DttP

Documents to the People

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- Michigan Documents in the Digital Age

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DttP 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.

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DttP

Documents to the People

Spring 2006 | Volume 34, No. 1

Columns

Articles

'Round the Table

About the cover: The cover is a photo of a document in action—the *National Park Service Guide to Glacier Bay* in front of the Margerie Glacier taken by Andrea Sevetson.

Editor's Corner

Andrea Sevetson

This is the tenth issue for this *DttP* editorial team. What does that mean for us as we near the end of a three year term? Well, we get to review what we think we have accomplished, to think about what we would still like to do, and to decide whether to apply for a second term putting together *DttP*. I'm delighted to tell you that most of this team decided we enjoyed it enough, and our careers were in the right place, so that we could continue. Also, at this last Midwinter Meeting, the Publications Committee and the Steering Committee voted to keep us in place. So we're pleased that we'll be around for another three-and-a-half years (or thirteen more issues).

During the course of the past ten issues, I've had several conversations with friends and colleagues about the role of a professional journal and how *DttP* can best serve GODORT. One question that comes up is—should *DttP* be refereed?

A professional journal's role varies from organization to organization, even within ALA. Some of the ALA division journals are refereed (or partially refereed), and some aren't. Those that are refereed tend to have a lot more editors on the team (one has one hundred people in the pool of readers, another smaller endeavor has only fifteen). I believe it's also true that those divisions can afford to pay their editors a lot more than GODORT does (not that we're complaining!) because it's just a lot more work to manage the refereeing process and all of those people.

But that leaves the question of our professional journal—what is *DttP,* and what should it be? In some ways, *DttP* is very much a product of what has come before. Those of you who have been around since the 1970s and 1980s remember when *DttP* was essentially a newsletter of GODORT activities. Minutes would sometimes take up the whole issue—and they were in small type! Articles and columns started to creep in to support the educational mission of GODORT as well to keep ourselves abreast of issues in the field.

With the advent of the web, *DttP* has continued to evolve. Much of the day-to-day business of GODORT has moved to the web. The bylaws and our *Policies and Procedures Manual*, the directory, all of our minutes, lists of resolutions from the Legislation Committee, and content such as the cataloging toolkits, and more, are available on the web site.

Where does this development leave *DttP*? Well, the editorial team hopes it allows us to do more creative thinking about material you might want to see. We hope to make the journal timely and relevant with articles such as this issue's article on E-gov and Katrina. We hope to offer more "theme" issues where most of the articles are related to a particular concept, and columns that address current issues and different areas of interest to GODORT members and *DttP* subscribers. And we hope to ask you—the readers—what you think about *DttP* in the near future. Yes—we're actually hoping (planning) to put together a readership survey so we can find out if *DttP* serves your needs, what you pay attention to in *DttP,* and maybe a bit about what you would like to see.

Until then, if you have suggestions for improvement, ideas for articles and issues, send your ideas and comments to dttp.editor@verizon.net.

Enjoy your issue of *DttP*! ■

From the Chair

Arlene Weible

A couple of events that occurred this fall have generated discussions about the future of GODORT activities, and I would like to address some of these issues in this installment of the chair's column.

First, there was the very difficult decision to cancel the scheduled GODORT preconference on international government information for the 2006 Annual Conference. A number of factors led to this decision, including concern among the planners about infrastructure in New Orleans to support an off-site program, apprehension about the program's ability to attract sufficient attendance to generate revenue for GODORT, and the perception that a preconference on this topic may be more appropriate for the 2007 Annual Conference in Washington, D.C. Throughout this discussion, it had become clear that GODORT should explore programming opportunities that are not necessarily tied to conferences and take advantage of technologies that would allow virtual attendance. The Program Committee is currently exploring the possibilities, and they will be challenged to find a model that will allow GODORT to continue to generate revenue from continuing education activities. However, virtual programming would definitely address concerns raised that GODORT needs to reach out to librarians who are not able to attend conferences, and is the direction in which we should be moving.

Another issue that has been raised recently is GODORT's representation on ALA Council. Declining GODORT membership, combined with the growing membership of other ALA round tables, has led to GODORT to drop out of the top five largest round tables group. This means that GODORT will lose its single councilor and will have to share a councilor with other, smaller round tables after Cathy Hartman's term expires in 2007. Round tables are the only units within ALA that can gain representation based on the size of their membership. This is inherently unfair, given that some of these "smaller" round tables are bigger than some divisions and state chapters, which each have their own councilor. Because other round tables are affected by this inequity, we hope to use the Round Table Coordinator's Assembly, plus our currently strong representation on ALA Council, to begin the steps needed to change the ALA Bylaws.

Finally, I have been asked if GODORT will be working on its own vision document on the future of the Federal Depository Library Program. I believe that the Depository Library Council has done an excellent job of offering an open process for developing a vision document, one that has allowed many GODORT members to provide input. Also, council members will be specifically seeking GODORT members' feedback at the Federal Documents Task Force's Midwinter meeting. I think it is important for GODORT members to participate in the council's process, and wait for the results of the process before determining any further actions.

By the time this column is published, the Midwinter Meeting in San Antonio will have concluded and we will have tried out the new GODORT meeting schedule. I am eager to hear your feedback and suggestions on how we can continue to improve GODORT members' conference experience. ∎

On the Range

Promote Your Documents Expertise

Brian W. Rossmann

If your library is anything like mine, the number of documents-related reference questions being asked by your patrons is in steep decline. This is not a recent trend, but rather one that has been ongoing for some time now. I still consider myself to be a relative newcomer to documents librarianship, having specialized in this area only since the late 1990s (although I have worked in libraries as a documents librarian at three different institutions of higher education). Back in 1998, when I first got into this gig, my colleagues—even then—were wringing their hands in dismay at the falling number of documents reference questions.

This spring, a friend of mine decided to go back to college to work on a graduate degree in political science. At her very first class, she was given an assignment that directed her to look at the U.S. budget, identify a division or agency within one of the cabinet departments, and find the summary tables for the full department; in other words, this assignment involved reading and understanding a public government budget. Strikingly, not so long ago, almost the only place a typical student or citizen would have been able to find this sort of information would have been at a depository library. Moreover, such a person would almost certainly have required the assistance of a documents librarian to locate this information. Now, however, armed with a few URLs provided by the instructor, along with the ability to perform basic searches on Google, the students in this class can access this information via a wi-fi connection from the comfort of their favorite coffee shop as they work on their homework sipping a mocha latté. Pretty easy, eh?

Well, not so fast. After poring over PDF versions of the budget for a while, my friend was having difficulty understanding some of the differences between what she was finding in the budget itself and its appendices. So, knowing that I am the government information specialist in our library, she stopped in for some help. After only a few minutes, together we were able to make sense of it. As she was leaving she called over her shoulder: ". . . if only I'd come straight to you I'd have saved myself a bunch of time." (Now, how often have we all heard that one!)

Apparently there are about thirty students in this class. Unfortunately none of the others came to the library for help. The instructor of the class did not encourage the students to seek out the assistance of a documents librarian while working on the assignment. Perhaps none of the others experienced the difficulty that my friend did, or maybe they just struggled through it on their own.

The experience was a stark reminder to me that now, perhaps more than ever, government information specialists do have a role to play in locating and understanding government information, despite the fact that it's all only a click or two away. The organization of the U.S. government and the information that it produces is complex and mystifying. The differences between the *Federal Register*, *Congressional Record,* and the *Code of Federal Regulations* (to cite just a few random examples), while eminently clear to *us*, are frequently perplexing to the typical layperson (indeed, even to the generalist reference librarian); and—although this is counterintuitive to most people—it is not always easier to navigate this information in the online environment. While once these patrons had no option but to come to us for help, they now do not perceive a need to involve a librarian in their research. Maybe one of the greatest challenges for a documents librarian today is to *market his or her expertise to the library's constituency so that it knows that expert help is available.*

What I am suggesting is outreach, which I believe is becoming increasingly and especially important in our area of librarianship. Whereas there once was a time when our patrons came to us on their own, as Bob Dylan said, "The times they are a-changin'." While many academic libraries have some sort of liaison program that reaches out to various departments, government information is truly multidisciplinary; so, perhaps the government documents librarian needs to be marketing his or her services widely across campus to different subject areas. The fact that the instructor of my friend's class did not tell her students that help was available from me is an indication that I have not been aggressive enough in communicating to her department what services I am able to provide to both her and her students. I take small comfort in the notion that I am probably not unique among government information librarians in this failure.

The marketing of our expertise in government information, as opposed to promoting a collection of government documents, is not something that is relevant only in the academic environment; our colleagues who work at public or special libraries have the same challenge: somehow to communicate to your constituency that *you* have highly developed expertise in finding, understanding, and explaining government information.

