

# Remarks by Judy Russell Superintendent of Documents

Spring Meeting, Depository Library Council  
Seattle, Washington  
April 3, 2006

I am pleased to welcome you once again to the beautiful city of Seattle and to this meeting of the Depository Library Council.

I am delighted that so many of you have made the effort to be here. As of Friday, there were over 300 people registered for this meeting, so we have an excellent turnout. I am – as you are – very much aware that many of our colleagues are not able to be here with us, and I urge you to take home all that you learn from this meeting and share it with others in your institution and in your community.

The dialog yesterday between Public Printer Bruce James and the Council on the vision document, *Knowledge Will Forever Govern*, [[http://www.access.gpo.gov/su\\_docs/fdlp/council/index.html](http://www.access.gpo.gov/su_docs/fdlp/council/index.html)] and Dr. [Joseph] Janes' [Associate Dean for Academics, Information School, University of Washington ] interesting presentation on the future of our profession have gotten us off to a good start. Both sessions have given us a lot to reflect on and I am sure that many of the ideas they touched on yesterday will come up again over the next few days.

With me this morning are Bob Tapella, GPO's Chief of Staff, who is going to give you an update on the implementation of GPO's *Strategic Vision* [<http://www.gpo.gov/congressional/pdfs/04strategicplan.pdf>]. He will be followed by our Chief Technical Officer, Mike Wash, who will provide an update on the development of GPO's Future Digital System [<http://www.gpo.gov/projects/fdsys.htm>].

After this session, you will have two opportunities to participate in breakout sessions to discuss the vision document. The breakout groups immediately following this session will be based on regions of the country. After lunch, there will be breakout groups based on library type. Then, late this afternoon and early tomorrow morning, we will have presentations on GPO's digital content activities, with special emphasis on the Future Digital System and other new projects. That will be followed by an introduction to the new Catalog of Government Publications [[catalog.gpo.gov](http://catalog.gpo.gov)] – the long awaited Online Public Access Catalog from our Integrated Library System (ILS). Tomorrow afternoon Denise Davis is going to talk with us about measurements and metrics, a topic that we expect to have as a recurring theme for the next few meetings.

In FY 2005, 92% of new content acquired for the Federal Depository Library Program (FDLP) was available online, whether or not it was also available in a tangible format. Only 8% of new titles (mostly maps) were distributed solely in tangible form, while 21% of new titles were

available online and in one or more tangible formats. Our final session tomorrow will address what it means to be a mostly electronic depository library and look at some of the issues that we, as a community, need to address as the program continues to evolve toward more and more electronic collections. I recommend that you read the briefing topic on the transition to a mostly electronic FDLP collection

[\[http://www.access.gpo.gov/su\\_docs/fdlp/council/spring06\\_council\\_handout.pdf\]](http://www.access.gpo.gov/su_docs/fdlp/council/spring06_council_handout.pdf) before the session Tuesday afternoon. It is in your registration packet. There are 17 assumptions that we need to quickly review and validate and 9 questions that we need you to help us answer, so you should come the session prepared to move quickly through the material.

Then, on Wednesday morning, we will have a session on the proposed new methodologies for item selection. Your packet contains several handouts that provide background information for this session. The revised briefing papers

[\[http://www.access.gpo.gov/su\\_docs/fdlp/selection/index.html\]](http://www.access.gpo.gov/su_docs/fdlp/selection/index.html) have been online since mid-February, but it would be good to review them again (or read them for the first time) before the session. I will lead you through a discussion of the proposals for online and tangible selection, and ask you to fill out a questionnaire during the meeting, so we can capture the opinions of the entire audience.

Saving the best for last, the final session will be a discussion of the future scenarios for the FDLP in 2021 that members of the community have posted on the blog

[\[http://dlcvisionoutline.blogspot.com/\]](http://dlcvisionoutline.blogspot.com/). We will keep the blog up after the conference and continue to collect additional scenarios, and comments on scenarios, in preparation for a follow-on session at the fall conference in Washington, DC.

As you can see, we have a lot to cover in the next two and half days, and I am looking forward to some lively and informative discussions.

