Remarks of Superintendent of Documents Judith C. Russell
Depository Library Council Meeting
Albuquerque, New Mexico
April 17, 2005

I want to join John [Phillips, Chair of the Depository Library Council] in welcoming you to Albuquerque, for this meeting of the Depository Library Council. It is a pleasure to be with you again and to continue our discussions on the future of the Government Printing Office (GPO) and the Federal Depository Library Program (FDLP).

I want to offer a special thank you to Dan Barkley [immediate past chair of Council], who encouraged us to come to Albuquerque for this Council meeting. This is a wonderful meeting space, and if you have not already visited Old Town, you should definitely go before you leave Albuquerque.

I am delighted that so many of you have made the effort to be here. As of Friday, there were about 340 people registered for this meeting, so we have an excellent turn out. I am also conscious that many of our colleagues were not able to be here with us. I urge you to take home all that you learn from this conference and share it with others in your institution and in your community.

The briefing topics and most of the other handouts from your registration packets are already available from the Council web page on *GPO Access*. We will post the remaining handouts as soon as we return to Washington. We will also prepare reports on the various Council sessions, including the questions from the audience and the responses, and have them online in mid-May.

We did consider web-casting parts of this meeting as we were planning it, but the costs to do so were beyond our budget. We are hoping to web cast parts of the fall Council meeting, particularly the Public Printer's remarks.

Larry [Blevins, GPO Director of Education and Development] has already outlined the program. As usual, we have a lot to cover in the few short days that we will be together here in Albuquerque. I look forward to some lively discussions with Council and some good exchanges with the audience, and I expect to go back to the office with lots of good ideas that can be incorporated into our implementation plans.

TANGIBLE DISTRIBUTION

As you know, in 1996 Wayne Kelley, who was then Superintendent of Documents, published the report entitled "Study to Identify Measures Necessary for a Successful Transition to a More

Electronic Federal Depository Library Program," and we began to prepare for and adapt to changes in the program brought about by the advent of the Internet and increases in electronic publishing and dissemination.

In August 2000, my immediate predecessor, Francis Buckley, sent a letter to all directors of depository libraries advising them that the change was accelerating. His letter said, in part: U.S. Government publications will be furnished to Federal depository libraries *solely in online electronic format* [emphasis added] unless:

- There is no online electronic version available from the publishing agency.
- The online version is incomplete.
- The online version is not recognized as official by the publishing agency.
- The online version is unreliable; e.g., the content is replaced or overwritten without notice.
- The tangible product is of significant reference value to most types of FDLP libraries. The online version poses a significant barrier to access; e.g., the product is very difficult to use, thus impeding access to data or content.
- The tangible product is intended to serve a special needs population; e.g., publications in Braille or large print.
- There is a legal requirement to distribute the product in tangible format.
- The costs associated with disseminating electronically exceed those for the tangible product, a situation that may arise with certain CD-ROM software licensing or fee-based online services.

This leads to the issuance of two documents that we are going to be discussing extensively at this meeting:

- Dissemination/Distribution Policy for the Federal Depository Library Program (SOD 71)
- Essential Titles for Public Use in Paper Format

SOD 71 is overdue for an update and will be reissued as ID 71 to reflect organizational and other changes that have taken place since it was issued in January 2001. Gretchen Schlag [Director of Program Planning and Coordination] will describe the proposed changes and lead a discussion of them as part of the session on future tangible distribution tomorrow morning.

Gretchen will also lead a discussion of the results of the recent *Survey to Identify Essential Titles for Public Use in Paper or Other Tangible Format*. Since July 2003, I have been discussing revisions to the list of essential titles with the depository library community, suggesting that there are probably titles that are essential to one type of library that are not essential to all depository libraries.

The first survey to identify such titles had a very low response rate (only 108 libraries) and yielded no actionable recommendations. The recent survey used a different methodology and 794 libraries (62.5% of the depositories) participated.

While this is a very substantial response rate for an ordinary survey, we needed sufficient participation to demonstrate a clear consensus. Only one title, the *Internal Revenue Bulletin*, emerged with sufficient support to be added to the essential titles list for law libraries. Although the survey was inconclusive for other titles and other types of libraries, it does provide valuable information. Tomorrow we will try to determine how to use the data to expand the list of essential titles.

