

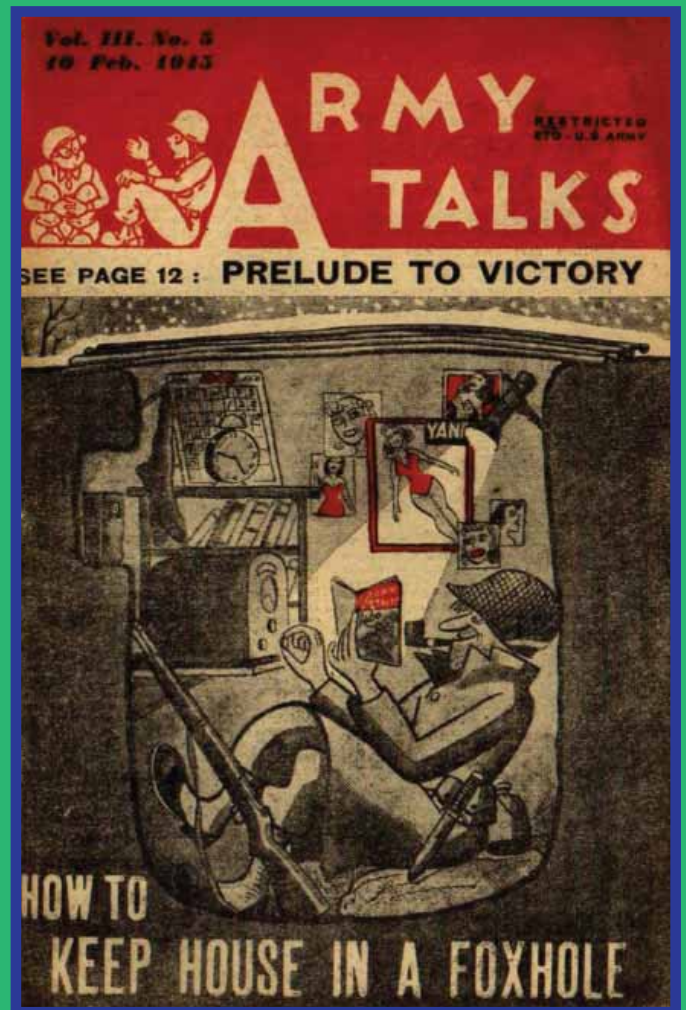
# DttP

## Documents to the People

Summer 2005 | Volume 33, No. 2  
ISSN 0091-2085

### In This Issue

- Counting our Cities' Homeless
- Competitive Grant Applications
- Tribal College Libraries and the FDLP
- Access to Pennsylvania Documents



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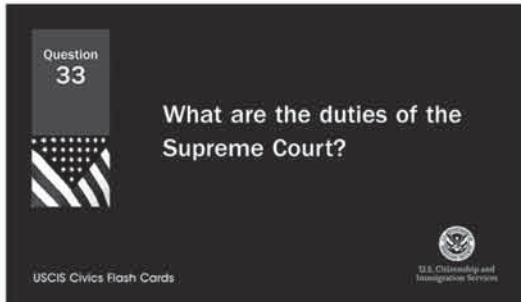
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*DtP* features articles on local, state, national, and international government information and government activities and documents the professional activities of GODORT. The opinions expressed by its contributors are their own and do not necessarily represent those of GODORT. Acceptance of an advertisement does not imply endorsement by ALA/GODORT of the products or services offered.

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# DtP

Documents to the People

Summer 2005 | Volume 33, No. 2

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**About the cover:** The cover image is from the University of Richmond Libraries digital collection "America at War: 1941-1945" [<http://oncampus.richmond.edu/academics/library/digital/>] The pamphlet is titled "How to Keep House in a Foxhole," SuDoc W 111.7:3/5. Our thanks to Keith Weimer, Government Information Librarian at the University of Richmond, for his assistance with selecting and obtaining the image.

# Editor's Corner

## Change, Change, Change

Andrea Sevetson

I always read govdoc-1, but I've been pondering recent postings at length. There is a lot of conversation about the upcoming changes in the FDLP, and feelings about the change.

While the discussion has some resemblance to the stages of grief, and even death, that Elisabeth Kubler-Ross puts forth in *On Death and Dying* (Scribner, 1997), what my mind keeps going back to are some ARL leadership seminars I was fortunate enough to attend.

One seminar dealt with managing staff and how to make decisions effectively. There were several models for how decisions get made. Sometimes it's just one person, sometimes that person consults with another person or a group of people, sometimes the group gets to make the decision. Essentially, who or what group decides boils down to one factor: who is going to be held responsible for the decision?

Decisions result in change, and change is hard. Whether it's something you want to do, or something you have to do, there are payoffs and tradeoffs. When we moved last year, we had about five weeks to make all the arrangements and pack up. My brother and his family moved at about the same time. But they had a year to prepare—with a twelve-year-old who definitely did NOT want to move. While many people would think that a year's preparation would be a good thing, I'm not so sure. Our move involved a lot less stress and pain—simply because there was less time to think (and think and think) about everything that had to be done. We saw a house, decided, got to work, and moved. On the other hand, my brother and his family knew they had to move away from an area they had lived in for years. They spent several months cleaning out the old place, house hunting, house selling, and packing and moving.

In the book the *Facilitator's Guide to Participatory Decision-Making* by Sam Kaner et al. (New Society Publishers, 1996) there is a diamond-shaped diagram that shows the process of decision-making. It describes the process a group goes through to solve a difficult problem, but I have often thought of it as a change diamond, too. The left side of the diamond is the divergent zone, where opinions are aired and differences are heard, the right side of the diamond is the convergent zone, where opinions come together and the closure zone (where a decision is made), is approached. In the middle of the diamond, however, is the groan zone. That's where it gets painful.

The groan zone, which I often think of as the area of pain, is where you have to try to understand the wide range

of—often opposing—opinion. Members can be “repetitious, insensitive, defensive, short tempered . . . when this occurs, most people don't have the slightest notion of what's happening to them” (19).

My own experience with the groan zone is that it is, indeed, painful. In one job interview I was asked if I had ever experienced organizational change. Man, oh man, it took me about five minutes to talk about major and minor changes I had been through in my (at that point) fourteen-year career. Changes of supervisors, changes or combining of service points, and changes in offices. I think my answer was much more detailed, and lengthy, than they had anticipated. It certainly threw me off my stride for a while as I pondered it all and relived anguish that some of those changes brought on.

One of the other things about the groan zone is that the longer you're in the groan zone, the more groaning there is. The flip side is that the faster the change occurs, the less pain there is for all participants in the change (witness: the moving story). I've experienced both sides of this—slow, drawn-out, painful change, and fast, painful change. I've even had change threatened that never occurred so there was a lot of pain for no purpose. Fun, eh? And there were many, many, changes I had absolutely no say in. I read the memo, saw the handwriting on the wall, and knew I had to steel myself for what was coming.

Clearly, some changes need preparation. Speed is not always the answer; some things, attempted too quickly, result in chaos. And alas, I can't just move my belongings from the old house to the new, à la *Star Trek*. In his Spring 2005 “On the Range” column, Brian Rossmann posed the question “What then is to become of us if the spigot is turned off and shipments of tangible items from GPO cease?” When I read his column what came to my mind was the question: what would really be different in the new FDLP—my job, or how I perceive what I'm doing?

There are clearly benefits to electronic access to government information. In my previous job, faculty were never so thrilled as when I was able to forward the text of an EU agreement soon after it had been approved or when I was able to print out the text of a law from *GPO Access* for reserves. Best of all, I didn't have to worry about losing a page, or the volume disappearing courtesy of the more competitive students. When we started getting the *Federal Register* electronically I was excited—finally those of us on the West Coast had the same amount of time to prepare grant proposals and offer comments on regulations as those inside the Beltway.

We're all doing more and more with the Internet. The proposals for change in the FDLP are a huge mental shift for us, but if our constituents don't have to come to the library all of the time, they're probably grateful. We're the ones who need to rethink our role as stewards of government information—we're the ones caught up in the pain of the change.

Enjoy your issue of *DttP!* ■

# From the Chair

John A. Stevenson

It has been a busy year for GODORT. Our efforts to help the U.S. Government Printing Office (GPO) shape the future of the Federal Depository Library Program have kept us fully engaged. Between our annual meeting, in June 2004, and March 2005, GODORT commented on GPO's proposals for a national bibliography of U.S. government publications, a collection of last resort, the electronic collection, the decision framework for federal document repositories, and Information Dissemination Policy Statement 72 on Withdrawal of Federal Information Products from Information Dissemination Collection and Distribution Programs. These letters appear as "Communications from the Chair" on the GODORT web site. We hope these and other efforts will help assure permanent (no-fee) public access to information produced at taxpayer expense.

At the ALA Annual Conference in 2004, GODORT was one of two round tables selected by the Round Table Coordinating Assembly to represent round table interests at ALA Ahead to 2010 Planning meetings held in the fall of 2004. While the final document has not been compiled, Jim Hill of the Library Support Staff Interests Round Table and I worked to ensure that language was inclusive of all library workers and ALA units. "Permanent public access to government information" was listed as a feature of "the Library" in the draft desired future, leading me to believe that GODORT's values have been adopted as mainstream ALA values.<sup>1</sup> GODORT submitted comments on the strategic plan, which ALA Council is expected to adopt this June.

GODORT continues to improve its web under the leadership of web manager Lesley Pease. The most recent edition of GODORT's history is now available online.<sup>2</sup> In addition, GODORT's Steering Committee approved funds to mount future and back issues of *DttP* online to improve access to and visibility of our journal.

I want to thank all the members of GODORT, and especially members of the Steering Committee, for their efforts this year. Under the leadership of treasurer Ann E. Miller, GODORT improved its reputation with ALA for fiscal responsibility. Ann's plan, which includes building reserves and saying no to discretionary expenditures, is working. The committee chairs and task force coordinators also have worked on a number of projects, including the FDTF sponsored preconference, *Demystifying Government Sources: Government Information for the Rest of Us* and the 2005 annual conference program, *Born Digital, Dead Tomorrow: Strategies for the Preservation of Web-based Government Information*, organized by Jim Church and Arlene Weible. Barbara Miller and the Bylaws Committee have been polishing GODORT's Bylaws and *Policies and Procedures Manual* (PPM), while Marilyn Von Seggern and the Membership Committee have been working to make GODORT even more member-friendly. This is not

an exhaustive recounting, but this GODORT chair is grateful for the good ideas and wisdom shared by members.

The Annual Conference in Chicago will be a happy opportunity for members to get together. We will honor GODORT award winners at our reception on Sunday, June 26. I urge members to attend the annual business meeting on Monday, June 27, and approve the proposed student member rate of \$10 per year to encourage library school students to join GODORT. Just as "government information must be fully incorporated into introductory reference courses," GODORT members must encourage new librarians to join our ranks.<sup>3</sup> The project to make current and back issues of *DttP* available online should also help make the specialized knowledge of our round table more widely available.

I would like to close with an appeal for the GODORT endowment. By this time, members should have received letters from the GODORT Development Committee regarding the establishment of an endowment for the round table. To ensure the financial stability of GODORT and to enable us to continue our government information advocacy and education programs, we have decided to create an endowment fund. The endowment will generate monies that can be used for programs; GODORT's institutional membership in organizations with similar goals, such as the Freedom to Read Foundation; and support for the ALA Washington Office. Many of us have built professional reputations on expertise in the use and organization of government information. It is time to strengthen the organization which supports our specialty. ALA requires a minimum of \$25,000 to create an endowment fund. I am giving \$1,000 this year toward the endowment, and I know of at least one other GODORT member who is doing the same. I challenge twenty-three other members to match these gifts so that we can establish the fund this year. For those not in a position to do likewise, I encourage you to give what you can. Every dollar counts, so please make your check payable to: ALA Government Documents Round Table, with "GODORT endowment reserve fund" in the memo line, and send it to Ann E. Miller, GODORT's treasurer.<sup>4</sup> Together, we can make this happen! ■

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1. ALA Ahead to 2010. [www.ala.org/ala2010](http://www.ala.org/ala2010).
2. Mills, Lois. *A History of the Government Documents Round Table of the American Library Association, 1972-1992* (Bethesda, Md.: Lexis-Nexis, 2002); Larry Romans and Sandy Peterson, *A History of the Government Documents Round Table of the American Library Association, 1992-2002* (Bethesda, Md.: Lexis-Nexis, 2002).
3. Robinson, Judith Schiek. "We Are All Documents Librarians: Naturalizing the Next Generation." *DttP: Documents to the People* 32, no. 4 (Winter 2004): 22-24.
4. Her mailing address is Ann E. Miller, Federal Documents Librarian, Public Documents & Maps, Perkins Library, Duke University, Durham, NC 27708-0177.

# Washington Report

Patrice McDermott

## Legislative Branch

For a change, there is good news to report.

### Freedom of Information

On February 16, Senators John Cornyn (R-TX) and Patrick Leahy (D-VT) introduced the “Openness Promotes Effectiveness in our National (OPEN) Government Act of 2005” (S. 394). The act would close some existing loopholes, help requesters get timely responses and track their requests, create an open government impact statement by requiring that a Freedom of Information Act (FOIA) exemption be identified in new legislation, and establish a FOIA ombudsman. A companion bill, H.R. 867, has been filed by Rep. Lamar Smith, R-TX.

On March 10, the Senators introduced the “Faster FOIA Act of 2005” (S.589). It would establish an advisory Commission on Freedom of Information Act Processing Delays, charged with reporting to Congress and the president recommendations for steps that should be taken to reduce delays in FOIA administration. The commission would consist of sixteen members. Three commissioners each would be appointed by the chairman of the Senate Judiciary Committee, the chairman of the House Government Reform Committee, and the ranking minority member of the two committees. These four members of Congress would each be required to appoint at least one member to the commission with experience submitting FOIA requests on behalf of nonprofit research or educational organizations or news media organizations, *and* at least one member with experience in academic research in the fields of library science, information management, or public access to government information. The remaining four positions on the commission would be held by designees of the attorney general, the director of the Office of Management and Budget, the archivist of the United States, and the comptroller general.

On March 14, Senator Leahy—together with Senators Levin, Feingold, and Lieberman—reintroduced the “Restore FOIA Act” (S. 622). The act clarifies that exemption from FOIA applies only to certain *records*—not “information” generally; preserves whistleblower protections by removing unnecessary criminal penalties; removes civil immunity for companies that voluntarily submit information; and allows information to be used directly in civil suits by government or private parties. It requires the Department of Homeland Security to report back to Congress about how the provisions have worked so that Congress can evaluate whether adjustments to the law are needed and does not restrict congressional use or disclosure of voluntarily-submitted critical infrastructure information. The bill removes restrictions on the government’s ability to act in response to the information it receives, allowing for government oversight, including

the ability to use and share the records within and between agencies. It does not limit the use of such information by the government, except to prohibit public disclosure where such information is appropriately exempted under FOIA. It also allows local authorities to apply their own sunshine laws, does not preempt any state or local disclosure laws for information obtained outside the Department of Homeland Security, and does not restrict the use of such information by state agencies.

## Executive Branch

### Presidential Nomination

At the appointment hearings of Alberto Gonzales to the attorney general of the United States, Judge Gonzales told Sen. Leahy that he is committed to “strongly look at” taking steps to create a uniform standard to ensure government documents would be kept shielded only in cases where releasing them would cause harm. Gonzales also committed—“I would look forward to working with you on that issue”—to working with Sen. Cornyn to ensure that the Administrative Conference of the United States plays a strong role in bolstering government agency response to FOIA. The administration’s stance on S. 394 will provide some initial indication of the depth and breadth of those commitments.

### Homeland Security Secrecy

On January 6, the department of Homeland Security changed guidelines, effectively saying “never mind” about its policy requiring employees to sign nondisclosure agreements (NDAs) in order to gain access to unclassified information that is marked “for official use only” or “sensitive but unclassified.” Among other provisions, these agreements gave the government permission to “conduct inspections at any time or place for the purpose of ensuring compliance.” In a January 11 memo transmitting the revised guidelines, the Department said that the “NDAs previously signed by DHS employees . . . will no longer be valid” and that “DHS will take reasonable steps to retrieve these documents and destroy them.” The new guidelines can be found at the Federation of American Scientists web site, [www.fas.org/sgp/othergov/dhs20050111.pdf](http://www.fas.org/sgp/othergov/dhs20050111.pdf).

