



Administrative Notes

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Davis-Bacon Wage Determinations Now on GPO Access

The Davis-Bacon Wage Determinations application is available via GPO Access at <http://www.gpo.gov/davisbacon>. For cataloging purposes, this application will also be available as a PURL at: <http://purl.access.gpo.gov/GPO/LPS9888>. Only the online version is being made available through the Federal Depository Library Program, under item 0777-B-11 and SuDocs class L 36.211/2:. GPO cataloging is available on OCLC record 39341553.

“The Davis-Bacon Act, as amended, requires that each contract over \$2,000 to which the United States or the District of Columbia is a party for the construction, alteration, or repair of public buildings or public works shall contain a clause setting forth the minimum wages to be paid to various classes of laborers and mechanics employed under the contract. Under the provisions of the Act, contractors or their subcontractors are to pay workers employed directly upon the site of the work no less than the locally prevailing wages and fringe benefits paid on projects of a similar character. The Davis-Bacon Act directs the Secretary of Labor to determine such local prevailing wage rates.” For more background information, please refer to the Davis-Bacon Wage Determinations Reference Material provided on the Davis Bacon main page.

As with all other applications available via GPO Access, the Davis Bacon Wage Determinations application is available free of charge and can be used without restriction, unless otherwise noted. There are two different methods of accessing the information in the Davis-Bacon Wage Determinations application: a search interface and browseable tables. Files for this application are available only in ASCII text format.

Helpful hints for searching Davis-Bacon are available online via the World Wide Web at: http://www.access.gpo.gov/su_docs/aces/davisbaconhints.html. They contain information and instructions specific to that application, as well as sample searches.

Davis-Bacon Wage Determinations
Name: Davis-Bacon Wage Determinations
Database Name: Davis-Bacon
Host: wais.access.gpo.gov
Port: 210

TELNET ACCESS: SWAIS

You may connect to GPO Access via telnet. The address is swais.access.gpo.gov. Type "guest" in lowercase letters at the login prompt; no password is required. You will be using SWAIS. File transfers are by Internet e-mail or by screen capture.

Dial-in Access: SWAIS

Users without Internet access may dial-in to GPO Access. Using a modem, call 202-512-1661, type "swais," and log in as "guest." The modem settings are 8NI, full duplex. You will be using SWAIS. File transfers are by Internet e-mail or by screen capture.

WAIS Client Software

If you are using WAIS client software, you will need to create a source file for the new database. Instructions for adding source files to the WinWAIS and MacWAIS client software are included below.

A. Creating a Source File for WinWAIS:

1. Open the WinWAIS software.
2. Pull down the "Edit" menu and select the "Select Sources" menu item.
3. Click on the button labeled "New."
4. Fill in the name, host, and database fields using the information provided above.
5. Fill in the database description (optional).
6. Click on the "OK" button in the "Edit WAIS Source Definition" window.
7. Click on the "OK" button in the "Selected WAIS Sources" window.

B. Creating a Source File for MacWAIS:

1. Open the MacWAIS software.
2. Pull down the "Sources" menu and select the "New" menu item.
3. Fill in the name, host and database fields using the information provided above.
4. Fill in the database description (optional).
5. Click on the "OK" button.

If you have any questions or comments regarding this application, please contact the GPO Access User Support Team at:

Phone--Toll Free (1-888-293-6498)
DC Area (202-512-1530)
Internet email: gpoaccess@gpo.gov
Fax: (1-202-512-1262)



Review of LPS Position on Item Selection Rates

"...An appropriate level of selections should be at least one-half the average item selection rate of libraries of similar type and size..." (Instructions to Depository Libraries, July 2000, p. 6)

Questions have been raised about how this measure is applied to libraries during self-study and inspection reviews as the transition to a more electronic Federal Depository Library Program (FDLP) accelerates. The Library Programs Service (LPS) has long viewed this measure as a starting point to compare collection development activities among depositories. The numbers themselves should not be viewed as absolute benchmarks. In completing the self-study or during on-site inspections, depository coordinators are asked to explain any major divergence from this measure. For the final analysis, inspectors take other factors into consideration. Whether the library is involved in cooperative collection development efforts, using online government resources or obtaining Federal Government information from other sources is also taken into account.