There is another issue related to tangible distribution that will *not* be discussed tomorrow. In the meeting of regional documents librarians 18 months ago, the idea emerged of an allowance that would allow depositories to obtain print copies of titles that were distributed through the FDLP only in electronic form. This evolved into a GPO proposal for a pilot project to test the efficacy of an allowance for print on demand (POD) to let libraries augment other tangible distribution.

The intention of the allowance was to make it possible for libraries to meet the unique needs of their users for tangible materials, even when those materials were not essential to others in the community. Unfortunately, a number of people mistakenly believed that the allowance would be granted in lieu of essential titles and other tangible distribution, rather than in addition to it, and still others perceived this as asking the depositories to "purchase" tangible publications, even though the allowance was to be provided by GPO.

It is clear that the depository community is not ready to embrace this concept, so although GPO will continue to use print on demand as a key part of our strategy for the Sales Program, we will not pursue a test of POD for depository distribution until such time as our library partners feel that it would be useful.

STRATEGIC VISION

I looked back over the presentations that Bruce [James, Public Printer] and I have made at the last four Council meetings and realized that each one has been about planning for and implementing change. Many of the ideas that we discussed at those Council meetings found their way into GPO's *Strategic Vision for the 21st Century*, which was issued last December.

At the ALA meeting in Boston, I went through the *Vision* in some detail. I won't do that again today because Bruce will speak to you about it on Tuesday morning. Now that the *Vision* has been published, it is the responsibility of the Superintendent of Documents organization to develop action plans to implement the elements of the *Strategic Vision* pertaining to GPO's information dissemination and content management responsibilities.

Many of the projects that we have underway are directly related to the *Vision*. Among these are two new projects that we have been working on for some time that were approved last week by GPO's internal Strategy and Planning Board:

1. **Web Discovery and Harvesting Contract**
    The proposals received in response to our Request for Proposals (RFP) have been evaluated and two vendors have been selected. The next step is to obtain JCP approval and then the purchase orders will be issued.

The pilot project will be conducted with the Environmental Protection Agency (EPA) and will provide new content for the FDLP Electronic Collection as well as identifying requirements for the equivalent functions in the Future Digital System.

By selecting two vendors, we will be able to compare the results of two different methodologies applying the same rules to the same content during the same time period. That should help us determine the best approach to take when we expand our coverage to all Federal web sites.

2. **LOCKSS (Lots of Copies Keep Stuff Safe)**
Our proposal for a pilot project to establish a LOCKSS cache and to act as a publisher of U.S. government e-journals to a group of depository and International Exchange Service (IES) libraries has been approved. Over the course of the next year, we expect to deliver multiple issues for approximately 10 journal titles to the participating libraries. The resulting information will help us evaluate options for distribution of electronic files through the Future Digital System.

FDLP participants will be selected from among depository libraries that are already operating LOCKSS caches. IES participants will be selected in conjunction with the Library of Congress.

A number of other projects will be discussed during this meeting.

1. **Authentication Services and Version Control Requirements**
Selene Dalecky will lead a discussion on these topics on Wednesday morning. There will also be a demonstration of the digital signatures at the *GPO Access* open Forum on Tuesday afternoon.

The remaining task before GPO begins applying digital signatures to the Congressional Bills for the 109th Congress is the selection of the design for the visible seal. This is not a simple decision, since we expect this seal to be the official symbol of our authentication activities for 50 years or more.

Both authentication and version control remain key elements of the Future Digital System, and GPO recognizes its responsibility to provide these services to publishing agencies and for the public. Once we complete the authentication of the bills from the 109th Congress, we will begin applying digital signatures to other *GPO Access* files as they are created as well as retrospectively.

2. **Disaster Recovery and Mirror Site Installation**
At the Fall Council meeting we announced that we had selected the EdgeSuite service from Akamai to provide disaster recovery for *GPO Access.* By pushing GPO's data to the edge of the Internet through Akamai's distributed, secure network, we will ensure the reliability and stability of the *GPO Access* services in the event of an internal system failure at GPO or an external catastrophe that prevents GPO from delivering its services

directly to users. While it has taken longer than we expected, progress is being made and the results are very encouraging. Additional details will be provided at the *GPO Access* open forum on Tuesday afternoon.

3. **Future Digital System Requirements**
   Mike Wash, our Chief Technology Officer, will provide an update on the Future Digital System on Tuesday morning as part of Bruce's session on the *Strategic Vision*. Superintendent of Documents staff have played a major role in identifying about 1,200 preliminary requirements for the system.