An aggressive and ongoing outreach program by government information specialists that promotes our unique expertise will go a long way toward ensuring that we remain essential to the success of our patrons who use government information, whether that information is online or a legacy collection. Then there will always be a special place for us in libraries, and we will continue to fulfill our mission of bringing documents to the people. ▮

International Documents Roundup

The "Other" WTO

Jim Church

The World Trade Organization (WTO) has a long and curious relationship with the United Nations (UN) that is little known and more than a little bewildering. The origins of the WTO date back to the Bretton Woods conference of 1944, where an international agency (the International Trade Organization, or ITO) was envisioned as working alongside the World Bank and International Monetary Fund to foster economic stability through equitable trade policies.[1] The organization foundered in the late 1940s, when the United States and other legislatures failed to ratify the ITO charter, which was drafted at the UN Conference on Trade and Employment in Havana in 1947 under the auspices of the UN Economic and Social Council. At virtually the same time the General Agreement on Tariffs and Trade (GATT) was set up as an interim multinational commercial agreement that was expected to be integrated into the ITO framework when the Havana charter came into effect. That never happened, and as a result the GATT emerged as the world's most important international trade instrument and de facto legal organization. Despite its growing importance, for several decades the GATT remained a "provisional" international organization without a strong institutional framework, until the Marrakesh Agreement establishing the GATT's successor organization, the WTO, entered into force in January 1995.

The ITO (and thus by extension the GATT) was originally intended to be a specialized agency of the UN, and its association with the UN remained ambiguous for years (the original four-volume GATT agreement is a UN sales publication).[2] Until the 1990s, many UN organizational charts displayed a quasi-official relationship between the GATT and the UN, via a dotted line to the Economic and Social Council. More importantly for libraries, the GATT implemented a limited depository program starting in the 1950s that continued until 2003—at the height of the program more than 300 libraries worldwide were enrolled. Selected documents such as *Basic Instruments and Selected Documents* and the *Trade Policy Review* series were distributed via the program, although the majority of GATT documents were either restricted, filed in storage at the GATT headquarters in Geneva, or available for purchase on an expensive microfiche collection.[3] The WTO continued to run the GATT depository program until 2003, when it formally ceased operations. At present all derestricted WTO documents are freely available on the Internet, while print publications may be purchased from selected commercial vendors.

This article is not primarily about the WTO. The reason I provide all this background on the WTO is because *another* WTO has recently vaulted into prominence on the UN scene—the World Tourism Organization, which became a specialized agency of the UN in 2003. The incorporation of the World Tourism Organization (the "other" WTO—which I shall refer to henceforth as WTO2) into the UN family of organizations is thus doubly confusing. In fact, the history of WTO2 dates back even further than the more famous claimant of the acronym. The World Tourism Organization traces its origins back to the International Congress of Official Tourist Traffic Associations, a nongovernmental organization set up in 1925 in The Hague. The WTO2 itself was established in 1974 and held its first general assembly meeting in Madrid in May 1975. In 1976 the body became an executing agency of the UN Development Programme (UNDP), and in December 2003 it became one of fifteen specialized agencies of the UN, joining such organizations as the United Nations Educational, Scientific and Cultural Organization (UNESCO), International Labour Organization (ILO), the World Bank, and the World Health Organisation (WHO).[4] WTO2 continues to act as an executing agency of the UNDP and has concluded legal agreements with UN programmes, funds, and specialized agencies, including United Nations Environment Programme (UNEP), Food and Agriculture Organization of the United Nations (FAO), International Civil Aviation Organization (ICAO), and WHO. In 2005, the WTO2's membership was comprised of 145 countries, 7 territories and more than 300 affiliate members representing educational institutions, tourism associations, and government authorities. The structure of the organization is similar to that of many international governmental organizations and is composed of a general assembly, an executive council, six regional commissions, several administrative and programmatic committees, and a secretariat.

That the UN should incorporate the WTO2 into the family of UN specialized agencies begs the question why tourism is considered fundamental to the mission of the UN. The answer is perhaps best illustrated by the historical relationship WTO2 has enjoyed with the UNDP. Tourism is an important economic, social, and cultural development issue. It has become the number one industry in many countries and the fastest-growing economic sector worldwide in terms of job creation. Tourism stimulates growth in infrastructure, which, along with other effects, can help improve the living conditions of local people in the developing world. More and more, tourism is seen as intrinsic to the challenges and opportunities of international development. It is viewed by the UN and increasingly by policy makers and academics as a powerful force for spreading intercultural awareness, personal friendships, peace, and international understanding.

Which is not to say that tourism does not have its problems: all UN organizations by virtue of their existence deal with international issues in their field of governance—whether that be agriculture, public health, or international finance. *The Global Code of Ethics for Tourism* (GCET), for example, is WTO2's comprehensive set of principles whose purpose is to "set a frame of reference for the responsible and sustainable development of world tourism." The document was called for in a resolution of the WTO2 General Assembly meeting in Istanbul in 1997, and after much deliberation the code was approved at the WTO2 General Assembly meeting in Santiago in October 1999.[5] The UN Economic and Social Council adopted a draft resolution on the *Code of Ethics*, and called on the UN General Assembly to give recognition to the Code. Official recognition by UN General Assembly came in December 2001, through its resolution A/RES/56/212.

In its mission statement for the new millennium, the WTO2 assumes a central and decisive role in promoting the "development of responsible, sustainable and universally accessible tourism, with the aim of contributing to economic development, international understanding, peace, prosperity and universal respect for, and observance of, human rights and fundamental freedoms."[6] The hot-button topics for which the tourism industry is routinely criticized are at the forefront of the WTO2 agenda: ecotourism and sustainable tourism, cultural heritage issues, sex tourism, the rights of workers in the tourism industry, and many others (WTO2 has even declared a "right to tourism," defined as "the prospect of direct and personal access to the discovery and enjoyment of the planet's resources constitutes a right equally open to all the world's inhabitants").[7] The work of the organization, as stipulated in its General Programme, is composed of nine areas: Activities of the Affiliate Members, Communications and Documentation, Cooperation for Development, Human Resource Development, Market Intelligence and Promotion, New Information Technologies, Quality of Tourism Development, and Sustainable Development of Tourism. WTO2 considers and addresses issues within these areas, adopts resolutions by majority vote, and in the process creates numerous documents and publications.

The WTO2 also has its own depository program that qualified libraries can enroll in if they wish. The depository arrangement entitles participating libraries to receive a 50 percent discount on all publications, which are dispatched automatically four to five times per year with an invoice. "Qualifying libraries" are defined by WTO2 as "belonging to an institution of higher academic education or an acknowledged institution in the field of science."[8] Libraries from least-developed countries (LDCs) pay only 300 euros per year to cover shipping costs. Participating libraries are also permitted to order back issues of WTO2 publications at the same discount, and receive a 10 percent discount on the WTOelibrary (www.wtoelibrary.org), which, according to WTO2, functions as "an online, fully cross-searchable portal" of a vast number of WTO2 publications in five official languages (English, French, Spanish, Russian, or Arabic), including WTO2 "grey literature." To date WTO2 has published approximately 450 titles, with 30 to 40 new publications being added each year.

Academic libraries that have no interest in becoming a WTO2 depository library should still consider ordering selected WTO2 volumes because of their value to students and scholars (they are not free on the Internet). WTO2 publications are relevant in a wide variety of academic disciplines, including political science, public policy, business and economics, environmental studies, information technology, public health, and education. More specific topics include ecotourism, poverty alleviation, European integration, disaster reduction, sustainable development, and statistics (WTO2 publishes the comprehensive *Yearbook of Tourism Statistics,* which is a must-have for any serious reference collection). Two of the most pressing concerns of WTO2 are sustainable tourism and ecotourism. For those interested in this information, look no further. A quick glimpse at the WTO2 publications catalogue reveals an abundance of titles in this field, including: *Climate Change and Tourism, Rural Tourism: A Solution for Employment, Local Development, and Environment*, *Enhancing the Economic Benefits of Tourism for Local Communities and Poverty Alleviation*, and a set of seven *Ecotourism Market Reports* for different regions of the world. WTO2 also offers two free databases on the Internet: LEXTOUR, a database linking to external web sites and information servers for tourism legislation from governments and universities (www.world-tourism.org/doc/E/lextour.htm); and INFODOCTOUR, a directory of documentation centers, libraries, and database producers of tourism information (www.world-tourism.org/doc/E/infodoctour.htm).