The complexity of collection development issues facing depository librarians today speaks to the primary importance of a well thought out collection development policy. The policy should contain user and community profiles. Issues such as collecting intensity levels, cooperative collecting arrangements, and how various formats are handled should be addressed as well. As the transition to a more electronic depository distribution environment is accelerating, strategies for the inclusion of online resources in the library's collection and decisions for implementing "FDLP Guidelines on Substituting Electronic for Tangible Versions of Depository Publications" <http://www.access.gpo.gov/su_docs/fdlp/coll-dev/subguide.html> should also be part of the collection development policy. All these factors help explain why a library's item selection rate may vary from the average item selection rate for libraries of a similar type and size.

New size definitions went into effect October 1, 2000 after the Depository Library Council's approval at its spring 2000 meeting (see Administrative Notes, v 21, # 7, May 1, 2000) <http://www.access.gpo.gov/su_docs/fdlp/pubs/adnotes/ad050100.html>. The changes were based on the 1999 Biennial Survey results. Libraries were placed in the small, medium, or large category based on the response given in question two of the same survey, which asked for the total collection size of the library.

The true measure of a library's collection development success is not the degree of adherence with the guideline in the Instructions, but whether the depository library is meeting the Government information needs of people in the area it is obligated to serve.

This topic will be more thoroughly addressed at the Federal Depository Library Conference to be held in Alexandria, VA October 14-17, 2001. The draft agenda will appear in the July issue of Administrative Notes.



Readers Exchange Government Documents Processing Tutorial

ALA GODORT and AALL Government Documents Special Interest Section Collaborative Tutorial Project

Charlene Cain

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The initiative for the AALL/GODORT Government Documents Tutorial began with Paul Arrigo, Documents Librarian at Washburn University of Topeka School of Law Library. As chair of the American Association of Law Libraries Government Documents Special Interest Section (AALL GD-SIS), Paul sent a survey to section members as part of an overall long-range planning initiative. Several responses to the survey indicated an interest among members in an electronic tutorial on government documents processing for use in staff training.

Shortly afterwards, Charlene Cain became chair of the section, setting the goal to forge a closer relationship between law librarians and the rest of the depository community. Charlene approached then-GODORT Education Committee Chair, Trish Cruse, seeking technical expertise for the tutorial. Trish recommended Larry Schankman of Mansfield University, who was not only a documents librarian, but at the time completing a second Masters in Instructional Technology. The two partners then agreed that Charlene would write the content, and Larry would design the tutorial using software purchased by the AALL GD-SIS.

Charlene roughed out a short draft covering some very basic skills, and Larry designed a Web-based prototype. The two met in New Orleans during the 1999 summer ALA conference to go over practical issues. After all the modules were completed, the team realized that the tutorial was too long to be practical, and had to make some difficult decisions to reduce the size. Despite much cutting, the tutorial contains more than fifty screens.

One of the first design decisions concerned distribution. At the time the project began (1998/99 membership year), dynamic HTML was still relatively new, and many libraries had older browsers that could not view the advanced features of the tutorial. CD-ROM distribution was dismissed as too costly, and the creation of a PC-based program was deemed unacceptably complex and error prone, since it would require users to download and install software. For this reason, Charlene and Larry decided on Web delivery. For software, Larry used a combination of Macromedia Course Builder, an enhancement to the popular Dreamweaver editor, and HomeSite, a powerful HTML text editor.