### Public Relations or Access?

According to a report in the February 24 *Newsday.com* ([www.newsday.com/news/nationworld/nation/ny-uspr204156187feb24,0,5203878.story](http://www.newsday.com/news/nationworld/nation/ny-uspr204156187feb24,0,5203878.story)), government personnel records show that the staffs that handle public relations for government agencies grew even faster (9 percent) than the federal work force (6 percent) between September 2000 and September 2004. The more disturbing aspect of this story is that, according to one expert, “the White House appoints the departments’ communications directors and talks with them daily. And records indicate that agencies with the biggest growth in PR staff also deal with urgent or contro-



versial issues, such as war or the environment.” Since early in 2001, it has been very difficult to speak with anyone in an agency—even officials with whom open communications had existed—without going through, or more usually attempting to go through, the public information or public relations office.

#### No Rights for Draft Civil Rights Reports

On January 7, the U.S. Commission on Civil Rights adopted a new policy on the public release and posting of reports and commission documents. Staff draft reports or other materials previously posted to the site but not accepted by a majority of the commissioners’ votes have been removed. Those reports are available from the commission upon request. A list of reports removed, as well as ordering information, is available at [www.usccr.gov/pubs/notvoted.htm](http://www.usccr.gov/pubs/notvoted.htm).

#### Aeronautical and Orbital Information at Risk

In the November 18, 2004 *Federal Register* (69 FR 222), the National Geospatial-Intelligence Agency (NGA) announced its intent to remove its Flight Information Publications (FLIP), Digital Aeronautical Flight Information File (DAFIF), and related aeronautical safety-of-navigation digital and hard-copy publications from public sale and distribution. The notice states the action is taken to uphold the terms of bilat-

eral geospatial data-sharing agreements, avoid commercial competition, avoid intellectual property disputes, and prevent “unfettered access to air facility data by those intending harm to the United States, its interests or allies.”

On December 17, 2004, the NGA announced a public comment period, in the *Federal Register* (69 FR 242): “After initial feedback from the public on NGA’s notice in [the November] *Federal Register* . . . NGA will consider all comments when making the final decision to go forward with this proposed action, in part, in whole, or not at all.” The ALA is working with round tables and with other organizations in Washington to prepare comments.

Meanwhile, the U.S. Air Force orbital element (characterizing the orbits of satellites in Earth’s orbit) database has been freely available to the public through NASA’s Orbital Information Group (<http://oig1.gsfc.nasa.gov>) for nearly twenty years. But as of March 31, it will be replaced by a new site, Space Track ([www.space-track.org](http://www.space-track.org)). The new site introduces restrictions on data distribution.

A ninety-day dual operation was supposed to be available, but there have been technical problems. According to the Space Track site, “the commander of AFSPC [Air Force Space Command] has approved an Interim CFE [Commercial and Foreign Entities] Data/Analysis Redistribution Approval Process.” The site asks for answers to such questions as:

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#### Department of Transportation Expands Secrecy Authority

On January 18, in a final rule in the *Federal Register* (70 FR 11), the Department of Transportation (DOT) expanded the authority of its senior officials to designate information related to transportation security as "sensitive security information" to which public access is prohibited. The authority was extended to the administrators of all DOT agencies, the general counsel, and the director of Intelligence and Security.

## On the Range A Response to "The Once and Future Federal Depository Library Program"

Brian Rossmann

In the wake of the release of GPO's *Strategic Vision for the 21st Century* last December and the attendant announcements regarding GPO's budget, the federal depository library community has been abuzz with discussion concerning the future of the program.<sup>1</sup> Indeed, as I write this column we are responding to GPO's *Survey on Essential Titles for Public Use in Paper Format*; our goal is to identify the last few publications that will continue to be printed and made available for distribution to depositories in paper format.<sup>2</sup> It appears that depository libraries are finally teetering on the brink of a completely digital depository program.

One of the more noteworthy reactions to GPO's proposals has been an article titled "Government Information in the Digital Age: The Once and Future Federal Depository Library Program," written by James A. Jacobs, James R. Jacobs, and Shinjoung Yeo, all from the University of California, San Diego (UCSD).<sup>3</sup> The authors' argument is that "the traditional roles of FDLP libraries in selecting, acquiring, organizing, preserving, and providing access to and services for government

### Judicial Branch

The U.S. Supreme Court sent the case related to the Cheney Energy Task Force (of *Richard B. Cheney, Vice President of the United States, et al., v. U.S. District Court for the District of Columbia*) back to the D.C. Circuit Court of Appeals.

On November 29, 2004, ALA, together with other library, archives, journalists and public interest organizations, filed an *amici curiae* brief with the D.C. Circuit Court of Appeals, recommending creating a "Cheney Log" following the familiar model of the "Vaughn Index," used in Freedom of Information Act cases, identifying certain basic information that may be provided by the government without undue burden or compromise of confidentiality. That information should provide a sufficient basis for the private parties and the courts to evaluate whether and to what extent nongovernment persons participated in meetings of the National Energy Policy Development Group (NEPDG) or its subgroups, thereby triggering Federal Advisory Committee Act (FACA) requirements that protect against the improper influence of special interests on government decision-making. The case was heard on January 27, 2005. ■

information are now more important than ever in the digital age."<sup>4</sup> They fear that the proposals that GPO makes for the FDLP in its *Strategic Vision* will do little to safeguard long-term access to government information—a fear that appears to be shared by many in the documents community.

The San Diego solution essentially is to model a digital depository program on the traditional, analog FDLP. They argue that just as tangible documents distributed to 1,250 disparate libraries ensured a measure of permanence and public access, if digital publications were likewise placed on deposit at these libraries—rather than housed in a single government database—the same would hold true.<sup>5</sup> This is not a new proposal from San Diego. A 2001 *American Libraries* feature article authored by librarians from UCSD stated:

With multiple copies available for inspection across the land, in the same way as in the world of paper-and-ink publishing, the government would still have the responsibility to disseminate its information, but we would retain local control.

. . . Multiple copies, physically deposited at libraries, give us an automatic preservation hedge against loss or corruption of the "last copy" of any particular item. Having multiple collections throughout the nation, each responsible to a particular group of users, would also ensure that every document that is of value to some constituency would find a long-term home and not be subject to being discarded as being of marginal value from a single, monolithic, national, government-controlled collection.<sup>6</sup>

Jacobs et al. contend, "This is not a radical proposal, but a proposal to continue what has been working for decades in

the paper and ink world.”<sup>7</sup> But therein lies the weakness of their argument: libraries are not operating in a paper and ink world any more! Indeed, the assumption that 1,250 libraries (or even a small subset) would commit to investing the significant resources necessary to manage the enormous digital collections that would result from this proposal is questionable. As John Shuler has observed, libraries have never really relished or pursued the role of guarantor of permanent public access to government information:

... depository libraries are essentially “accidental archives”; some of the lucky few that enjoyed relationships that allowed them to acquire large sets of obscure and expensive publications. Preserving them was always in direct relation to how much they met the local institution’s purposes and the community served.<sup>8</sup>

The reason that the traditional depository model was attractive to libraries in the paper and ink world was because libraries got boatloads of stuff for free; stuff that they could not get anywhere else or that would have been prohibitively expensive for them to buy. Yes, there were significant costs associated with being a depository, such as processing and housing the materials, but the benefits of having access to these publications made the costs bearable. One of the other costs of being a depository was that libraries had to take a lot of bathwater with the baby they wanted, and because of the contract they had entered into with GPO, they more or less had to keep it all: the ancillary benefit of this was preservation.

Today, however, matters are very different. Virtually all government information is only a click or two away—and it’s free to everyone. Since this information is no longer available only to depository libraries, where is the incentive for a library director to fund purchasing hardware and software and to manage electronic collections of these publications? As Jacobs et al. concede: “Permanent public access *is* expensive” (italics added).<sup>9</sup> Even if there were a desire, the costs of doing this would be impossible for all but the very largest and wealthiest of institutions. The fear that *some* of this information may disappear in the future does not warrant the costs of capturing it all at 1250 local libraries.

Which brings us to another point Shuler has made: “No matter how GPO rethinks its content management responsibilities, there has to be a clear acknowledgement that there are just too many depository libraries.”<sup>10</sup> While placing digital publications on 1,250 servers at 1,250 different libraries may be taking the principle of redundancy to an extreme, alternatively a more modest proposal might be realistic. If one could identify, say, *three to five* large, non-government libraries that would each agree to shoulder the costs and assume the responsibility for digitally archiving a portion of the information created by the government, and they in turn allowed other libraries and the public to access their collections, it would go a long way toward ensuring permanency, since government documents would not be

available solely from government servers. Sadly, librarians’ fears about GPO or government agencies removing publications from government web site are well founded; so, having *some* copies of digital publications archived on nongovernment servers makes eminent sense. What doesn’t make sense in this post-ink-and-paper world is the suggestion that we need as many as 1,250 digital copies to ensure permanence. Moreover, it is neither pragmatic nor realistically feasible to hope that more than a handful of depositories (never mind all of them) will have the desire, financial resources, or commitment to archive digital documents. Persuading GPO of the merits of such a proposal will be a walk in the park compared to persuading 1,250 library directors.

Our colleagues at San Diego should be praised for analyzing and responding to GPO’s model for a new depository program. They have made some keen observations and thought-provoking suggestions that can be a catalyst for further debate and reflection. Libraries have not been diligent in proposing their own solutions to the problems posed by an imminent electronic FDLP; many have been content to allow GPO to chart a course for them. This conversation is a step in the right direction. ■

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# State and Local Documents Roundup

## Counting Our Cities' Homeless

Kris Kasianovitz

*"Every number claiming to represent the size of the homeless population is an estimate, regardless of the method used to obtain it."*

No one has done a perfect enumeration of homeless people, and no one is likely to do so. Resource constraints, the slipperiness of homeless definitions, and multiple policy purposes for homeless studies make this prediction almost uncertain. Also contributing to the difficulty are the different sources of data for estimating the size of homeless population and the different legitimate uses to which such numbers can be put. There is no one right number.<sup>1</sup>

Statistics on homelessness in the United States are available from the decennial census. However, no single count of the homeless population can give a completely accurate picture of this complex problem that fulfills the needs of the many state and local governments and nongovernmental organizations committed to addressing homelessness in their areas. The data that is collected by various governmental and nongovernmental agencies and researchers is a useful contribution to the study of homelessness.

There are a number of good statistical sources on homeless populations or services for this population group. A subject search of "homeless\* and statistics" in *WorldCat* yields more than three hundred books and serial publications on the topic. Many are program or annual reports from city or county homeless agencies or shelter grant programs. State-wide reports on homelessness also can be found; material dates mostly from the early 1980s through the 1990s. In addition to traditional bibliographic tools, it is important to be aware of and utilize the Internet publishing stream. For example, the National Conference of Mayors periodically conducts a survey on hunger and homelessness in twenty-five to thirty major cities. Reports have been published since the mid-1980s and can be found through *WorldCat*. Reports from 1998-2004 also are available on the web site: [www.usmayors.org/uscm/news/publications](http://www.usmayors.org/uscm/news/publications).

City, county, and state agencies routinely conduct shelter counts to include in applications for federal funding, to assess services, and to track how these populations are served.<sup>2</sup> Consolidated plans, which contain assessments of an area's homeless population and some statistics, are widely available.<sup>3</sup> In California, the city of Pasadena and county of Riverside publish a separate "Assessment of Homeless."<sup>4</sup>

Nongovernmental homeless agencies, coalitions, and task forces also conduct and publish surveys of the homeless. For example, in Minnesota the Amherst H. Wilder Foundation conducts a survey of the homeless every three years and publishes extensively on the homeless.<sup>5</sup>

In January 2005, a point-in-time homeless count took place. Articles in newspapers across the U.S. provide accounts of what is probably a first-time phenomenon for counting the homeless in most cities simultaneously.<sup>6</sup> According to a *Washington Post* story, the data will be used to rank cities in a competition for new funding and special projects.<sup>7</sup> Many city agencies responsible for conducting the head count created separate web sites advertising the count, seeking volunteers, discussing methodology, and even suggesting reports will be widely available. It may be worthwhile for librarians to check back periodically with their local agencies to see if copies are obtainable.

Tied into, or tangled up with, this census of the homeless are the policy agendas of the federal government and national organizations to end chronic homelessness. Presidential administrations since the Depression have had some form of policy on homeless issues. In the mid-1990s, the nation's governors adopted a policy statement, "Affordable Housing, Homeless Assistance, and Community Development," which was revised in 2005.<sup>8</sup> In summer 2004, the Bush administration said it would end chronic homelessness in ten years.<sup>9</sup> The Interagency Council on Homelessness (ICH), first established in 1987 when the Stewart B. McKinney Homeless Assistance Act was passed, has been revitalized after being dormant for six years.<sup>10</sup> The bulk of the ICH's work seems to be dedicated toward assisting state and local agencies with the development and deployment of the "10 Year Plans to End Chronic Homelessness." These plans outline how a community will work to prevent homelessness, preserve and extend affordable housing options, improve access to health care and social services, and connect people to resources. For a list of the twenty cities that have written a ten-year plan see: Interagency Council on Homelessness (ICH), State & Local Information ([www.ich.gov/slocal/index.html#plans](http://www.ich.gov/slocal/index.html#plans)) and National Alliance to End Homelessness, which links to a longer list of city, county, and state plans ([www.endhomelessness.org/localplans](http://www.endhomelessness.org/localplans)).

Another side to strategic planning for ending homelessness is the "Bringing America Home" initiative, supported by the National Coalition for the Homeless. The campaign stems from 108 H.R. 2897, the Bringing America Home Act, which from the bill tracking report appears to have died in committee. Even though this particular piece of legislation did not pass, initiatives from the campaign (living wages, access to health care, services, and education) have been adopted by city coalitions to end homelessness (for example, see: Bring LA Home, [www.bringlahome.org](http://www.bringlahome.org)).

In addition, Congress has issued a directive to the U.S. Department of Housing and Urban Development (HUD) stating that an "array of data on homelessness should be collected, including unduplicated counts, use of services, and

the effectiveness of the local homeless assistance system.”<sup>11</sup> Through the Annual Homeless Assessment Report (AHAR) research project, HUD has worked with local jurisdictions to set up Homeless Management Information Systems (HMIS) to follow through with their directive. The project set up national data collection standards and a tabulation strategy of the HMIS data from eighty communities participating in the research project.<sup>12</sup> The results of this study will be part of the nation’s first AHAR to Congress in 2005 and should be of great interest to government officials, librarians, and researchers.<sup>13</sup> Progress reports to Congress on the project are currently available on the HUD Congressional Directive web site ([www.hud.gov/offices/cpd/homeless/hmis/strategy/index.cfm](http://www.hud.gov/offices/cpd/homeless/hmis/strategy/index.cfm)).

Over the past three years alone, numerous counts and surveys of our cities’ homeless populations have been conducted. With the latest January 2005 homeless count and the AHAR study, there will be a great deal more statistical information available for scrutiny and analysis. Hopefully, this will keep the budgeting and ten-year plans on target. These create an interesting network of efforts on all levels of government and the nonprofit sector. As most of these materials will be distributed via the web, it is imperative that those who wish to preserve these statistics capture them in some fashion, either by digitally archiving and cataloging the items, contacting the agencies for printed copies, or printing reports directly from the web. ■

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## Tech Watch

### Portals

Megan Dreger

It seems like government portals are everywhere these days. One of my favorites from the federal government is [www.regulations.gov](http://www.regulations.gov), and I run across new ones all the time, such as [www.disasterhelp.gov](http://www.disasterhelp.gov). State and local governments have also gotten on the bandwagon with such sites as [www.myflorida.com](http://www.myflorida.com) and [www.dallascityhall.com](http://www.dallascityhall.com).

### What Is a Portal?

Lorcan Dempsey recently wrote that the word “portal” is “unhelpful because we don’t really have a common sense of what we mean by it.”<sup>1</sup> Indeed, there are many definitions and many descriptions: hub, subject gateway, federated searching, enterprise information portal. For some, a portal is simply a web page with links to content that is focused on a particular topic. Since many web pages would fall under this definition, it renders the term portal almost meaningless.

A portal in the more technical sense of the term is much more than a web page. A broad definition might be a collection of content or resources pulled together from disparate

sources using open standard protocols and formats (such as HTTP, XML/SOAP, Z39.50) and presented to the user in a web interface. That single user interface provides access to a wide variety of online resources. The design can vary in technical details of how the integration is done (such as which databases or programming languages are used), but the important thing is that the user doesn't need to know what is happening behind the scenes.