Last fall I taught a bibliographic instruction class for *Political Science 139C: Sport, Politics, and Development*, a class that focused on the role of competitive sport as a factor in international development. It was a challenging class, and it was not easy to find appropriate government information sources: I worked with the students and we all learned something. The first thing that struck me was that the professor was thinking outside of the box and researching a field that would not necessarily be greeted with applause by some of her more hidebound colleagues (I have worked at an academic library that did not collect books whatsoever on sport—the only game for which they systematically purchased materials was chess). A few months later, the professor was invited to attend the second Magglingen Conference on Sport and Development in Switzerland, whose conference page is linked from the UN Sport for Development for Peace Site (2005 is the International Year for Sport and Physical Education). On it, the Secretary General of the United Nations is quoted:

> Sport can play a role in improving the lives of individuals, not only individuals, I might add, but whole communities. I am convinced that the time is right to build on that understanding, to encourage governments, development agencies and communities to think how sport can be included more systematically in the plans to help children, particularly those living in the midst of poverty, disease and conflict.[9]

With a few slight changes, substituting the word "tourism" for sport works equally well. But even if the analogy fails somewhat, I hope the point is taken. The UN has been expanding its role in recent years by becoming more engaged in the world of "civil society"—the examples of sport and tourism are two good ones. Alert librarians, whether or not they agree with this political trend, need to provide patrons with the information that these organizations provide. ■

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1. For an excellent history of the ITO/GATT/WTO, see Hainsworth, Susan. "The General Agreement on Tariffs and Trade and the World Trade Organization," in *International Information: Documents, Publications and Electronic Information of International Government Organizations*, 2nd ed., vol. 2, ed. Peter Hajnal (Englewood, Colo.: Libraries Unlimited, 2001), 72–90.
2. *General Agreement on Tariffs and Trade,* 4 vols (Lake Success, N.Y.: United Nations, 1947). (United Nations sales publication no. 1947.II.10).
3. The majority of these documents are available on the GATT Digital Library web site at Stanford University (http://gatt.stanford.edu/page/home). Documents date from 1947–1994 at this writing.
4. Pursuant to UN General Assembly Resolution 58/232.
5. Full text of the document is available at www.world-tourism.org/code_ethics/pdf/RES406-English.pdf.
6. See www.world-tourism.org/aboutwto/eng/menu.html.
7. The "right to tourism" is article 7 of the Global Code of Ethics for Tourism (www.world-tourism.org/code_ethics/pdf/RES406-English.pdf).
8. Most academic libraries easily meet the qualifications, which are listed on the World Tourism Organization's online Infoshop—see www.world-tourism.org/ua_ishop.htm. A multipage survey must be submitted.
9. See www.un.org/themes/sport. I highly encourage a thoughtful browsing of the site.

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Washington Report

Patrice McDermott

EXECUTIVE BRANCH

The executive branch has been quite busy in recent months.

Agencies Told to Standardize "Sensitive but Unclassified"

According to a White House memorandum issued on December 16, 2005, executive branch agencies are to develop standard procedures for handling of "sensitive but unclassified" information. This could become the government's largest single information-control category—without the procedural mechanism for review and release that apply to classification.

"To promote and enhance the effective and efficient acquisition, access, retention, production, use, management, and sharing of Sensitive But Unclassified (SBU) information, including homeland security information, law enforcement information, and terrorism information, procedures and standards for designating, marking, and handling SBU information must be standardized across the federal government," according to the memorandum, "Guidelines and Requirements in Support of the Information Sharing Environment," including Guideline 3 on Standard Procedures for SBU (www.fas.org/sgp/news/2005/12/wh121605-memo.html). A week earlier, *Secrecy News* had reported comments by one U.S. government official with subject matter expertise, who spoke on condition of anonymity, that:

> a separate interagency initiative was underway to define and regulate the even broader category of "sensitive but unclassified" information. But "that is far too big a task to come to fruition," the official predicted. Given that agencies were unable to reach consensus on the definition of terrorism-related sensitive homeland security information (SHSI), it will be "exponentially more difficult" to come to agreement on the vastly larger and more amorphous domain of sensitive but unclassified" information, he said (www.fas.org/sgp/news/secrecy/2005/12/121205.html).

National Animal Identification System (NAIS)

The National Animal Identification System (NAIS) is a national program intended to identify specific animals in the United States and record their movement over their lifespans. It is being developed by the U.S. Department of Agriculture (USDA) and the State Department—in cooperation with industry—to enable forty-eight-hour tracing of the movements of any diseased or exposed animal. This will help to ensure rapid disease containment and maximum protection of America's animals. In a September 20, 2005, *Federal Register* notice of a public meeting, the Animal and Plant Health Inspection Service stated, "After considerable discussion regarding the design and administration of the animal tracking database, we have concluded that having multiple industry program databases 'feed' a centralized, privately held repository with all animal movement data can be achieved and can meet the needs of our animal health programs" (http://a257.g.akamaitech.net/7/257/2422/01jan20051800/edocket.access.gpo.gov/2005/05-18760.htm, 70 FR 55101). According to *Congress Daily*, the department proposed a private system partly because meat producers feared that competitors and anti-meat activists might gain access to information held by the government. Producers had expected the government to pay the costs. In early January 2006, USDA announced that it is moving forward with a national identification system for meat animals but does not plan to pay or even analyze the costs of reporting animal movements.

John Clifford, the chief veterinarian of the Animal and Plant Health Inspection Service, said the department would create and pay for a metadata system that would function like an Internet search engine to give the government access to any private animal identification systems, but producers and meat businesses will have to pay for the equipment to make their reports. *Congress Daily* reports that he said Agriculture believes it does not need to estimate the cost of the identification system because producers would report the information to a private entity. Clifford said the federal and state governments would need access to the data at all times, but neither would pay for access to the system. He also said the initial system would be voluntary, but the department can mandate the system under authority in a 2002 farm law. Other countries have made such systems mandatory in order to get information on 100 percent of their meat animals.

National Strategy for Transportation Security

In late October, 9-11 Commission member Slade Gordon told the Senate Judiciary Committee that a Department of Homeland Security plan to protect the nation's roads, bridges, and other infrastructure from terrorist attacks remains classified and hidden from the state and local officials it was intended to help—unless they have security clearances. But this is a step forward: until recently, the Department of Homeland Security refused even to acknowledge to Congress the existence of the plan—despite the fact that lawmakers were the ones who ordered the plan as part of a 2004 intelligence bill. Although few officials have seen the transportation security plan, some lawmakers indicated to the press that it evaluates highways, bridges, tunnels, pipelines, commuter rail, and other infrastructure nationwide that must be protected from terrorist attack. It also was to have set standards and risk-based priorities that agencies should use to draw up security requirements, as well as the relationships between various agencies. Others said it could also include evacuation plans and logistics of emergency responses, such as outlining who would be in charge to ensure the availability of food, fuel, medicine, and other supplies in the event of an attack.

Toxics Release Inventory "Burden Reduction"

On October 4, 2005, the Environmental Protection Agency proposed a rule to "reduce reporting burden associated with the TRI reporting requirements while continuing to provide valuable information to the public that fulfills the purposes of the TRI program. 'Burden' is the total time, effort, or financial resources expended by persons to generate, maintain, retain, disclose, or provide information to or for a Federal agency." According to *OMB Watch* (www.ombwatch.org/article/articleview/3117/1/396), the EPA has proposed three changes, each of which would dramatically cut information available to the public on toxic pollution. The agency is proposing to:

- move from the current annual reporting requirement to every other year reporting for all facilities, eliminating half of all TRI data;
- allow companies to release ten times more pollution before being required to report the details of how much toxic pollution was produced and where it went; and
- permit facilities to withhold information on low-level production of persistent bioaccumulative toxins (PBTs), including lead and mercury, which are dangerous even in very small quantities because they are toxic, persist in the environment, and build up in people's bodies.

Executive Order: Improving Agency Disclosure of Information

On December 14, 2005, President Bush issued Executive Order 13392 (www.whitehouse.gov/news/releases/2005/12/20051214-4.html) to help improve the processing of requests made under the Freedom of Information Act (FOIA). The order raises the profile of FOIA within each department and agency by requiring that each federal agency:

- create a high-level (assistant secretary) chief FOIA officer;
- conduct an internal assessment of FOIA service problems and develop a work plan for making improvements; and
- establish a FOIA Requester Service Center and a FOIA Public Liaison to work with requestors.

According to an analysis by the Coalition of Journalists for Open Government (CJOG), it is not clear how the FOIA Requester Service Centers and a FOIA Public Liaison might function differently than the current FOIA or FOIA/Privacy offices (www.cjog.net/documents/CJOG_analysis.pdf). "The liaisons might best be described as a pseudo-ombudsman, thus negating the need for an ombudsman's office. (The ombudsman proposed in the OPEN Government bill would provide a form of mediation for requesters)." The analysis goes on to note that, "Best case, these changes will lead to more efficient operations and more posting of routine documents on the Internet. . . . For requesters on the cutting edge of departmental discretion, there's not likely to be much change, although it may now be easier to know that you're a victim of deliberate delay, not inefficiency."

The executive order does not address the 2001 FOIA guidance memo issued by then–Attorney General Ashcroft, nor does it offer relief for underfunded and understaffed FOIA offices. Perhaps the concerns with increasing backlogs and search and copy fees will be addressed in the agency-specific work plans mandated by the order.