The tutorial is now mounted on the AALL server at: <www.aallnet.org/sis/gd/tutorial/>. It introduces staff and student workers to the basics of government documents processing and in no way supplants the Federal Depository Library Manual or the Instructions to Depository Libraries. The tutorial is arranged in three parts. Module One contains the basics of documents

processing, including shipping lists, check-in, and claims. Module Two deals with collection maintenance and covers item number configuration, the update cycle, maintenance tools, superseded materials, preparation of discard lists, and the basics of preservation and storage. Module Three is a guide to the Superintendent of Documents classification system, including the parts of a SuDocs number and filing advice. There is also a multi-page “quiz” so that users can test their newly acquired skills. Thus far the tutorial has been well received. As of late February there were over 500 hits on the site. Of the nearly fifty comments received, a very few have related to minor corrections, but even those messages were very complimentary overall.

Part of the original strategy for content selection was to minimize the need for major updates by choosing information of enduring usefulness. The plan is for the AALL GD SIS Webmaster, Eric Parker (Northwestern University School of Law), to make such minor updates as may be needed for as long as the tutorial is of value to the depository community. Users are requested to send questions or comments to Charlene Cain (llcain@lsu.edu) or Larry Schankman (lschankm@mnsfld.edu) either directly or via the suggestion box on the tutorial's main page.



The Federal Depository Library Program Electronic Collection: Preserving a Tradition of Access to United States Government Information

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[Presented by George D. Barnum at the Preservation 2000 Conference in York, UK, December, 2000. The conference was an international gathering of librarians and archivists focused on the preservation and long-term accessibility of digital materials, sponsored by the Cedars Project of England, and the Research Libraries Group and OCLC, Inc. of the U.S. The conference proceedings are available at <www.rlg.org/events/pres-2000/prespapers.html>.]

Beginning with a Congressional mandate in Public Law 103-40 (1993)¹ for the U.S. Government Printing Office (GPO) to create and maintain online access to “appropriate publications distributed by the Superintendent of Documents,” GPO has endeavored to translate its historic mandate for free access to Government information to the digital age. Throughout much of U.S.

¹¹ “Access to Federal Electronic Information” *Title 44 U.S. Code chapter 41* (1994 ed.)
(<http://www.access.gpo.gov/congress/cong013.html>)

history, GPO has maintained a system of dissemination and access based on the deposit of printed publications by the government in designated libraries. This system has been widely emulated by state governments as well as by other nations and international organizations. In the face of rapidly expanding adoption of digital technology and a climate of Government reform, the challenge for GPO has been to determine which attributes and principles of the historic depository system are successful and valid, and with that as a basis, to seek applications within the context of the digital revolution.

In this context GPO has been at work over the past four years in a transition to a more (or primarily) electronic dissemination program. This transition has had several phases, beginning with extensive study² and a strategic plan in 1996, followed by various experimental and pilot projects, modifications of workforce and working routines, and, at the beginning of the 2001 fiscal year, a more general and wide-ranging application of the assumptions and new goals of the transition across the entire Federal Depository Library Program (FDLP) driven by a substantial reduction by Congress in funding for tangible format distribution.

The Goal and the FDLP

Stated simply, the goal of the FDLP is to assure current and permanent public access to the universe of information published by the U.S. Government. This universe includes information products, regardless of form or format, which are of public interest or educational value, not strictly administrative or operational in nature, and not classified for reasons of national security nor otherwise constrained by personal privacy issues. The primary user community consists of end users gaining access through the facilities and resources of designated libraries. The program that has grown around this goal was first enacted in the 1860s, and took the statutory form it retains today with the enactment of the Printing Act of 1895³, which linked the distribution of publications to libraries with the newly centralized system for the procurement of printing by the Congress and executive branch agencies. Briefly, any printing order sent by a Government agency to GPO, for products that meet certain minimum criteria, has a quantity added to the total order earmarked for distribution to libraries. The libraries, designated by act of Congress, receive the publications for free and in return must agree to be open to the public, and to meet certain minimum standards for service. Although a multitude of variations has developed over the years, the system has remained remarkably robust at capturing and guaranteeing access to Government publications.