As usual, I ask you to carefully read the Update

[\[http://www.access.gpo.gov/su\\_docs/fdlp/pubs/proceedings/06spring/gpo\\_update\\_spring06.pdf\]](http://www.access.gpo.gov/su_docs/fdlp/pubs/proceedings/06spring/gpo_update_spring06.pdf), which provides a lot of useful information on a variety of topics. I am going to spend a few minutes commenting on some things that have changed even since the Update was printed last week and calling attention to some items of particular importance. Then I will talk with you about Essential Titles for Public Use in Paper Format

[\[www.access.gpo.gov/su\\_docs/fdlp/pubs/estitles.html\]](http://www.access.gpo.gov/su_docs/fdlp/pubs/estitles.html), before turning the program over to Bob Tapella and Mike Wash. We will save questions until all of us have made our presentations.

First, I would like to note that we have resolved the problem with the PURL referral reports, and new, up to date, files have been posted. I apologize for the inconvenience caused by the delay in release of this data. If your library is not yet participating in this program, I encourage you to consider it. If you register your IP addresses, GPO can give you a monthly report on PURL referrals from your library, providing an important measure of usage of the online depository materials. [\[http://www.access.gpo.gov/su\\_docs/fdlp/coll-dev/referrals/index.html\]](http://www.access.gpo.gov/su_docs/fdlp/coll-dev/referrals/index.html).

We have posted for comment the first 5 chapters of the Federal Depository Library Handbook. You have until May 8 to review those chapters and send in your comments. Three more chapters

should be posted later this week, with a 30-day comment period. We will continue posting chapters for comment as the internal review is completed, and hope to have the entire handbook complete and available online before the end of the summer. I want to thank all of the people who have worked on drafting and editing chapters for the Handbook. Since the new Handbook will update the old guidelines and manual, it is important that you look at, and comment on, these chapters before they become final.

As you know, we are in a 90-day shake-down cruise for the new Catalog of Government Publications. The session tomorrow will be an opportunity for you to provide feedback on the initial configuration and learn more about plans for expanded services in Phase II of the ILS implementation.

We have finally launched the evaluation of the Akamai/FAST disaster recovery site as an alternative to the *GPO Access* WAIS search engine. Nine representatives from Council, GODORT and AALL will be working with us for the next few weeks to assess the disaster recovery application in its current state. Since we are preparing all of the current *GPO Access* databases for the disaster recovery application as a first step toward the eventual migration into the Future Digital System, we want to evaluate the application to determine if we should do a rapid implementation of the Akamai/FAST solution as a complete WAIS replacement.

If we are able to do this, it would also provide an improved platform for access to the material that we will be digitizing during the next 6 months. We would prefer not to format that new digitized content for the old WAIS servers. It would be preferable to tag and format it from its creation in a manner that will allow rapid migration into the Future Digital System. That will save both time and money, since we will not have to process the data twice, once for the old WAIS format and once for the new format. That is likely to mean that we delay database access to files created during the legacy digitization demonstration project that Bruce James announced yesterday, and rely instead on browse tables, PURLS, and other mechanisms to provide public access until the fall when the Akamai/FAST WAIS replacement can be implemented.

As soon as we return to Washington, Robin Haun-Mohamed (Director, Collection Management & Preservation) and her staff will issue a call for materials for digitization. Please check the document on priorities for digitization [<http://www.gpoaccess.gov/legacy>] and notify Robin [[rhaun-mohamed@gpo.gov](mailto:rhaun-mohamed@gpo.gov)] if you have materials you can donate for digitization. The Library of Congress has agreed to digitize the *Statutes at Large* for us, but we will need copies of the *Congressional Record*, *Federal Register*, *Code of Federal Regulations*, *U.S. Code*, *U.S. Reports* and other high priority titles. We have funds set aside to pay for the shipping. We will be seeking donations. If we can't obtain the materials as donations, we will accept material on loan.