On an initial read, the order seemed to be a sop to Senator John Cornyn (R-TX)—because of the open hostility of the executive branch, and indifference at best of most Republicans in Congress, to the legislation that he and Senator Patrick Leahy (D-VT) have introduced (Faster FOIA Act -S. 589—and OPEN Government Act—S. 394). The conclusion of the access community is, as CJOG notes, that the White House felt the growing momentum for some repair of FOIA and wanted to head off legislative reform, crafting any change itself. CJOG comments, "five of the leading sponsors of the OPEN Government Act were hastily invited to stand behind him while he signed. Four showed . . . . The Senate cosponsor, Sen. Leahy, didn't attend. He issued a statement calling the order 'constructive' but said even more is needed. 'We can do better.'"

NG(I)A Aeronautical Information QY: "(I)" ok?

On November 29, 2005, the National Geospatial-Intelligence Agency (NGA) announced that extensive databases of aeronautical information that have long been publicly available will be withdrawn from public access next year (www.nga.mil/NGASiteContent/StaticFiles/OCR/nga0517.pdf). The withdrawal of databases began January 2006 and will be completed in October 2007. The withdrawals include the Flight Information Publications (FLIP) and Digital Aeronautical Flight Information File (DAFIF). The agency confirmed that copyright concerns raised by foreign data sources were the driving factor for the decision to withhold the information from the public.

The NGA did not approve another proposal to withdraw certain paper maps from public access. "NGA has decided not to withdraw paper map products to a scale of 1:250,000 to 1:5,000,000. These products will continue to be available to the public," the news release stated.

LEGISLATIVE BRANCH

National Animal Identification System FOIA Exemption

Several bills have been introduced regarding the National Animal Identification System. The National Farm Animal Identification Records Act (H.R. 1254) and a shorter version, H.R. 1256) directs the Secretary of Agriculture to establish a nationwide electronic livestock identification system that will enable USDA to enhance the speed and accuracy of the response to outbreaks of disease in livestock. The system would apply to "all livestock born in the United States or imported" and "cover the movement of livestock in both interstate commerce and intrastate commerce." Under the legislation, the system must be capable of tracing livestock from birth to slaughter within forty-eight hours of an outbreak.

The bill includes specific language exempting the information obtained pursuant to the system from disclosure under FOIA and provides that information obtained shall be considered "commercial information that is privileged and confidential" and not considered "information in the public domain." Information could be released by the Secretary only in the case of an animal disease outbreak and only to stated federal and state officials with a need to know the information for disease control. Even then, it may be released only if the information involves livestock threatened by disease, the release is related to actions under the system, and the person obtaining the information needs it for public health and safety reasons pursuant to the NAIS.

The Livestock Identification and Marketing Opportunities (LIMO) Act (H.R. 3170) also calls for the establishment of a national identification system for livestock. Participation in the system called for by this bill would be mandatory for livestock, which is defined to mean "cattle, swine, sheep, goats and poultry." Owners/producers of other livestock, such as horses, could participate in the system, but participation would be voluntary. The livestock identification system must be capable of tracing all livestock "from the time of first movement . . . from its original premise to the time of slaughter . . . in less than 48 hours," and must be capable of tracking all relevant information about the livestock, including its identification number, the date the number was assigned, the premise identification number, the species, date of birth, sex, and any other information the Board considers appropriate. The identification system would be in a centralized data system.

Under the bill, livestock and premises information collected for the system will be exempted from FOIA by law. It also imposes other restrictions on the release of information, primarily limiting its release only in the case of a disease threat and only to those involved in handling such a threat.

The bills have been referred to the House Agriculture Committee. No hearings have been scheduled yet.

Sensitive Security Information

In a conference report (H. Rep. 109-241) on H.R. 2360, Department of Homeland Security Appropriations Act, 2006, Congress instructed the Department of Homeland Security (DHS) to clarify and tighten its procedures for generating "sensitive security information" (SSI), to reduce subjective factors in marking documents as SSI, and to provide Congress with the titles of all documents that are so designated: "Because of insufficient management controls, information that should be in the public domain may be unnecessarily withheld from public scrutiny." The congressional conferees directed DHS to "promulgate guidance that includes common but extensive examples of SSI" so as to "eliminate judgment . . . in the application of the SSI marking" (see the White House Memorandum above).

JUDICIAL BRANCH

Court Orders Release of Abu Ghraib Images

On September 29, 2005, Judge Alvin K. Hellerstein (U.S. District Court, Southern District of New York) ruled that photographic images of abuses committed by American military personnel at Abu Ghraib prison in Iraq are not exempt from FOIA. Judge Hellerstein decided in favor of the American Civil Liberties Union (ACLU), which had sought the images, and against the Department of Defense, which opposed their release. The fifty-page ruling includes discussions of the Glomar response (i.e., neither confirming nor denying the existence of requested information), the consequences of unwarranted secrecy, and the state of FOIA law. A copy of the decision is available at www.fas.org/sgp/jud/aclu092905.pdf. ∎

By the Numbers

Criminal Justice Statistics from Different Perspectives

Stephen Woods

The United States Department of Justice administers two national-level data collection programs for measuring crime. The Uniform Crime Reports (UCR), issued by the Federal Bureau of Investigation (FBI) and published in the annual report *Crime in the United States,* are based on crimes reported to state and local law enforcement agencies (www.fbi.gov/ucr/ucr.htm). The National Crime Victimization Survey (NCVS), administered by the Bureau of Justice Statistics (BJS), was first collected in 1972 based on a sample of households. The data from the NCVS is published annually in *Crime and the Nation's Households* (www.ojp.usdoj.gov/bjs/cvict.htm). What do these two series tell us about crime in our nation and how do they diverge and complement each other?[1]

Uniform Crime Reports

The International Association of Chiefs of Police (IACP) in the 1920s developed a uniform system of reporting crime across state jurisdictions. This phenomenal undertaking reconciled differences in state criminal codes and local recordkeeping practices. The IACP identified seven major offense classifications that eventually became known as the Crime Index to gauge the state of crime in the nation. These offenses included the violent crimes of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault, and the property crimes of burglary, larceny-theft, and motor vehicle theft. Arson was added in 1979 through a mandate of Congress.

The FBI began publishing reports from the UCR in 1930. By the 1980s, the demand for more detailed crime statistics and better means for measuring levels of crime necessitated a thorough reevaluation of the UCR with regard to various issues, such as reporting methods, quality control, and significant changes in definitions of offenses. The redesign, documented as the National Incident-Based Reporting System (NIBRS), began implementation in selected states in 1989 and is currently fully certified in twenty-five states. The NIBRS collects data on each single incident and arrest and categorizes the data within twenty-two types of offenses. For each offense known to the police agency, information is collected about the incident, victim, property, offender, and arrestee when available.

The Uniform Crime Reporting Program is based on monthly summary reports of crimes provided to the FBI by about 17,000 of the more then 18,000 police agencies in the United States and its territories.[2] The voluntary nature of the UCR means that there is variability in the way agencies report their data, with some states requiring mandatory reporting through state agencies, and other states' individual jurisdictions reporting directing to the FBI.

National Crime Victimization Survey

From recommendations made by the President's Commission on Law Enforcement and Administration of Justice, the Law Enforcement and Administration Association (LEAA) and the Census Bureau began the National Crime Survey (NCS) and its successor, the NCVS.[3] The goal of the NCS was to provide information about incidence of crime from the perspective of the victim rather than law enforcement agencies, theoretically capturing unreported crime as well as issues not addressed in reports submitted through UCR.

The NCS initially consisted of three distinct data collection programs. The National Crime Panel (NCP) provided annual data on personal and household crimes, relying on a national sample of 72,000 households. The Commercial Victimization Survey, launched at the same time, collected data from commercial establishments from a national sample of 15,000 businesses. In addition, there were surveys sent out to twenty-six large cities both as household and commercial samples. The NCP was the only survey to survive and became known as the NCS.

A redesign of the NCS was initiated in 1979 in response to an evaluation by the National Academy of Sciences and internal review by the National Criminal Justice Information and Statistics Services of the LEAA, predecessor to the BJS. Recommendations included: enhancing the screen section to stimulate better recall of victimization; screening questions that would sharpen concepts of criminal victimization and eliminate subjectivity; adding more questions on the nature and consequences of victimization; and enhancing questions about domestic violence, rape, and sexual attack. Also included were suggestions for more timely and user-friendly data, data at the metropolitan level, and an ongoing program for methodological research.[4]

The survey categorizes crimes as "personal" or "property." Personal crimes cover rape and sexual attack, robbery, aggravated and simple assault, and purse-snatching/pocket-picking, while property crimes cover burglary, theft, motor vehicle theft, and vandalism. Information about each incident is also collected, including month, time, location of the crime, relationship between victim and offender, characteristics of the offender, self-protection measures, consequences of the victimization, whether the crime was reported and reasons for reporting or not reporting, and offender use of weapons, drugs or alcohol.

