



Marleen Morris & Associates
shaping the future

Library 2020

Report on Stakeholder Consultation Options

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1. Introduction

1.1 Background

The purpose of this report is to outline options for future stakeholder consultation regarding the development of Library 2020. The need for this report emerged as a result of the findings from phase one of this project, which were presented in the report entitled *Library 2020 Feasibility Study and Business Plan: Stakeholder Consultation*. The findings clearly indicated that there is a need for more consultation and discussion within the British Columbia library community regarding the Library 2020 concept before libraries are in a position to make an informed decision about whether the formation of such an organization would be of benefit and what mandate such an organization should have.

As a result, the original purpose of the second phase of this project, to develop a business plan for Library 2020, was revised. The new purpose is to develop options for future stakeholder consultation and decision-making regarding the feasibility of establishing Library 2020. Given this change in purpose, it was decided that this options paper should focus on the three largest library sectors in the province: the public, school and post-secondary library sectors.

1.2 Highlights from the Stakeholder Consultation Report

The first phase of this project focused on two areas of research. The first explored the development of multi-type library organizations in Alberta (The Alberta Library) and Colorado (Colorado Library Consortium). The purpose was to gain insight into the evolution of these multi-type libraries, including the opportunities and challenges related to developing capacity and sustainability. The second area of study focused on British Columbia, with the objective of gaining insight into the experience with library collaboration in BC, organizational interests, future opportunities with regard to collaboration, and challenges, issues and risks associated with collaboration. A report from this phase was developed and circulated to the library community. This section provides an overview of findings relevant to the development of a consultation process to test the library community's desire to establish Library 2020, what it would like, and how it would operate.

The review of The Alberta Library (TAL) and the Colorado Library Consortium (CLiC) experiences with the development of multi-type libraries yielded a number of valuable insights regarding their evolution.

Process was stressed as being critically important; both TAL and CLiC were established as a result of a highly inclusive process that involved all of the key players and allowed equal voice to large and small stakeholders. Stakeholders were engaged in the key decisions about whether to establish an organization, what it would look like and how it would operate. In the case of TAL, the process lasted approximately four years and involved many small steps to establish what interviewees described as a grass-roots movement to create a province-wide strategic plan for library services that ultimately led to the creation of TAL. In Colorado, a small group of committed individuals worked with the library community on a voluntary basis before CLiC formally hired staff.

Understanding that collaboration cannot be forced was emphasized by both TAL and CLiC. The process must be led by an individual(s) who has the capacity to bring different players together and facilitate collaboration in a non-threatening manner. Both TAL and CLiC emphasized that, in the beginning, the focus was on building trust, assuaging fears, strengthening relationships and illuminating the benefits associated with collaboration.

The consultation with stakeholders in British Columbia was also very informative, yielding a number of valuable insights regarding the library community's experience with collaboration and considerations for the development of a process to further dialogue and decision-making about the desirability of establishing Library 2020, what it would look like and how it would operate.

The input received from stakeholders on the characteristics of successful collaborations suggests that the consultation process should:

- provide for the active engagement of all libraries;
- ensure that the decision-making process is fair, equitable and transparent;
- give all libraries a direct and equal say in the decision-making process around establishing Library 2020;
- not be driven by any one sector or by government;
- ensure strong, timely and consistent communications;
- preserve the autonomy and power of individual organizations; and,
- ensure that the leadership comes from the library community rather than from government.