In practice, the FDLP has evolved to perform four broad functions:

- Deposit. The functions that relate to selection, acquisition, distribution, and physical control of publications (classification, etc.) by GPO, including the retention of ownership of deposited publications by the Government, and inspection to assure compliance;

² U.S. Government Printing Office. *Report to the Congress: Study to Identify Measures Necessary for a Successful Transition to a More Electronic Federal Depository Library Program* (Washington: Government Printing Office, 1996) (http://www.access.gpo.gov/su_docs/fdlp/pubs/study/studyhtm.html)

³ "Printing Act of 1895" 28 *United States Statutes at Large* p.612 et seq.

- Assurance of current and permanent public access, including the requirements made of depository libraries for free access to the general public, retention schedules, and service to users of Government information;
- Provision of locator tools, including the statutorily mandated catalogs and indexes GPO produces as well as bibliographic description and other types of finding aids;
- Promotion and facilitation of use, including training opportunities, conferences, and marketing.

It is in the first two categories, deposit and assurance of access, that the transition to a more electronically-based program has had the most fundamental effect. In the print world the system of deposit provides a stable and secure environment in which information is, as a by-product of the legal requirement that Government printing be either performed or contracted for by GPO, funneled into a geographically distributed and fairly closely regulated system of outlets. In return for receiving the information free-of-charge, these libraries agree to be bound by various requirements for access. In the Internet environment, Federal agencies no longer have an imperative to involve GPO in the dissemination of their information, and the need for redundant housing of copies of publications to achieve geographical equity is obviated by the ability to use a single source from multiple remote locations. At the same time, needs and expectations on the part of librarians and library users for access to this information have grown.

The attempt to reinvent distributed, permanent access has centered on the creation of the FDLP Electronic Collection, a digital library conceived on fairly traditional library collection development principles, and consisting of an interdependent set of locator tools, user interfaces, links to content on agency servers, a digital archive, and various kinds of metadata. The collection is being built using a standard collection development document⁴ which emphasizes a blending of new and adapted roles for the depository program.

On one level, the FDLP must continue to provide access, through its network of designated libraries, to the information that its enabling statute describes as being in scope⁵. The everyday realities of providing both actual electronic access and bibliographic/intellectual access tools have been in a state of almost constant change since the first introduction of electronic products in the early 1990s. Previously the processing of materials from the printing press through GPO's verification and distribution mechanisms and into libraries was a highly detailed process not far removed either in concept or practice from other mass-production processes employed in a large printing and publishing concern. The shift to a digital FDLP has altered this model, changing the skills and workflow required to provide access. Over time, the size and composition of the workforce performing these tasks is changing, with an increase in the need for so-called knowledge workers superseding the need for production-line materials handlers and lower-level clerical employees.

⁴ U.S. Government Printing Office, Library Programs Service. *Managing the FDLP Electronic Collection: A Policy and Planning Document*. (Washington: Government Printing Office, 1998)

⁵ "Depository Library Program" *Title 44 U.S. Code sec. 1901* (1994 ed.) (http://www.access.gpo.gov/su_docs/fdlp/pubs/ecplan.html)

The Challenge and the Electronic Collection

In the third edition of her book *Tapping the Government Grapevine: The User-Friendly Guide to U.S. Government Information Sources*, Judith Scheik Robinson has said, “Although the focus has shifted from on-site physical collections to electronic linkage, the underlying ideology of permanent and equitable access remains a FDLP hallmark. Depository libraries are government information sanctuaries...by championing audience-appropriate and use-appropriate formats, permanent preservation, and public access, the FDLP preserves the nation’s oeuvre...” Robinson interprets a summary of GPO’s transition goals first put forth by GPO official Gil Baldwin in 1996⁶:

TRANSITION TO ELECTRONIC FDLP

From	To
Focus on products	Focus on services
Dissemination	Access
Shipping physical products	Electronic connections
Physical, tangible information formats	Online Internet access
Short-term GPO responsibilities	GPO responsible for long-term access

The FDLP has among its fundamental assumptions that information included is official Government information, and that it will, by virtue of its being included in the program, be freely available to the public, permanently. Two of the most significant challenges in charting a digital future for the program have been to create an operational structure around the basic policy framework of assuring the official integrity of the information and to keep that information available and accessible permanently.

