policies

“ *In application of article 151.4 of the EU Treaty, “The Community shall take cultural aspects into account in its action under other provisions of this Treaty, in particular in order to respect and to promote the diversity of its cultures”.* ”

Over and above the financial aspects, publishers would also like to insist on **policies relevant to book promotion**. It is vital for Community policies to take culture into consideration through Article 151.4. This specific component of the Treaty allows formal recognition that in the Community system, culture is now handled mainly through policies of the Union other than the cultural and audio-visual policy *stricto sensu*, and that consideration of “cultural specificity” (in terms of copyright, taxation, competition or the trading of services, etc.) cannot result from the application of these policies alone.



Europe
and the
book

culture
education
knowledge
language

20

The **respect of copyright**, the base of any publishing activity, is all the more necessary as the impact of globalisation on the publishing business is steadily increasing.

Books must be made available to the largest possible public through the widest possible means of distribution. The FEP is aware that within the European Union a number of Member States consider that this goal is best achieved when national legislation entrusts publishers with the task of **setting the book price** themselves. As books have a unique educational role to play in society, legislative and fiscal authorities should recognize the special nature of books, by attaching **a privileged status** to books and published texts, in both printed and digital form, and by exempting publishers and booksellers from certain forms of commercial regulation.

It is also important to emphasize the **advisory role and even the capacity to apply pressure of the EU** vis-à-vis other countries with a view to drawing up a favourable context for books in these countries. For instance, the UE could encourage countries which have a monopoly over the publication of textbooks to terminate it. Indeed in developing countries, where textbook publishing is sometimes the only potential market, such a situation prevents any local publishing industry from developing and European publishers from investing, and may also lead to some censorship situations. Advocacy of key principles can take place within the framework of informal contacts with third countries, trade negotiations on a bilateral (insertion of clauses on the enforcement of copyright, legal protection of technological protection measures, etc.) or multilateral (membership of new countries to WTO) basis.

MEASURE N°19:

2. The role of the EU in promoting the enforcement of copyright rules in other countries and within international organisations

“ *The EU should keep on promoting copyright as the first victims of piracy are always local creators.* ”



At a time when the protection of copyright is constantly called into question both at the practical level, with the scourge of piracy – or “offset” piracy, illegal peer-to-peer exchanges – but also at the political level through requests submitted to WIPO by certain developing countries, such as Brazil to reorganize the copyright regime, it is vital for the EU to continue to vigorously **defend the principle of strict respect for copyright**. This must include developing countries.

The EU must therefore react to these attacks, linked to movements that are demagogic to say the least, **by communicating on the justification of copyright**, as a human right and as a system resulting from a delicate balance between the rights of the creator and those of society. It should be pointed out that piracy and the advocacy of “free content” in general are harmful to local creators, who are deprived of an income and therefore of incentives to create and disseminate contents, to the detriment of cultural diversity. It might also be useful to stress the impact of this phenomenon on local employment, the fiscal revenue of the governments concerned, and its link to international crime.

The existence of piracy, however, is not only due to inadequate legislation because the law in most countries already forbids the unauthorized use and dissemination of protected contents. The difficulties usually arise from the **practical implementation or enforcement** of these restrictions, rendered even more difficult by digital technologies. This is why we encourage every form of co-operation, awareness raising among the public and local authorities, exchange of good practices, and organisation of training courses with the local judicial authorities and the police, taking as an example the progress reached in this field in countries such as Korea or India.

The EU should encourage developing countries to put an end to the practice consisting of blackmailing (textbook) publishers bidding for a tender – independently or in a co-edition with a local publisher – to give up their copyright on their books. Bearing this in mind, we welcome the inclusion in **new economic partnership agreements between the European Commission**

and **ACP countries** of rules obliging these countries to strengthen copyright, especially through the implementation and enforcement of the WIPO Treaty of 1996.

MEASURE N°20:

3. The role of the EU in promoting the free circulation of books

“

*The EU should promote the ratification and implementation of the **UNESCO Florence Agreement and the Protocol of Nairobi on free circulation of books and material to produce them, in order to reduce the price of books in developing countries.*** ”

While certain countries might be tempted to adopt protectionist tendencies, it is also important to promote regulations concerning the free circulation of books. The EU should therefore encourage its partners, particularly developing countries, to ratify and implement the **UNESCO Florence Agreement of 1950 and the Protocol of Nairobi of 1976**, designed to facilitate imports of objects of an educational, scientific or cultural nature, or objects required to produce publications, by reducing barriers in terms of tariffs, taxes, currency and exchanges to the free circulation of such objects or tools.



Encouraging trade and contributing to offering lower prices locally have the effect of reducing illiteracy and fostering cultural exchanges. In addition, making books more accessible to everyone from a financial point of view can also help to further diminish the competitive advantage of pirated books in relation to legal products and in consequence, to **reduce the risks of counterfeiting**.

Finally, in view of the **application of the UNESCO Convention on the protection and promotion of the diversity of cultural expressions**, it would be appropriate for the EU to encourage its partners to introduce policies on books that are adapted to their national context. The EU should also ensure that such policies encourage an open attitude, exchanges and the protection of creativity, as laid down in this Convention. The goal is, in fact, to avoid its being used to circumvent the copyright regime or for protectionist purposes.