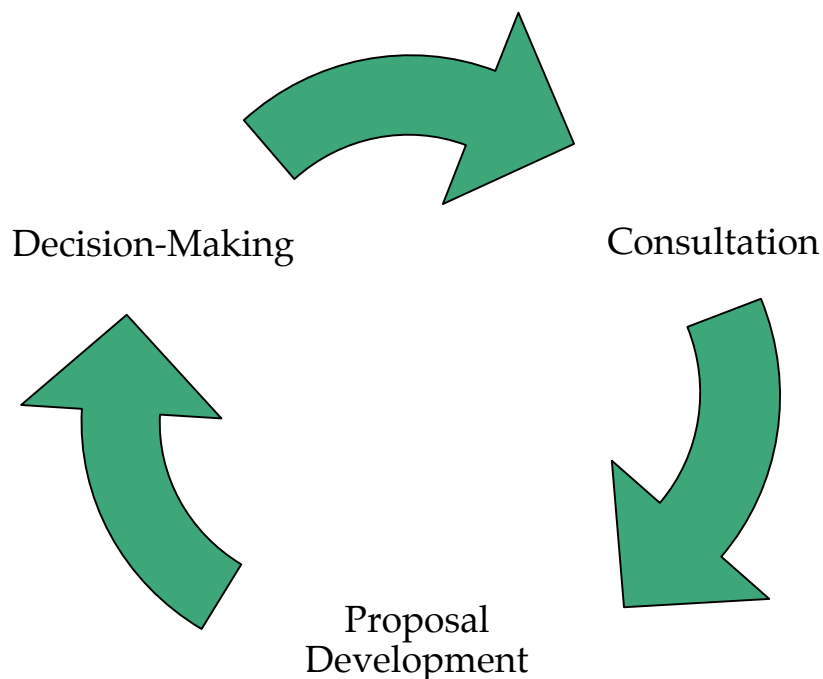
It is also important to note that indications from the stakeholder consultations are that neither the Ministry of Education or the Ministry of Advanced Education and Labour Force Development feel they have the capacity to fund the Library 2020 initiative. This means that the consultation, development and operation of Library 2020 would have to be funded by the library sector.

2. Consultation & Decision-Making: Guiding Principles and Models

2.1 Background

The development of consultation and decision-making models for the establishment of Library 2020 was guided by a set of principles derived from the input received through the stakeholder consultations. These principles are outlined in section 2.2.

Although it may seem obvious, it is worth mentioning that consultation and decision-making are not the same. Consultation refers to the process of gathering input and opinions from affected groups, with the intent of using this information in the development of proposals. Decision-making refers to the process of determining whether a given proposal is acceptable to the affected groups. For Library 2020, the process can be illustrated as follows:



Three consultation and decision-making models are presented for consideration. The description of each model includes:

- how the consultation and decision-making will be conducted;
- how the consultation and decision-making will be managed;
- strengths of the model; and
- challenges of the model.

2.2 Guiding Principles

The development of the consultation and decision-making models for Library 2020 was guided by a set of principles derived from the input received from the stakeholder consultations. These factors emerged in discussions regarding factors related to key interests and characteristics of successful collaboration.

1. The consultation and decision-making models shall recognize that leadership for Library 2020 must come from the library sector.
2. The *consultation* process shall facilitate equal participation by all libraries in the province.
3. The *decision-making* process shall give individual libraries equal input and will engage those in the organization who have authority over resource allocation.
4. Equality between library sectors should be considered in the development of the models.
5. Geographic location, particularly the rural/urban split, should be considered in the development of the models.
6. Participation in Library 2020 shall be voluntary.
7. The consultation and decision-making models shall provide for timely and consistent communication regarding Library 2020.

2.3 Model One: Working Through Existing Sector Library Organizations

The first Library 2020 consultation and decision-making model is characterized by a process that would see sector library organizations play a key role in coordinating communication with and input from individual libraries¹ in their sector.

The sector library organizations would work closely with the group responsible for the overall management of the consultation and decision-making process for Library 2020, hereafter called the Library 2020 Task Group. The Task Group would be comprised of representatives appointed by the sector library organizations. The sector library organizations that have been identified as the primary points of contact for each sector are:

Public library sector:	Association of BC Public Library Directors (ABCPLD)
School library sector:	BC Teacher-Librarians' Association (BCTLA)
Post-secondary library sector:	Council of Post-Secondary Library Directors (CPSLD)

These organizations were selected as their membership represents all, or in some sectors almost all, of the libraries in the province. In addition, they are the only three to have a membership base that is roughly equivalent across the three sectors; in two of the three the members are generally the library directors.

While other strong library organizations were considered, for example the BC Library Trustees Association (BCLTA) and the British Columbia Library Association (BCLA), there were issues of uniformity and appropriateness of representation. BCLTA, which represents public library trustees, for example, does not have an equivalent organization in either the school or post-secondary library systems. BCLA is an association that represents librarians and library staff, not libraries.

¹ In this report, the term 'individual libraries' refers to library systems, not library buildings. Multi-branch library systems, as well as all school libraries in a district would be considered a single library.

2.3.1 Consultation Process

Under this model, questions for consultation would be directed to each library sector organization with a request that they distribute the questions through their members to every library in their sector. It would be up to the individual members to take the questions back to their own library and seek input from the appropriate people; trustees, senior staff, subject area experts, etc.

