Chapter

13

Chapter 13 Transitioning Depository Libraries

Presents the state of depositories transitioning collections and services, shares tips to effectively transition to a more online Federal depository collection, describes the continuing transition and provides a list of resources that impact the transitions in depository libraries.

What's New or Important

This chapter provides a history of the transitions in depository library collections and services during the late 20th Century; it provides a list of policies impacting those transitions in the FDLP. The chapter also identifies areas where change is imminent, and reports on collaborative efforts to enhance the ability of the FDLP to serve users of government information.

Resources for Transition in the late 20th Century

While not comprehensive, you will find a list of documents impacting the transition in FDLP collections and services at the end of this chapter. These documents include public laws, studies and reports by and for Congress, Federal Government memoranda and issuances, GPO and DLC vision statements, and FDLP guidance.

Current State of Transitioning Collections & Services

- As directed by Congress, Federal agencies currently publish approximately 92% of new government publications in electronic format. According to the 2005 Biennial Survey, depository library respondents indicate:
  - 61% substitute at least one official online publication for the exact equivalent in tangible format
  - 99% include U.S. depository publications in the library catalog
  - 79% include current depository receipts in the library catalog
  - 82% facilitate active hyperlinking to electronic resources from the library catalog
- Depository libraries, in increasing numbers, continue to build collections to

emphasize access points to electronic government information resources. Statistics indicate a trend in depository libraries to build more electronic collections. The 1997 biennial survey results revealed only 18% of respondents were supporting active hyperlinks from their library catalogs, whereas in 2005 82% of respondent libraries supported this functionality and linked patrons to full-text electronic government publications. For this reason links to GPO Access, the FDLP Desktop, the Catalog of Government Publications (CGP) and other appropriate links to Federal Government information resources should be prominently displayed on your library's web site and in your library's Online Public Access Catalog (OPAC).

- Public services for users of electronic resources REQUIRE efficient and effective internet access and functional printing and downloading for users to package the information in their preferred format. This capability includes REQUIREMENTS to have accessible USB ports and CD-burning for ease of downloading and the ability to incorporate other formats as they develop. Users of the depository should have the ability to download, copy, and/or print electronic Federal Government information. You may charge fees for these services; however, the fees MUST not exceed charges imposed for similar services when duplicating non-depository materials. You should be aware of and plan for an increased demand on your library's infrastructure when making materials available electronically.

- The web pages of your depository library and your library catalog are the entry points to the electronic collection, both tangible and online electronic resources. Most depository libraries include bibliographic records of FDLP electronic resources in their online catalogs with accurate, active hyperlinks to items. In addition to loading bibliographic records, many depositories have a mechanism in place to report incorrect PURLs, broken links, or other needed corrections; your depository library should also.

- LSCM continues to publish the New Electronic Titles (NET) list (http://catalog.gpo.gov/F/?func=file&file_name=find-net&local_base=NEWTITLE) to provide depositories with links to online titles and bibliographic records as part of the CGP. The CGP is updated with new bibliographic records daily and allows users to download up to 20 bibliographic records at a time for import into a local catalog. Your depository library may use a bibliographic records vendor to tailor cataloging service to your item selection profile. Even if your depository profile does not include item numbers for EL only publications, vendors can supply these records to you.

- LSCM continues to reexamine and evaluate the item selection mechanisms in order to unbundle electronic only items from tangible items and allow depositories to select more EL only items. Keep informed of the briefing papers and changes to item selections at FDLP Selection Mechanisms web page. (http://www.access.gpo.gov/su_docs/fdlp/selection/index.html)

- Your depository staff should have adequate technical training to effectively use all necessary computer equipment and FDLP electronic resources. Reference

assistance is available both in-person and electronically, for example "Ask a Librarian" services and e-mail reference services, so users can remain in the electronic environment if desired. Qualified reference staff can explain the organization of government information, assist users in navigating the electronic world, intermediate between the institution and the information, and continue to enhance the collection by constantly improving access for your users.