Any discussion of the integrity of digital publications ultimately leads to some discussion of authentication, which, at a purely technical level, has to do with ensuring that the digital bitstream received by the user is identical to that which left the server. This is accomplished most often by a sampling of the bitstream. In the commercial realm, the term is used in terms of assuring that a document for which a user has paid for access is in fact “authentic,” or what was paid for. At a more abstract level, authentication relates to the genuineness of the object, the authenticity of the content. This can mean an assurance that the object is what it purports to be and actually emanates from whence it claims to be from. It may also be an assurance that the object is verifiable or certified as “official,” that is, having not only genuineness of origin, but possessing some official sanction thereof.

Both of these examples point to a construction of trust, and a source of verification separate from but related to the object itself. Determining or establishing authenticity is a comparative process, and is the result of various tests or judgements.

In their report “Preserving Digital Information,” the Task Force on Archiving Digital Information of the Research Libraries Group defines five criteria or attributes on which the integrity of digital objects rests:

⁶ Judith Scheik Robinson. *Tapping the Government Grapevine: The User-Friendly Guide to U.S. Government Information Sources*. Third edition. (Phoenix: Oryx Press, 1998)

- **Content** - What comprises or represents the content of the object?
- **Fixity** - Is there an authorized or canonical version of the object, and how was that authorization determined or derived? Is the object a whole and singular work (can it be?) or are there multiple acceptable versions or states which make parts of the whole?
- **Reference** - One must be able to locate the object definitively and reliably over time (as with citation)
- **Provenance** - What is the chain of custody, development, responsibility, or ownership that may confer integrity on the object?
- **Context** - How does the object interact with other objects in the digital environment (e.g., software with data or text, links within a document and links elsewhere)⁷?

Three of these attributes are of particular concern in the context of the FDLP Electronic Collection: content and what comprises it; fixity, and provenance.

In the print world a publication from a government agency, printed by GPO, passed through a series of official channels that assured the integrity of the content, including a variety of internal controls and approvals within the originating agency, and proofreading at GPO (“verification by proof.”) The requisition for printing services and the actual publication of a document in a sense legitimized or authorized the content, fixed it in time, and established a chain of responsibility. So for example, one could be confident that a copy of the Statistical Abstract of the United States received in a shipment box in a depository library was in every respect consistent with copy that was approved and ordered to be printed by U.S. Census Bureau officials.

In the environment of the World Wide Web, government processes and structures for such verification are being altered and reduced, and various aspects of this scenario are altered. The publication is not securely fixed in time by the printing process. Web publishing in Government agencies often has departed from the bureaucratic structures for review and approval that grew up around print. In this dynamic and less certain environment, users still expect some mechanism to establish the same level of trust. It is generally recognized that this role may be filled by some variant of the notion of the “trusted third party;” ultimately, authenticity and integrity of digital objects are matters of trust. Our very definitions and descriptions of authenticity and “officialness” revolve around independent verification or comparison that provide a basis for trust. It is the role, then, of GPO’s electronic collection to act in the capacity of “trusted third party,” providing the assurance, based on some verifiable criteria, that the information is indeed official. With printed documents, this authenticity was straightforward to establish, and formed the basis of the authority of the FDLP. In the digital world the FDLP must establish this authority and then build the remaining attributes of free and permanent access on that foundation.

The initial approach to this question, which may eventually prove to be only an interim solution, has been to structure access through the FDLP such that users gain access to publications, using

⁷ “Preserving Digital Information: Report of the Task Force of Archiving of Digital Information” commissioned by The Commission on Preservation and Access and The Research Libraries Group, 1996 (<http://www.rlg.org/ArchTF/>)

GPO's bibliographic tools, from the originating agency or Web site, not from a central repository or mirror site. Cataloging practices and other description have employed Persistent Uniform Resource Locators (PURLs), which assist in managing volatile resource locations and thus simplifying access for end users. By consistently directing users to the originating site, within a limited universe of domains (primarily .gov, .mil, and .fed.us), the official character of the publication is assured.