Portals vary in the amount of customization and personalization allowed. Customization enables users to choose options that may change the content or interface of the portal. For example, a user might be asked to choose which state he or she resides in order to retrieve information relevant to that state. Personalization allows portals to make changes based on what is known about the user. For example, when there is a single signon (for example, Microsoft Passport), the portal knows something about the user (such as the ZIP code) and will then tailor the content or interface appropriately. Privacy becomes a primary concern here, particularly for government web sites utilizing customization.

In all these variations, portals have been around for more than ten years. Many of the early portals were put up by corporations and focused on business-to-business (B2B), business-to-employee (B2E), and business-to-customer (B2C) interactions. Some examples include [www.yahoo.com](http://www.yahoo.com) and [www.fedex.com](http://www.fedex.com). Regardless of the intended audience, these portals are meant to simplify and streamline communication or transactions between the user and the organization.

### U.S. Government Efforts

The federal government has been moving in this direction for some time. FirstGov ([www.firstgov.gov](http://www.firstgov.gov)), which touts itself as "The U.S. Government's Official Web Portal," was started in 2000 under the Clinton administration. The Bush administration has continued the push to create and develop portals. The White House web site even hosts EGov.gov ([www.whitehouse.gov/omb/egov](http://www.whitehouse.gov/omb/egov)), which is "the newly re-launched

official web site of the President's Expanding Electronic Government initiative." As a result of these efforts, there has been a proliferation of "cross agency portals" that target particular audiences (such as [www.students.gov](http://www.students.gov) or [www.kids.gov](http://www.kids.gov)) or focus on a topic (such as [www.nutrition.gov](http://www.nutrition.gov)).

FirstGov includes a list of these cross agency portals ([http://firstgov.gov/Topics/Cross\\_Agency\\_Portals.shtml](http://firstgov.gov/Topics/Cross_Agency_Portals.shtml)). Some portals have meaningful URLs, like [www.firesafety.gov](http://www.firesafety.gov), while others are simply pages from an agency's web site, such as [www.pueblo.gs.gov/call/pressreleases.htm](http://www.pueblo.gs.gov/call/pressreleases.htm). Interestingly, some of the URLs listed are not in the .gov domain at all (for example, [www.safeyouth.org](http://www.safeyouth.org)). I was surprised to see that the link to a portal on "Federal Laws" leads to [www.thecre.com/fedlaw/default.htm](http://www.thecre.com/fedlaw/default.htm), hosted by the Center for Regulatory Effectiveness, rather than to *GPO Access* or *Thomas*.

The nice thing about these government portals is that they bring together information and resources from different agencies. For example, [www.foodsafety.gov](http://www.foodsafety.gov) includes information from the Department of Agriculture's Food Safety and Inspection Service, the Food and Drug Administration's Center for Food Safety and Applied Nutrition, and other relevant federal agencies. Thus, the user doesn't need to know the organizational structure of the government in order to get to information about food safety.

Although government portals are generally very good at crossing agency boundaries, they are less flexible when it comes to jurisdictional boundaries. For example, [www.regulations.gov](http://www.regulations.gov) covers only federal regulations. Thus, users still need to know the level of government responsible for the information they seek. Despite this drawback, government portals as a whole are excellent resources and will likely continue to proliferate. ■

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## News from the North Canada Is a Cold Place for Government Publications

Vivienne Monty

The Government of Canada Depository Services Program (DSP) was founded in 1927 and has been operating ever since. In its long history, there have been only a few hitches in its existence and services. To be sure, there have been issues over the years over coverage comprehensiveness. Librarians have been concerned about how many federal government publications were actually being captured and sent to deposi-

tory libraries. And once, under the Trudeau government in the '70s, the DSP's existence was called into question. In response to an inundating letter-writing campaign by the library community any idea of cancellation was quickly dropped.

The DSP has always existed without benefit of legislation, unlike its U.S. counterpart. Government programs in Canada have no official legislation as a norm. They exist as policy, at the pleasure of the government. One always hopes that the "pleasure" does not turn into discord.

Many librarians over the years have wished to see some form of legislation that would ensure the existence of the DSP, or at least the functions it provides to libraries, and hence to the public. Any suggestion of legislation has met with nothing but resistance to date.

In fact, the worry over whether the DSP would continue at all has caused deep concern in the library community for

several years now. This worry stems from the program being shuffled from pillar to post within government in the last few years. Since 1927, for most of its life, the DSP's home was the Queen's Printer (or King's Printer, as the case may be). In the 1980s, the government of the day decided to partially privatize the operations of many agencies, and the DSP was shuffled into a Special Operating Agency (SOA) under Publishing Canada. The next few years saw the DSP moved once again to Communication Canada. When that was disbanded two years later, the DSP moved again to fall directly under Public Works and Government Services Canada (PWGSC). Meanwhile, staffing has waned, space and acquisitions have been diminished, and service levels have gone down. At the same time, there have been no less than six new deputy ministers within PWGSC to whom the DSP reports. Each shift has brought numerous challenges to continuity.

In 2002 the library community decided that something needed to be done. At this time, the National Library of Canada and the Canadian National Archives were being merged into one unit by federal legislation. This was an opportunity to reconsider where the DSP's home should be. It looked as though the new Library and Archives Canada (LAC) would be rejuvenated and in a far better position to deal with appropriate library services. LAC had also changed many of their views on digital publications, and had begun to capture and archive born-digital publications, including selected federal government documents.

In 2002, the library community (via the Canadian Library Association [CLA], Canadian Association of Research Libraries [CARL], and *Association pour l'avancement des sciences et des techniques de documentation* [ASTED]) jointly asked that the DSP be transferred to the new LAC, which is a section within the Department of Canadian Heritage. A Steering Committee was set up to administer the transfer. I was appointed by the three associations to represent the library community on this Steering Committee. The committee is co-chaired by the two departments involved, PWGSC, and Canadian Heritage. Each department hosts the meetings alternately. They share expenses for the meetings. Our work began in 2003. This is where any efficiency seems to end so far.

The committee has been meeting on and off (more off lately) for the last two years. Being Canadian and living in the true North, we are accustomed to things moving in a glacial manner, but progress towards any resolutions or transfers of the DSP have been far greater than glacial.

In 2003, the Steering Committee agreed that before any transfers took place, we would have to study how current services operated and how they could be transferred in a rational way to the LAC from PWGSC. This certainly seemed reasonable. Consulting and Audit Canada (CAC) was hired to study operations, map them, and come up with a method for transition and transfer. Two days of meetings took place with the CAC after they had studied both operations.

Matters moved along well during the meetings, and the staff involved began to envision possible solutions. The

CAC then did a complete turnaround and concluded that the operations of the DSP were too intertwined with the operations of *Government of Canada Publications'* e-bookstore. CAC concluded that the depository program's functions could not be disentangled from those of *Government of Canada Publications*, so the DSP could not be moved to the Library and Archives.

As if matters weren't bad enough at this point for libraries, it was then that the LAC pointed out that their mandate does not include any of the distribution, warehousing, or book sales services offered by the DSP/e-Bookstore combination that exists now. LAC's mandate of functions is limited by legislation. Services such as warehousing and delivery of publications are not within their purview and they simply could not take on the operation of the DSP as it stood. It would take a ministerial signature to change this situation, which is not about to happen. The issue of government publications, the DSP, or access to government information are not on the radar on Parliament Hill, given the current minority government in Ottawa.

After CAC's report, meetings have continued over the possible separation of certain functions between PWGSC and LAC in terms of providing depository services to libraries.

It was very clear at the latest meeting of the Steering Committee on February 25 that PWGSC was not interested in change, and was concerned about losing staffing and funding. It was also evidently clear that LAC wanted to walk away from the whole affair and is deeply frustrated by any efforts to deal with PWGSC to share DSP services between the two agencies.

I left this meeting with a promise by both sides to consider our latest technical report on system compatibility between the two agencies, and see where there might be any convergence between the two systems for cooperation. In fact, my conclusion is that the library community would be better off dealing with each agency separately in terms of the strengths of each to provide varying services, rather than worrying where the two are compatible.

From the community point of view, I have offered a compromise to which there has been no definite answer as of yet. I suggested that the paper functions stay with PWGSC and continue as always, and that they continue to produce the *Weekly Checklist* of publications, as they need that for bookstore sales. Meanwhile, LAC could handle digital publications.

The increasing prevalence of born-digital government publications helps with practical solutions in the division of services between PWGSC and the LAC within Canadian Heritage. I think that the library community needs to work with the DSP on continued and improved access to print publications and paid online publications, while the LAC can take the lead on long-term and meaningful access to open-access, born-digital publications, and can continue to provide high-quality catalogue records for government publications. The DSP has been successful in its agreements with Statistics Canada, Natural Resources Canada, and the National

Research Council for the provision of statistical publications, maps and geospatial data, and scientific publications to the library community. These arrangements include the payment of money by the DSP to the agencies involved so that libraries can have access to their materials. While open access to published government information would be preferable, the DSP effectively bridges the gap for the user community in these instances where payment is required for access.

Most Canadian libraries already take cataloguing records for government documents straight from the LAC catalogue (AMICUS). The LAC has ten thousand federal documents described in its Federal Publication Locator, which is available on the LAC web site ([www.collectionscanada.ca/7/5/index-e.html](http://www.collectionscanada.ca/7/5/index-e.html)). This subset of AMICUS includes catalogue records for all types of federal government publications, from preconfederation documents to electronic versions of contemporary publications. The LAC's new mandate includes the harvesting of web sites. Staff at the LAC are e-archiving *selected* born-digital government publications. The e-archived documents are available through catalogue records in AMICUS and the Federal Publication Locator. Most are open to any Internet user. However, the LAC does not have adequate staffing levels to undertake a comprehensive electronic archiving project that would be analogous to the cataloging of electronic resources done by the U.S. Government Printing Office. A commitment needs to be made to comprehensive, consistent digital preservation to ensure user-friendly, long-term access to born-digital federal publications. I have suggested that LAC should work to provide a special depository portal for these documents that assures direct access for depository libraries, along the lines of other special collections portals that are already on their web site. LAC has said that they would be delighted to consider this and want to do it. They have not moved on this idea until recently. LAC is currently seeking input from the library community on what this portal should look like and what the community wants from it. The proposed portal should make finding documents easier than is currently the case in the Federal Publication Locator.

Another outstanding matter is the Library Advisory Committee to the DSP. The Library Advisory Committee is formed by representatives from the library community who meet annually with DSP staff. At the annual meetings, we discuss concerns and ideas on both sides of the depository partnership. After each meeting, the library representatives

report the meeting minutes to the rest of the library community. While not on the scale of the U.S. Federal Depository Library Conference, the Library Advisory Committee meetings have always been a useful communication tool between the DSP and the library community. However, the advisory committee has not met in almost two years. In the absence of an advisory committee, communication between the DSP and the library community is hampered, and new documents librarians have few opportunities to find out how the program operates, and how to become effective advocates of the DSP and its services in their institutions.

At present, documents librarians cannot rely solely on the DSP, the LAC, or the open Internet for either short-term or long-term access to documents in any format. Even single issues of serials must be tracked down from various providers in various formats. Documents librarians want to continue to work with the DSP and the LAC to improve access to government information.

I'm sure that we will find a way out of this impasse. There are many consortia forming in different regions of Canada to house all kinds of digital materials, and documents could be the next item on the agenda. What is truly sad in all this is not the DSP or LAC or the libraries involved, but the government's lack of any concern for our documentary history. As any librarian knows, documents are maintained by libraries for the people, to help them access information about their government and its functions over the years—and not because we love warehousing the little piles of bureaucratic tidbits. In Canada, most documents have been preserved by libraries outside of government and not necessarily by the government itself. This redundancy is key in the maintenance of open access to government information, and we need to continue this type of access in the digital age, both within and outside of government institutions. ■

**Vivienne Monty** ([vmonty@yorku.ca](mailto:vmonty@yorku.ca)) is Senior Librarian at York University Libraries in Toronto. She is a government and business specialist, and is a former member of the Library Advisory Committee to the Government of Canada Depository Services Program (DSP). Vivienne currently serves as the Canadian library community's representative to the DSP Steering Committee. She was also President of the Canadian Library Association (1989) and is the author of a number of books and articles in the areas of government and business information.

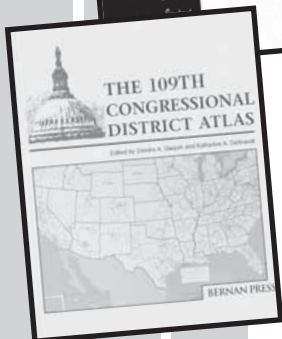
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# What Makes a Grant Application Competitive

## One State's Perspective

Tom Andersen

**O**ften a library has a great idea for a new program or service, but has no local funds available from any source to implement it. That's when the library may decide to pursue getting a grant from a governmental or private organization in order to acquire the necessary funding.

At the California State Library most of the grant opportunities we offer to libraries in our state are funded under the federal Library Services and Technology Act (110 Stat 3009-295). Popularly known as LSTA, the grant program is administered at the federal level by the Institute of Museum and Library Services (IMLS) and at the state level by state library administrative agencies; the program derives from a federal appropriation but is intended for assistance to local libraries. The bulk of the funds is allocated to state libraries to develop local library services and statewide library services, stimulate and promote resource sharing, encourage technological innovation, enhance electronic networking and linkages among libraries of all types, and improve services to the underserved or those persons whose needs are not met by traditional library services. Probably no two states use LSTA funds in exactly the same way; likewise, each state has its own procedure for grant application and evaluation. However, I believe that the major points touched upon in this article are valid for many grant situations, whether funding is coming from LSTA or another source.

In California we use the majority of our state LSTA allotment to award grants directly to local libraries. These grants to academic, special, school, and public libraries come in three different flavors:

- We invite applications for ongoing "priority" projects, many of which are statewide. Several of these are done in partnership or collaboration with the state library; well-known examples include Librarians' Index to the Internet ([www.lii.org](http://www.lii.org)) and the Infopeople training project ([www.infopeople.org](http://www.infopeople.org)).
- We offer targeted grant programs, focusing on a single subject, theme, or type of service. Examples include digitization of local history resources, non-English collection development geared to the needs of the local user community, developing library services for people with disabilities, and helping libraries serve their small business clientele. Targeted programs may be competitive, depending on the program.

- We also offer an open competitive grant program. This offers the most flexibility to a library that wants to pursue grant funding for a specific project. By "competitive," I mean that a library may submit a grant application for any kind of project that is not prohibited by the federal act, which in general means just about anything other than construction or renovation of physical facilities (although there are restrictions on certain kinds of activities, such as fundraising or lobbying). In addition the project must address one or more of the goals in our statewide plan for the use of LSTA funds, something that is true for all states.

I receive lots of questions about the competitive program, but many of them fall into one of three categories:

- outcomes measurement;
- needs assessment; and
- evaluation of grant applications.

## Outcomes Measurement

Lately we have been requiring all projects awarded grants in the open competitive program to use outcomes measurement, also known as outcomes-based evaluation, to assess the impact of the grant project. It is also a requirement for some, but not all, of the priority and targeted grants. Although IMLS has asked all states to use outcomes in their LSTA grant programs, the individual states are all over the map regarding their progress in implementing the outcomes approach. We are beginning to hear about other governmental jurisdictions and more funding sources, especially nonprofits, requiring outcomes-based evaluation in planning and measuring the success of projects.

Briefly stated, outcomes measurement is a user-centered approach to assessment of programs and services that address particular user needs and are designed to achieve change for the user. An outcome is an impact on the end user. An impact is a change in the user's behavior, attitude, skill, knowledge, or life condition or status.

The most obvious reason we are encouraging the use of outcomes measurement is to demonstrate accountability of the use of grant funds as required by IMLS under the Government Results and Performance Act of 1993 (107 Stat 285).

However, it has many other values. It is useful as a planning tool and keeps staff and stakeholders focused on goals rather than process. The use of outcomes measurement can energize staff by demonstrating the real, human impact their work produces and can offer new perspectives on library services in the context of the user. It assists in future fundraising and grant writing efforts by providing statistics on results, quantifying anecdotes and success stories from the grant project, and demonstrating the library's contribution to solving community problems.

Measuring outcomes can be a somewhat complicated learning curve or mindset to achieve for folks who are used to counting outputs to determine the success of their project. In measuring outcomes, the project *outputs* are still important, but really are part of the process, answering "How many?" or the extensiveness of the project, from the library's perspective. *Outcomes* are the result, explaining "So what?" or the effectiveness of the project from the user's perspective.

