American Library Association
Committee on Legislation
Federal Depository Library Program Task Force Report
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Maggie Farrell, Chair
Anne Elias
Janet Fisher
Lori Goetsch
Mary Mallory
Bruce Sarjeant
Laura Saurs
Robbie Sittel
Jessica McGilvray, ALA Staff
Vivian Wynn, Chair, Committee on Legislation, ex-officio

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Introduction

The American Library Association's Committee on Legislation formed the Federal Depository Library Program Task Force to examine a set of questions and issues to guide the Committee on current aspects of the program and options for the future of the program. By examining the six issues outlined by COL, the Task Force hopes to provide direction that will guide the Association in influencing the future of the program (see Appendix A for the Task Force charge). The Task Force developed an extensive reading list that informed the Task Force in its work (see Appendix B).

Technological innovations have improved access to federal information and provide opportunities for FDLP librarians to expand their partnerships with non-depository libraries. However, federal law and guidelines were developed in a print era that does not take full advantage of online information. In addition, reduced budgets have strained libraries causing librarians to focus on immediate priorities and consolidating services. This has impacted FDLP libraries as government information is integrated into regular technical services and reference operations. Some libraries have dropped their depository status as they can no longer afford to staff and maintain government collections. Other libraries have sought consortial solutions to manage print collections and to digitize tangible collections. How can libraries manage tangible collections and online collections with reduced budgets in an electronic environment guided by outdated federal guidelines? This underlying question was the basis for the Task Force in considering the issues outlined by its charge.

The Task Force strongly supports the FDLP and believes that the program still has value for libraries in providing information for American citizens. ALA can be a strong partner with the FDLP in guiding the transition from tangible collections to a primarily electronic program. ALA has the ability to provide leadership in this transition through its strong professional development programs, its ability to represent all types of libraries, and its diverse membership including librarians from reference, technical services, and administration. The Task Force hopes that ALA will continue to support and advance the FDLP in efforts to strengthen and advance the program.

Recommendations

The Task Force provides the following recommendations to the ALA Committee on Legislation. The recommendations are primarily focused on actions that ALA could take to strengthen and support the FDLP; however, some recommendations are directed more toward the U.S. Government Printing Office in their management of the program. The recommendations are not ranked but follow the questions posed by the Committee on Legislation and are numbered to facilitate discussions. The recommendations are pulled from the Task Force discussion documents that are summarized in the following section and it is recommended that the full report be consulted to provide context for the recommendations.

1. Prior to destruction of collections for digitization, a comprehensive preservation plan is required that includes how many tangible copies should be available in FDLP collections.

2. The GPO Registry can be a clearinghouse for digitization programs. In addition, GPO should ingest and link to digital materials.

3. Commercial endeavors can advance and enhance digital collections but fee based materials cannot replace free public access to FDLP materials.

4. GPO should coordinate and facilitate digitization projects with the goal of national progress in making federal documents available to the public. ALA can be a key partner in the planning and discussion of FDLP digital projects. While GPO has responsibility for the FDLP, ALA can collaborate in the planning and implementation of national initiatives to advance FDLP goals.

5. Knowing that not everything can be authenticated in a timely and cost efficient manner, priorities should be developed. ALA could convene groups to identify which items must be authenticated and the priority order. In addition, GPO could deputize or authorize other agencies/organizations as trustworthy agents.

6. Documents will be digitized by libraries, consortiums, and other initiatives. GPO cannot do everything so partnerships are encouraged. The documents community is available to contribute to the process and support GPO in this massive endeavor. ALA could work with GPO on guidelines so the attributes of a trusted steward are clear to the community.

7. It is possible for commercial sources to be trusted sources but these should be free to library users and follow the FDLP guidelines for substitution. GPO cannot put the onus on FDLP libraries or their users to purchase commercial products.

8. The FDLP should not move to a significant reduction of FDLP geographic distribution until a comprehensive preservation plan for legacy, tangible materials is created and implemented. A comprehensive preservation plan would enable a

discussion of a revised geographical distribution plan. ALA could be a strategic partner in the development and implementation of a preservation plan.

9. ALA can assist with and support education for all libraries on the value of federal information. This will extend the FDLP to non-FDLP libraries enhancing access for all citizens to federal information.

10. ALA and other professional organizations can partner with GPO in determining the appropriate geographic distribution as well as guidelines for potential partners to ensure digital storage, preservation, and access.

11. ALA accreditors should ensure that appropriate training/information on government information is provided in ALA accredited library schools.

12. ALA should continue to partner with GPO and supplement GPO training for a robust professional development program for FDLP and non-depository librarians and library staff.

13. The ALA competencies should include government information expertise, especially to focus on instructing library users in the reliability and authoritativeness of government information. The competencies can be developed by ALA GODORT similar to other specialized competencies and/or included in Library Support Specialists Certification program. The LSSC competencies can be found at http://ala-apa.org/lssc/getting-started/which-competency-set-should-you-achieve/.

14. ALA can be a strategic partner with GPO in its efforts to expand content and functionality for FDsys.

15. ALA has robust infrastructure for communication, advocacy, and professional development. This includes units who actively support and advance government information such as GODORT and the Legislative Assembly. These components can be utilized to advance training and knowledge of government information tools and resources for FDLP librarians, ALA members, as well as the public. Due to ALA's openness, these efforts will also be available to the library profession advancing the goals of the FDLP.

16. ALA should host a townhall meeting for all interested parties to assess interest and support for a potential coalition and determine the composition of the coalition. The initial meeting will outline a formal communication mechanism to facilitate discussions among partners in the coalition. The initial meeting should outline 3 to 5 specific, critical issues to focus on as a starting point for working together. A progress report on these specific issues should be made available within a 3-month period following the date of the initial meeting to all interested parties. An annual report should be distributed each year's of the coalition's existence.