- You may be keenly aware that some users are less skilled and require more assistance with electronic resources. Therefore, all staff in the depository and the larger library is trained to provide this assistance. You might identify core competencies for all library staff and develop a plan to ensure that these competencies are met to improve customer service.

- Collaboration with the other depository libraries is important to ensure electronic access to publications not in your depository collection. When the library serves a population of users who prefer to have materials sent to them electronically, your depository library may offer a document delivery service through the use of fax machines or e-mail.

Tips to Effectively Transition to a More Online Federal Depository Collection

- The Tips to Effectively Transition was released at the Fall 2005 Depository Library conference and is available at http://www.access.gpo.gov/su_docs/fdlp/coll-dev/online_coll_tips.pdf. In recognition that more and more government information is migrating to the web, the current reality is that all depository libraries are, to one degree or another, transitioning to a more electronic collection. Reviewed and approved by the Depository Library Council, the tips offer ways to assist you as you continue to incorporate online government publications into your services and collections. You'll also want to review the Council Briefing Topic from 2006, Transition to a Mostly Electronic FDLP Collection (http://www.access.gpo.gov/su_docs/fdlp/pubs/proceedings/06spring/mostlyelectronic-rev.pdf).

- Remember that choosing to transition to a more or primarily online Federal depository collection means purposeful de-selection of item numbers associated with tangible formats, selection of online electronic formats or otherwise providing access to the online equivalent(s), and documentation of publication format preferences in an updated collection development policy which outlines the current Federal Government information needs of the community.

The tips are as follows:

   Examine your Federal depository collection and its usage.
   - Analyze formats, subjects and trends in usage of your depository collection.

- Examine your library profile to select an electronic format for items you currently receive in tangible format, and then deselect the tangible item if the electronic version satisfies user needs.

Analyze resources available to provide access to the electronic collection and evaluate any savings or trade offs of "going more electronic".

- Analyze how your library is currently managing and providing access and services to online depository and non-depository resources.
  - What changes in the workflow would have to be made?
  - Are there any tasks (like processing) that can be reduced or eliminated?
  - Are there any personnel and/or training needs for reference service, cataloging, or technical support in an online information environment?
- Review existing equipment and workstations used to provide public service/access to online depository and non-depository materials.
  - Are there enough workstations to accommodate more users as your online collection grows?
  - Is there a plan in place to regularly upgrade or replace equipment as necessary?

Revisit Your Collection Development Policy.

- The acquisition of electronic resources for government information MUST reflect the analysis of your library collection and its usage.
- Weed tangible copies according to the substitution and superseded guidelines. Recognize that your institution may desire to retain, maintain, and provide access to a tangible collection. Consider off-site selective housing agreements.
- You are encouraged to seek input for selections. Suggestions should be solicited from depository staff, other library personnel (reference staff, collection development staff, etc.), and users.
- Cooperative collection development and interlibrary loan can also provide access within a local area to tangible copies of rarely used items.

Consider starting with a small electronic collection. It is often easier to start with a small change that proves successful and gains acceptance than to begin with a major undertaking.

Modify your profile. All depositories should select or provide access to titles from the "Basic Collection" found on the FDLP Desktop at http://www.access.gpo.gov/su_docs/fdlp/coll-dev/basic-01.html.

Depositories may also choose to provide commercial equivalents in tangible format.

Work with your regional coordinator. Your regional coordinator can assist with discards, substitutions, and superseded titles. They can also help you balance local, state and program needs.

Network. Pursue contact with those who have built electronic depository collections and have provided quality services in their use.

Enlist the support of your library administrator and other staff in the transition process. A successful transition requires the support of administrators, librarians, and support staff to make it happen.

Promote the newer electronic formats to your users and library staff. They offer instantaneous access to a broader spectrum of users, are easier to use in some cases, and are available 24/7/365.

- Building a more online federal electronic depository collection in no way lessens the importance of the tangible materials your library chooses to retain.

- Either your library administrator, other depository staff, or you may initiate the transition of depository collections or services. It is important, in any case, to gain the cooperation of stakeholder groups in the library. Communication is especially important in the transition process. Keep all of your potential partners well informed. In particular, work with your regional library to make sure that you are complying with all legal requirements and FDLP guidelines, as well as the state plan, if one is in place.