I mentioned yesterday that GPO was working closely with the Library of Congress (LC) and the National Archives and Records Administration (NARA) on a variety of initiatives. These include sharing, and comparing, requirements and specifications for digitization initiatives and for GPO's Future Digital System and NARA's Electronic Records Archive, among other items. Two formal Memoranda of Understanding (MOU) are being developed that will be of particular interest to this community.

The first is between GPO and NARA for the purpose of transforming the tangible depository collection at NARA into a comprehensive dark archive of published U.S. government information. The current collection, although it does not circulate, is an active use collection. Transformation into a dark archive will ensure even greater preservation of the materials, with access limited to circumstances when no other tangible copy can be located in depository or other collections and a digital facsimile is not sufficient for the research requirement. At some point in the process of implementing this MOU, GPO and NARA will talk with the community about the specific criteria for access to the material in the dark archive. In the meantime, I would welcome any scenarios requiring access to the tangible copy that you can provide. You know where to find me – [jrussell@gpo.gov](mailto:jrussell@gpo.gov).

The second MOU involves NARA, LC and GPO and documents the collaborative and complementary relationships between and among our agencies for digitization of published Federal government information. By working together to coordinate the digitization, LC, NARA, and GPO will minimize duplication of effort and ensure that the digitization is done according to a set of common specifications and best practices. Implementation of this agreement will facilitate the digitization of a complete collection of tangible published government information and assure the permanent public access and preservation of that information through the Federal Depository Library Program (FDLP). Completion of this MOU is a requirement for moving from the demonstration project announced yesterday into full scale implementation of the legacy digitization initiative.

As you know, ID-71 (*Dissemination/Distribution Policy for the Federal Depository Library Program*) [[http://www.access.gpo.gov/su\\_docs/fdlp/pubs/policies/id71\\_06-21-05.pdf](http://www.access.gpo.gov/su_docs/fdlp/pubs/policies/id71_06-21-05.pdf)] is the internal policy that governs selection of content and format for the FDLP. We are proposing three revisions to bring it into conformance with current practice and the way we hope to redefine the essential titles list. A revised version will be posted for review and comment next week, but I want to summarize the changes for you now.

We have incorporated and reaffirmed our current practice of capturing and storing copies of online titles, unless we have an interagency agreement assuring permanent public access. In light of that practice, we are deleting the following language from Section 3:

"Located on a web site where products are known to be changed randomly. For example, this would occur when the product content may be overwritten by different content."

Section 3 lists the criteria for selecting a tangible title when an online version is also available. This statement is not appropriate guidance for our acquisition staff, given our practice of harvesting and retaining online titles not protected by an interagency agreement assuring permanent public access.

In addition, we have added a new section 3(b) stating clearly that we will acquire and distribute tangible content when the online version is for informational purposes and the tangible version is the controlling official version (that is, it is required for legal purposes). For example, the Supreme Court posts slip opinions on its website, but they are informational copies, and the

paper copies are what must be cited in court. In contrast, the Office of the Federal Register has stated in writing that the versions of the *Federal Register* and *Code of Federal Regulations* on *GPO Access* are fully equivalent to the print version.

Finally, we have added a new Section 5 to document that certain Congressional publications will remain available in print at the direction of the Congress, whether or not they are essential titles. This section addresses Congressional publications not previously considered essential titles that the Joint Committee on Printing directed GPO to retain in print last year. Many of these titles are selected by a few as 200 to 300 libraries. The reason for adding this section will become clear in a moment, when I describe the proposed redefinition of *Essential Titles for Public Use in Paper Format* [[http://www.access.gpo.gov/su\\_docs/fdlp/pubs/estitles.html](http://www.access.gpo.gov/su_docs/fdlp/pubs/estitles.html)].

First of all, the current list of essential titles includes some non-print tangible items, such as CD-ROMs and DVDs, as well as microfiche when it is an optional format in addition to paper, so we need to rename it: *Essential Titles for Public Use in Tangible Format*.