17. The FDLP agreement outlines the requirements for FDLP libraries to commit to the program. At this time, additional requirements are not required in an online environment.

18. GPO should continue to offer a variety of tools for the community and to partner with agencies as appropriate in developing tools for libraries.

19. GPO and ALA should use technology to expand education and communication as government information is essential for our citizens.

20. The FDLP core values remain fundamental in a digital environment and continue to be relevant.

21. The NAPA report provides suggestions for a more open and responsive program to meet the changing needs of FDLP libraries. We need flexibility within Title 44 to adapt to current needs and expectations of our citizens. ALA should be a leader in advocating for changes to Title 44 and facilitating discussions on the future of government FDLP legislation and regulations.

ALA COL FDLP Discussion Documents
Combined Summaries and Recommendations

The FDLP Task Force held a number of discussions online and via conference calls from July 2012 through June 2013. The Task Force focused on the questions raised by COL although there are additional issues and directions that we discussed. The discussions were broad but we attempted to focus on actions and directions that ALA might take to advance the program. While individuals might have disagreed in the discussions, the Task Force is united in support of the FDLP and its opinion that ALA can be a strong leader determining the future of FDLP libraries. Following is a summary of a year long conversation.

Issue #1 Digitization of America's Federal Depository Library Collections
Discussion Document

 a. **Should libraries be allowed to de-accession and destroy these collections for the greater good of broader on-line access?**

About half of the respondents to the FDLP Forecast indicated that they still anticipate barriers to access to digital information in the next 5 years. Broader online access is therefore not necessarily the "greater good" yet. Libraries should have priority over digitization projects in being allowed to select and keep documents from discard lists. Large scale, non-destructive digitization is possible. The community doesn't have to compromise between large-scale digitization and the retention of enough tangible copies to ensure preservation and access. Destructive digitization of non-rare materials would be acceptable as long as it can be determined that there are sufficient tangible copies remaining. We will need cataloging or some other inventory method to determine how many existing copies there are of the documents that need to be preserved. The NAPA report points out that "There is a danger of permanent loss of information if a significant number of print documents are disposed of before a comprehensive preservation plan is developed." (p.32) The report also points out that LC currently recognizes only print and microfilm as preservation standards. (p.79) Digitization can assist in preservation, but is not, itself, a preservation format.

Recommendation: Prior to destruction of collections for digitization, a comprehensive preservation plan is required that includes how many tangible copies should be available in FDLP collections.

 b. **How can libraries coordinate digitization programs to avoid duplication?**

The GPO registry is the most logical choice for one place to determine what's been done already if a library is looking to add something new. Duplication is okay if the digitizing organizations have different goals for their digital content, but unintentional duplication is costly. According to the Forecast Study, 32% of libraries that digitize store their files locally, 20% store them at Hathi Trust or Internet Archive and 28% store them in other repositories - the files are widely dispersed. The GPO registry should be enhanced to bring all of these projects together into a more coherent whole. (This also relates to question "d" below.) The community should either consider working out a preservation system similar to the one GPO uses in which GPO archives digital documents to which they've given a PURL, or advocate authorizing

GPO to add these items to their system. Recommendation #3 of the NAPA report advocates that GPO find a method for ingesting digitized documents into FDsys.

Recommendation: The GPO Registry can be a clearinghouse for digitization programs. In addition, GPO should ingest and link to digital materials.

c. How can libraries partner with commercial and private companies to advance common goals?

Partnership should not interfere with public access. Commercial/private companies should not be allowed to put a paywall around the *only* access to a government information product. If FDLP materials are used to create the product some enhancement to access should result, such as a basic no-cost version of the product being made available to the public, or the library receiving its own copies of the files, etc.

Recommendation: Commercial endeavors can advance and enhance digital collections but fee based materials cannot replace free public access to FDLP materials.

d. What is the role of the U.S. GPO in digitization projects?

GPO has indicated that they will not be doing digitization themselves. The NAPA report, however, recommends "Congress should appropriate funds for the purpose of cataloging, digitizing, and preserving the government collection." (recommendation #3). GPO should take a greater role in the coordination of digitization projects, including tracking how much is done/what's not done, standards, guidelines etc. A majority of FDLP Forecast respondents indicated that digitization guidelines would be very helpful. GPO might also be able to encourage more coordination across agencies. NAPA recommendation #1 suggests that an agency be designated for this, but does not specify GPO as the agency. The NAPA report also points out that dissemination and access are not the primary missions of Federal agencies that post digitized content (p.21). Permanent public access has traditionally been GPO's responsibility through the FDLP. The NAPA report also discusses the need for more robust planning of digitization efforts: "How digitization is carried out and the digitized products are made accessible deserve careful planning. Digitization is more complicated and costly than simply scanning documents. The digitized content needs to be searchable, discoverable, and authenticated, and there are quality control issues." (p.33)

Recommendation: GPO should coordinate and facilitate digitization projects with the goal of national progress in making federal documents available to the public. ALA can be a key partner in the planning and discussion of FDLP digital projects. While GPO has responsibility for the FDLP, ALA can collaborate in the planning and implementation of national initiatives to advance FDLP goals.

Issue #2 Authentication of Federal Government Information
Discussion Document

Authentication of information has emerged as an issue related to Federal information products. The printing of Federal information products has been replaced in many situations by those that are "born digital" (never issued in print). Especially when information is no longer distributed in print, there is a recognized need for a process to assure that information is what it appears to be.