Each individual library would then submit their responses to the questions to the sector library organization. The library sector organization would then coordinate the responses for their sector. The coordinated sector response would be returned to the Library 2020 Task Group.

The Library 2020 Task Group would be responsible for collating the input from all three sectors and communicating the results back to the sector library organizations and other stakeholders.

The sector library organizations would also be encouraged to discuss the questions and the responses among their members. The purpose of this dialogue would be to help individual members develop a fuller understanding of the perspectives held by the sector.

2.3.2 Decision-Making Process

In this model the process for decision-making would mirror the process for consultation; namely that questions for decision would be directed by the Library 2020 Task Group to each of the three sector library organizations with a request that they distribute the questions through their members to every library in their sector. It would be the responsibility of individual members to take the questions back to their own library. With decision-making questions it will be critical that individual representatives ensure that their library's decision is made by the individual or group with the appropriate authority. Importantly, decisions that require the commitment of resources must be taken by those who have this authority.

Each individual library would then submit their responses to the questions to the sector library organization. The library sector library organization would then coordinate the responses for their sector. The coordinated sector response would be returned to the Library 2020 Task Group.

The Library 2020 Task Group would be responsible for collating the input from all three sectors and communicating the results back to the sector library organizations and other stakeholders.

Given the nature of the decisions that must be taken to determine whether to establish Library 2020 it is impossible to attempt to determine in a blanket fashion the level of support a decision would need in order to go forward. Consideration of costs and contributions, as well as legitimacy and credibility will play a role in this regard.

With regard to costs and contributions, a relevant example might be the decision around the proposed operating budget. In the final analysis, the operating budget proposal would need the support of enough libraries to ensure that the required funds are available. Assuming that large libraries would be expected to contribute more than small libraries, the actual number of libraries that would need to agree with the proposal in order to go ahead would be a function of both the number of libraries and the size of the contribution.

On the question of legitimacy and credibility, it might be assumed that any proposal regarding the establishment of Library 2020 would require the support of at least 50% of the libraries in the province to be seen as credible and legitimate voice for all libraries. Furthermore, it might also be assumed that any proposal regarding the establishment of Library 2020 would require the support of at least 50% of the libraries in each sector to be seen as a credible and legitimate voice for all library sectors. If these are not stated goals, however, there could conceivably be more flexibility in this. For example, the Task Group could propose that the goal of an operating budget proposal is simply to ensure enough support to secure the required funding, and that the percentage rate for approval not be considered relevant.

In the final analysis, the determination of what constitutes acceptable support should not be determined with a blanket statement at this stage. Two considerations are important to keep in mind. First, if consultation precedes and informs the development of decision-oriented proposals then obtaining support for these proposals should be much more achievable. Second, given that participation in Library 2020 is voluntary, libraries that do not agree with the directions and decisions are free to choose to not join Library 2020.

2.3.3 Process Management

As suggested by the preceding paragraphs, the consultation and decision-making process would be managed by the Library 2020 Task Group. This model facilitates the consideration of two of the guiding principles in the appointment of Task Group members: sector representation and geographic representation.

Considering the volume of work suggested by this model, it is proposed that each of the three sector library organizations appoint two individuals from among their membership to sit on the Task Group. Furthermore, it is proposed that one of the individuals come from a rural library and one from an urban library. This would result in a six-member Task Group. From the input provided through the stakeholder consultation, it is recommended that the appointment process be open and transparent.

The role of the Library 2020 Task Group members would be to:

- Develop questions/proposals for consultation and decision;
- Ensure that questions for consultation and decision are provided to each library sector organization;
- Monitor the process of distribution of the questions and collation of the results in each sector to ensure that what is communicated back to the Task Group accurately reflects the intent;
- Communicate the results of the consultation and decision-making processes in all three sectors back through the sector library organizations to all BC libraries;
- Communicate the activities of the Library 2020 Task Group through the sector library organizations to all BC libraries;
- Communicate with other key stakeholder organizations not directly represented on the Library 2020 Task Group. Key among this group are the BCLTA, BCLA, Ministry of Education, and Ministry of Advanced Education.