The obvious difficulty for this strategy is the assumption that while some publications will remain in their originating locations permanently, some, if not most, do not. For this reason, a significant commitment of FDLP resources is being devoted to building, through various avenues, a working archive of the publications in the program. Various experiences have led to the conclusion that a single, central archive of electronic publications would be not only extremely difficult to create and maintain, but would be unwieldy to manage and keep viable. Thus a suite of solutions is being tested, including:

- an in-house archive, operated on GPO servers by GPO personnel;
- agreements with agencies for keeping information permanently available on native servers in agencies;
- agreements with partners within the FDLP such as university libraries and consortia to manage portions of the archive remotely;
- agreements with vendors or service providers for fee-for-service arrangements to store and provide access to publications.

The term "archive" or "archiving" in this context describes a different sense than the work of the National Archives and Records Administration, which is charged in 44 USC ch. 29⁸ with guiding and assisting Federal agencies in preserving the essential evidence of the operation of the Federal Government. The FDLP is not trying to preserve a record that demonstrates or documents an agency's operation or mission. Instead, the attempt is made to preserve access to electronic publications.

The strategy to achieve seamless ongoing access distributes responsibility among FDLP stakeholders. Where possible, GPO obtains a documented commitment from publishing agencies that electronic publications will be available on the originating site permanently, and that GPO is given the files to manage in the event that the agency cannot honor that commitment. Where a documented agreement is not possible, GPO downloads a copy of the publication to its own archive or seeks a partner to manage the archived publications. These publications are retained, updated as needed, and provided to the user upon verification that the information is no longer attainable from the originating site. The PURL is redirected to the archived copy and the user is alerted that the publication is an archived version.

⁸ "Records Management by the Archivist of the United States and by the Administrator of General Services" *Title 44 United States Code chapter 29* (1994 ed.) (<http://www.access.gpo.gov/congress/cong013.html>)

In terms of assuring permanent access, technology has radically altered the deposit model: where previously permanence was assured by multiple depositories being bound to retain publications in perpetuity, and GPO's responsibility as custodian was largely complete at the point that publications were shipped to depository libraries, GPO must now assume responsibility for keeping the single electronic source not only currently available, but technologically viable. Based on the model of print-based publishing, GPO has no control over content of publications, nor of the format in which information is presented. Although there have been calls for standardization of electronic Government information formats, no standards exist, no consensus has evolved, and no entity exists with the authority to promulgate or enforce a fully Government-wide standard.

Presentation of electronic publications that rely on an open standard, such as HTML (for text) or TIFF (for images) will presumably remain straightforward as the Web and its successor technologies develop. Publications, however, that rely on a proprietary format or commercial software for their use pose serious challenges, since backward compatibility in newer technology will depend on market forces and demand. GPO cannot consider content separate from access and access mechanisms; thus the greatest challenge over the coming years will be to keep publications captured in 2000 viable despite the advance of technology. Transfer of all publications in the archive to a single, migration-friendly, open standard format has not, in the interest of preserving the official nature of the publications, been pursued thus far. Such transfer may, however, present itself as the best alternative for keeping archived publications alive. Likewise advances in electronic archiving may conceivably separate format from storage and re-presentation and thus ease the dilemma.

The Future

Three factors have worked in concert to move GPO's transition forward since its inception in the mid-90's: the overall trend in Government to adopt electronic media for communicating with the public; the rapid adoption of electronic media in libraries generally; and the clear direction of the Congress to implement greater electronic access and to seek reductions in the cost of disseminating information. The third factor has been the most direct and imperative. The transition process has been guided by the underlying assumption that as the emphasis on tangible product distribution diminishes, GPO's resources will be redirected toward managing electronic files, coordinating the cooperative efforts that will facilitate preservation of electronic publications, and maintaining a standard of permanence, authenticity, and reliability comparable to the print-based program. While the specifics of implementing these assumptions are developing by degrees, the driving forces have remained clear: that free public information is a right of the people, that Government has an obligation to provide broad, ongoing public access to that information, and that the FDLP continues to be uniquely placed to assure that access.



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