Being able to provide a reliable estimate of criminal victimization on an annual basis requires a fairly significant sample size. Originally the NCS included about 60,000 households, but this has been reduced due to budget constraints to about 44,000 households in 2001. By comparison the Current Population Survey has a sample size of 72,000 households. This decline has significant implications for statistical estimations of smaller geographic areas and rare forms of victimization, such as rape.

Complements and Divergence

The inherent relationship between the NCVS and UCR as complementing series was designed from the beginning. The two measures are intended to provide a uniform definition of serious crimes, offering statistical perspectives from differing points of view. As stated earlier, the UCR generates its view from the administrative records of law enforcement agencies, while the NCVS is from the perspective of the victim of the crime. However, in comparing statistics generated from each of these series, there are significant differences that must be taken into consideration.

First, the two programs were created to serve different purposes. The UCR's primary objective is to provide reliable statistics for law enforcement and administration to assist in operation and management. The NCVS was established to provide information that was previously unavailable about victims and offenders and unreported crime. Consequently, the numbers of victims reported in the NCVS are consistently higher, because the UCR does not include incidents that were not reported to the police.

Second, although the two programs provide some overlap in the categorization of crime, there are significant differences between the two series. For example, the UCR includes homicide, arson, commercial crimes, and crimes against children under age twelve, while the NCVS excludes these categories.

Third, the methodology of the two series is greatly affected by their origin and purpose. For example, the UCR defines burglary as an unlawful entry or attempt to commit a felony or theft. The NCVS is purposefully designed not to allow the respondent to speculate as to the offenders' motives and subsequently defines burglary as the entry or attempted entry of a residence by a person who had no right to be there.

Fourth, the crime rates for the two series should not be used as comparative measures. For example, the UCR crime rates are based on the number of crimes per individual persons. The NCVS crime rates are based on number of households, which may not grow as quickly as total population.

Finally, it is equally important to remember that the statistics generated from the UCR are based on actual counts of offenses reported by law enforcement jurisdictions, while the NCVS is based on sampling variations based on households. The statistics from the NCVS are subject to statistical errors due to sampling. ▮

Notes and References

1. For a more complete discussion of the differences between the UCR and NCVS see Biderman, A. D., and J. P. Lynch, *Understanding Crime Incidence Statistics: Why the UCR Diverges from the NCS* (New York: Springer-Verlag, 1991).
2. Maltz, Michael D. *Bridging Gaps in Police Crime Data: A Discussion Paper from the BJS Fellows Program* (Washington, D.C.: Bureau of Justice Statistics, 1999), 1.
3. President's Commission on Law Enforcement and Administration of Justice and the National Institute of Justice, *Task Force Report: Crime and Its Impact—An Assessment* (Washington, D.C.: U.S. Government Printing Office, 1967; microfiche reproduction, National Criminal Justice Reference Service, no. NCJ 00172-00179, 00494, 1976). SuDoc no.: J 26.28:C 73.
4. United States Office of Justice Programs and Bureau of Justice Statistics, *Redesign of the National Crime Survey*, Report no. NCJ-111457 (Washington, D.C.: Bureau of Justice Statistics,1989). SuDoc no.: J 29.2:R24.

Geospatial News

Cartographic Web Sites You Should Visit

Cynthia Jahns

Creating lists is always a subjective exercise. Chances are good that no two map librarians would pick the same web sites to list in an article like this. These sites were simply chosen because they can often answer a reference question. Sites that government information librarians undoubtedly know of, such as American FactFinder and the Census Bureau, are not included here.[1]

Sites for Viewing Map Collections on the Web

David Rumsey Map Collection
www.davidrumsey.com

This elegant web site is the work of private map collector David Rumsey, and it includes nearly 13,000 maps. The collection focuses on rare eighteenth- and nineteenth-century North and South America maps as well as other cartographic materials such as atlases and globes. While you can view the maps by simply using your web browser, there are several types of software easily downloaded from the home page that can enhance viewing. The GIS Browser provides an excellent introduction to how a geographic information system works, and is very simple to use. With Luna Imaging's Insight software, multiple maps from different time periods can be viewed side by side and can be saved in groups of images. Complete cataloging data accompanies every image, allowing for in-depth searches of the collection. I could spend all day here.

Perry-Castañeda Library Map Collection
www.lib.utexas.edu/maps/index.html

Need to see a map of Tajikistan on the web, quick? This is the place! The Perry-Castañeda site is a terrific reference resource because it's extremely well-organized in a very clear format. All the U.S. Central Intelligence Agency maps are available here, in addition to maps from foreign government and nongovernmental organizations. Their Online Maps of Current Interest is handy, as is the section of Cartographic Reference Resources when you need to convert a street address to latitude and longitude. Sections on state maps, city maps, historical maps, and outline maps are clearly organized and easy to use. Nearly 6,000 maps are here, making it a good choice to bookmark at your reference desk.

Library of Congress—American Memory—Map Collections
http://lcweb2.loc.gov/ammem/gmdhtml/gmdhome.html

This is the preeminent collection of American maps on the web. It's unfortunate that, when you click on each subject area, the next page's text covers the screen, forcing you to scroll down to see the contents of that section. For example, when you click on Cities and Towns, the Panoramic Maps image isn't visible. Nevertheless, an extraordinary group of American maps is presented, covering topics of broad general interest. The maps of national parks are especially spectacular to browse through.

Government Mapping Sites You Might Not Know

GNIS: Geographic Names Information System (USGS)
http://geonames.usgs.gov/redirect.html

Need to verify a place name, or identify on which USGS 7.5' topographic map you can find the place? This site can speed up those tasks, as well as identify the county where the place is located. From the results page there are convenient links to web sites providing additional mapping of the spot via TerraServer, Google Maps and TopoZone for topographic maps and aerial photography, and even watershed information from the Environmental Protection Agency.

US Geological Survey: Books and Other Publications
http://pubs.usgs.gov/products/books/index.html

This unpretentious page is important because it provides links to all the online U.S. Geological Survey (USGS) in one place. As many USGS series are no longer published in paper, this page provides a speedy link to any of them. Fact sheets, digital data series, bulletins—they're all linked from this site.

Earth Science Information Center: Ask USGS
http://ask.usgs.gov

This is a great jumping-off point for anything from locations of the Earth Science Information Centers (ESICs), information about volcano eruptions, or ordering U.S. Geological Survey products. Looking for the list of Satellite Image Maps for sale? This is the place. The Online Information button links to a helpful subject index, and the Educational Resources section is full of entertaining instructional materials.

National Geologic Map Database
http://ngmdb.usgs.gov

Your map librarian is on vacation, and a patron wants to know if there is a geologic map of a deserted gold mine site in the next county. Oh, and it should be at the 1:63,000 scale, and Thomas Dibblee is the mapmaker the patron prefers. The Geoscience Map Catalog has three levels of searching, with help buttons for every field, to make you look like one smart librarian. It also can generate a downloadable bibliography of the results. Also at this site is the Geologic Map Image Library, housing more than two thousand geologic maps online. The Image Library uses the point-and-click method to identify your area on a map, rather than filling in names on a form. The Geolex database of geologic names (for example, Dakota Sandstone) can also be searched from this site.

Geographical Names of Canada
http://geonames.nrcan.gc.ca/index_e.php

Similar to the GNIS web site above, excellent for verifying place names and quickly retrieving a topographic map of the area. There are also links to many other useful Canadian cartographic resources.

Cartographic Tools

Citing Maps
http://library.owu.edu/citing222.html

Impressively up-to-date, this web site will tell you how to cite real-time maps, such as Current Phoenix Freeway Conditions, in addition to paper maps. It's the creation of Deborah Carter Peoples, science librarian at Ohio Wesleyan University.

Western Association of Map Libraries' "Map Librarians' Toolbox"
www.waml.org/maptools.html

This page was recently redesigned with a cleaner look. Its alphabetic keyword index complements the subject index to provide quick maneuvering through its lengthy list of topics. Need to know the weight of a full map case or a source for map-sized book trucks? Do you need to buy preservation supplies for maps or mylar sleeves for aerial photos? Want a list of vendors of antique maps? This is the place.