2.3.4 Strengths of this Approach

This Library 2020 consultation and decision-making model has several strengths that are in keeping with the guiding principles for the process. In this model:

- direction is set and decisions are made by individual libraries;
- the role of the Library 2020 Task Group is to act as a conduit, coordinator and interpreter of information, focusing on communication, participation, research, question development and response analysis;
- all library sectors are represented equally on the Library 2020 Task Group and there is equal representation of urban and rural libraries; and
- leadership on the question of whether to establish Library 2020 comes from the library sector.

Another strength of this model is that the Library 2020 Task Group workload is fairly manageable. This comes as a result of utilizing the sector library organization's communications and administrative networks. Furthermore, this model will encourage and strengthen understanding of and dialogue about Library 2020 within each library sector through the involvement of ABCPLD, BCTLA, and CPSLD.

2.3.5 Challenges of this Approach

This Library 2020 consultation and decision-making model also has a number of key challenges that may affect its effectiveness.

In this model the sector library organizations, ABCPLD, BCTLA, and CPSLD, have responsibility for distributing consultation and decision questions to libraries in their sector and collating the responses. This will place additional time demands and responsibility on the organization and the membership.

A second challenge arises from some of the input received through the stakeholder consultations that suggests that some school libraries could face challenges in ensuring that they have access to those individuals who have the authority to make decisions regarding major resource allocations in their school district. In many school districts, these individuals may not be involved with library questions on a regular basis, so background and ongoing information regarding Library 2020 would be required to explain their role in consultation and decision-making.

2.4 Model Two: Direct Involvement with Individual Libraries

The second Library 2020 consultation and decision-making model is characterized by a process that would see the Library 2020 Task Group given responsibility for communicating and coordinating directly with each individual library. It should be noted that there are 156 libraries in the province: 71 public, 60 school and 25 post-secondary libraries.

2.4.1 Consultation Process

In this model, questions for consultation would be sent directly from the Library 2020 Task Group to each library. Each individual library would then submit their responses to the questions directly back to the Library 2020 Task Group. In this model, the Task Group would be responsible for collating and coordinating the responses and reporting back to each library and other stakeholders on the results.

2.4.2 Decision-Making Process

In this model the process for decision-making would mirror the process for consultation; namely that questions for decision would be sent directly from the Library 2020 Task Group to each library. Each individual library would then submit their responses to the questions directly back to the Library 2020 Task Group. In this model, the Task Group would be responsible for collating and coordinating the responses and reporting back to each library and other stakeholders on the results. Importantly, decisions that require the commitment of resources must be taken by those in the organization who have this authority.

As with the first consultation and decision-making model, it is impossible to attempt to determine in a blanket fashion the level of support a decision would need in order to go forward. Consideration of costs and contributions, as well as legitimacy and credibility will play a role in this regard.

With regard to costs and contributions, a relevant example might be the decision around the proposed operating budget. In the final analysis, the operating budget proposal would need the support of enough libraries to ensure that

the required funds are available. Assuming that large libraries would be expected to contribute more than small libraries, the actual number of libraries that would need to agree with the proposal in order to go ahead would be a function of both the number of libraries and the size of the contribution.

On the question of legitimacy and credibility, it might be assumed that any proposal regarding the establishment of Library 2020 would require the support of at least 50% of the libraries in the province to be seen as credible and legitimate voice for all libraries. Furthermore, it might also be assumed that any proposal regarding the establishment of Library 2020 would require the support of at least 50% of the libraries in each sector to be seen as a credible and legitimate voice for all library sectors. If these are not stated goals, however, there could conceivably be more flexibility in this. For example, the Task Group could propose that the goal of an operating budget proposal is simply to ensure enough support to secure the required funding, and that the percentage rate for approval not be considered relevant.

In the final analysis, the determination of what constitutes acceptable support should not be determined with a blanket statement at this stage. Two considerations are important to keep in mind. First, if consultation precedes and informs the development of decision-oriented proposals then obtaining support for these proposals should be much more achievable. Second, given that participation in Library 2020 is voluntary, libraries that do not agree with the directions and decisions are free to choose to not join Library 2020.

2.4.3 Process Management

As suggested by the preceding paragraphs, the consultation and decision-making process would be managed by the Library 2020 Task Group. The underlying foundation for this model, the development of a direct link between the Library 2020 Task Group and individual libraries, suggests two options for the identification of Task Group members; one that considers sector and geographic representation and one that is fully open. Given the scenarios described below and the amount of work that the Task Group would be expected to perform, it is suggested that the number of members be set at 12.