For example, a library receives a grant to create a citizenship center, using publications from its depository collections as well as acquiring supporting non-English materials and providing training, referrals, and related assistance to prospective new citizens, all geared to a limited-English-speaking population. A measurable output could be that 150 immigrants took advantage of the center's materials and services over a six-month period. Another output could be that use of the depository materials increased by 65 percent when they were relocated to the citizenship center. Still another could be an increase in use of the library by the local immigrant population. All are admirable statistics, but reflect the library perspective.

Measurable *outcomes* of this project could include:

- One hundred twenty-five users reported having more knowledge of what it takes to become a citizen after using the center.
- Fifty users reported that they had changed their attitude regarding the value of becoming a U.S. citizen.
- Forty-five users eventually reported that as a result of their initial contact with the library's citizenship center, they had in fact become U.S. citizens—a major change in status.
- All users targeted by this project said that they had a better understanding of what the library had and could offer to them.

One problem that we are grappling with is the length of time required to complete a grant project using outcomes measurement. Traditionally most of our competitive grants have been awarded for a nine- to twelve-month period, at the end of which all funds must be liquidated and all grant-funded activities must be completed. Using outcomes measurement requires additional work up front; if you're going to measure the change in a person after using your project's product or service, you have to know the person's condition *before* being exposed to the project. Perhaps the biggest diffi-

culty is in the amount of time needed to complete the evaluation of the project—in other words, to adequately measure the outcomes. In the example above, the number of users who became citizens is obviously a very important outcome, showing the impact of the library, but it could take several years before that measurement could be taken. We are beginning to offer additional grants specifically to measure the outcomes of projects funded in previous years.

## Needs Assessment

Libraries submitting applications in the open competitive grant program have to answer several questions in addition to those related specifically to outcomes. These include: Who will benefit from the proposed project? What need are you addressing, and how did you determine this need? What does the community expect to achieve for the users in response to this need? What does the library hope to achieve for these users? There are also questions about project design, staffing, partners, timeline, publicity, community relations, continuation, and, of course, budget. Of all of these, the weakest response in many applications is the description of the needs assessment. Although there are a few instances where the need is so obvious that little verification is necessary, in the ferociously competitive grant environment those situations are far and few between.

Too often applicants have identified their targeted user populations and have designed the project for these users without providing adequate evidence that the project is what the users need and want. We ask that the determination of user needs be performed prior to submitting the application in order to allow adequate evaluation of the overall quality of the applicant's plan. Again, the needs are those of the targeted users of the project, not the resources or activities required to conduct the project. A good needs assessment can answer one or more of the following questions:

- What are the information and/or service needs of the user population?
- Which of these can best be addressed by the library?
- How and where does the user population seek information?
- What barriers does the user population experience?
- What services, access, and delivery mechanisms do people recommend?

Just as important is the process of conducting the needs assessment. The targeted population group should be involved from the beginning in the process; a strong application would show that they have provided the basic input of what they need and want, usually through a survey or some other tool, and that they have been involved in planning the project. Even stronger are projects that plan to continue to gather user input throughout the project period through the use of an advisory body or other means.

Often what the library thinks is the desired user need and outcome turns out not to be exactly the case, or there is an unanticipated or unexpected need. In the citizenship center example above, the library may have begun by thinking that the reason for low library usage by non-English-speaking members of the community was that the library did not own enough materials in their native languages; these prospective users wanted to have more non-English materials to read and would therefore use the library if the materials were available. In the course of conducting the needs assessment and surveying the user population, the library discovered that while their supposition was generally true, there also was a specific desire within the user group to obtain U.S. citizenship and an opinion that the library could not help them attain that goal. The library then decided to narrow its focus (almost always a good idea!) to the citizenship center, which ultimately made for a stronger grant application.

## Grant Application Evaluation

How do we determine which applications will receive full funding, which applications will receive funding at an amount smaller than requested, and which applications will not have a grant awarded at all? In the competitive environment there is only so much grant money available, and so regrettably we must turn down some applications, even some that are well crafted. As chief of Library Development Services, I manage a team of library program consultants who review, evaluate, and make recommendations about every grant application that arrives at our doorstep.

In addition to checking that all sections of the application form have been completed and instructions have been followed, the consultants conduct an extensive evaluation of the application. Here are some of the questions they ask:

- Was the needs assessment adequate, did it involve others in the development of needs and selection of outcomes, was it completed in advance of the application deadline,

and, if not, is the inadequacy sufficient to disqualify the application?

- Is the evaluation plan clear, comprehensive, and realistic? Does it include both outputs and outcomes, and are the outcomes really outcomes?
- How realistic is the plan for continuing the project after the end of the grant period?
- Are staffing and budget appropriate?
- Is the project timeline realistic and are all critical tasks included?
- How will the new service or program be publicized to potential users?
- How will the library ensure that the community is aware of the project? (This is not the same as the previous question.)
- Is the library collaborating with one or more partners—usually other agencies or organizations—in this project? If so, what role do they play?
- What is the overall quality of the application?

The evaluation includes a ranked score and a recommendation for full funding, partial funding with a reduction in specific project activities, or no funding. I also review the applications and make recommendations. The state librarian makes the final decision on all LSTA grant awards.

To see descriptions of our LSTA grant programs, application forms and supplementary materials, outcomes measurement information, and more, please visit us at [www.library.ca.gov/html/grants.cfm](http://www.library.ca.gov/html/grants.cfm). If you have questions about LSTA or other grant programs in your state, a good place to start is your state library administrative agency.

NOTE: Like several other state libraries, we are working with an independent library consultant to integrate outcomes measurement into our LSTA grant program. Rhea Rubin ([www.rheajoycerubin.org](http://www.rheajoycerubin.org)) has assisted us in our training and evaluation efforts and initially presented much of the information about outcomes measurement contained in this article. ■

**Tom Andersen**, *Chief, Library Development Services, California State Library*, [tandersen@library.ca.gov](mailto:tandersen@library.ca.gov)

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# Offering Census 2000 Workshops for Nonprofit Grant Writers

Susan Edwards

Census 2000 is freely available on the web. Many people know that it's there and that it has the numbers they need for more successful grant applications or for gathering information about the communities they serve—but they don't know how to use it effectively. Grant writers often don't think of going to their local academic library (even a depository library) for this kind of help—they aren't aware that our expertise is available to *them*. They will sometimes contact their State Data Center (SDC), but at least in Massachusetts, the data is not provided free of charge by the SDC (at least not if it will take longer than about twenty minutes to deliver). Private companies and consultants are stepping in to fill the void, and just as with the SDC model, charging nonprofits for acquiring information that, with some training, they could learn to access on their own. Grant writers also have short deadlines, and knowing how to do this themselves means they can quickly pull the numbers they need.

Nonprofit grant writers and social service providers have many interests, but they are deeply interested in the population in poverty. They want poverty statistics correlated with as many variables as possible: race, age, household type, educational attainment, linguistic isolation, disability, and more. Some of these variables can't be correlated in American FactFinder, but others can, and grant writers need help determining which ones work.

## Getting Started, or “How Do I Find These People?”

I started this process because a close acquaintance works in a nonprofit agency, and when I was describing a workshop on Census 2000 that I offered for students, she said that she would love to know how to use this data—and so would many of her colleagues. I was intrigued by the possibility of doing outreach to a group of people I have tremendous respect for, and whose needs and interests overlap so well with my academic and government document responsibilities. She posted the workshop description to the discussion list for social agencies in our area, asking people to respond to me if they were interested in training. The announcement made it clear that it really was free . . . people had a hard time believing that they were being offered something without charge. I e-mailed those who were interested a questionnaire about their census information needs. (Warning: almost all of them checked every box: poverty numbers by race and age, educational attainment, housing, disability, and linguistic isolation. If you want them to be selec-

tive, ask that they create a prioritized or ranked list of needs. Of course some people may still respond with “I need it all!”)

If you don't have access to a nonprofit discussion list, you can start with a well-known umbrella agency, such as United Way. Like government document librarians, nonprofits share information with their colleagues and know others working in related agencies in the same area. Once the first workshop happens, even if it's small, the participants will help disseminate the information with their recommendation that others attend—and then it *will* spread! (The last workshop I offered generated enough interest that I ran it twice and had enough people on the wait list for two more sessions.)

## Selling the Idea to the Administration

We are lucky at Amherst College that our current library and college administrations are committed to service to the community. If you are not so fortunate, you can emphasize that service to the community fosters town/gown relations. In the past we have successfully used the “in lieu of taxes” phrase to justify and promote this more active version of outreach. Training is offered during the lower-use times in the academic calendar—interterm, spring break, and summer.

## What Should the Workshop Cover?

Most participants have already been to the census site, some to American FactFinder (AFF). They can pull up a Fact Sheet, but they don't understand how to work with the summary files. They don't know what is contained in them or when to use a particular file or set of files. And they are confounded by how the census defines racial and Hispanic identity. The goals for the two-hour, hands-on training (most people cannot get away from work for longer than that) are that each person be able to:

- learn more about what Census 2000 does (and does not) contain;
- work with detailed tables;
- create a custom table;
- understand how Census 2000 handles racial and Hispanic identity; and

- download the data into a spreadsheet.

In order to get that far even in a small (about ten-person) group, we have to focus on the variables and datasets that they each have the most desire to learn—as much as 125 percent of poverty by race and age for specific towns, cities, and counties. We live in a rural part of the state, so neither the Public Use Microdata Samples (PUMS) nor the American Community Survey cover our towns. We focus on summary file 3 (SF3), with a brief look at summary file 1 (SF1) to point out the differences in the total numbers by racial and Hispanic identity, especially in small geographic areas.

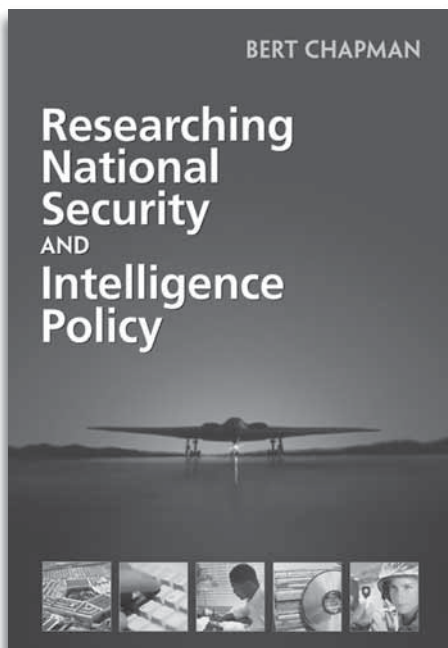
## Outline of Workshop

1. Introductions. What are they hoping to learn? Write down on big sheets the variables with which they want to work. Divide the list into those that are included in the census and those (like teen smoking) that are not. Cluster by topic or geography the list of census variables they want to know more about and use them for examples in the hands-on component and for workshop assessment at the end.
2. Hand out a copy of the short form. Note how racial and Hispanic identity are queried, as well as the multiracial option. Show the *List of Race or Ethnic Groups* ([http://factfinder.census.gov/home/en/epss/reg\\_list.html](http://factfinder.census.gov/home/en/epss/reg_list.html)). Discuss that there are different ways to count people who are mixed race; see *Coding of Race in Census 2000* ([www.psc.isr.umich.edu/census2000/subject/race.html](http://www.psc.isr.umich.edu/census2000/subject/race.html)) for more information.
3. Have everyone go to the U.S. Census Bureau homepage ([www.census.gov](http://www.census.gov)). Point out the links to poverty information for them to refer to later, navigate to AFF (<http://factfinder.census.gov>). We then pull up a Fact Sheet for Amherst, Massachusetts, and look at the race/Hispanic data. Hand out the Amherst, Massachusetts, demographics flyer provided by the Amherst Planning Department ([www.amherst.edu/library/research/AmherstDemographics.jpg](http://www.amherst.edu/library/research/AmherstDemographics.jpg)). Note that the “Ethnicity of Amherst” and the percentage of minority population are incorrect because they do not include a Hispanic-only category. This is a very easy and very damaging mistake to make.
4. While opening the SF3 files, explain a bit about census geography and that the starting geography is the smallest area (county subdivision for Massachusetts towns) desired. Show how to add more counties or subdivisions to the query.
5. There can be quite a discrepancy in the numbers of racial minorities in SF3 and SF1 in small geographic areas like our towns. Look at the difference between SF1 and SF3, for example, for Amherst population by race. In order to explain this difference, open the link under SF3 titled “Comparing SF3 Estimates with Corresponding Values in SF1 and SF2.”
6. Use poverty correlated with race/Hispanic identity and age (SF3 PCT 75A-I) for hands-on work with custom tables in SF3. Reiterate the importance of distinguishing between “White (or Black) Alone” and “Not Hispanic, White (or Black) Alone.” Show how to select specific age groups for those targeting elderly or teens, for example.
7. Use SF3 P88, “Ratio of Income to Poverty Level,” for hands-on exercise creating custom table for those whose programs need to know the number of people living in up to 125 percent (not just 100 percent) of poverty level.
8. Demonstrate different ways to navigate through the tables, and search them using subject and keyword; follow up with hands-on practice. Distribute handout of table numbers in SF3 that are correlated with poverty ([www.amherst.edu/library/research/PovertySF3.doc](http://www.amherst.edu/library/research/PovertySF3.doc)); explain how some can and some cannot be correlated. Explain confidentiality and sample size limitations.
9. If there is time, demonstrate “Geo within Geo.” This is very useful for agencies analyzing data for all the towns or counties in a state.
10. Output. Demonstrate and then engage in hands-on practice downloading the tables into Excel. If time, show how to perform simple Excel functions (adding numbers together by column or finding percentages). This is very useful, and many people don’t know how to do it.
11. Questions? Explain where they can go for more help: U.S. Census Bureau, Boston Office (the regional office) and the State Data Center. I offer to help as time allows and have sent tables to participants who struggle after the session with creating a particular one on their own. Participants also ask for more census training and are interested in training in non-census data sources.
12. Assessment. Did we cover the questions they wanted answered and had identified at the beginning of the session? What would they suggest be done differently next time?

## Collateral Gain

It is very rewarding to offer these workshops. There are many “aha!” moments when people see something about their town or clients that they hadn’t known before or when they get the data that backs up what they know to be true, but need to prove to outside funding sources. They are extremely grateful for the opportunity to learn to work with American FactFinder, and are eager to share what they know. They are also interested in finding ways to help the presenter in return (these are professional helpers, after all! Working with practitioners who use the information in real-life situations with real-life consequences has sharpened my skills, and then, in a synergistic way, has inspired me to better promote the census as a tool for our faculty and students. ■

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*Bert Chapman*

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# Information Classification and Access Policies at Selected IGOs

Chuck Eckman

In 1999 the Stanford University Libraries and Academic Information Resources (SULAIR) initiated in a joint project with the World Trade Organization (WTO) aimed at creating a digital library documenting the history of the WTO's predecessor organization, the General Agreement on Tariffs and Trade (GATT).<sup>1</sup> In connection with work related to developing the GATT Digital Library, this author and a Stanford colleague gathered information regarding information classification and access policies at several intergovernmental organizations (IGOs).<sup>2</sup> These activities were undertaken in order to help project staff understand the issues involved in these areas as they pertained to the GATT Digital Library. Project librarians met with archivists and documentation specialists at a range of intergovernmental organizations to discuss their policies and practices related to public access to documents and archival material. The organizations initially targeted for the survey include the World Bank, International Monetary Fund, OECD, European Union institutions, the North Atlantic Treaty Organization, and the World Customs Organization. However, the survey is ongoing and project staff continue to update our data. Table 1 indicates some of the organizations contacted directly, or from whom information on access and classification policies has been obtained.<sup>3</sup>

The results of these interviews confirmed what has been noted in the professional literature. First, there are a wide range of information policies on public access and classification, both concerning the documentation of intergovernmental organizations (IGOs) and access to IGO archival collections.<sup>4</sup> Second, recent years have seen a small but notable trend in the direction of increasing the transparency of IGO policy-making processes. This article provides a brief review of the results of this informal survey, as well as a summary of the implications of this trend for the enhanced understanding of international public policy-making on the part of researchers, the public, and memory organizations.