Jumping Off Points

Odden's Bookmarks
http://oddens.geog.uu.nl/index.php

Odden's Bookmarks must be included in any list like this one because it is the most exhaustively comprehensive web site related to maps, geography, and cartography. However, its lack of organization is frustrating, and makes browsing difficult. Odden's list is international in scope, resulting in huge lists of links on most topics. The Gazetteers section brings up a page of 1,247 links, not in alphabetical order. Rather, the sites that cover the entire world are listed first, followed by those that cover a continent, followed by those for an individual country. There are no navigational tools to let you jump down to the individual country gazetteers—you simply scroll for a long time, or use the Find in Page feature in the browser. It's also frustrating that the visited links do not change color, so it's easy to lose track of which links you've already checked. So after all the complaints, why recommend it? Under Government Cartography, the list of European government agencies related to cartographic information is remarkable. Google couldn't create this list for you, because these agencies have so many different focuses: Forum of the European Geological Surveys Directors (FOREGS), European Environment Agency, Eurogeographics (National Mapping Agencies of Europe), and the Council of European Social Science Data Archives (CESSDA) are some of the agencies listed.

Cyndi's List of Genealogy Sites on the Internet: Maps Section
www.cyndislist.com/maps.htm

Genealogists know that government information librarians can give them a lot of help, and often that help includes tracking down information about the places where their ancestors lived. Figuring out when and where county boundaries changed, or how place names evolved, are questions that can be answered from these pages. This site too could benefit from better organization, but the Search Cyndi's List feature saves the day. Often searching on the name of the county or the state will yield helpful results. Don't know the name of the county that an American city is in? See GNIS, above.

Global Gazetteer Version 2.1
www.fallingrain.com/world

The patron is trying to find the city from which an ancestor comes, and knows that it starts with a Ch (but can't make out the rest of the word in the old letter that is the source) and thinks it's in Belarus. Or perhaps in Ukraine or Poland. A physics professor is looking for a map of the site of a small nuclear accident in Russia, can pronounce the tiny city's name, but isn't sure of the spelling and has no idea where it is on the map. Global Gazetteer to the rescue! This site provides lists of place names by country, organized by regional units, that give latitude and longitude so that you can easily locate it on a map. The more amazing section of the site is at the bottom, where all the cities of the world can be accessed alphabetically. Unlike web sites with unreasonably long pages, this site takes you to a separate page for city names beginning with B, Bí, Bì, and Bï.

Current, Dynamic, and Fun

Google Maps Mania
http://googlemapsmania.blogspot.com

"An unofficial Google Maps blog tracking the web sites, ideas and tools being influenced by Google Maps." This site lists hundreds of "Google Maps Mashups," which is what you get when you "mash up" Google Earth with some digital data. You can scroll down the directory listing on the right, or use the search box to find a subject or a location. A search on "wine" turned up the DrinkDeals.com site, mapping specials for beer, liquor, wine, and food in NYC. It has a search mechanism so refined that you can find the three bars in Brooklyn with red wine specials on Wednesdays, or brunch specials on Sunday in Queens. Other intriguing mashups are the section devoted to Hurricane Katrina and New Orleans, numerous real estate sites, wi-fi locator sites, and the movie showtime site (enter your ZIP code). A site that does a good job of showing how linking data to a geographic location helps visualize patterns in the data is Following the Dollars: Map Political Campaign Contributions in Your Area (www.cs.indiana.edu/%7Emarkane/i590/contributors.html). Enter a ZIP code and this site will generate a map showing political contributions of more than $200, house by house. You can click on each icon and see the homeowner's name, address, and dollar amount given and to whom. It's a great example of data that you might not spend time to read in table format that becomes more interesting (and more fun) when it's presented in a geographic context. The data comes from The Fund Race Project, based on records filed with the Federal Election Commission. ■

Note

A web page listing all the sites reviewed can be found at http://library.ucsc.edu/maps/MapSites_DttP.html.

Electronic Government, the Internet, and Disasters

An Emerging Relationship

John G. McNutt

The news media has presented Americans with horrific images of a string of disasters, both natural and man-made. Pictures of starving children, traumatized adults, and the bodies of the dead and dying haunt our waking moments. This has had a powerful impact on American national consciousness and raised concerns about our own safety and security, as well as that of the society within which we live. Governments are responsible for responding to disasters by maintaining order, meeting the needs of the victims, and rebuilding the affected area. In an increasingly interdependent world, even international disasters have more impact at home and become significant events to American policy makers. In addition, the public holds leaders accountable for how well disasters are addressed.

In the age of the Internet, electronic government plays a major part in how we respond to disasters. E-government can provide everything from a warning of impending danger, to coordinating disaster relief efforts, to making available applications for benefits. The Internet also provides a way for citizens to learn about the situation, provide assistance, and monitor the impact of government action (or the lack of such action).

In this article, I will discuss electronic government and the Internet as they related to recent disasters in the United States and the world. These situations provide fascinating examples of the interplay between governments and citizens as they use the Internet to deal with emerging crises.

Electronic Government

Electronic government, or e-government, provides government services and information to citizens via technology.[1] In practice, it encompasses a range of interventions and tools, including services available over the Internet, online government information, technological venues for interacting with citizens, and a host of other possibilities. While many of these efforts use the Internet, other technologies, such as geographic information systems, data mining and data warehousing systems are used as well. These e-government efforts are aimed at increasing government accountability, transparency, responsiveness, and effectiveness.[2] In the United States, e-government is a quickly developing field that has changed governmental processes on the national, state, and local levels. Years of work on the federal level have resulted in legislation to support electronic government and interagency efforts to make more and more government services available online. Much of this grew out of the "reinventing government" efforts that were undertaken during the Clinton Administration.[3]

Electronic government as an international movement has captured the attention of nations on every continent.[4] Countries such as Great Britain, Korea, and India have made substantial progress in e-government. International organizations such as the World Bank and the Organisation for Economic Cooperation and Development (OECD) have invested heavily in bringing electronic government to developing and developed countries, and the European Union has strongly supported these new technologies.[5]

In order to fully understand this development, it is helpful to examine recent theories about the growth of e-government. There are different aspects of electronic government and theorists have begun to develop frameworks to organize and compare the attributes of e-government initiatives. Kim and Layne propose a four-stage model of e-government activity.[6] The simplest level of e-government involves cataloging and displaying government information. Examples of these types of activity include very simple provision of information on a governmental web page as well as very sophisticated systems for sharing public documents. It can also mean providing downloadable (but not interactive) forms. While this is clearly an improvement over traditional bricks-and-mortar government alone, it is clearly restricted and fails to use the true power of technology.

The more sophisticated approach in phase two transforms the nature of government transactions, moving them from manual to electronic means. Electronic transactions are less expensive and can be made more easily available over time and distance. For instance, we can now renew our driver's license or pay taxes from our home computer instead of physically waiting in line. This is the equivalent of a traditional retailer adding an e-commerce capacity. It doesn't really change the way that agencies function, but provides another form of outreach.

The most significant change occurs at the third stage, where agency processes are linked vertically. This means that a local system is linked to systems at higher levels within the same governmental function. Federal, state, and local government programs occasionally provide the same services. In vertically integrated delivery systems these can be joined into a single point of service. This changes profoundly the functioning of governmental organizations, and technology becomes a significant driver in organizational management.

The final step, called the horizontal integration stage, involves the combination of a variety of different functions. Kim and Layne argue that this is the ultimate point in their formulation and, in their view, provides the best overall results for citizens/consumers.[7] Government is essentially fully integrated across agency boundaries, creating a seamless experience for those who interact with governmental organizations. To a certain extent, web portals such as FirstGov give the impression of this kind of integration, but the image is quite different from the reality.[8] This is because the underlying organizational structures are still fragmented, and, while you can make the jump electronically, it is more difficult to make the services work together in real life.

Kim and Layne see their approach as a series of evolutionary steps, each building on the one before it.[9] A similar model is proposed by West.[10] These models look at things from the perspective of the public organization or agency. This puts the most attention on what happens within the agency and less on the relationship with external stakeholders. By and large, these models concentrate more on service delivery than other aspects of e-government.

Another approach is to look at the actors that government serves. Holmes discusses the types of government relationships that are dealt with in electronic government activities.[11] He distinguishes between government to citizen, government to business, and government to government links. All of these stakeholders have different needs and different preferred means of interacting with government. Because of this, each of these relationship types requires different approaches to e-government.

Electronic government has developed in more or less the same path with other developments in public management. The rise of network-centered public organizations and the New Public Management are two of these trends.[12] Network organizations coordinate public efforts through a mix of public and private organizations.[13] This means that many formally public duties are outsourced to other organizations. In the wake of the 2005 hurricanes in the Gulf, the Federal Emergency Management Agency (FEMA) contracted with the National Center for Missing and Exploited Children to help locate missing storm victims.[14] The New Public Management attempts to introduce techniques and concepts from commercial business management to public organizations. An important part of this approach is the use of competition and outsourcing. There is obviously a lot of overlap between these systems of thought.

These three trends attempt to redefine what public management is about and how it is conducted. All three trends depend heavily on the use information and communication technology. The three trends come together in the future nature of public organizations.