2.4.3.1 Open Selection Process

The open selection process option to establish the Library 2020 Task Group is based on the premise that all libraries are equal. From this premise it proposes that an open nomination and election process be established to determine Task Group membership.

It is proposed that this process allow individual libraries to put forward up to one name for membership on the Task Group. Membership would be open to governors and staff.

The full list of names would then be put forward to all libraries, and each library would choose the people they would like to see on the Task Group. The 12 individuals with the highest number of votes would become Task Group members, irrespective of library sector or geography.

This approach is highly democratic and open, but could result in unequal representation on the Task Group if libraries select only those individuals who are from their sector.

2.4.3.2 Modified Open Selection Process

The modified open selection process option to establish the Library 2020 Task Group is grounded in an open approach, but balances this with modifications that would ensure sector and geographic representation. This approach would result in a Task Group that is comprised of an equal number of representatives from each sector, and within the composition of each sector, an equal number from urban and rural libraries. It should be noted that this process would require the classification of all libraries as either urban or rural.

Similar to the open selection process, the modified process would allow individual libraries to put forward up to one name for membership on the Task Group. Membership would be open to governors and staff.

The list of names would then be put forward to all libraries in the sector, and each library would choose the people they would like to see on the Task Group, ensuring that they have selected an equal number of people from urban and rural libraries. The four individuals in each sector with the highest number of votes would become Task Group members.

In this approach, the size of the Task Group would increase by multiples of six, with six being the smallest Task Group size.

The role of the Library 2020 Task Group members would be to:

- Develop questions / options for consultation and decision;
- Ensure that questions for consultation and decision are distributed to each library;
- Monitor participation in the process and follow-up as required;
- Collate the input or results from all libraries (up to 156 individual responses);
- Communicate the results of the consultation and decision-making processes to all BC libraries;
- Communicate the activities of the Library 2020 Task Group to all BC libraries;
- Communicate with other key stakeholder organizations not directly represented on the Library 2020 Task Group. Key among this group are the BCLTA, BCLA, Ministry of Education, and Ministry of Advanced Education.

2.4.4 Strengths of this Approach

This Library 2020 consultation and decision-making model has several strengths that are in keeping with the guiding principles for the process. In this model:

- direction is set and decisions are made by individual libraries;
- the role of the Library 2020 Task Group is to act as a conduit, coordinator and interpreter of information, focusing on communication, participation, research, question development and response analysis;
- there is potential for all library sectors to be represented equally on the Library 2020 Task Group;
- there is potential for equal representation of urban and rural libraries; and
- leadership on the question of whether to establish Library 2020 comes from the library sector.

In addition, this model facilitates participation of a broader range of people involved in the library community as membership in the Task Group is open to library governors and all staff.

2.4.5 Challenges of this Approach

This Library 2020 consultation and decision-making model also has a number of key challenges that may affect its effectiveness.

The process to select Task Group members is very labour intensive in this approach. It would also require that the opportunity to be a member of the Library 2020 Task Group be explained and promoted to all libraries.

In this approach, the Library 2020 Task Group would have a heavy workload. Dealing directly with all 156 libraries in the province – to distribute questions, collate input and maintain communications – will require administrative systems and support.

The challenges that may be faced by some school libraries in accessing those individuals with the authority to make decisions regarding major resource allocations in their school district, as described in the first model, also apply to this model. Addressing these challenges would require background and ongoing information regarding Library 2020.

2.5 Model Three: Sector Appointments and Direct Contact with Individual Libraries

The third Library 2020 consultation and decision-making model is a hybrid of the first two models. This model proposes that the Library 2020 Task Group be formed as it is in the first model, but that the Task Group adopts the responsibilities and process outlined in the second model.

2.5.1 Consultation Process

In this model, questions for consultation would be sent directly from the Library 2020 Task Group to each library. Each individual library would then submit their responses to the questions directly back to the Library 2020 Task Group. In this model, the Task Group would be responsible for collating and coordinating the responses and reporting back to each library and other stakeholders on the results.

2.5.2 Decision-Making Process

In this model the process for decision-making would mirror the process for consultation; namely that questions for decision would be sent directly from the Library 2020 Task Group to each library. Each individual library would then submit their responses to the questions directly back to the Library 2020 Task Group. In this model, the Task Group would be responsible for collating and coordinating the responses and reporting back to each library and other stakeholders on the results. Importantly, decisions that require the commitment of resources must be taken by those in the organization who have this authority.