4. **National Collection and National Bibliography, including the ILS Implementation**
   Gil Baldwin will lead discussions on the National Collection and National Bibliography on Tuesday afternoon. The implementation plans have been updated to reflect comments from Council and the community, and we will be reviewing those one more time to make sure that we addressed all of the critical issues and that the plans are ready for implementation.

PLANNING DOCUMENTS

As part of the implementation of the *Strategic Vision*, we are developing the *Information Dissemination Implementation Plan, FY2005-2006*. At the Fall Council meeting, it was recommended that we consolidate the various planning documents into a single document. We have begun to do that. The first three chapters are the plans for the National Collection, National Bibliography and the Electronic Collection. Each of these documents has been reviewed for consistency and for conformance to the plans for the Future Digital System.

Draft chapters on authentication and version control are being reviewed internally at GPO and should be released for public comment shortly after the Council meeting. These documents will also be incorporated into the ID Implementation Plan.

The report on the metadata meeting of experts is currently available for comment. Another planning document on the priorities for digitization will be released shortly for review and comment. Meanwhile, training of GPO staff has begun in anticipation of having a full production line in place by September.

This will be an evolving document. We have created a preliminary Table of Contents to show the other pieces that we expect to include, but that is likely to change as the document evolves. We will notify the community as preliminary chapters become available for review and as final chapters are inserted into the document. The document will continue to be accessible from the FDLP desktop (http://www.access.gpo.gov/su_docs/fdlp/pubs/id_plan/index.html).

SALES PROGRAM

As you know, the GPO Sales Program has been losing money for about 7 years. Since I came to GPO, we have worked very hard to stop the hemorrhaging and identify a new model for a

sustainable Sales Program that can co-exist with no-fee public access through the Federal Depository Library Program.

We have been successful in cutting our costs and improving our business practices, and I am happy to report that the Sales Program is now covering its expenses, including its share of GPO overhead. It is also contributing modest retained earnings back to the GPO revolving fund. Nevertheless, a sustainable model requires additional improvements and we do not have capital to invest in the Sales Program.

Historically, only a small percentage of depository titles were also selected for the Sales Program. Using print on demand technology, GPO can significantly expand the scope of the content available through the Sales Program, ensure that titles never go out of print, and avoid the risk and expense of unsold inventory. Print on demand master files are being created for all Congressional publications and are being obtained through the OMB Compact (now identified within GPO as Agency Direct). We are also creating POD master files for other sales titles.

Having GPO titles on the shelves in general and specialty bookstores, and accessible through services like barnesandnoble.com and amazon.com, should dramatically improve visibility and therefore sales. So we have issued a Request for Information (RFI) to see if there is an interest in establishing a public-private partnership for the marketing and distribution of GPO sales titles on a revenue sharing basis. We are seeking ideas that we can use to develop a Request for Proposals (RFP) that we plan to release this summer.

GPO is not seeking to privatize information. We are seeking a partner or partners who can help us get information about our titles to people who are likely to purchase them, but unlikely to come to GPO to find them. We have many titles that are obviously government publications, like the President's *Budget* and the *Congressional Record*, but we also have many publications -- like coffee table books and cookbooks (you all know even better examples than I do) -- that people might not expect the government to publish. We need a partner that is already using appropriate distribution channels and can include our content with very little additional effort and investment.

GPO UPDATE

As usual, there are updates on a number of topics of interest in the GPO update that was handed out at the beginning of this session. I wanted to call particular attention to the new *GPO Access* databases. The new *Bound Record* database has been available since January. The *Statutes at Large* database is under development and should be released in June. The *U.S. Reports* database will follow within a few months. We are also considering a database on treaties and other international acts.

We have just released an enhancement to the *Congressional Record* database, setting up a browse table for the *Daily Digest* from the beginning of the 109th Congress forward. It is comparable to the *Federal Register* Table of Contents and will make the entire *Daily Digest* retrievable. Prior to this release, only the current *Daily Digest* was available as a whole

document, although the content of prior issues could be retrieved by searching the *Congressional Record* database.

DEPOSITORY LIBRARY COUNCIL

This year when we sought recommendations for new members to the Depository Library Council, we significantly expanded the list of organizations from which we sought recommendations. In addition to the Council itself and library organizations such as AAL, AALL, ARL, SLA, COSLA and FLICC, we contacted the Federal Publishers Committee (FPC), the Interagency Committee on Printing and Publishing Services (ICPPS), and CENDI (an interagency group of information dissemination organizations (Walt Warnick [a current Council member] is the current chair of CENDI), as well as the Center for Networked Information (CNI) and two other organizations of information professionals and organizations, ASIDIC and NFAIS.