Since the beginning of the transition to a more electronic FDLP, GPO has recognized the need for certain publications to remain available to depositories in paper or tangible format, so long as they are published by the agency in that format. The original essential titles list was contained in the *FDLP Information Dissemination and Access Strategic Plan, FY 1996 – FY 2001* [[http://www.access.gpo.gov/su\\_docs/dpos/rep\\_cong/images/exhibit.pdf](http://www.access.gpo.gov/su_docs/dpos/rep_cong/images/exhibit.pdf)] and included in GPO's 1996 *Report to Congress*. The 24 titles on the list were identified as containing information that is vital to the democratic process, critical to an informed electorate, and supporting the public's right to know about the essential activities of their Government and, therefore, essential to the purpose of the FDLP.

GPO has always viewed the essential titles list as a fluid list to which titles could be added or removed when no longer produced in tangible form by the agency or depository library preferences change. In 2000 GPO reviewed the list and, in consultation with the depository community, additional titles were included on the list. At that time, the criteria for inclusion evolved to incorporate important reference publications.

In early 2005, GPO added other titles to the list. The depository community was subsequently surveyed to identify additional titles for inclusion, with the aim of tailoring the list to more accurately reflect the selection preferences of the different types of depository libraries. The results of that survey, and its methodology, were discussed at the Council meeting in Albuquerque last spring.

Discussion with the community and the survey have not been effective means to determine what additional titles should be categorized as essential to remain available in tangible form. After consultation with the Council, we are proposing to define an essential title as “a tangible publication that contains critical information about the activities of the U.S. Government or is an important reference work for libraries and the public [the current definition] AND [this is what we propose to add] a preponderance of depository libraries elect to receive it in tangible form through the FDLP.” We are defining preponderance as 85% or more – that is currently 1,076 libraries. Similar criteria will be applied to selection by library type. For example, a publication

that is not selected by 85% of *all* depository libraries, but is selected by 85% or more of the public libraries would be deemed essential for public libraries.

This accomplishes two things. First, we determine what is essential based on the actual collection development activities of *all* depository libraries, not just participants in a survey. Second, we address the concerns of specific library types that materials that are of great importance to them may not be sufficiently important to the community as whole to be retained in tangible form as essential titles.

Both the revised ID-71 and the proposed methodology for identifying essential titles will be posted shortly, along with data showing the titles that meet the 85% criteria across all libraries and by library type based on the current selections. There will be a public comment period that will allow us to receive feedback from the depository library community on both the essential titles proposal and the revisions to ID-71. In early May, we will issue the revised essential titles document, the new version of ID-71, and an updated essential titles list. The new list will be based on the new item selection profiles resulting from the December-January update cycle. We want to implement the revised essential titles list in time for the June item selection update. And, of course, the new criteria would result in another revision of the list following that update cycle.

Some examples of titles that would become essential based on the new criteria include:

USA Statistics in Brief	1,249	98%
Census of Population and Housing: Users Guide	1,215	96%
Congressional District Atlas	1,188	94%
Miscellaneous Reports of Senators and Representatives	1,177	93%
Uniform Crime Reports (supplements)	1,159	91%
Library of Congress Subject Headings and Supplements	1,149	90%
Report on the American Workforce	1,091	86%
Justice Expenditure and Employment in the U.S.	1,085	85%
FDA Consumer	1,081	85%

An example of titles that would be removed from the essential titles list using this proposed criteria is Congressional hearings, and they would remain available in print and microfiche under the proposed revision to ID-71 that I mentioned a few moments ago.

Before we release these documents for comment, we will complete an analysis of the titles that are currently on the essential titles list with low selection rates to see if they are covered by other criteria for remaining in tangible form. That analysis will accompany the documents.

This is a fairly rapid description of an important and somewhat complex process, so I encourage you to read the draft documents carefully. We hope that this proposal will provide a methodology to address the need to identify and distribute essential titles for the future, and we look forward to your comments and questions.

Many of these topics will be continue to be on the agenda for the fall conference in Washington DC (October 22-25, 2006) and the spring meeting in Denver (April 15-18, 2007). I hope you will be able to join us at those meetings as well.

With that, I am going to turn the microphone over to Bob Tapella, who will talk with you about the progress on implementation of GPO's Strategic Vision. We will take your questions and comments after Bob Tapella and Mike Wash complete their presentations. Thank you very much for your attention.