## Practices and Trends

In the latter half of the 1990s several IGOs engaged in a policy review process aimed at increasing the transparency of organizational policy-making processes. As a result a number of these organizations developed formal access policies for the agency's archives involving two elements: (1) the default classification of most information products as public; and (2) the automatic derestriction of remaining products after a specified timeframe. The World Bank described the new policy it put in place in 1994 and streamlined in 2001 as "A

Presumption in Favor of Disclosure."<sup>5</sup> In many cases these policies place explicit limitations on the range of material that should be categorized as confidential, strictly confidential, secret, classified, or sensitive. In addition, material assigned to one of these classified categories is generally subject to review at automatic intervals or would sunset after a specified time period.

In organizations where time frames are established to cover automatic derestriction, exceptions are made for certain categories of information containing confidential personal or corporate information. For example, the OECD reserves the category of confidential material for any source "the unauthorized disclosure of which would seriously prejudice the interest of the Organisation or any of its Member countries." The OECD policy further notes that "by definition, this marking should be exceptional, and used as sparingly as possible."<sup>6</sup> The European Union includes, in its new public access policy, an exception for sensitive documents that can be classified in order to "protect essential interests of the European Union or of one or more of its Member States in the areas covered by Article 4(1)(1), notably public security, defence and military matters."<sup>7</sup> The European Union requires that the rules of the institutions concerning the designation of these sensitive documents be made public.<sup>8</sup>

In organizations where classification review is being systematically undertaken to implement new policies aimed at increased transparency—and where a blanket approach to derestriction is not the rule—the staff clearly indicates that there are budgetary and workload burdens associated with what becomes a manual document-by-document review process. One cumbersome element of the requirements is the review of metadata or registry information associated with documentary and archival sources. This information is frequently unavailable in electronic form and is at present generally handled by staff in manual fashion.

In cases where no formal policy exists, informal practices are often in play. For example, access to the documentation of the General Agreement on Tariffs and Trade was in practice provided to four categories of external individuals (referred to as "outsiders") as outlined in an internal GATT memorandum dated 6 April 1984 on the topic "Access by Outsiders to GATT documents." The categories included: press, strangers, scholars, and sponsored persons.

With regard to metadata, it is rare for the cataloging records describing archival material to which access is restricted to be made available directly to the public. However, it is unclear to project staff whether this is a reflection of a concern at the policy level about violating the confidential or sensitive nature of the content through provision

of minimal descriptive information about the content, or rather the result of a concern that awareness of the existence of restricted content might generate interest and additional workload for staff that cannot be sustained within the existing budgetary environments.

## Implications for Libraries

It is very clear that traditional resistance to openness in decision making at the intergovernmental level is being challenged. The trend toward transparency involves several components:

- The establishment of formal and published guidelines regarding classification and access to information and archives.
- The increased reliance on guidelines that reflect a default policy in favor of public access and are based upon broad categorical decisions (generally based on chronology) in favor of derestriction on an automatic, systematic basis.
- The restriction of exceptions to public access to information that might threaten personal privacy, intellectual property rights, and national security.
- Regulations that require IGO responsiveness to the public's right to know. These regulations are not always accompanied with the budgets necessary to support the painstaking staff document-by-document review often implied in responding to citizen requests.
- Increased use of the web to provide public access to both documentary and archival resources.

It will be important for librarians as well as members of the general public interested in the international policy-making process to closely monitor these developments. The role of libraries as public information centers and documents repositories for intergovernmental organizations is likely to decline to the extent that IGOs are successful in creating comprehensive collections of web-based digital content with user-friendly interfaces. There may be new potential roles for libraries to work in partnership with IGOs. For example, libraries might work in partnership with IGOs to create digital collections of historic documents. Another area of possible collaboration involves the development of enhanced descriptive metadata for web-based collections. Smaller, less well-funded IGOs may welcome such initiatives.

## Sources on Information and Classification Policies

### General

*Access to Information, Public Participation and Access to Justice in International Forums: An Introduction.* UN Economic Commission for Europe. MP.PP/2002/18; CEP/2002/13. (12 Sept. 2002)

*Access to Information, Public Participation and Access to Justice in International Forums: Addendum.* UN Economic Commission for Europe. MP.PP/2002/18/Add.1; CEP/2002/13/Add.1. (12 September 2002)

Hitchens, Alison. "A Call for IGO Policies on Public Access to Information." *Government Information Quarterly* 14:2 (1997): 143–54.

Table 1: Archives Access Policies at Selected IGOs

| Intergovernmental Organization                             | Access Policy | Time Rule (yrs) |
|--|---------------|-----------------|
| Asian Development Bank (ADB)                               | No            |                 |
| Inter-American Development Bank (IADB)                     | No            |                 |
| International Civil Aviation Organization (ICAO)           | No            |                 |
| International Fund for Agricultural Development (IFAD)     | No            |                 |
| UN High Commissioner for Refugees (UNHCR)                  | No            |                 |
| World Trade Organization (WTO)                             | No            |                 |
| Bank for International Settlements (BIS)                   | Yes           | 30              |
| European Union (EU) institutions                           | Yes           | 30              |
| Food and Agriculture Organization (FAO)                    | Yes           | 15              |
| International Committee of the Red Cross/Crescent (ICRC)   | Yes           | 40              |
| International Labor Organization (ILO)                     | Yes           | 30              |
| International Monetary Fund (IMF)                          | Yes           | 5/10/20         |
| North Atlantic Treaty Organization (NATO)                  | Yes           | 40              |
| Organisation for Economic Cooperation & Development (OECD) | Yes           | 10              |
| United Nations Organization (UNO)                          | Yes           | 20              |
| World Bank (IBRD)  | Yes           | 5/20            |
| World Health Organization (WHO)                            | Yes           | 40              |

*Policy Guidelines for the Development and Promotion of Governmental Public Domain Information.* By Paul F. Uhler. Paris: UNESCO, 2004. [www.fas.org/sgp/library/unesco\\_gov-info.pdf](http://www.fas.org/sgp/library/unesco_gov-info.pdf)

Schaaf, Robert W. "Information Policies of International Organizations." *Government Publications Review* 17:1 (Jan./Feb. 1990):49–61

### European Union

*Access to European Parliament, Council and Commission Documents: A Users Guide.* Brussels: European Union, 2002.

Commission Decision of 23 Jan. 2002 amending its Rules of Procedure. *Official Journal of the European Communities* 24.1.2002. L21/23. [decision establishing the filing, registration, storage, transfer and archiving policies for the EU Commission. Issued originally as an annex to COM Doc C(2002) 99 final]

Communication to the Commission: Simplification and Modernisation of the Management of the Commission's Documents (Action 9 of the Interim Plan on Simplification). *Memorandum from the President in Agreement with Mr. Kinnock.* C(2002) 99 final.

*Registration and Keeping Registers of the Institution's Documents. Implementing Rules.* Brussels, 08.04.2003. SEC(2003)349/1.

Regulation (EC) No 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding Public Access to European Parliament, Council and Commission Documents. *Official Journal of the European Communities* 31.5.2001. L145/43. [http://europa.eu.int/eurlex/pr/en/oj/dat/2001/l\\_145/l\\_14520010531en00430048.pdf](http://europa.eu.int/eurlex/pr/en/oj/dat/2001/l_145/l_14520010531en00430048.pdf)

### General Agreement on Tariffs and Trade

*Access by Outsiders to GATT Documents.* Memorandum to GATT Division Directors dated 6 April 1984.

### International Monetary Fund

*Archives of the International Monetary Fund: A Factsheet.* May 2003. [www.imf.org/external/np/exr/facts/archive.htm](http://www.imf.org/external/np/exr/facts/archive.htm)

*Opening of the Fund Archives.* Internal Paper prepared for the IMF Executive Board. December 1, 1995. SM/95/303.

### Organisation for Economic Cooperation and Development

Council Resolution on the Classification and Declassification of Information: adopted by the Council at its 906<sup>th</sup> session on 10 July 1997. C(97)64/FINAL

### United Nations

Archives and Records Management of the United Nations Office at Geneva. *Information Circular No. 55.* IC/Geneva/2001/55. (26 November 2001)

### World Bank

*The World Bank Policy on Disclosure of Information.* Washington, D.C.: The World Bank, 2002.

### World Trade Organization

*Procedures for the Circulation and Derestriction of WTO Documents,* WT/L/452, 16 May 2002 (Decision of 14 May 2002). [www.wto.org/english/forums\\_e/ngo\\_e/bernie\\_derestrictiontext\\_e.htm](http://www.wto.org/english/forums_e/ngo_e/bernie_derestrictiontext_e.htm) ■

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### References and Notes

1. GATT Digital Library. Available at <http://gatt.stanford.edu/page/home>
2. The author wishes to thank Tony Angilletta whose initial conversations with archivists at the World Bank and General Agreement on Tariffs and Trade contributed to the survey.
3. This table based in part on the product of a study produced by the IMF archivist Michelle Dolbec as well as consultations with staff at numerous organizations.
4. Schaaf, Robert W. "Information Policies of International Organizations." *Government Publications Review* 17, no. 1 (Jan/Feb 1990): 49–61; Hitchens, Alison. "A Call for IGO Policies on Public Access to Information." *Government Information Quarterly* 14, no. 2 (1997): 143–54.
5. World Bank. *World Bank Policy on the Disclosure of Information.* Washington, D.C.: The Bank, 2002. p. 2. Available at [web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/INFORMATIONDISCLOSURE/0,,contentMDK:20090035~menuPK:60001640~pagePK:199004~piPK:199030~theSitePK:222993,00.html](http://web.worldbank.org/WBSITE/EXTERNAL/PROJECTS/INFORMATIONDISCLOSURE/0,,contentMDK:20090035~menuPK:60001640~pagePK:199004~piPK:199030~theSitePK:222993,00.html)
6. Organisation for Economic Co-operation and Development. *Council Resolution on the Classification and Declassification of Information.* Paris: OECD, 1997. C(97)64/FINAL: p. 4. Available at [http://appli1.oecd.org/olis/1997doc.nsf/linkto/C\(97\)64-FINAL](http://appli1.oecd.org/olis/1997doc.nsf/linkto/C(97)64-FINAL).
7. Commission of the European Union. "Regulation (EC) No 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding Public Access to European Parliament, Council and Commission Documents, Article 9(1)." *Official Journal of the European Communities* (31 May 2001). L145/43. Available on EUR-Lex <http://europa.eu.int/eur-lex/lex/en/index.htm>.
8. *Ibid.*, Article 9(6).



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# Tribal College Libraries and the Federal Depository Library Program

Charles D. Bernholz and Rachel Lindvall

At the 2003 Fall Federal Depository Library Conference, we had the opportunity to present two information sessions on tribal college libraries. We were particularly fortunate to be able to offer the view of a regional depository librarian in a state that contains two tribal colleges—the Nebraska Indian Community College and the Little Priest Tribal College—and the perspective of the director of library services at Sinte Gleska University in South Dakota, the first tribal college to offer a master's program on an Indian reservation. Our comments were supplemented by those of Diane Cullo, the director of development, communications, and program initiatives for the American Indian Higher Education Consortium (AIHEC).

There has been a rich history of proposals for Indian higher education, with the eventual creation in 1968 of the first tribally controlled community college, Navajo Community College (now Diné College).<sup>1</sup> Federal support for their program was assured with the passage in 1971 of the *Navajo Community College Act* (Public Law 92-189). The consortium's efforts began shortly thereafter when, in 1972, six such colleges, including Sinte Gleska, formed an association.<sup>2</sup> The *Indian Education Act* in 1972 (Public Law 92-318), and particularly the *Indian Self-Determination and Education Assistance Act* in 1975 (Public Law 93-638), expedited developments.

Today, the group's focus is boldly pronounced on their web site ([www.aihec.org](http://www.aihec.org)):

AIHEC's mission is to support the work of these colleges and the national movement for tribal self-determination. Its mission statement, adopted in 1973, identifies four objectives: maintain commonly held standards of quality in American Indian education; support the development of new tribally controlled colleges; promote and assist in the development of legislation to support American Indian higher education; and encourage greater participation by American Indians in the development of higher education policy.

In these endeavors, the number of institutions has grown from six to thirty-four within the United States, with one additional one in Canada.<sup>3</sup> Communication among these colleges and universities is enhanced by the consortium's own quarterly publication, the *Tribal College Journal* ([www.tribalcollegejournal.org](http://www.tribalcollegejournal.org)), a "culture-based publication [that] addresses subjects important to the future of American Indian and Alaska Native communities."

However, tribal colleges have had many difficulties during their brief tenure. The libraries at these institutions suffer from the same problems that all libraries face: lack of

space, limited staffing, and inadequate acquisitions budgets. More than a decade ago, Duran commented upon the critical function that libraries must play within these colleges.<sup>4</sup> Technology to support education and cultural responsibilities within these communities is a necessary foundation for such performance, but these resources require funding that is very difficult to obtain.<sup>5</sup> Monette, though, has noted that even if tribal colleges and universities are "often located in economically depressed areas, are the poorest institutions of higher education in the nation, [and] . . . are also the most isolated," securing these technologies and thereby diminishing the "digital divide" will create a "powerful tool for closing all the other 'gaps' that they must face."<sup>6</sup>

For a number of years, the Government Printing Office (GPO) has discussed with the tribal college community the possibility of adding their libraries to the list of selective depositories (R. Haun-Mohamed, pers. comm.). As part of this program, these institutions too would have the chance to select from the vast array of government documents printed and distributed by the GPO and to supplement their collections in the process. Moreover, "select" is very much the operative word here, because each library would have the ability to choose only those materials that reinforced its collections. Focus may be placed, for example, on educational materials, on health-related issues, or on senior citizen information. This advantage would be of particular importance to such college libraries as the ones at the Nebraska Indian Community College and at Little Priest Tribal College—just as it is at Sinte Gleska University—because all three of these academic libraries serve as the public libraries in their communities as well.<sup>7</sup> Thus, just as a tribal college library's efforts may be enhanced by a grant from the Bill and Melinda Gates Foundation to serve in its public role, documents from the FDLP may additionally offer the community greater insight into, and access to, resources in areas of human services, of ranching and agriculture, and of Veterans Affairs that geographic distances may sometimes impede.

This potential may be understood more clearly when we reconsider the findings of Cheryl Metoyer-Duran's analysis of the perceptions of tribal college presidents on the role of the library in their institutions.<sup>8</sup> One shared perceived characteristic was that the library had to serve as a major link between the community and the resources, not just between the college and the resources. Suddenly, grant funding and grant writing for project support, tribal business contact information, and college accreditation were mixed in the same facility. Information literacy was driven to the forefront of tribal needs, and one tribal college president made this quite clear by stating "Information literacy makes

legitimate the idea that seeking information about issues, ideas, or concepts that concern Indians need not come from books alone; the information may come from many different sources."<sup>9</sup> The vision of information literacy, desired by all tribal college presidents for their programs and communities, will become clearer in the next few years, and government documents can aid in this quest.

Today, the Internet is a vital link for all educational undertakings, and the tribal colleges are working hard to open this avenue to their students as well as to their public patrons. The electronic transition will make available in digitized formats more government documents, and this will reduce the processing costs and save precious shelf space associated with traditional paper and microfiche materials. At the Nebraska Indian Community College and at the Little Priest Tribal College, there was an additional, critical issue. It became clear, when discussing selective depository status with them, that both institutions believed that becoming a member of the FDLP would require managing whatever materials the GPO might send to them. There was concern that they would receive a substantial proportion of the more than 7,500 items offered by the GPO. They concluded that, given this potential volume of materials and their very limited facilities, depository status would be impossible to administer. The flexibility of actual selective status would certainly alleviate their concerns, and this electronic transition would offer these and other tribal college libraries a far greater opportunity to acquire government documents for their communities than their space for tangible items would ever have allowed.

Further, the GPO has recently announced *A Strategic Vision for the 21st Century* (2004) that entails a reorganization to address their three fundamental missions of providing publishing and printing services to the federal government, copies of relevant materials to the general public, and—through the FDLP—"nationwide community facilities for the perpetual, free and ready public access to the printed and electronic documents, and other information products, of the Federal government."<sup>10</sup> With regard to the latter, the GPO plans to develop a fresh operational model for the FDLP that would afford "access to all past, present and future Federal documents in a digital format that can be searched, downloaded and printed over the Internet at no charge."<sup>11</sup> Print copies of essential federal publications will also be available through the authoring agency. The GPO's objective is "to digitize and authenticate all known Federal documents, beginning with the Federalist Papers, to allow the entire collection to be searched on the web and viewed over the Internet from a home, office, school or library," and to complete by December 2007 the retrospective conversion of 70 percent of all targeted documents.<sup>12</sup>

This endeavor will be a benefit to all citizens, but it will be particularly useful for academic institutions. Electronic access to the entire array of all known federal documents means that even the most remote library can provide this service, and this would be a boon to tribal colleges.