"GPO defines authentic content as the complete and unaltered representation approved or published by the content originator or an authorized derivative with a trusted chain of custody to that representation. This definition creates a model for assuring the authenticity of electronic government information, regardless of changes in technology." p. 4: Authenticity of Electronic Federal Government Publications. (2011). [1]

a. Should digitized collections of Federal information products be authenticated to ensure that the digital copy is official government information?

Digitized collections of Federal Information products should be authenticated, and libraries and their patrons should have access to trusted sources for this material. One of the FDLP "Principles for Government Information" is that Government has an obligation to guarantee the authenticity and integrity of its information. One of ALA/GODORT's Key Principles of Government Information includes "Government information policy must ensure the integrity of public information. Just as the government has a responsibility to collect and disseminate information to the public, the government must also guarantee that information collected by the government is presented to the public in its entirety, without editing or omissions that may change content or interpretation."

Recommendation: Knowing that not everything can be authenticated in a timely and cost efficient manner, priorities should be developed. ALA could convene groups to identify which items must be authenticated and the priority order. In addition, GPO could deputize or authorize other agencies/organizations as trustworthy agents. (see below)

b. Should libraries and their patrons have trusted sources for access to this material?

FDLP libraries fit into the chain of custody as Trustworthy Repositories/Depositories or as some type of recognized partner. FDLP libraries receive verified content in print through the Government Printing Office. A plan or guidelines should be developed so that any print publication that has been entrusted to an FDLP library could be digitized, with content verified, and then content designated as authentic in its digitized form. GPO can provide guidelines for this digitization to ensure trustworthy repository/depository or recognized partner status is maintained by the digitizing libraries.

[These guidelines will support Recommendation Three of the NAPA Report which asserts that GPO should "develop and adopt a policy that recognizes the authenticity of digitized content submitted by federal depository libraries that have entered into a formal agreement with GPO, and ingest this content into FDsys" (pp. 43-44).]

The figure below is the trustworthy chain of custody from page 4 of GPO's "Authenticity of Electronic Federal Government Publications (2011)."
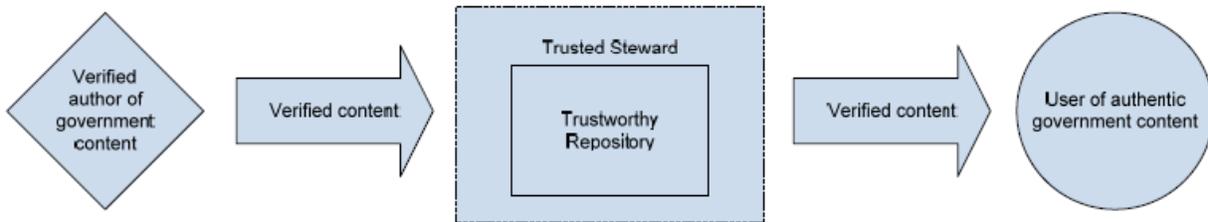
Recommendation: Documents will be digitized by libraries, consortiums, and other initiatives. GPO cannot do everything so partnerships are encouraged. The documents community is available to contribute to the process and support GPO in this massive endeavor. ALA could work with GPO on guidelines so the attributes of a trusted steward are clear to the community.

c. Is it acceptable to have commercial sources that charge for access to government information as a trusted digital source?

Commercial sources repackage and enhance government information products and sell them to libraries. There is a concern that all future digitized documents could belong to commercial sources if this trend continues. Many libraries will not be able to afford the commercial services. ALA/GODORT's Key Principles of Government Information include that "the role of private publishers should complement government responsibilities in the collection, storage, and dissemination of public information. Private sector involvement does not relieve the government of its information responsibilities."

Commercial sources charging for access should not be substituted for free access to government information through FDLP libraries. It is anticipated that more libraries would drop their depository status if private publishers (subscription rather than free access) became the trusted digital source for government information. The official sources of government information should remain with the government and the government should continue to provide freely available government information to the public.

Recommendation: It is possible for commercial sources to be trusted sources but these should be free to library users and follow the FDLP guidelines for substitution. GPO cannot put the onus on FDLP libraries or their users to purchase commercial products.

[1] definition of authentication:
 "An authentic text is one whose content has been verified by a government entity to be complete and unaltered when compared to the version approved or published by the content originator. Typically, an authentic text will bear a certificate or mark that conveys information as to its certification, the process associated with ensuring that the text is complete and unaltered when compared with that of the content originator. An authentic text is able to be authenticated which means that the particular text in question can be validated, ensuring that it is what it claims to be."
Cited by: State-by-State Report on Authentication of Online Legal Resources. (2007). Chicago, IL: American Association of Law Libraries. Access to Electronic Legal Information Committee and Washington Affairs Office. http://www.aallnet.org/Documents/Government-Relations/authen_rprt/authenfinalreport.pdf

Cited by: Authentication of Primary Legal Materials and Pricing Options. (2011). Office of Legislative Council.
http://www.mnhs.org/preserve/records/legislativerecords/docs_pdfs/CA_Authentication_White_Paper_Dec2011.pdf
Cited by: Authentication of State Online Primary Legal Material: A White Paper. Minnesota State Historical Society. (2008).
http://www.mnhs.org/preserve/records/legislativerecords/docs_pdfs/authentic_2_001.pdf