- Working with electronic publications involves higher-level thinking than does checking in tangible publications. Some of these new duties might include checking the NET, OCLC, or agency Web sites to find electronic records; downloading bibliographic records from these sources into the ILS; and determining if a tangible publication has an electronic equivalent.

- You should include an event timeline, detail how changes in format impacts public service, and specify the physical location of remaining tangible items. You should consider including reference librarians, bibliographers, or others with responsibility for collection development in the review of the collection development policy for government information in all formats. Reference staff should also be included in training sessions for using particular publications or databases. ==When transitioning services or collections, coordination MUST be accomplished across units to ensure all units are following the same plan of action.== When making decisions about replacing or substituting formats, a well thought out list of steps to follow will ensure everyone operates under the same assumptions.

- It is a good idea to consult the regional coordinator when developing such a list

of steps to ensure all considerations have been included in the process. The regional depository can act as a backup in the instances when you might need a copy of a particular publication. Regional depositories will also want to make sure that you are following all standards and guidelines in offering services and making decisions regarding the collection (weeding, substituting formats, etc.). The regional coordinator can require the depository maintain some tangible titles.

- Your switch to a more online electronic collection will affect other depository libraries in your region. They may see an increase in demand for tangible items deselected by your institution, they may want to accept offers of your discarded items to fill collection gaps, and they will have a vested interest in the success of your transition, particularly in the case of overlapping user populations. Be sure to involve them in your planning. Their questions and helpful suggestions will allow you to consider important factors that may improve your transition, your depository library, and the depository libraries in your region.

Continuing the Transition

The theme of the 2007 Annual Spring Depository Library Council Meeting was partnerships as stated in the remarks of the acting Superintendent of Documents, Ric Davis (http://www.access.gpo.gov/su_docs/fdlp/pubs/proceedings/07spring/gpo-update-0407.pdf). As LSCM builds upon partnership activities, these collaborative efforts will leverage the efforts of LSCM and depository institutions to make new digital content and services in the use of such content available to FDL participants. The expansion of education and outreach services to the FDL participants will provide more online training opportunities through OPAL and other web-based training modules. The FDLP Desktop (http://fdlp.gov/) includes links to new electronic services and content such as RSS feeds and podcasts.

Expansion of content and services includes:

Web based Training
> Currently, the FDLP employs software to deliver and archive content. The new FDLP Desktop links Federal depository libraries to GPO's OPAL web page (http://www.opal-online.org/archiveGPO.htm). Software such as this allows GPO to create and deliver content to Federal depository libraries and the public as well as to collaborate with Federal depository libraries to create content. LSCM will also have the ability to host events such as the online discussion soon to be beta tested as an enhancement to National Needs & Offers. LSCM continues to explore the use of various web-based instructional tools with enhanced capabilities to facilitate distance learning.

Online Referral Service
> The recent enhancements for the CGP include a "Locate in a Library" functionality to provide online referral services to online seekers of government information resources directing them to depository libraries in

their local area for personalized service. Users that search the CGP for any publication are asked to enter their zip code and are referred to depositories that hold the publication. Slides are available from a recent OPAL presentation on the CGP "Locate in a Library" functionality at (http://www.opal-online.org/GPOCGP200703.htm).

Virtual Reference Service

Recent discussion at the 2007 Spring Depository Library Council meeting included "Serving the Public in the Next Century: Models of Virtual FDLP Cooperative Public Service" (http://www.access.gpo.gov/su_docs/fdlp/pubs/proceedings/07spring/virtual-ref-0407.pdf). Beginning with a pilot project for a national virtual reference service in October 2004, the project now moves into a more formal phase with 13 major academic institutions committed to the Government Information Online concept. Currently, there is a partnership with LSCM under consideration to proliferate this service.

Collaborative Digitization Efforts

Progress made by LSCM toward digitizing material for the FDLP is recounted in the Council Session on Digitization held at the 2007 Spring Depository Library Council meeting (http://www.access.gpo.gov/su_docs/fdlp/pubs/proceedings/07spring/digitization-0407.pdf).