There is substantial support for such improved linkage between federal government endeavors and the goals of tribal educators. President Bush's July 2002 Executive Order 13270, *Tribal Colleges and Universities*, seeks to "encourage tribal colleges to participate in Federal programs," to emphasize the development of educational opportunities for their communities, and to insure the "preservation and revitalization of tribal languages and cultural traditions."<sup>13</sup> Ann Marie Downes, the past president of Little Priest Tribal College in Nebraska, was one tribal college administrator named to the President's Board of Advisors that was created as part of this Executive Order. In addition, all tribal colleges are land-grant institutions through the *Equity in Educational Land-Grant Status Act*, so their access to the FDLP is facilitated by the same 1907 legislation (34 Stat. 1012, 1014) that initiated depositories at many land-grant academic institutions.<sup>14</sup>

One of the impediments to this achievement, though, is the belief of some librarians in the documents community that tribal colleges are just too small to be participants in the FDLP. Yet there are tribal college libraries in existence today that match or exceed the book volume holdings of designated federal depositories at academic institutions. The 2004–2005 *American Library Directory* indicates that Diné College holds 55,000 volumes in Tsale, Arizona, and another 23,000 at Shiprock, New Mexico; that Salish Kootenai College has 46,000 items; that Haskell Indian Nations University maintains 45,100; and that Southwestern Indian Polytechnic Institute declared 30,000. Sinte Gleska University has 48,000 volumes itself. Each of these holdings is larger than or close to those amounts held by other special educational locales: the American Samoa Community College, with 30,000 volumes, is a selective library.<sup>15</sup> These numbers indicate that tribal colleges are committed to their task of providing effective educational facilities, and the enhanced access to the proposed GPO electronic collections will bring *all* libraries to the same level. Selecting and receiving specific, community-relevant print materials, as part of the FDLP, would allow tribal colleges to expand their delivery scope to their very important public library responsibilities within the community, as well. Directly servicing both the academic needs as well as those of the community is a method to maximize the total return from placing a selective depository at a tribal college.

We believe that the FDLP would be a useful community educational asset that should be considered by all tribal college boards, and that the ever-expanding access to the electronic assembly of government documents will mean that even small college libraries in this consortium will be able to enrich the lives of their students and their community members through these opportunities. ■

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- these presidents are women. It is important to note that the students at these institutions are members of more than 250 tribes (Ambler, "Thirty Years Strong," 7).
4. Duran, "The Role of Libraries," 402–05.
  5. "Tribal Colleges Struggle for Funding," 12.
  6. Monette, "Leadership, Money," 26.
  7. These joint community responsibilities are quite evident. Fort Peck Community College declares that the "Library has been designated a Tribal Library by the Tribal government and, as such, serves the whole reservation population as the major resource/research center for students, faculty, community and professionals" (see their Library link at [www.fpcc.edu](http://www.fpcc.edu)). Little Big Horn College notes that the "Library also serves an important role as the Public Library for the Crow Indian Reservation" (<http://lib.lbhc.cc.mt.us/policy/mission.htm>). Oglala Lakota College states: "Our mission is to ensure that students, staff and our community are effective users of ideas and information" (<http://library.olg.edu>).
  8. Metoyer-Duran, "Tribal Community College Libraries."
  9. *Ibid.*, 367.
  10. U.S. Government Printing Office, *A Strategic Vision for the 21st Century*, 1.
  11. *Ibid.*, 2.
  12. *Ibid.*, 2, 5.
  13. The text of this Executive Order is available at [www.ed.gov/about/inits/list/whtc/edlite-exec.html](http://www.ed.gov/about/inits/list/whtc/edlite-exec.html). See the "White House Initiative on Tribal Colleges and Universities Home Page" at [www.ed.gov/about/inits/list/whtc/edlite-index.html](http://www.ed.gov/about/inits/list/whtc/edlite-index.html) for more on this federal program.
  14. This Act (1994; 108 Stat. 4048) follows a rich tradition in the United States. States and territories have been provided with federal support to create "colleges for the benefit of agriculture and the mechanic arts" (1862; 12 Stat. 503) and for such educational programs at institutions "where a distinction of race or color is made in the admission of students" (1890; 16 Stat. 417, 418). In addition, legislation was passed for the development of "agricultural experiment stations" (1887; 24 Stat. 440) and for "cooperative agricultural extension work" (1914; 38 Stat. 372). The nation's oldest higher education organization, the National Association of State Universities and Land-Grant Colleges, noted that these newly decreed land-grant institutions "are the most important provider of higher education opportunities for Native Americans" (*The Land-Grant Tradition*, 7).
  15. Section 1905 of Title 44—"Distribution to depositories; designation of additional libraries; justification; authorization for certain designations"—defines the parameters for the designation of selective depositories for Puerto Rico, the District of Columbia, Guam, American Samoa, and the Virgin Islands (1968; 82 Stat. 1238, 1284). The Northern Marianas College was added later to these depository sites (1989; 103 Stat. 1870, 1874).

## References and Notes

1. See Crum, "The Idea of an Indian College or University" and Stein, "Tribal Colleges," 261–62. In addition, see Stahl, "The U.S. and Native American Education," for a federal perspective.
2. The other five initial members were D-Q University ([www.dqu.cc.ca.us](http://www.dqu.cc.ca.us)), Navajo Community College ([www.dinecollege.edu](http://www.dinecollege.edu)), Oglala Sioux Community College ([www.olg.edu](http://www.olg.edu)), Standing Rock Community College ([www.sittingbull.edu](http://www.sittingbull.edu)), and Turtle Mountain Community College ([www.turtle-mountain.cc.nd.us](http://www.turtle-mountain.cc.nd.us)). See Ambler, "Thirty Years Strong," 6–9, for the first three decades of AIHEC's progress.
3. There are AIHEC member institutions in Arizona, California, Kansas, Michigan, Minnesota, Montana, Nebraska, New Mexico, North Dakota, South Dakota, Washington, and Wisconsin, and in the province of Alberta. The board of directors is composed of the presidents of the thirty-five colleges; more than one-third of

# Access to Pennsylvania Documents

Ann Kemper and Sandra Wolf

Now that many government documents are being published only on the Internet, and traditional publication routes are no longer used, the Government Printing Office and a number of states are becoming aware of the problem of document loss. Where once a government document was published in a finished, printed format, now that document can be published online—posted, if you will—and changed as frequently as desired or removed without notification. While this flexibility can be lauded for its ability to keep information current, it causes an alarming loss of information for state governments that do not have a method in place to capture and preserve these online documents.

A series of three grants designated Illinois to be an early leader in experimenting with digital preservation. In 1998, Illinois, New Hampshire, and Oregon worked with Washington State's Institute of Museum and Library Service (IMLS) grant *Exporting Washington State GILS* (Government Information Locator Service or Global Information Locator Service). In October 1999, CyberDrivellinois, the Illinois State Library's web site, unveiled the *Find-It! Illinois* project, funded by a second IMLS grant. The third IMLS grant, *Metadata Tools for State Collaboration*, followed closely in 1999 through 2001.<sup>1</sup>

The State Library of Ohio joined the search for a solution in January 2001, with *JERRI*, the Joint Electronic Records Repository Initiative.<sup>2</sup> Among the other states currently working to develop procedures to preserve these documents for their constituents are Arizona, California, Colorado, Connecticut, Georgia, Kansas, Mississippi, Montana, New Jersey, New York, Oklahoma, Tennessee, and South Dakota.<sup>3</sup>

The State Library of Pennsylvania was only peripherally aware of the problem of government document loss due to online publishing until state library staff members attended the 2004 GILS conference in Raleigh, N.C. The nature of the problem was heavily discussed there, and prompted the library to examine more closely the mission and supporting law that directed our actions. The State Library of Pennsylvania is now in the early stages of developing a process by which these documents may be stored and accessed by its citizens.

## Background

According to the Pennsylvania Library Code (24 P.S. § 4201), one of the duties of the state library shall be:

- (4) to receive copies of all publications of all agencies of the Commonwealth in order to maintain a definitive, organized collection of all such publications by

the State Library and to provide for the distribution of such publications to other libraries. The State Librarian shall also designate selected academic or public libraries within the Commonwealth to be State government document depository libraries under criteria and regulations approved by the Advisory Council on Library Development and, in the case of documents published pursuant to the act of July 31, 1968 (Act No. 240), known as the "Commonwealth Documents Law," by the Joint Committee on Documents.<sup>4</sup>

Even in the best of times, this law was not always followed or enforceable.

The Governor's Management Directive 205.23, dated April 27, 1993, states that "The State Library of Pennsylvania is to receive eighty copies of all Commonwealth publications from all agencies under the Governor's jurisdiction."<sup>5</sup> It is the responsibility of the agency heads to ensure that procedures are established to make these provisions. A publication is defined as "all printed or otherwise reproduced items prepared for distribution to the public . . ." Unfortunately for the future generations of Pennsylvania citizens, the impact of electronic publishing has greatly diminished the possibility of acquiring, preserving, and making accessible the current electronic and digital state publications.

In the past, however well or ill the law and directive were followed, the general procedures were that agencies would send their publications to the state library. The cataloging section of the state library would catalog the new publications, preserve them for their own collection, and make them accessible to the general public through their library catalog. If the agency supplied eighty copies, procedures were in place to distribute those copies to the state depository libraries.

With the advent of electronic publishing, more and more of the Pennsylvania state documents are being issued in electronic format only. If the state library receives print or other format copies of a document that is also available on the Internet, the web link is added to the bibliographic record for the print copy. The document is then fully cataloged and available via the library catalog, processed and shelved and available to be circulated in a hard format, but also available electronically via the hot link in the bibliographic record. Anyone in the world can then access the Pennsylvania digital documents via the Internet. They can find many in the state library catalog online, [www.statelibrary.state.pa.us/libraries/site/default.asp?g=0](http://www.statelibrary.state.pa.us/libraries/site/default.asp?g=0), or on the Internet via the Pennsylvania state web site, [www.state.pa.us](http://www.state.pa.us), or via a web search engine, such as Google or HotBot.

Although access has been greatly enhanced through this process, there is a concern about preservation of the



web links and preservation of the electronic documents themselves. Already thousands of born digital Pennsylvania documents have been lost. Although the state library and the state archives are responsible for their preservation, so far no workable solutions have been found to maintain these documents indefinitely while providing public access to them.

## Test of OCLC's Digital Archive

From January to May 2004, the staff members at the state library experimented with OCLC's Digital Archive ([www.oclc.org/digitalarchive](http://www.oclc.org/digitalarchive)). The staff had the following goals:

- search for state documents on the web;
- harvest document information from agency web sites;
- create durable links to the documents;
- store the documents indefinitely; and
- recall the documents after they were no longer published on the web.

OCLC was eager to have the library test Digital Archive and encouraged us to download the software from their web site. When we downloaded the software, we discovered that the software required an older version of Java in order to run part of the process. A frustrating discovery, to be sure, but one we could easily overcome.

There were two processes that we tested. One was the Batch Ingest. In theory, this process could be employed to accept a group of TIFF (tagged image file format) files with a text file of metadata related to the TIFFs in one transaction, for one fee. The loading of information was to be handled by OCLC staff, rather than the staff at the state library. A state library staff member was required to prepare the tiff files and the text file of metadata, which would then be mailed to OCLC. Each TIFF required its own Dublin Core metadata; the metadata was to be typed into a spreadsheet of the library's own creation. This turned out to be a time-consuming activity, and was quickly dropped by the staff as too costly. In retrospect, this method might be usable for a number of files that use the same metadata, so that blocks of metadata could be copied and pasted into the spreadsheet rather than unique information keyed in for each TIFF.

The second process used OCLC's Web Archiving Tools. This was a basic harvest-and-store process. State library staff searched for a web site to pull out documents that could then be transferred to an archival space assigned to the library on OCLC's server. Once there, a permanent URL (PURL) would be assigned to the file. This PURL would be added to the bibliographic record in WorldCat as a second 856 MARC field.

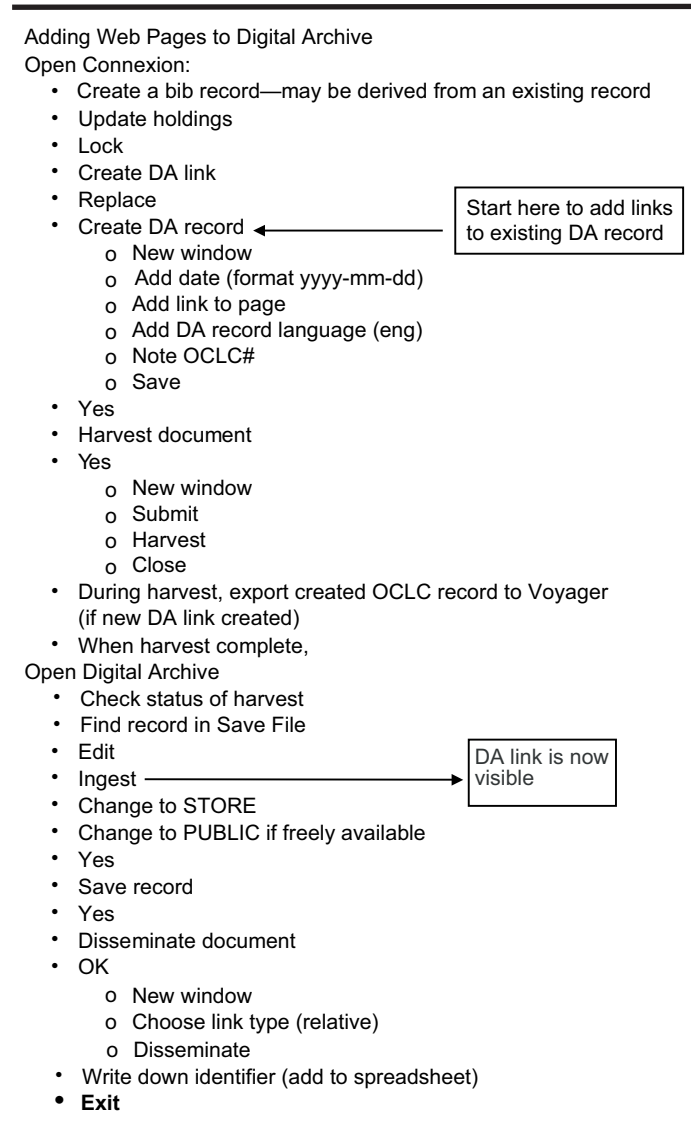
After working with the program a few times, it became evident to the state library that the Digital Archive Web Tools did not support harvesting through Active Server Pages (ASPs). A read-through of the minimal tutorial did not give us a definitive answer on this, and it took a call to OCLC

directly to verify that realization. Most bureau web sites in Pennsylvania are created within a dynamic ASP template, so we determined that we needed another way to harvest pages. In order to examine the harvest capability, Portable Document Format files (PDFs) were hand chosen for the duration of our test.

The next issue staff faced was finding a streamlined method of adding documents to Digital Archive. The streamlined list of steps is shown in figure 1. Most dots in the list require a click to complete the step, so the cataloger clicked anywhere from twenty-four to thirty-five times to complete the operation.

The number of steps required for this process were later deemed, again, too time consuming for the state library to support.

After entering some records into Digital Archive, the state library turned its attention to recalling those documents



**Figure 1. Steps to Add Documents to the Digital Archive**

from the archive. During the test period, a researcher could search for a digital document through the state library catalog and have the option of looking at the current web site of the document or linking to the document through Digital Archive (see figure 2).

As noted previously, Digital Archive PURLs were added to the bibliographic records in OCLC's WorldCat. If a library had OCLC access, the staff could then download the MARC record of the document from WorldCat to that library's own catalog. If the library did not have access through OCLC, staff could go to the Staff View in the state library catalog record (see figure 3) and copy and paste the record into whatever facility the library used.

Serial entries could be added to a single record in Digital Archive, and a single PURL linked the user to a single page in Digital Archive for access to those entries (see figure 4).

Although this seems like it could be a time saving feature, in actuality, going through the "extra layer" of Digital Archive to get to the document took a few seconds longer than using the web address of the document. The Archive may be reserved strictly for access to documents that are available in no other form.

Another problem came to our attention after we loaded some documents into Digital Archive and asked users uninvolved in setting up the test to search for the documents and give us their opinion of this option. When the results page appeared, users were confused by the technical nature of the heading: "Objects Associated With . . ." followed by the Digital Archive location. OCLC was notified of this issue.