An exciting area of electronic government development deals with how citizens are involved in governmental decision-making.[15] While putting the agenda for a public meeting on the town web site qualifies as this type of activity, it can also include relatively sophisticated systems for encouraging input and even e-voting.[16] Larsen and Rainie found that many decision-makers are using the Internet to read the pulse of their jurisdictions.[17] For their part, citizens use the Internet to contact both administrative and legislative decision-makers.

The growth of e-government has been slow and difficult.[18] The development of a truly functional e-government in many jurisdictions still has a long way to go. In order to achieve this goal, a number of problems will have to be dealt with.

The digital divide is a major barrier.[19] The existence of the divide makes it difficult to provide e-government services to those without access to the proper technology. Simply put, the digital divide is the difference between those who have the proper technology, skills, and characteristics to effectively use technology and those that do not. As West notes, this means that government agencies that provide services via technology must also provide traditional services for those without access.[20] What we saw in the Katrina, Wilma, and Rita hurricane disasters was that many of the people most seriously hurt by the storm were poor. These are likely people without the proper technology and technology-related skills. Even if they once had access to technology, in a city without power and where many public access points (such as schools and libraries) were either underwater or destroyed, they may not have access in post-disaster areas.

Other barriers are the cost of electronic government and limitations of the available technology.[21] Naturally, political and organizational issues must also be overcome before electronic government reaches its ultimate point.[22] These difficulties may be more serious than the cost and technology barriers.

As e-government becomes the dominate paradigm and less of a supplement to traditional bricks-and-mortar governmental organizations, most of these issues will be resolved. As a major challenge for government, disasters will become an important area for e-government development.

E-Government Responds to Disasters

Any disaster is a major test of a government's capacity to care for its citizens. A significant disaster such as the terrorist attacks on New York and Washington, D.C., that occurred on September 11, 2001; the major hurricanes that pummeled Florida and the Gulf Coast; and the tsunami that devastated the Indian Ocean are examples of disasters that stress government capacity, often beyond that expected. While these events are dramatic, governments also face floods, weather emergencies, industrial accidents, and other disasters on a more or less constant basis. Electronic government has become a major part of state, local, and national government's response to a variety of disasters.[23] There are at least five areas where electronic government interfaces with disaster services: pre-disaster planning, post-disaster assessment, coordination, service and benefit delivery, and public information.

Pre-disaster planning. The power of technology can be used to evaluate the vulnerability of areas to disasters and to evaluate the assets available to responders. Geographic information systems (GIS) are very useful in assessing which areas are at risk in a hurricane or flood and can be used to plan evacuation routes and preposition relief and recovery assets.[24] They can also identify populations at risk and where particularly vulnerable populations (children, the elderly, nursing home residents and disabled persons, for example) are located. Evacuation plans and evacuation routes can be planned appropriately with access to the right information. Database technology can help keep track of disaster assistance assets. Communication technology can offer real-time voice, image, and data transmission as well as conferencing capacity to ease the development of planning efforts. Global positioning systems, remote sensing, and satellite technology can greatly enhance the usefulness of disaster planning. Government investment in early warning devices are also important, as we have seen in the tsunami disaster in the Indian Ocean. Keiser provides a useful overview of online resources on a variety of disaster preparation resources.[25]

Post-disaster evaluation. Once a disaster has occurred, obtaining accurate information about the status of the affected area is critical. This allows policy-makers to make intelligent decisions about the allocation of resources in the relief and recovery effort. It may also allow the government to prevent further harm to vulnerable people and populations. Again, remote sensing, GIS, and communications technology (especially wireless communication technology) are key to the effectiveness of this effort. Digitized government information, combined with data visualization tools, can be a powerful ally in responding to disasters.

Coordination. Responding to a major disaster is a coordination challenge of epic proportions, often involving multiple jurisdictions, millions of dollars and thousands of individuals. Many overlapping organizations must be coordinated so that effort is not wasted and no one falls through the cracks in the system. Given that disasters often damage bricks-and-mortar government structures, obliterate roads and other forms of transportation infrastructure, and damage or destroy traditional communication systems, e-government can fill in some of the gaps that were created by the disaster. The types of agency changes that e-government advocates propose will probably make coordination easier. Breaking down the walls between agencies and between bureaus within agencies will allow for a better response to threatening situations. The added benefit of increasingly sophisticated information and communication technology will further accelerate the responsiveness of such efforts. The vertical and horizontal integration of electronic government offers the answer to many of the problems that have apparently plagued responses to recent disasters. Coordination between governments at various levels will be improved through vertical integration, from FEMA in the Department of Homeland Security, to municipal government disaster assistance. At the same time, horizontal integration will pull together health, social services, law enforcement, and other services for a coordinated response.

Service and benefit delivery. A most important effort in any disaster response is the provision of services and benefits to aid victims in rebuilding and restoring their lives. Rather than spending time waiting in line to apply for flood insurance benefits, medical assistance, or other types of assistance, victims can apply online. This can be quicker and easier than other forms of outreach. This is especially important in areas where the devastation is extensive, as we saw in the Hurricane Katrina aftermath. When it takes weeks for relief workers to reach every area, online benefit applications can be important. Unfortunately, problems can still occur. In the Katrina, Wilma, and Rita hurricanes, FEMA created an online benefit form that required that victims use one type of browser (Internet Explorer 6.0) to connect with the site.[26] This ruled out people without that particular piece of software. It also excluded people who use computers that do not support that software, including many portable devices that are more accessible in disaster situations. A major set of service delivery challenges will face those rebuilding the communities that were destroyed. E-procurement will ease the burden of conducting this enormous effort. This can help get the proper material to the right place at a more competitive price.

Informing the public. Government needs to communicate with the public. This is especially true in disaster situations, where reliable information can be the difference between life and death. E-government can help inform people quickly about dangerous situations through the Internet, Reverse 911 systems, telephone hotline systems, and so forth in emergency situations.[27] It can also get information out in situations where many traditional media outlets are disrupted. Because all governmental decisions and actions are ultimately political, e-government can also help in legitimating and explaining governmental action.

Electronic government can be an important player in responding to natural and man-made disasters. As technology improves and e-government methods develop, these systems should become more effective.

It is also important to remember that electronic government means facilitating citizen involvement in governmental decision-making.[28] Much e-government activity concentrates on services and information.[29] However, more attention is being directed toward increasing citizen participation in administrative and legislative operations with technology. Among the activities that are included in this area are:

- electronic democracy projects and programs;
- wired legislatures;
- electronic rulemaking;
- citizen feedback mechanisms; and
- electronic town halls.

These tools provide a means for citizens to participate and, arguably, remove some of the barriers to political participation.[30] They could also make possible direct democracy. In the context of disasters, involvement in policy making can be critical to maintaining political legitimacy. E-government can also be useful in dealing with civic action undertaken by Nongovernmental organizations to assist those in need.

A government's response to a disaster can be a major test of the ability to govern. Confidence can easily be eroded by a weak response to a major challenge.[31] The U.S. Government's reaction to the hurricanes in the Gulf was, in many ways, problematic.

While disasters require a certain amount of unilateral government decision-making, citizen involvement can help explain (because citizen representatives can help other citizens understand what is being done) and legitimize decisions (because the people affected were involved in decision making). E-government can make possible this involvement which can lead to better support and compliance.

In the wake of disasters and their aftermath, citizen groups respond not only to the needs of their fellow citizens but to the political implications raised by the situation. In the age of the Internet, new efforts can be created spontaneously to meet needs that have not been completely addressed by government. In many ways, the Katrina disaster and the tsunami in the Indian Ocean were the first massive disasters since the Internet came of age. The hurricanes in the Gulf spawned a number of online efforts that used the power of technology to solve problems that were not adequately addressed through official channels.[32] *Katrina Find* deals with the huge number of missing people throughout the affect area.[33] Using volunteers, *Katrina Find* created a searchable database allowing people to find their loved ones. All of this was done completely online. Other efforts found jobs, housing, raised funds, and provided technology access. Bloggers helped get the word out about local conditions and the performance of government agencies.[34] These wonderful efforts spoke well of the spirit of the online community. They also provide a unique challenge to government.

Government, for both instrumental and political reasons, should want to incorporate these efforts. Citizen groups can provide important assistance in ways that government cannot. The emerging strategies defined by the new public management and network organizations support such incorporation. On the other side of the coin, these efforts might eventually result in political advocacy around issues of government performance and preparedness. Incorporating this feedback into the policy making system is an emerging process for e-government.

Conclusions

Electronic government is an exciting new tool in the effort to deal with natural and man-made disasters. These new tools make it easier to prepare for disasters, assess their effects, coordinate activities, inform the public, and deliver services and benefits to disaster victims.

We live in an increasingly complex society that is vulnerable to dislocation and disruption. This means that we can expect both man-made and natural disasters to affect large numbers of people throughout the world. Terrorism is often successful because it feeds on these weaknesses and on our fears. The threat from natural disasters may seem less intentional, but the effects are the same.