Partnerships (http://www.fdlp.gov/partnerships/about.html)

Through content partnerships, such as with the Central University Libraries of Southern Methodist University, permanent public access to digitized copies of U. S. Government publications distributed by GPO during World War II will be reformatted to extend usage to users in the electronic environment.

Cooperative Cataloging Projects

How two depositories are contributing to cooperative cataloging of FDLP materials is recounted in the 2006 Fall Depository Library Conference and Council Meeting presentation, "Increasing Access to Electronic Documents as well as Older Print Materials - A Tale of Two Projects" (http://www.access.gpo.gov/su_docs/fdlp/pubs/proceedings/06fall/index.html).

Tips, Practical Advice, and Lessons Learned

- You will want to check with other depository libraries that are going through the process of transitioning collections or services.

- Cooperative collection development and interlibrary loan can also provide access within a local area to rarely used items. Documents Data Miner 2, state plans, and consortia members can provide assistance with these activities.

- Be ready for change! Remember that unlike tangible publications that are received, shelved, and remain static and predictable, an electronic collection is an "organic" one. Persistent identifiers, such as PURLs or Handles, will prolong access but the publications themselves may change over time. Embrace change, and use a positive attitude to help your users and stakeholders accept change.

- Today's internet-savvy consumers expect immediate and continuous access to online resources and services to meet their needs.

- Cataloging the library's EL "selections" assists researchers with identification of publications of most interest to them and uses the library's primary publication finding tool, the OPAC, and treats depository publications comparably with other publications in your OPAC.

Did you realize that you don't have to .....?

- Create call numbers for non-depository electronic full-text publications in your OPAC. It is important to include a current link and bibliographic information but not necessary to add a call number.

- Create paper copies of your bibliographies and pathfinders. You can create all of these as part of your government publications Web page.

Important for Library Administrators

- No single depository can meet all potential community needs, especially in a digital environment. Frequent communication among neighboring depositories is strongly encouraged. Depository collection development, promotional activities, and continuing education activities should be accomplished in conjunction with neighboring depositories.

- In transitioning to electronic, it is fundamentally important to consider access to and services in the use of electronic depository collections.

- Remember that electronic materials do not lessen the importance of tangible materials.

List of Resources for Transition in the late 20th Century

GPO Electronic Information Access Enhancement Act of 1993
passed as P.L. 103-40 (http://www.access.gpo.gov/su_docs/law.html) ushered GPO into the online information environment by requiring the Superintendent of Documents to develop mechanisms to enhance public access to a wide range of Federal electronic information products:

- Maintain an electronic directory of Federal electronic information;
- Provide a system of online access to the Congressional Record, the Federal Register, and other appropriate publications, as determined

by the Superintendent of Documents; and
- Operate an electronic storage facility for Federal electronic
  Information.

Collectively, these elements constitute GPO Access.

Senate Report 103-27
incorporated the Federal Bulletin Board, which existed prior to P. L. 103-40, into GPO
Access (http://www.gpoaccess.gov/stylemanual/2000/chapter_pre-3.html) The
Federal Bulletin Board (FBB) is a free electronic bulletin board service of the
Superintendent of Documents, U. S. Government Printing Office that:

- Enables Federal Agencies to provide to the public self-service access to
  Federal information in electronic form;
- Serves as a means to distribute electronic files in various file formats to the
  public;
- Allows documents to be downloaded free of charge.

FDLP Guidelines for Determining Superseded Materials
(http://www.access.gpo.gov/su_docs/fdlp/coll-dev/supersede.html) provided
a list of superseded materials in 1996 along with criteria for determining
superseded materials

Study to Identify Measures Necessary for a Successful Transition to a More
         Electronic Federal Depository Library Program
(http://www.access.gpo.gov/su_docs/fdlp/pubs/study/studyhtm.html)
published in 1996 to provide overarching guidance for how the FDLP would
transition in the 21st century from print to electronic media. The basis of the
Essential Titles for Public Use in Paper or Other Tangible Format to see
which items will continue be distributed in tangible format was derived from
this study (http://www.access.gpo.gov/su_docs/fdlp/pubs/estitles.html).