## Conclusions

Digital Archive had a number of very positive points. PURLs were available in WorldCat as well as the state library's catalog, PILOT. Any library with OCLC access could use the WorldCat information in their own catalog, thereby increasing the availability and usage of the documents.

Within Digital Archive itself, the archived information was relatively easy to access and navigate, and the links worked well.

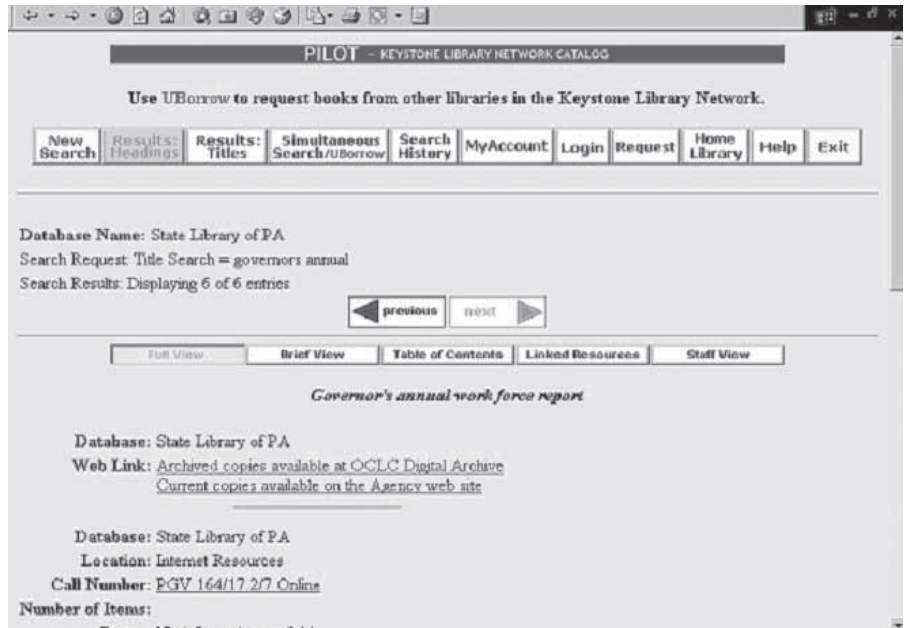


Figure 2. Using the Web Archiving Tools; a copy of a document is stored on a server at OCLC; a permanent link is created for that document and added to the bibliographic record in WorldCat, as well as in the state library catalog when the record was downloaded.

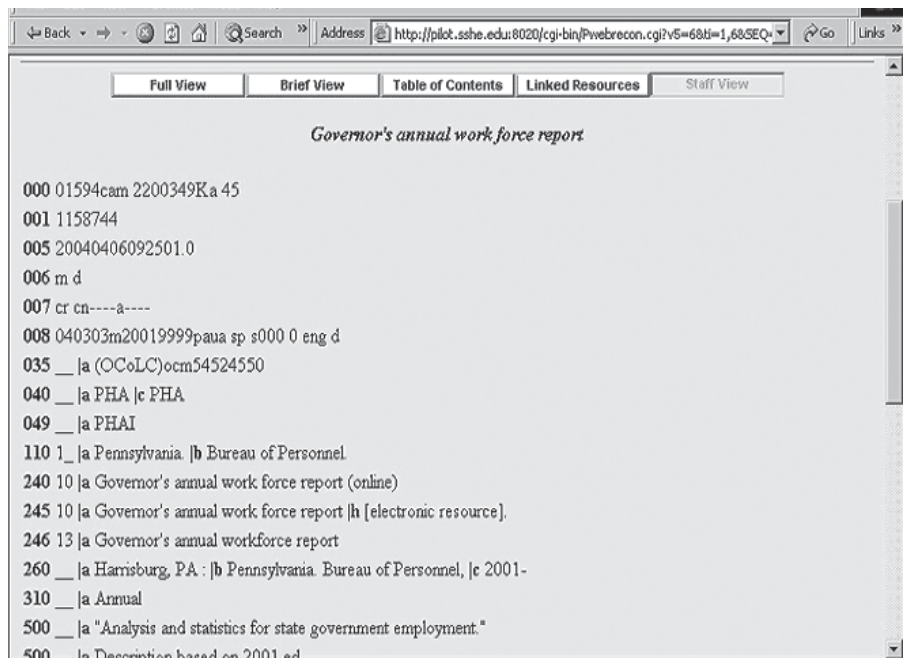


Figure 3. Finding the Staff View in the state library catalog record.

Because Digital Archive bibliographic records and links became part of WorldCat and the state library's existing catalog, searching for the documents was easy. In addition, the information could be shared with other OCLC libraries.

Unfortunately, there were some drawbacks.

Initially, we had some technical difficulties in loading the software. Staff members tracked the problem to the use of an older version of Java than what was typically used for our current applications.

We also found that the instructions were inadequate. This is not an unusual situation with new and developing software, but for customers looking for succinct help, the resources were not in place at the time of this test.

A much larger issue was that harvesting did not work through dynamic pages. The majority of the state agencies' web sites use Active Server Pages, and we could not harvest documents without taking the time to go directly to the document we needed to archive.

Each entry required multiple clicks to accomplish a task and there was no facility to turn options on or off. Repetitive harvesting becomes very tedious unless there are ways to speed the process.

PDF documents residing in Digital Archive were slower to load than if they were accessed directly. We believe this to be due to the second layer of Digital Archive.

The search results page was not effectively named so that end users were confused about what, exactly, they were seeing. This is simply a naming issue, where a header should be more description than technical.

## Summary of Results

After working with Digital Archive for four months, we determined that:

- There was no web crawler to find sites.
- Dynamic sites didn't allow harvesting of documents.
- We were able to create durable links.
- We were able to store documents indefinitely.

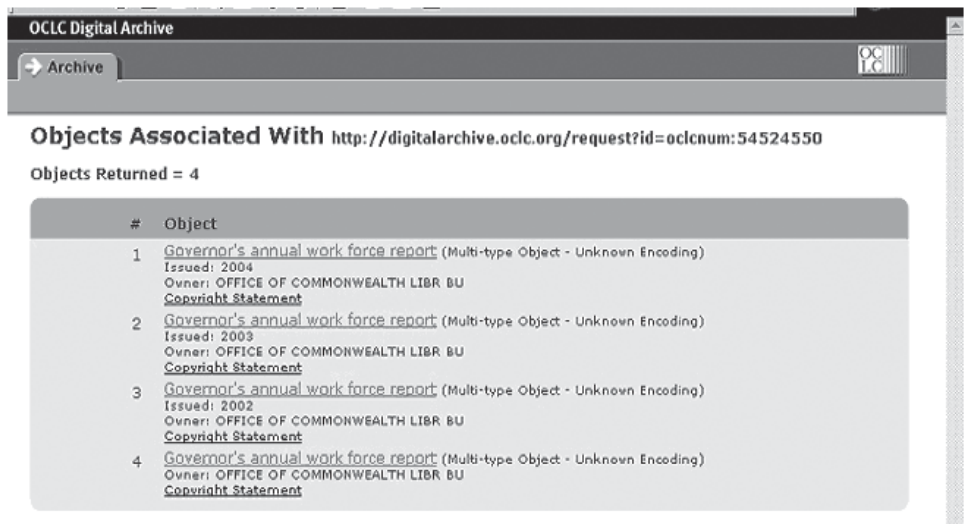


Figure 4. Multiple entries for a serial in Digital Archive.



Figure 5. Search results page.

- We could recall the document, but end users were sometimes confused by what they saw.

The drawbacks were enough to cause the State Library of Pennsylvania to drop Digital Archive, at least for the present. OCLC was willing to listen to our opinions and suggestions, and we look forward to a new generation of this software that will eliminate the problems. In the meantime, the state library is continuing to search for elements that can work together to allow us to fulfill our mandate to maintain and offer access to all documents, including those that are born digital. ■

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4. Commonwealth of Pennsylvania. *The Library Code*, 24 P.S. § 4201, as amended. June 14, 1961.
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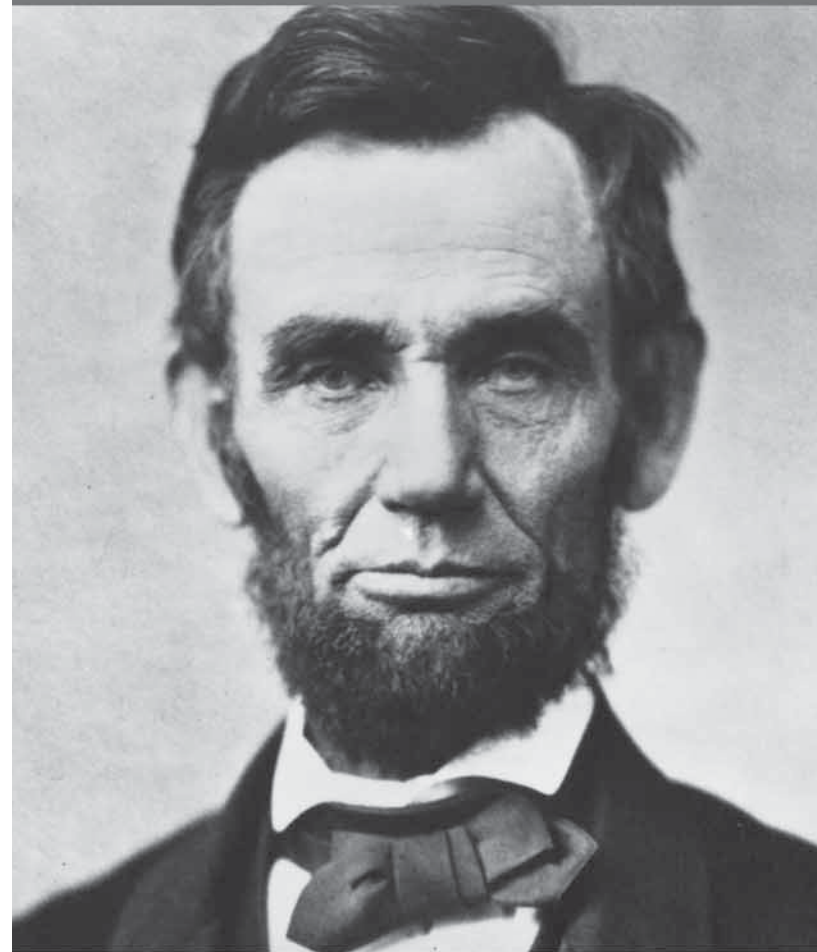
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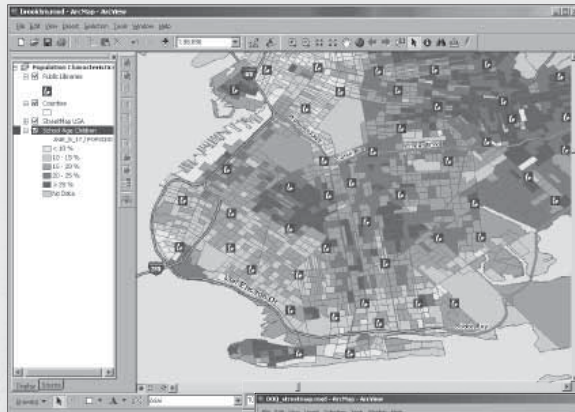


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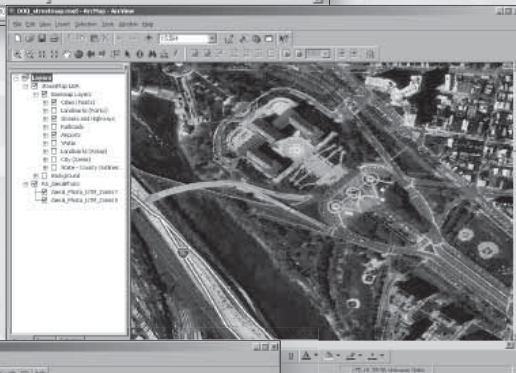
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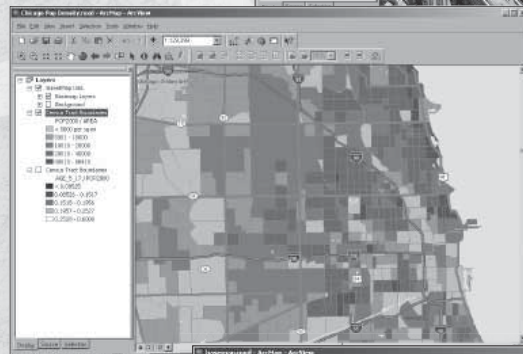
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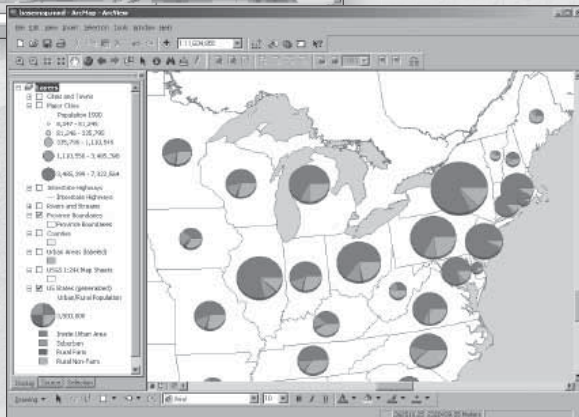
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# Reviews

**Researching National Security and Intelligence Policy.** Bert Chapman. Washington, D.C.: CQ Pr., 2004. \$125. ISBN: 1568028555.

*Researching National Security and Intelligence Policy* aims to present an “expansive view of the multiple factors that compose national security policy” (xxi). As the preface notes, the scope of the book is global and includes “works from governmental and scholarly publications that represent a variety of methodological, partisan, and ideological viewpoints” (xxi). The focus is on the United States, but “publicly accessible English-language” (xxi) materials from countries such as South Africa, Australia, and the United Kingdom are also represented. Freely available Internet resources are stressed, but print, microfilm, and other formats are included as well. While many of the URLs listed in the book were last accessed in 2003, the author does suggest avenues for tracking down web sites, such as Google or SearchMil.com. Government publications and the Federal Depository Library Program (FDLP) are highlighted.

The book’s fourteen chapters cover such topics as “National Security Educational Institutions,” “Executive Branch Agencies—Department of Defense,” “Independent Agencies,” and “Legal and Regulatory Resources.” Each chapter topic is broken down into its constituent parts; for example, the “Legal and Regulatory Resources” chapter contains sections on the U.S. Statutes at Large, the United States Code, Military Law, and so on. These sections are further subdivided as necessary. Each entry on the agency, office, commission, or other organization contains a brief overview of the organization, its origin, history, and current form. Following this description the organization’s web address is given, along with a list of publicly available reports. One chapter of particular interest is “Selected Indexes, Journals, Series, and Scholars.” Each chapter is followed by an extensive list of references.

Useful features of the book include a detailed table of contents, an index, a list of cited authors, and a list of acronyms. “Boxed Features,” or call-out boxes, add interest and information to the text. Some of these boxed features include information on such topics as the USA PATRIOT Act, the Central Intelligence Agency, the Posse Comitatus Act, and the Library of Congress Classification System.

*Researching National Security and Intelligence Policy* is a highly useful book for anyone beginning or continuing their search through the maze of governmental and non-governmental organizations that develop policy. The listing and explanation of the many players in the national security and intelligence policy arena highlight the complexity of the field and the many areas a researcher must explore to gather information. ■

**Mary C. Horton**, *Information Services Team Leader, Wake Forest University;* [hortonm@wfu.edu](mailto:hortonm@wfu.edu)

## Digital U.S. Congressional Serial Set Collections—Reviews of the Readex and LexisNexis Products

Those of us fortunate enough to care for a historical U.S. Congressional Serial Set are intimate with the variety of materials, vast scope, and constant surprises contained within the *Serial Set*. The challenge of any digital version is to present such a complex source in an effectively indexed, intuitively searchable, clearly imaged and easily printable product. Two products currently vie for the attention of librarians and users. We will look at each in turn.

### Readex Serial Set

Readex is releasing its *U.S. Congressional Serial Set (1817–1980) with American State Papers (1789–1838)* in chronological order, several congresses at a time. The coverage as of reviewing is 1817

(15th Congress, 1st session) to 1861 (37th Congress, 1st session). The final goal is to cover from the *American State Papers* through 1980.