Other notes gathered on this topic:
- The FDLP Libraries Forecast indicates that one of the anticipated barriers to access is "lack of authentication and quality control"
- The FDLP Libraries Forecast indicates that preservation themes include "an authentic and reliable preservation program" and "continue to focus on authentication, digitization and preservation of documents both current and historical"
- One of the FDLP "Principles for Government Information" is that Government has an obligation to guarantee the authenticity and integrity of its information. (http://www.fdlp.gov/home/repository/doc_download/2206-fdlp-forecast-study--methodology-study-phases-a-state-forecast)
- ALA/GODORT's Key Principles of Government Information include "Government information policy must ensure the integrity of public information. Just as the government has a responsibility to collect and disseminate information to the public, the government must also guarantee that information collected by the government is presented to the public in its entirety, without editing or omissions that may change content or interpretation." http://www.ala.org/advocacy/govinfo/keyprinciples
- ALA/GODORT's Key Principles of Government Information include that "the role of private publishers should complement government responsibilities in the collection, storage, and dissemination of public information. Private sector involvement does not relieve the government of its information responsibilities." http://www.ala.org/advocacy/govinfo/keyprinciples
- AALL's Government Relations Policy states "information published on government websites must be trustworthy and reliable, and, therefore, governments should implement appropriate safeguards to protect the integrity and authenticity of its digital information." (http://aallnet.org/main-menu/Leadership-Governance/policies/PublicPolicies/policy-government.html)
- According to the NAPA GPO report, providing permanent public access to authentic government information remains a critical government responsibility. As access to government information is the foundation of a democratic government, and it is the responsibility of the government to provide permanent public access to information, the federal government will need to take immediate measures to make authentic digital government information discoverable and prevent the continued and permanent loss of information. NAPA report 2013 page 17.
- GPO is the only federal agency that authenticates digital content for public consumption. However, guidelines on what should be authenticated would be useful to other agencies. With print documents, authentication was less necessary because it was fairly safe to assume that any printed document with a federal agency logo had not been altered. It may be necessary to reevaluate which publications should be authenticated and set priorities now that the public often receives government information through emails or unofficial websites and has no way of knowing if the information is authentic. The RLG-NARA Task Force on Digital Repository Certification25 has developed Trustworthy Repositories Audit and Certification: Criteria and Checklist, which are digital authentication standards. NAPA report 2013 page 20-21.
- Trustworthy Repositories Audit and Certification: Criteria and Checklist, B1.3: Repository

has mechanisms to authenticate the source of all materials. The repository's written standard operating procedures and actual practices must ensure the digital objects are obtained from the expected source, that the appropriate provenance has been maintained, and that the objects are the expected objects. Confirmation can use various means including, but not limited to, digital processing and data verification and validation, and through exchange of appropriate instrument of ownership (e.g., submission agreements/deposit agreement/deed of gift). Evidence: Submission agreements/deposit agreements/deeds of gift; workflow documents; evidence of appropriate technological measures; logs from procedures and authentications.

- "GPO defines authentic content as the complete and unaltered representation approved or published by the content originator or an authorized derivative with a trusted chain of custody to that representation. This definition creates a model for assuring the authenticity of electronic government information, regardless of changes in technology." p. 4: Authenticity of Electronic Federal Government Publications. (2011). United States Government Printing Office. http://www.gpo.gov/pdfs/authentication/authenticationwhitepaper2011.pdf

Stephen Mason asserts that the characteristics of authentication are comprised in three categories:
1. Reliability – there is evidence that records are created and captured as part of the legitimate business process, and they are subject to a corporate management process
2. Integrity – the document is protected from unauthorized alteration
3. Usability – the document is capable of being retrieved, presented, and interpreted correctly
Stephen Mason, a barrister in the United Kingdom, "Authentic Digital Records: Laying the Foundation for Evidence" (published in the September/October 2007 issue of The Information Management Journal).

- Several sources have cited the U.S. Government Printing Office's Authentication white paper Authentication. United States GPO. (2005). http://www.gpoaccess.gov/authentication/authenticationwhitepaperfinal.pdf

Issue #3   Geographic Distribution of Federal Information Resources
Discussion Document

One of the strengths of the Federal Depository Library Program was that it distributed official government information to a broad geographic area, allowing all Americans to have access to the products of their government, typically within a reasonable travelling distance.

a.   With the availability of federal information products on-line, is it necessary to continue to maintain the same broad geographic distribution?

Broad geographic distribution aids in preservation as well as access. The FDPL community should not think of narrowing geographic distribution until a comprehensive preservation plan is created and implemented. As the NAPA report points out: "There is a danger of permanent loss of information if a significant number of print documents are disposed of before a comprehensive preservation plan is developed." (p.32) Geographic distribution of expertise is also important. While much government information is available online, users should still have access to expert assistance at the local level.

Recommendation: The FDLP should not move to a significant reduction of FDLP geographic distribution until a comprehensive preservation plan for legacy, tangible materials is created and implemented. A comprehensive preservation plan would enable a discussion of a revised geographical distribution plan. ALA could be a strategic partner in the development and implementation of a preservation plan.

b.   Could the network of Federal Depository Libraries develop a broader network that provided better services to a larger geographic area?

Yes. Cross-border or multi-state regional shared collections should be considered, where geographically logical, as a means of improving service, preservation, and cost reduction. De-duplication of Regional collections is not recommended at this time, due to the lack of a preservation plan, but, as part of their increased cooperation, the networks could identify duplicates and prepare to de-dupe once a preservation plan is under way.

c.   Could the network include non-depository libraries to expand access to electronic content?

Depositories already network with non-depositories, but these connections could be strengthened through marketing and/or formalized agreements that strengthen the relationships between FDLP and other libraries. There are no obstacles for non-depository libraries to provide access to electronic content but FDLP libraries can provide additional guidance, education, and information to non-depository libraries to assist them in these efforts.

Recommendation: ALA can assist with and support education for all libraries on the value of federal information. This will extend the FDLP to non-FDLP libraries enhancing access for all citizens to federal information.

d. What is the priority to maintain these legacy print collections when today's program is distributing very little material in print?