Managing the FDLP Electronic Collection: A Policy and Planning Document
(http://www.access.gpo.gov/su_docs/fdlp/pubs/ecplan.html) published in
1998 to define the FDLP Electronic collection as composed of core legislative
and regulatory publications; products directly managed for other agencies and
available through *GPO Access;* publications identified, described, and linked to
through GPO services, but which remain under the control of originating
agencies, with access through GPO's locator tools and services; and tangible
electronic products (such as CD/ROM, DVD, or others) distributed to Federal
depository libraries.

Depository Library Public Service Guidelines for Government Information in
         Electronic Formats
(http://www.access.gpo.gov/su_docs/fdlp/mgt/pseguide.html) published in
1998 provided Federal depository libraries with guidelines to assist them in
developing a plan for enhancing services where necessary and

training staff in order to provide such services. The GPO General Counsel stated that "any library selecting items in electronic formats must maintain a capability to allow for unimpeded use of those documents by its public patrons".

FDLP Guidelines on Substituting Electronic for Tangible Versions of Depository Publications

(http://purl.access.gpo.gov/GPO/LPS101905) published in 1999 provided instructions for substituting electronic formats for tangible materials and included criteria stating, "*A depository is permitted to replace tangible versions with electronic equivalents provided the electronic version is complete, official, and permanently accessible*". It was reiterated that the GPO guidelines for weeding including the 5-year retention rule still applied as well as the REQUIREMENT that approval MUST be obtained from the regional depository.

FDLP Internet Use Policy Guidelines

(http://www.access.gpo.gov/su_docs/fdlp/mgt/iupolicy.html) published in 1999 provided guidance for internet access for users seeking electronic resources at public access workstations

President's Management Agenda Fiscal Year 2002 aimed for reforming government to be citizen-centered (http://purl.access.gpo.gov/GPO/LPS14526). The goal was established "to champion citizen-centered electronic government that will result in a major improvement in the Federal Government's value to the citizen". As part of that goal, agencies were tasked to continue to "create easy-to-find single points of access to government services for individuals".

OMB Memorandum M-06-02, "Improving Public Access to and Dissemination of Government Information and Using the Federal Enterprise Architecture Data Reference Model"

(http://www.whitehouse.gov/omb/inforeg/reports/2006_egov_report.pdf) was implemented as an e-government initiative to promote greater access to government information through the use of technology, including agencies publishing directly to their Web sites.

Considerations in Selecting Online Publications

(http://www.access.gpo.gov/su_docs/fdlp/pubs/adnotes/ad071503.html) published in AdNotes in 2003 provided answer on locating online publications designated in the List of Classes as (EL) or bundled with tangible formats, especially in agency general publications categories; advantages to libraries of selecting item numbers for EL publications; advantage to users when libraries select item numbers for EL publications; and implications for collection development.

A Strategic Vision for the 21st Century

(http://www.gpo.gov/congressional/pdfs/04strategicplan.pdf) published in December 2004 envisions a new model for the FDLP which increases partner flexibility, a flexible digital information content system for Federal documents, and increased access to and usefulness of federal information to serve the public's needs.

Knowledge will Forever Govern
(http://www.access.gpo.gov/su_docs/fdlp/council/dlcvision092906.pdf) issued by the Depository Library Council in 2006 as their Vision Statement for Federal Depository Libraries in the 21st Century

The Federal Government Information Environment of the 21st Century: Towards a Vision Statement and Plan of Action for Federal Depository Libraries
(http://www.access.gpo.gov/su_docs/fdlp/pubs/dlc_vision_09_02_2005.pdf) discussion paper along with the DLC Vision: Future Scenarios (http://dlcvisionoutline.blogspot.com/) initiated a discussion with depository library staff to envision the FDLP of the future including such elements as collections(physical and electronic), services of all types, collaboration with a variety of partners, relationship with Federal Government and governance, structure of the FDLP system, and finding aids such as bibliographic information.