The initial screen is well-designed and colorful. The top third contains the search box and links to hints. Some of the text on the screen might be too small for some eyes. However, changing the browser’s text size to large did not affect the display detrimentally. The lower portion of the screen contains tabs to the browse topics of: Subjects, Publication Category, Standing-Committee Author, and Congress. Clicking on Home from within a search takes the searcher, rather disconcertingly, back to the Readex databases page, not the home page of the *Serial Set*.

The subjects tab defaults to Armed Forces and Conflicts, but the user can easily click on additional categories. These include such categories as Names of Acts and Personal Names, always hard to retrieve, as well as expected categories such as Education, Internal Affairs, and Social Issues. Each of these subjects invites the searcher to explore further. Each individual topic includes a parenthetical statement of the number of hits attached to that term. To avoid excessive scrolling within each category the more advanced user must use Ctrl-F (find) to locate terms quickly.

The initial search box defaults to a simple search, though libraries have the option of defaulting to the advanced search if they wish. The simple search provides a drop-down box to the indexed fields, but doesn’t allow date limiting. While this is not a major issue currently, as the product grows this will become problematic. Immediately apparent in all searches is the ability to limit to documents with tables, illustrations, or maps, a very desirable feature.

Advanced search does provide date limiting functionality. The lack of a clear search button is annoying and a problem that could easily be solved. Advanced search provides boxes with the option to cross indexes in multiple

search boxes as well as the table, illustration, and maps limitations available in the initial search. A sample advanced search on "Brown" in Personal Name and "Harpers Ferry" in Geographic Location yields the Senate inquiry to John Brown's raid on Harpers Ferry.

Results are displayed in ascending chronological order. As the product expands beyond 1861 it would be useful to display in descending chronological order as well. However, it is very easy to refine within the search via the search box that remains at the top of the screen. It defaults to searching within the results, though the user can search All Documents if desired.

Clicking on the title in the results list will retrieve the image first. Here the display includes a box listing all the page numbers, tables, and illustrations on the left and the image on the right. In the case of large publications, such as the Harpers Ferry report, this format can be annoying. The pagination section requires scrolling way down the screen. Lurking at the top of the screen,

however, is a box to search within that publication. A search on the personal name "Lee" adds bold type to all the pages that refer to Colonel Robert E. Lee. In addition, the word is highlighted in red in the image itself.

It is unfortunate that users will probably stop at the image, for within the full citation lurks a wealth of information. Personal names, subjects, color illustrations, maps, and publications categories are all linked, allowing the researcher to explore other avenues for information. The addition of tables and their captions to this list would be helpful. Contents notes provide further information on where to look within a document. Finally, the citation contains a stable OpenURL link suitable for linking to with reserves modules. This will prove most useful for faculty looking to integrate primary sources into their classes.

Page images may be resized within the product using a fixed set of sizes. I'm not entirely clear why the 25 percent is available, for everything is

illegible at that size. Better perhaps to have an additional larger size, such as 75 percent, to assist in initial review of results.

Image quality can vary from good to poor and is a distressing lapse. Tables and illustrations are a particular problem in early volumes. Even text is difficult to read in some places. Readex is committed to improving the poor quality of early images and is initiating a plan for additional quality review.

Color maps and color illustrations open in a separate window with a map viewer. This allows the user to resize the image and zoom. Details are more apparent here, and I believe that some black-and-white images would be improved if they too were opened here as well.

Individual pages can be printed or downloaded as they are viewed. Here downloading includes the TIF format, though in my tests I saw little difference in the quality. Printing or downloading multiple pages is limited to twenty-five pages at a time. The user can check off

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boxes for the page or pages they wish to print or download. There is also an option to print a range of pages. On the one hand this limitation is annoying. On the other hand, it prevents students from sending a seven-hundred-page PDF to the printer!

### LexisNexis Serial Set

Current coverage in the *LexisNexis U.S. Serial Set Digital Collection* is indicated as including volumes from the 15th and 37th Congresses (1817–1939). The final goal is to cover volumes from 1789–1969. Currently, broad searches retrieve documents from beyond the 1939 date. Unfortunately, there seems to be no online source that specifies which documents are up and which are still in process. This leaves the searcher to wonder, when not finding something, whether it is the search that is at fault or whether the item is not yet included.

The interface for the product is modeled on other LexisNexis products, in particular *LexisNexis Congressional*. It is a very two-dimensional design that does not take advantage of the linking quality and flexibility of web design. It is to be hoped that this will change; LexisNexis plans a redesign of its interface in the future. In the meantime, researchers comfortable and familiar with this interface will have no trouble navigating it. Individuals less familiar with them will have more of a challenge.

The guided search will be the primary entry point for users. It is laid out in the standard LexisNexis manner: links to other products down the left side and a search box in the upper third, with searching tips in the lower part of the screen. The form encourages users to put in their own terms, which is somewhat risky when searching for nineteenth-century materials. Users may not think of nineteenth-century terminology when searching, for example, “paupers” for “the poor”; or could use names of events applied retrospectively such as “Civil War” or “War Between the States” for “War of the Rebellion.”

The citations are based on the current online version of the *Serial Set*

*Index*. LexisNexis is reindexing most of the documents as they are digitized, continually expanding the indexing and providing additional detail. Unfortunately, this causes a disjunction within the product. For example, for subject assistance users are guided to the subject list, but it is not consistent with the subjects used in the newly enhanced citations. A search in the subject list for “Monroe Doctrine” retrieves no hits. A general search does retrieve the *State of the Union* address that contains the doctrine. In addition, “Monroe Doctrine” is cited as a subject heading in that entry. I have been told that this is a function of the size and scope of the project and that the subject list will catch up. However, until then, it is misleading to the user. Every effort should be made to bring the list displayed in sync with the headings used.

A bonus in the guided search is the ability to search table, document and section, and illustration titles specifically. Date and congress limiting is available on the first screen—an essential limit in a product spanning so much time.

The option of document numbers searching is geared primarily to expert searchers, so it may be quibbling to ask that the name of search boxes be linked to the explanations in the tips section. However, I was baffled by the “Serial Set ID Number,” which I took to be Serial Set volume number until I scrolled down and found the definition.

The SuDoc number makes a welcome appearance in this list. Full SuDoc searches retrieved very useful results. Unfortunately, the truncation did not seem to work correctly. I followed up on a suggestion to increase the initial number of characters before truncating, but even that did not work. Only the examples suggested, or full SuDoc numbers, retrieved results. This is a basic problem in the searching mechanism that should be resolved. When working, this unique feature will be very helpful to the practicing documents librarian.

LexisNexis returns to its legal roots in providing not only bill number searching, but public law number and *Statutes at Large* citation as well. Legal

researchers will find this functionality very helpful. The *CartoBibliography* has been leveraged to provide a detailed index to maps in the *Serial Set*. This enhances the overall access to maps in the *U.S. Serial Set* in any format. Digital map images are interesting, but not always practical. Digital maps allow zoom and scan, but at the expense of the facility of easily viewing the whole. Printed maps provide easy maneuverability around the map while allowing the user to view entire geographic entity.

Results can be displayed in descending chronological order or by relevance. It would be useful to be able to switch the date sorting from descending to ascending, especially as the product grows.

The resulting citation is the familiar *LexisNexis Congressional* citation with PDF images embedded within it. Illustration captions are listed in the citation though not captions for tables or maps. Page references and captions for all are promised in the near future. Those reindexed citations show an additional level of subject detail, which will prove invaluable.

Users have the choice of opening the entire document or chunks of fifty pages at a time. It is at this point that the improvements in indicating the location of illustrations, tables and even maps would prove most valuable. The promised improvement of “chunk searching” would be most welcome. Currently the user must download the entire document and search for a term within the PDF. Unfortunately, some of these are so large and detailed it takes a great deal of time to download. Once downloaded, researchers must use the find command to locate terms within the document itself. An attempt to consistently locate the word “Lee” in the Harpers Ferry report was very difficult and I finally gave up.

Where the product truly shines is in the quality of the images. The text is clear and easy to read. The tables are legible and useful. The black and white images of insects from an 1849 agricultural report have lost none of the detail in the scanning process. And color illustra-

tions seem to jump off the screen. Each PDF file has bookmarks which allow the user to scan through the section for illustrations and maps. The granularity of the resolution does increase the time it takes for Acrobat to load a map, but the resulting quality is exceptional.

Once printed the image retains its quality. My favorite images of sheep come out with every curl in place.

Tables print legibly and are easy to read and the text is clear and crisp.

### Conclusion

Both products deliver a digital *Serial Set*. Each brings a different facet of excellence to a monumental project. Readex delivers scholarship and browsability. LexisNexis delivers additional access points and exceptional image quality. Both promise

improvements as each continues to add material. What's a documents librarian to do? In this case, I believe the decision will require a local evaluation of how the product will be used and by whom. It will not be an easy decision. ■



**Ann E. Miller**, *Federal Documents Librarian, Duke University*; [aemiller@duke.edu](mailto:aemiller@duke.edu)

## Civics Flash Cards from the U.S. Citizenship and Immigration Services


These civics flash cards are available at [http://uscis.gov/graphics/citizenship/flashcards/Flashcards\\_web\\_reversed.pdf](http://uscis.gov/graphics/citizenship/flashcards/Flashcards_web_reversed.pdf).

Question 46

What are some of the requirements to be eligible to become President?

USCIS Civics Flash Cards





A candidate for President must

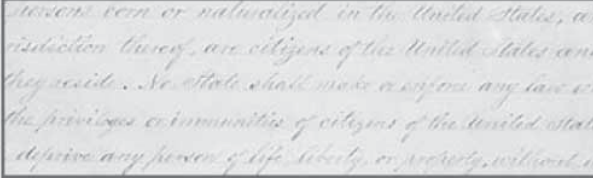
- be a native-born, not naturalized, citizen,
- be at least 35 years old, and
- have lived in the U.S. for at least 14 years.

Question 19

How many changes, or amendments, are there to the Constitution?



USCIS Civics Flash Cards




Twenty-seven amendments

Question 27

Name two Senators from your state.

USCIS Civics Flash Cards



The answer to this question depends on where you live. For a complete list of United States Senators and the states they represent, go to <http://www.senate.gov>.

# OECD Factbook 2005

*Just published*



ISBN 92-64-01869-7 \$63.00

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**OECD Factbook 2005** is the first edition of a comprehensive and dynamic new statistical annual from the OECD. More than 100 indicators cover a wide range of areas: economy, agriculture, education, energy, environment, foreign aid, health and quality of life, industry, information and communications, population/labour force, trade and investment, taxation, public expenditure and R&D. Data are provided for all OECD member countries with area totals, and in some cases, for selected non-member economies.

For each indicator, there is a two-page spread. The page on the left is textual and includes a short introductory text followed by a detailed definition of the indicator, comments on comparability of the data, an assessment of long-term trends related to the indicator, and a list of references for further information on the indicator. The page on the right contains a table and a graph with a graph providing—at a glance—the key message conveyed by the data.

For the first time in an OECD book, a dynamic link (StatLink) is provided for each table which directs the user to a web page where the corresponding data are available in Excel™ format.



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## Dues Proposal

The GODORT Steering Committee voted at the 2005 ALA Midwinter Meeting to revise member dues.

Current dues:

\$20 Regular, Organizational, and Corporate Members

Revised dues proposal:

\$20 Regular Members

\$35 Organizational and Corporate Members

\$10 Student Members

The revised dues proposal will be presented to the GODORT membership for a vote at the GODORT Business Meeting, ALA Annual Conference, Chicago, on Monday, June 27, 2005.

**Marilyn Von Seggern**, *Chair, Membership Committee, Washington State University Libraries, Pullman; [m\\_vonseggern@wsu.edu](mailto:m_vonseggern@wsu.edu)*

## Tips from Tim

### What I Never Want to See (Again) in Paper

Tim Byrne

GPO recently caused quite a bit of commotion with its survey to add titles to the "Essential Titles" list of items that should always be distributed in paper. Struggling to pare down my list to only ten titles was not any fun, so in the middle of all this I found myself making a list of things I never wanted to see again in paper.

1. *Loose-leaf Transmittals*. Anything with loose-leaf transmittals that need to be interfiled, especially when not all transmittals get distributed, *or* transmittals that are distributed out of order, *or* some transmittals are distributed in microfiche, *or* transmittals are distributed without the base volume, *or* new base volumes being distributed late and transmittals that should have been filed into the new volume are already filed into the old volume.
2. *Literature Distribution Stands*. Tabletop displays designed to hold brochures for public distribution. These never fit on the shelf well.
3. *Card Sets* (including recipes, games, study guides). O.K., some of these are pretty cool but they are still a pain to deal with. Do you just put them out on the shelf, or keep them in the office, or put them someplace special and forget about them? However, it would have been neat to get the "50 Most Wanted Iraqi" card set.
4. *Advertisements*. These are even worse when GPO actually catalogs them and patrons looking for the *Statistical Abstract* end up with an ad telling them how to order it. Of course, if they are ads for publications GPO no longer distributes to depositories in paper, they are really

annoying. I guess those ROTC brochures qualify as ads. One or two would be fine, but do we really need to get the same brochure for every school with an ROTC program?

5. *Envelopes* (usually containing ads of some sort). I am often tempted to drop these in the nearest mailbox and let the Postal Service deal with them.
6. *Time Sensitive Material*. Dated material that is out of date before we get it. Applications received too late to apply. Current awareness services that are not very current. Concerts that have already happened. Requests for comments that you can't comment on anymore.

While I was at it, I added a couple of things I never want to see again in microfiche.

1. *Maps*. Of course, it is tempting to say microfiche of anything, but there are some things that I actually prefer in microfiche, like congressional bills and flood insurance studies, and the *Catalog of Copyright Entries*. The only thing I can think of more inappropriate for microformat than maps would be posters.
2. *Color Publications*. Sure, color microfilm is expensive but if the issuing agency felt color was worth the expense, then it should be filmed in color. If you were buying microfilm backfiles of *National Geographic* or *Playboy*, wouldn't you want it in color? A related concern: coloring books in microfiche.—*Tim Byrne, Government Publications Library, University of Colorado, Boulder, [tim.byrne@colorado.edu](mailto:tim.byrne@colorado.edu)*

## GODORT 2005 Annual Program

### Born Digital, Dead Tomorrow:

### Strategies for the Preservation of Web-based Government Information

Monday, June 27, 2005, 9:30 A.M.-12:30 P.M.

Sheraton Hotel, Superior A/B

What can be done to collect, preserve and access collections of online government information? Using examples from the Arizona Model for Web Documents Preservation and Access, the Illinois Capturing E-Publications of Public Documents, the North Carolina Access to State Government Initiative, and the Stanford LOCKSS project, the program will address applications of digital tech-

nology for the collection, preservation and curation of at-risk digital materials.

Speakers:

- **Richard Pearce-Moses**, Arizona State Library, Archives and Public Records, Director of Digital Government Information
- **Joe Natale**, Illinois State Library, Fund Resource Coordinator
- **Kristin Martin**, State Library of

North Carolina Digital Metadata Manager/Documents Cataloger

- **Chuck Eckman**, Stanford University Libraries, Principal Government Documents Librarian & Head, Social Sciences Resource Group

More information: [http://sunsite.berkeley.edu/GODORT/program/program\\_2005\\_chicago.htm](http://sunsite.berkeley.edu/GODORT/program/program_2005_chicago.htm).

## Images from the National Archives and Records Administration, Still Pictures Branch, RG 29-NR Navajo Enumeration of 1930.



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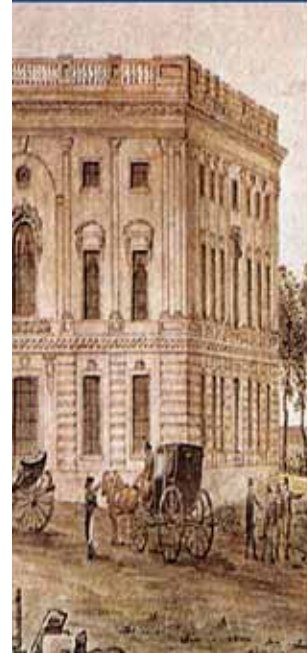
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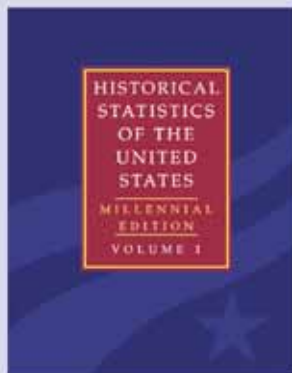
In addition to its legislative journal, the Senate has from its inception maintained a separate record of its proceedings in executive session. These publications capture matters related to confirming presidential nominees and consenting to the making of treaties.

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