The priority given to legacy collections varies with individual libraries: given that geographic distribution of existing tangible collections is still desirable for the reasons state in question a, the FDLP community should strongly advocate for implementing recommendation #3 of the NAPA report: "…GPO should work with depository libraries and other library groups to develop a comprehensive plan for preserving the print collection of government documents. This plan should include cataloging, digitizing, and preserving tangible copies of government publications, a timeline for completion, and options for supporting the effort financially, as well as a process for ingesting digitized copies into the Federal Digital System. Congress should appropriate funds for the purpose of cataloging, digitizing, and preserving the government collection." Carrying out such a plan will assist those libraries committed to maintaining their legacy collections and lift the burden from those libraries for which the legacy collections are no longer useful.

e. Should there be a digital deposit program that distributes electronic content geographically?

To hinder hackers and back up content in case of disaster, there should be a system for geographic distribution of digital content. According to the FDLP Forecast Survey, however, most depository libraries do not wish to host digital content. The FDLP community will need to determine if there are enough FDLP libraries for adequate geographic distribution of digital content. The FDLP community may need to look for other partners to provide geographic distribution of digital content.

Recommendation: ALA and other professional organizations can partner with GPO in determining the appropriate geographic distribution as well as guidelines for potential partners to ensure digital storage, preservation, and access.

Issue #4   Supporting the Users of Government Information
Discussion Document

Federal Depository Libraries have never simply been a collection of government information distributed geographically to serve a mandate. These collections have provided a variety of services to their users and to all residents from broad geographic areas. Depository Libraries have provided a dedicated workforce of professionals trained in providing access to the large and complex information collection that is government information.

a. How will users receive support and services if Federal Depository Libraries change their mandate and approach?

Support for users is achieved through a service commitment of the depository libraries' administration, of librarians, training for library staff and the public, and search tools and support from the Government Printing Office.

This support can be provided through several efforts:
    *The Government Printing Office and professional librarian organizations (state, regional, national) and other groups of librarians (depository councils or interest groups) are encouraged to provide training programs for librarians and initiate projects and/or programs for the public to learn or to get connected to the resource information they seek.;
    *Library schools are encouraged to include government information search tools in their introductory (and advanced) courses. This training will provide all graduates with a well-rounded outlook on available resources.
    *Libraries and institutions that make up the FDLP must maintain their commitment to the program and follow FDL guidelines. The FDL libraries and institutions must provide adequate resources to support the program, including up-to-date equipment for the public.
    *FDL Librarians will continue to provide service and access to users, regardless of any changes to mandates or the changes in approach taken by the FDLP and FDL depositories. The network that exists within the FDLP makes meeting these information needs that much easier and it can appear seamless to the patron.

Recommendation: ALA accreditors should ensure that appropriate training/information on government information is provided in ALA accredited library schools.

b. What impacts are users experiencing today with the changes that have already occurred in the program?

FDLs should endeavor to support non-depository libraries and contribute to training – Government Document librarians can present a variety of topics at non-document library gatherings. Training is often driven by selective or regional FDL depositories, or through questions received and needs of non-depository librarians. Opportunities should also be found or created to provide training directly to the users. This can be done through various mediums (face-to-face or webinar, or anything in between).

Recommendations:
ALA should continue to partner with GPO and supplement GPO training for a robust professional development program for FDLP and non-depository librarians and library staff.

The ALA competencies should include government information expertise, especially to focus on instructing library users in the reliability and authoritativeness of government information. The competencies can be developed by ALA GODORT similar to other specialized competencies and/or included in Library Support Specialists Certification program. The LSSC competencies can be found at http://ala-apa.org/lssc/getting-started/which-competency-set-should-you-achieve/.

c. How can Federal Depository Libraries support non-depository libraries and contribute to a broader region for training needs?

 Users are already accessing publications online and many prefer that information is available online. The Government Printing Office currently has the Federal Digital System (FDsys) and this system or its successor should be a "living system" with a look to providing a usable system for all.
   *FDsys should continuously upgrade and improve
   *FDsys should add more functionality (more search options and easier navigation, for
      example)
   *Information on all federal government documents should continue to include cataloging
      and/or indexing to help in its discoverability

Recommendations:
ALA can be a strategic partner with GPO in its efforts to expand content and functionality for FDsys.

ALA has robust infrastructure for communication, advocacy, and professional development. This includes units who actively support and advance government information such as GODORT and the Legislative Assembly. These components can be utilized to advance training and knowledge of government information tools and resources for FDLP librarians, ALA members, as well as the public. Due to ALA's openness, these efforts will also be available to the library profession advancing the goals of the FDLP.

Issue #5   Establishment of a Coalition of Interested Parties
Discussion Document

Currently, Federal Depository Libraries are hosted at a variety of disparate institutions (e.g. universities, colleges, state libraries, public libraries, law libraries) that each had different reasons for joining the program sometime in the past. Today these institutions all have to make difficult choices about how to use scarce institutional resources to support their individual missions and priorities.
a. How should these institutions engage one another as well as the myriad of institutions that rely on their participation in this program?

b. Does the depository and library community need an ongoing, broad-based group of leaders and experts that can build support for productive, necessary changes to the Federal Depository Library Program to ensure its viability in this century?

c. Do we need to ensure that every Federal Depository Library commits to a sustainable future for free and easy access to federal information products in the life of every American?

Goals of a Coalition
A coalition of interested parties could facilitate and assist national conversations about the current and future FDLP. The FDLP has been successful in attracting a variety of libraries located throughout the U.S. and FDLP librarians and directors are from a variety of types of libraries. The coalition would primarily represent these and other major advocates. The coalition would be a non-partisan organization representing the professional member associations and others whose aim would be consensus.
Benefits:
- As the FDLP transitions to a more electronic program, libraries would speak with a united voice in assisting with the transition.
- Congressional leaders and GPO could turn to a single coalition for feedback.
- A coalition could facilitate national coordination of projects.
- A coalition could work with the U.S. Depository Library Council and ensure representation of the broadest range of views, timely discussions and ultimately, unanimity on the major issues and concerns.