We advised each organization that we were seeking advisors in matters pertaining to future trends, innovation and new concepts in libraries and information dissemination. We asked that they help us identify individuals who are leaders and innovators in key areas related to the future of the Federal Depository Library Program, such as development, management and dissemination of electronic information, version control and authentication of electronic publications, and preservation of digital information.

We stressed that we would select individuals for their expertise and experience, not as representatives of an organization, and therefore good candidates would be individuals with deep interest in and knowledge of issues important to the future of the FDLP, whether or not they were members of the recommending organization. We received many worthwhile recommendations from these organizations and other sources.

Bruce will announce the new members of Council on Tuesday. I am sure that you will agree that these are individuals with impressive credentials and relevant experience, who will be very helpful to all of us as we continue to plan for and implement the *Strategic Vision*. They will begin their official service as Council members at the Fall meeting in Washington, but will be added to the Council listserv immediately after this meeting and begin to receive all communications from GPO to Council members, so they can get involved right away in the important issues that Council is addressing.

CONCLUSION

In 1996, when GPO published the report entitled "*Study to Identify Measures Necessary for a Successful Transition to a More Electronic Federal Depository Library Program,*" only about 5% of the titles that GPO distributed were electronic – mostly on floppy diskettes or CD-ROMs. Now, during the first 5 months of FY 2005, approximately 92% of the titles that GPO distributed were available in electronic form, whether or not they were also available in tangible form.

What does this mean for the FDLP as a whole and for each of your libraries? As this digital information has become increasingly available to the public at no charge from their home, school or office, without a visit to the library, the focus of the FDLP is continuing to shift from

managing collections to providing services. And, although depository libraries are no longer exclusive with respect to content entering the program, you are exclusive with one particular and invaluable resource – the skills of each and every one of you and of your colleagues, who are dedicated and professional documents librarians.

At the ACRL meeting in Minnesota, I was asked by a library director what he should tell his Provost about why he would remain a depository when so much of this information was available without charge to all libraries. My answer was that the transition to an electronic collection would allow him to reallocate staff from opening boxes and processing books to providing services to patrons. That the increasing availability of information made the assistance of experts who could help the users find not just some information, but the right information, and then show them how to use it correctly was increasingly important. This is why the *Strategic Vision* speaks of providing depository librarians with tools and training.

I heard Michael Keller from Stanford speak at the ALA meeting in Boston. He reminded his audience that establishing Online Public Access Catalogs (OPAC) and providing retrospective cataloging for their collections had dramatically increased circulation of their books. He believes that the Google digitization project and other electronic access will increase the demand for print publications because the publications will become even more visible when the retrieval can be based on all the words and phrases in the book, not just the author, title and subject headings in our cataloging records. If he is right, and I believe that he is, then our legacy digitization initiative is going to bring an enormous visibility to your tangible collections, even as it enables you to improve service to remote users and allows those users to serve themselves.

We need to continue our joint efforts to redefine the characteristics and roles of depository libraries and to identify the services that GPO should provide to depository libraries in the future to ensure that this invaluable resource remains vital.

We have an exciting meeting ahead of us. This meeting will help GPO prepare for the work of the coming year. We will continue our efforts to plan for -- and obtain materials from the community for -- the National Collection of U.S. Government Publications. GPO will begin the digitization of the legacy documents collection for both preservation and public access. We will begin cataloging of the retrospective (pre-1976) materials by conversion of our shelf list and other means, and we will pursue other initiatives to help you better mange the retrospective materials and make them more accessible to users in and outside of your libraries.

The impact of the transition to a digital FDLP is already substantial and will become more substantial with the passage of time. So we have an urgent need to plan for the future of the Federal Depository Library Program and of GPO in order to ensure no fee public access to authentic government information in both tangible and electronic form, now and in the future.

This transformation is changing the ways that GPO acquires, preserves and provides access to government information. It will also require GPO to offer different services to depository libraries, including increased training and other support. We want to know about services that you would like to have from GPO in the future.

We will continue working with you on an orderly, but accelerated, transition to a digital FDLP. This will continue to cause depository librarians to transform themselves from managers of collections into managers of electronic services, a trend in libraries that is not limited to government documents.

This meeting is an opportunity to explore options and begin to shape the future. I am looking forward to our discussions. Thank you all for being here.