Europe
and the
book

culture
education
knowledge
language

20 Measures to Support European Books

Programmes at Community level:

• In the field of culture, education and training

1. Adaptation of the Culture programme in order to take into account the specific features of the non audio-visual cultural industries, notably by appointing a jury of experts from cultural industries, and to reinforce the funding of multiannual co-operative projects linked to these industries. (p.8)
2. Increased support for translations, including for non fiction, and support for training of publishers in foreign languages and specialised translators, as well as for the creation of networks of translators. (p.9)
3. Assistance for common stands at international book fairs (p.10)
4. Support for authors to participate in cultural events in Europe and other countries and set up of European publishing offices in Europe and other countries (China, USA etc.) (p.10)
5. Setting up pan-European training courses and developing specific qualifications for the European publishing sector. (p.10)
6. Support for further action aimed at encouraging reading among young people and underprivileged groups across Europe. (p.10)

• In the field of digital libraries

7. Facilitating the financing of the development of digital and digitised contents. (p.12)
8. Support to train book professionals on how to use digitisation tools. (p.12)
9. Further support for the adoption of identification standards and metadata for paper and electronic publications, that meet the needs of a multilingual sector. (p.13)
10. Supporting the interconnection and structuring of databases. (p.13)
11. Financing the training and adaptation of booksellers in preparation of the development of electronic books. (p.13)

Europe
and the
book

culture
education
knowledge
language

20 Measures to Support European Books

Programmes oriented towards developing countries and emerging economies:

12. Programmes for translations from or to non European languages. (p.17)
13. Education aid budget allocation for the provision of books. (p.18)
14. Increased financing for the acquisition of basic collections for libraries. (p.18)
15. Support to develop local publishing activities, co-editions and right transfers between local and European publishers. (p.18)
16. Support to publishers for the reduction of the cost of books. (p.18)
17. Encourage training initiatives for publishers and booksellers on the spot. (p.19)

Other book policies in Europe and in third countries:

18. Taking into consideration the horizontal aspects of cultural policies (article 151.4 of the EC Treaty). (p.20)
19. Promoting the enforcement of copyright rules in other countries and within international organisations. (p.21)
20. Promoting the free circulation of books (Florence Agreement and Nairobi Protocol). (p.22)

Europe
and the
book

culture
education
knowledge
language

About FEP

FEP is an independent, non-commercial umbrella association of book publishers associations in the European Union. FEP represents 26 national associations of book publishers of the European Union and of the European Economic Area. FEP is the voice of the great majority of publishers in Europe. Founded in 1967, FEP deals with European legislation and advises publishers' associations on copyright and other legislative issues.

The book is the first cultural industry in Europe with an annual sales revenue of book publishers of approximately 22.268 million euro according to a survey conducted by FEP for the year 2004. More than 620.000 new books or new editions were published in 2004.

These figures show the importance of publishing industry in terms of innovation, growth and employment in Europe. The book industry is a key player in the knowledge society and economy and contributes actively to achieve the Lisbon Agenda goals.

President

Mr Federico Motta
President of the Federation of European Publishers since June 2008
President of the Italian Publishers association
Chairman and CEO of Gruppo Motta Editore
President of Italian Federation of the Cultural Industry

Vice-President

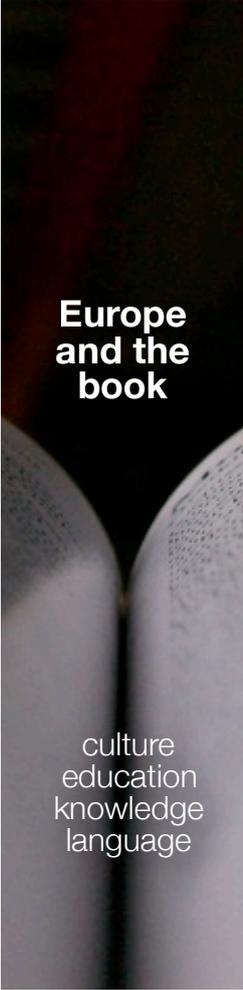
Mr Fergal Tobin
Vice-president of the Federation of European Publishers since June 2008
Publishing Director of Gill and MacMillan since 1995
President of CLE, the Irish Book Publishers' Association from 2002 to 2004

Treasurer

Mr Arne Bach
Treasurer of the Federation of European Publishers since 2006
Chairman and CEO of Seemann Henschel Verlag

Director General

Anne Bergman-Tahon
31 rue Montoyer - Box 8
B - 1000 Brussels
website: www.fep-fee.eu
email: info@fep-fee.eu



Europe
and the
book

culture
education
knowledge
language

European publishers are global leaders in their field and the book sector in Europe currently has a retail turnover of about €40 billion per year. Books are obviously the fundamental vehicle of European culture, knowledge and languages, which the European Union (EU) seeks to promote.

The **Europe and the Book** report from the Federation of European Publishers argues in favour of European programmes for books and suggests **20 key measures** which could be adopted to support European books.

Europe and the **book**

Federation of European Publishers



31 rue Montoyer box 8
1000 Brussels
tel 32 2 770 11 10
fax 32 2 771 20 71
www.fep-fee.eu
info@fep-fee.eu