Following is a sample list of potential partners -

Potential library-related coalition partners:
- Divisions and roundtables within ALA such as its Legislative Assembly, ALA Committee on Legislation, ALA Committee on Legislation's Subcommittee on Government Information, ALA Committee on Legislation's Subcommittee on E-Government, ACRL, GODORT, PLA, ALAWO, ALA Council, etc.
- Depository Library Council
- Association of Research Libraries (ARL)
- Association of Southeastern Research Libraries (ASERL)
- American Association of Law Libraries (AALL)
- Committee on Institutional Cooperation (CIC)
- Chief Officers of State Library Agencies (COSLA)
- Federal Library and Information Network (FEDLINK)
- Greater Western Library Alliance (GWLA)

- International Federation of Library Associations (IFLA)
- Medical Library Association (MLA)
- Society of American Archivists (SAA)
- Special Library Association (SLA)

Potential U.S. Government Partners:
- Depository Library Council
- Library of Congress
- National Archives and Records Administration (NARA)
- Presidential Libraries
- U.S. Joint Committee on Printing (JCP)

Potential Content Partners:
- FDLP Partnerships
- Digital Public Library of America
- Google Books
- Hathi Trust
- Internet Archive
- Technical Report and Image Library (TRAIL)
- Center for Research Libraries (CRL)
- Law Library Microform Consortium (LLMC)
- The American Presidency Project, UCSB

Potential Advocacy Partners:
The Coalition may also consider communicating with and including the following entities as specific issues arise or as appropriate:
- Center for Effective Government
- Coalition for Networked Information
- Electronic Privacy Information Center
- Federation of American Scientists
- Free Government Information
- iSolon.org
- James Madison Project
- National Academy of Public Administration
- PEW Internet
- Project On Government Oversight
- Right-to-Know Network

We believe that an ongoing coalition would be beneficial and the work of coalition may shift over time depending on current issues and needs of the FDLP. The coalition would need broad support of the members as it will require financing and staff support. An initial meeting would not only identify immediate issues to focus on but would need to secure finance and staffing for the coalition. The initial meeting will likely require ALA to be the lead organization in planning and hosting the coalition requiring a commitment of ALA to fund and staff the meeting.

Recommendations:
ALA should host a townhall meeting for all interested parties to assess interest and support for a potential coalition and determine the composition of the coalition. The initial meeting will outline

a formal communication mechanism to facilitate discussions among partners in the coalition. The initial meeting should outline 3 to 5 specific, critical issues to focus on as a starting point for working together. A progress report on these specific issues should be made available within a 3-month period following the date of the initial meeting to all interested parties. An annual report should be distributed each year's of the coalition's existence.

The FDLP agreement outlines the requirements for FDLP libraries to commit to the program. At this time, additional requirements are not required in an online environment.

Issue #6   Technologies Including New Online Tools Simplify and Expand Access to
Federal Government Information
Discussion Document

Technologies including new online tools simplify and expand access to federal government
information.   FDLP member libraries look to GPO for tools to access, maintain and preserve
government information. Currently GPO offers a variety of online tools that assist member
libraries in providing access to government information. These include FDsys, the Catalog of
Government Publication and the MetaLib Federated Search. In addition to offering its own
products, GPO partners with federal agencies to expand FDLP member access to government
information. Partnerships with the National Climatic Data Center allow access to the NCDC
Online Document Library. Access to the Homeland Security Digital Library, Public Health
Reports, and USA Trade*Online* is also made available through GPO partnerships with federal
agencies.

GPO uses online technologies as a way to connect and communicate with member libraries.
The main communication tool for member libraries is the FDLP Desktop. The FDLP Desktop
provides member libraries with the communication, collection tools, and statutory requirements
and guidelines needed to maintain depository collections. Also contained within the FDLP
Desktop is a social site for member libraries known as the FDLP Community. The FDLP
community site, likely an underutilized tool, is a social media site where members can connect,
network, and create discussions spaces.

When member libraries need to communicate directly with GPO they are encouraged to use
AskGPO. AskGPO is a nonexclusive tool, meaning it is not exclusive to FDLP member libraries
but is accessed and used by other clients and customers of GPO. The tool is formatted in such
a way that questions and answers become part of a searchable data bank that benefits all
potential users. When questions are submitted, GPO staff answers within 24 hours.

A variety of commercial tools and free access repositories are available to assist library's (FDLP
or not) expand access to government information. ProQuest, Bernan, ParaText, and HeinOnline
are only a few vendors that offer databases or print materials. Marcive provides cataloging
assistance. Resources such as TRAIL, HathiTrust, and FRASER at the Federal Reserve Bank
of St. Louis provide free access to digitized government. Commercial and open source
discovery tools also provide an opportunity to integrate GPO resources such as Metalib
facilitating discovery of government information within commercial sources. Expanding access
through a variety of discovery platforms provides for multiple paths to government information.

*Recommendation: GPO should continue to offer a variety of tools for the community and to
partner with agencies as appropriate in developing tools for libraries.*

**a. How can the Federal Depository Library Program take advantage of technology to
advance access to federal government information?**

The recent FDLP forecast survey and state action plans make training and education a priority.
Among the training requests is a greater use of innovative technologies. As such, GPO is
already providing more opportunities for online collaborative learning. In 2012, GPO offered
simultaneous online and in-person sessions at the Interagency Seminar and the Fall Depository
Conference and Council meeting. GPO has also offered a number of webinars on FDsys and

has recently partnered with the Census Bureau to offer additional webinars. Though not greatly advertised, GPO does make their collaborative learning tool available to member libraries.