As with the first two consultation and decision models, it is impossible to attempt to determine in a blanket fashion the level of support a decision would need in order to go forward. Consideration of costs and contributions, as well as legitimacy and credibility will play a role in this regard.

With regard to costs and contributions, a relevant example might be the decision around the proposed operating budget. In the final analysis, the operating budget proposal would need the support of enough libraries to ensure that the required funds are available. Assuming that large libraries would be expected to contribute more than small

libraries, the actual number of libraries that would need to agree with the proposal in order to go ahead would be a function of both the number of libraries and the size of the contribution.

On the question of legitimacy and credibility, it might be assumed that any proposal regarding the establishment of Library 2020 would require the support of at least 50% of the libraries in the province to be seen as credible and legitimate voice for all libraries. Furthermore, it might also be assumed that any proposal regarding the establishment of Library 2020 would require the support of at least 50% of the libraries in each sector to be seen as a credible and legitimate voice for all library sectors. If these are not stated goals, however, there could conceivably be more flexibility in this. For example, the Task Group could propose that the goal of an operating budget proposal is simply to ensure enough support to secure the required funding, and that the percentage rate for approval not be considered relevant.

In the final analysis, the determination of what constitutes acceptable support should not be determined with a blanket statement at this stage. Two considerations are important to keep in mind. First, if consultation precedes and informs the development of decision-oriented proposals then obtaining support for these proposals should be much more achievable. Second, given that participation in Library 2020 is voluntary, libraries that do not agree with the directions and decisions are free to choose to not join Library 2020.

2.5.3 Process Management

For this model, it is proposed that each of the three sector library organizations identified in model one, ABCPLD, BCTLA and CPSLD, appoint four individuals from among their membership to sit on the Task Group; two from a rural library and two from an urban library. This would result in a 12-member Task Group, the size identified as being necessary to conduct the consultation and decision-making process with individual libraries directly. From the input provided through the stakeholder consultation, it is recommended that the appointment process be open and transparent to the sector to ensure that the Task Group representatives are seen as legitimate.

The role of the Library 2020 Task Group members would be to:

- Develop questions / options for consultation and decision;
- Ensure that questions for consultation and decision are distributed to each library;
- Monitor participation in the process and follow-up as required;
- Collate the input or results from all libraries (up to 156 individual responses);
- Communicate the results of the consultation and decision-making processes to all BC libraries;
- Communicate the activities of the Library 2020 Task Group to all BC libraries;
- Communicate with other key stakeholder organizations not directly represented on the Library 2020 Task Group. Key among this group are the BCLTA, BCLA, Ministry of Education, and Ministry of Advanced Education.

2.5.4 Strengths of this Approach

This Library 2020 consultation and decision-making model has several strengths that are in keeping with the guiding principles for the process. In this model:

- direction is set and decisions are made by individual organizations;
- the role of the Library 2020 Task Group is to act as a conduit, coordinator and interpreter of information, focusing on communication, participation, research, question development and response analysis;
- all library sectors are represented equally on the Library 2020 Task Group;
- there is equal representation of urban and rural libraries; and
- leadership on the question of whether to establish Library 2020 comes from the library sector.

2.5.5 Challenges of this Approach

This Library 2020 consultation and decision-making model also has a number of key challenges that may affect its effectiveness.

In this approach, the Library 2020 Task Group would have a heavy workload. Dealing directly with all 156 libraries in the province – to distribute questions, collate input and maintain communications – will require administrative systems and support.

The challenges that may be faced by some school libraries in accessing those individuals with the authority to make decisions regarding major resource allocations in their school district that were described in the first two models also apply to this model. Addressing these challenges would require background and ongoing information regarding Library 2020.

2.6 Model Four: Working Through Library Federations

A fourth consultation and decision-making model, working through the new library federations, was considered. This approach envisioned the library federations acting in a capacity similar to that described for the sector library organizations in the first model. The fourth model, however, did not pass the initial investigation stage because federation membership, except for the North Coast Library Federation, is limited to public libraries.

3. Conclusion

The purpose of this paper was to present a number of consultation options that could be employed by the BC library community to consider the desirability of establishing Library 2020. Three options have been presented. It is now up to the library community to discuss these options and to decide upon a preferred approach.