Other uses of online and innovative technologies suggested by member libraries include social media, mobile apps, mentoring, wikis and virtual reference. Currently GPO has a presence on Facebook and Twitter and hosts a blog, Government Book Talk. GPO currently offers the Plum Book, Presidential Documents, the Federal Budget and the Member Directory of the 112th Congress as mobile apps.

Recommendation: GPO and ALA should use technology to expand education and communication as government information is essential for our citizens.

b. What are the core values of the Federal Depository Library Program that should be fundamental in a digital environment?

Keeping Americans informed uniquely positions Federal depository libraries through law and tradition to provide no-fee public access to current and historical Government information dissemination products. From the FDLP Desktop -- http://fdlp.gov/outreach/fdlp-value-and-options/100-fdlvalue

None of the values embodied by the FDLP should be set aside simply because of format or environment. In some ways, the apparent ease of access of online information is misleading. A digital divide exists and online information is not as easy to find and access as purported. As we've seen in recent years, the loss or removal of digital information happens much faster than the destruction of print materials. These circumstances should cause member libraries to rethink, expand and embrace with greater fervency the core values of "keeping America informed."

Recommendation: The FDLP core values remain fundamental in a digital environment and continue to be relevant.

c. If the Federal Depository Library Program was created today, what would be the ideal structure?

The current FDLP structure of regional and selective libraries is designed to insure public access to current and historic government publications. Selectives are expected to maintain collections that best meet the needs of their constituents. These collections can be kept current and minimal with the knowledge that the regional is available to provide historic or broader access to materials. As library space, service models, and outside demands change FDLP libraries, especially regional libraries, are looking for ways to support the requirements of the program while meeting the changing needs of their library communities. These changing needs often require drastic changes to collection holdings. Several new models of shared collections have been proposed to balance local demand with statutory requirements. These proposals strive to maintain access while sharing the burden of housing large collections of materials. According to the FDLP Forecast Survey 76% of respondents noted a willingness to develop subject-specific collections. This illustrates a willingness of member libraries to share the burden of housing large collections. Shared-housing agreements coupled with a robust document delivery system would help to guarantee access to collections with quick turnaround time in meeting their constituent's needs. Similar models to look at for comparisons are The Western Regional Storage Trust (WEST), ASERL, and DOCLINE. These and other models suggest that "light" and "dark" archiving of government documents is essential, regardless of format, for long-

term/perpetual access and preservation. Partnerships between GPO and these kinds of organizations may also provide a more robust infrastructure for digitization of legacy collections.

Another aspect of ensuring access and facilitating ease of document delivery is bibliographic control and resource discovery. It is vital that FDLP members commit to cataloging government information collections. A key partner in facilitating the cataloging of future and retrospective collections is GPO. GPO is in the process of cataloging the pre-1976 shelf list, which is a long-term project that will ultimately assist member libraries to catalog their own historic collections increasing findability. Many State Action Plans submitted as part of the FDLP forecast survey indicate retrospective cataloging or, at the very least, an adequate listing of holdings.

FROM THE FORECAST SURVEY = A NEW FDLP CONSIDERATION
- GIO for virtual reference model
- Discovery tools
- ease of access
- education for depository & nondepository librarians
- reference referral
- marketing / increase awareness
- mentoring
- expertise/knowledge sharing
- Access to pre-1976 materials

Recommendation: The NAPA report provides suggestions for a more open and responsive program to meet the changing needs of FDLP libraries. We need flexibility within Title 44 to adapt to current needs and expectations of our citizens. ALA should be a leader in advocating for changes to Title 44 and facilitating discussions on the future of government FDLP legislation and regulations.

Appendix A

<center>

American Library Association
Committee on Legislation's
Future of Federal Depository Libraries Task Force

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Document 1. Framework for Discussion

Version: Final, June 22, 2012
Dates: Proposed to the Task Force on March 23, 2012
                Amended by the Task Force April and May 2012
                Accepted by the Task Force on June 4, 2012
                Approved by Committee on Legislation on June 22, 2012

Background

The Federal Depository Library Program has had a significant and positive impact on America's libraries by ensuring fair and equitable access to the products of the Federal government for the American people all across the United States. Due largely to the transformation of information dissemination from paper-based to electronic, the Federal Depository Library Program today is facing a number of challenges that place its future into question.

The American Library Association's Committee on Legislation (COL) has called together a select group of Association members from a variety of institutions to look at the current state of this program and provide the Committee and the Association at large with their perspectives on options for the future of the program and how they feel the American Library Association should engage on the question of the program's future.

The Committee has charged the Task Force with looking at six specific issues that could impact America's Libraries. The desired output of the Task Force is a document providing their perspective on options for the future of the program and a list of specific actions they recommend that the Association, its units, and its members take in order to influence the future of the Federal Depository Library Program.

Issues
1. Digitization of America's Federal Depository Library Collections. The contents of America's libraries are being digitized today, if not systematically, at least regularly. Federal Depository materials are largely in the public domain, making their digitization easier than other published works. While their content is in the public domain, the printed works remain government property that requires a specific process for de-accessioning.
   a. How can libraries coordinate digitization programs to avoid duplication?
   b. Should FDLP libraries be allowed to de-accession and destroy these collections for the greater good of broader on-line access?
   c. How can libraries partner with commercial and private companies to advance common goals?
   d. What is the role of the U.S. GPO in digitization projects?

e. How should "born digital" documents be integrated into the FDLP?
2. Authentication of Federal government information.
    a. Should digitized collections of Federal information products be authenticated to ensure that the digital copy is official government information?
    b. Should libraries and their patrons have trusted sources for access to this material?
    c. Is it acceptable to have commercial sources that charge for access to government information as a trusted digital source?
3. Geographic distribution of federal information resources. One of the strengths of the Federal Depository Library Program was that it distributed official government information to a broad geographic area, allowing all Americans to have access to the products of their government, typically within a reasonable travelling distance.
    a. With the availability of federal information products on-line, is it necessary to continue to maintain the same broad geographic distribution?
    b. Could the network of Federal Depository Libraries develop a broader network that provided better services to a larger geographic area?
    c. Could the network include non-depository libraries to expand access to electronic content?
    d. What is the priority to maintain these legacy print collections when today's program is distributing very little material in print?
    e. Should there be a digital deposit program that distributes electronic content geographically?
4. Supporting the users of government information. Federal Depository Libraries have never simply been a collection of government information distributed geographically to serve a mandate. These collections have provided a variety of services to their users and to all residents from broad geographic areas. Depository Libraries have provided a large workforce of professionals trained in providing access to the large and complex information collection that is government information.
    a. How will users receive support and services if Federal Depository Libraries change their mandate and approach?
    b. What impacts are users experiencing today with the changes that have already occurred in the program?
    c. How can Federal Depository Libraries support non-depository libraries and contribute to a broader region for training needs?
5. Establishment of a coalition of interested parties. Currently, Federal Depository Libraries are hosted at a variety of disparate institutions (e.g. universities, state libraries, public libraries, law libraries) that each had different reasons for joining the program sometime in the past. Today these institutions all have to make tough choices about how to use their scarce resources to support their individual missions.
    a. How should these institutions engage one another as well as the myriad of institutions that rely on their participation in this program?
    b. Does our community need an ongoing body of leaders that can build support for productive changes to the Federal Depository Library Program?
    c. Do we need to ensure that every Federal Depository Library commits to a sustainable future for free and easy access to federal information products in the life of every American?

6. Technologies including new online tools simplify and expand access to federal government information.
   a. How can the Federal Depository Library Program take advantage of technology to advance access to federal government information?
   b. What are the core values of the Federal Depository Library Program that should be fundamental in a digital environment?
   c. If the Federal Depository Library Program was created today, what would be the ideal structure?

Time Frame

- Preliminary and Final products from the Task Force will be provided to the COL. Such materials may be considered draft or preliminary until a final report is prepared.
- Products to be considered for discussion at an ALA Conference should be provided to COL at least 2 weeks prior to the meeting so that members can attend having reviewed the material in advance.
- The current Task Force membership has been appointed for an indeterminate period of time.
- COL will evaluate the need for the continuation of the Task Force shortly after each ALA Conference.

Support

- An ALA Washington Office staff member will be assigned to support the group and will provide logistical support for the group to meet and conduct their business.
- The COL has asked the Chair of their Government Information Subcommittee (GIS) to liaise between the Task Force and that Subcommittee. That individual can also provide background information since the Subcommittee is concurrently working on issues that affect libraries in the Federal Depository Library Program.
- This support does not extend to taking notes, compiling or editing the final products of the Task Force and those duties should be assigned and shared among the group.

Consultation

- All meetings of the Task Force will be open in compliance with ALA Policy. Meeting schedules will be posted to the ALA Connect for COL where the information is then accessible to all members of the Association.
- The Task Force is encouraged to gather information from as many sources as they can and to share information with their fellow members.
- The Task Force can seek clarification from COL for any aspect of this document and they should feel welcome to hold discussions jointly with other bodies as well
- The final products of the Task Force will be provided to the COL and, through that body, to a large variety of stakeholders on this issue.
- The Task Force should avoid making recommendations based on information that cannot be independently verified or that cannot be shared with the community at large.

Appendix B   Reading List

<u>Overview/General Articles</u>

ALA Government Documents Roundtable (GODORT). (2012, January). Future of the FDLP Resources. This page outlines current and historical documentation related to discussions of the future of the Federal Depository Library Program (FDLP). Retrieved from ALA Government Documents Roundtable (GODORT) wiki: http://wikis.ala.org/godort/index.php/Future_of_the_FDLP_Resources

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Authenticity/Digitization/Preservation

Authenticity: Who do you Trust? The Authentication Problem
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Other

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http://freegovinfo.info/node/2773
http://freegovinfo.info/node/297

Appendix C   Acronyms Used in this Report

AALL	American Association of Law Libraries
ACRL	Association of College and Research Libraries
ALA	American Library Association
ALAWO	American Library Association Washington Office
ARL	Association of Research Libraries
ASERL	Association of Southeastern Research Libraries
CIC	Committee on Institutional Cooperation
COL	ALA Committee on Legislation
COSLA	Chief Officers of State Library Agencies
CRL	Center for Research Libraries
DLC	U.S. Depository Library Council
DOCLINE	Documents On-Line (National Library of Medicine's automated interlibrary loan (ILL) request routing and referral system)
FDL	Federal Depository Library
FDLP	Federal Depository Library Program
FDsys	Federal Digital System
FEDLINK	Federal Library and Information Network
FRASER	Federal Reserve Archival System for Economic Research
GODORT	ALA Government Documents Round Table
GPO	U.S. Government Printing Office
GWLA	Greater Western Library Alliance
IFLA	International Federation of Library Association
LC	Library of Congress
LLMC	Law Library Microform Consortium
LSSC	Library Support Staff Certification
MetaLib	Federated Search Engine
MLA	Medical Library Association
NAPA	National Academy of Public Administration
NARA	National Archives and Records Administration
PLA	ALA Public Library Association
PURL	Permanent Uniform Resource Locator
RLG	Research Libraries Group
SAA	Society of American Archivists
SLA	Special Library Association
TRAIL	Technical Report and Image Library
UCSB	University of California Santa Barbara
UNT	University of North Texas