Electronic government represents a new approach to managing the impacts of disaster. It is not a magic bullet, nor is it a complete solution. E-government is, however, a very good tool. If this tool is used wisely, it can make all of our lives better and safer in an ever-threatening world. ▮

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New Data Mining Technique May Bring Security Concerns to eGov Initiatives

Scott Matheson

This article was suggested by an email from Amy West to Govdoc-l outlining the CEDAR UIR research and questioning its implications for government information dissemination (May 17, 2005).

Synergy is a popular buzzword, but it actually has a real meaning. According to the *New Oxford American Dictionary,* 2nd ed., synergy is "the interaction or cooperation of two or more organizations, substances, or other agents to produce a combined effect greater than the sum of their separate effects."

Researchers at the University at Buffalo hope to show that synergy can be present in collections of information—and that it can be discovered with the help of computers. The project's underlying theory is that synergy can apply to information—that is, by aggregating discrete pieces of information, a searcher can learn more than a publisher intended, resulting in unapparent information revelation (UIR).

While sometimes UIR will result in new discoveries as previously unknown connections are brought to the attention of scholars, the same effect can present a security risk.[1] The National Science Foundation-funded researchers at Buffalo are working with a portion of the Federal Aviation Authority's web site to refine their program that looks for potentially sensitive information disclosed by accident. The grant award indicates that the work will impact "homeland defense applications" by, among other things, "expose[ing] sensitive information available on unclassified web sites."[2]

How It Works

The project web site (www.cedar.buffalo.edu/~rohini/UIR) explains the sophisticated math and data mining techniques that allow them to search for concept chain graphs (CCGs.) These strings of concepts derived from a set of documents can help users discover meaningful new connections. They can also be used to identify sets of information that, taken together, raise security concerns.

The process begins with the identification of a set of documents. These documents are processed to extract concept chains.[3] If an existing subject ontology is available, it would be included in the process of identifying the important concept chains.[4] The researchers explain that combining automated text mining and human-created ontologies helps the system to more accurately identify the important concept chains.[5]

Once a "domain map" of the concepts represented in the documents is created, processing can be applied to entire sites (as the researchers did in their first paper) or to specific subsets of documents. One of the subsets suggested is a set composed of all of the pages browsed by a specific user. This would allow the site owner to identify the concept chains that individual site visitors searched for, as well as any potentially sensitive information revealed by those documents as a set.

Better Information Retrieval

One of the positive outcomes of the UIR research would be a substantial improvement in information retrieval. In a pre-publication paper on the project site, the UB researchers note that the concept chains can also be used as alternative to site index to enable more flexible information discovery. [6]

One existing application of this approach to information retrieval is Westlaw's KeySearch function, which combines a rich subject ontology (West's Analysis of American Law) with full-text search terms to map a new list of common, modern concepts to the complicated (and sometimes outdated) ontology. In the Westlaw case, both the ontology and the new list of modern concepts were created by expensive manual processes. The UIR research offers hope that these processes could be automated, at least in part.

Search engine features such as "more like this" or "similar documents" would be improved by the more robust CCG analysis, while new features like "find the connection to" would allow users to find links between two seemingly unrelated ideas.

These new links could also feed back into the subject ontologies, helping identify new connections and even develop new knowledge. Bioinformatics seems to be leading the charge in developing pattern recognition and data mining techniques, so for a preview of things to come, try searching PubMed: "data mining" returns more than 20,000 results; a more precise "natural language processing" returns almost 800. By using concept chain analysis instead of only a basic index, searchers can find concepts instead of just words. As researcher Rohini Srihari puts it, "Once a pattern of interest is identified, then you can ask, 'Are there more patterns like this?'" [7]

Implications for Government Information

In the tangible world, requests from agencies to withdraw information from the federal depository library program are relatively rare, and, when they occur, they are well-publicized. For example, between 1995 and 2002, twenty items were recalled or ordered destroyed.[8]

When government documents are published on the web, there are many withdrawals, some intentional, some not. Some are complete withdrawals; some are simply old versions being overwritten with new information. When GPO is aware of this publishing activity, documents are harvested and preserved, but it is generally accepted that a significant amount of this government information is currently being lost.[9]

As GPO, private organizations, and the documents community overcome this problem by capturing and preserving online government publications, online withdrawals become a bigger problem. If the information really *is* sensitive, getting rid of it will be problematic. This doesn't seem like it would be a problem that would come up very often—until you think about UIR creating links among and between documents produced by different authors in different agencies and non-governmental sources. This has the potential to identify far more sensitive documents, and to identify more documents as sensitive because of their (previously unknown) relationship to other publicly available documents.

UIR research could also lead to less publication in the first instance as agencies review their data in the aggregate for security concerns before they post materials to their web sites or send them to GPO for traditional publication. If agencies begin to compare each document they plan to release against the UIR system, they will likely find documents that, taken with the rest of their released information, would appear to be sensitive. Cautious agencies might withhold seemingly innocuous documents for fear that someone might someday make the same connection the software did. And if we have a UIR-enabled Google (or other search engine), that concern might be well-founded.

In a future with search engines that include concept chain resource discovery, we also will have a great deal more historic information in digital format. GPO plans to digitize the legacy collection, in addition to library projects, will result in a massive amount of new text for advanced text mining search engines to work with. If search engines also have access to commercial digitization projects, the amount of material will be even larger. Mass digitization will likely lead to additional tangible withdrawals as automated text processing is performed on previously print-only information and new connections are discovered.

E-Government and UIR

In addition to government publications, other public government records may be affected by the new technology. Already court and real estate records, vital statistics, and other personal information are subjects of concern for privacy advocates.[10] Putting these traditionally public records on the Internet creates access and data mining possibilities that were unimaginable when researchers had to "go to city hall" to get them. Adding more advanced search and linking capability only brings these privacy issues into sharper relief. While we traditionally think of data in the aggregate as protecting privacy, as in census data, improved search technologies may make aggregate data equally, if differently, troubling. Continued public online access to these materials may face renewed challenges from privacy advocates.

Beyond these traditional transactional public government records, this class of public-but-traditionally-hard-to-access information is expanding. The rise of e-government moves some previously closed (or de facto closed) transactional records into the public view. One example is the administrative rulemaking process. Traditionally, written public comments on proposed regulations were held in agency reading rooms in Washington, D.C., or regional agency offices. The transition to conducting rulemakings online has the potential put a vast quantity of new data at the disposal of modern search engines. Now public comments could be harvested into an advanced search engine to identify themes or concepts that occurred frequently in the comments.

In fact, just this sort of analysis is proposed for the Federal Docket Management System, the system that runs www.regulations.gov. The text analysis tool would allow agency staff to "analyze and aggregate public comments" more easily.[11] On the other hand, individuals with other motives could also harvest the documents, especially those submitted by competitors within an industry, and run their own searches for unapparent information.[12]

As the quantity of non-document government information online grows, so the possibilities for data mining and unapparent information disclosure will also grow.

Conclusion

Making the processes of government more transparent will invariably create security concerns. New search technology, such as UIR, while it may alert publishers to sensitive information, has the potential to increase public access to government information by helping users discover and synthesize information from disparate governmental sources.

Just as information that has positive value to society can also be used for people intent on causing harm to that society, so information discovery tools can help as well as harm. Complete transparency and perfect security are mutually exclusive. Let's make sure we're involved in the helping strike the right balance between the two, for both government information and the tools to use it. ■

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Michigan Documents in the Digital Age

How We Got Here and Where We Stand

Bernadette M. Bartlett

When I first began working with Michigan documents in mid-1996 at the Library of Michigan (LM), digital state documents and their inherent complexities were acknowledged, but only in an abstract sense. We observed and participated in the rising popularity of the Internet, but had little idea that within a decade state government would embrace and ultimately become dependent on this medium. Neither did we foresee the impact this transition would have on our traditional collection and preservation strategies. As the authorized agency for collecting and preserving published Michigan government information, LM faced both internal and external forces that affected our response, including the limitations of outdated depository law; state government information policies that developed with disregard for preservation issues; untried and at that point undeveloped technology; and the ever-present lack of human and fiscal resources. Despite these challenges, and with stubborn persistence over the years, we implemented a functioning digital preservation strategy that we expect to continue to adapt and develop as the future dictates.

Development of Michigan E-documents

Prior to the 1990s, Michigan state government issued information and publications primarily in paper. Documents in other formats, such as microfiche, film, floppy disk, video, and CD-ROM, existed, but made up less than 5 percent of the entire collection. This consistency in format production accounted for the relatively slow rate of change in the depository program, but also left LM, like most institutions, unprepared to deal with the rapid changes imposed by the Internet.

State government agencies began hosting web sites in 1993 and 1994 that were used as marketing or advertising tools, not as primary points of access to information. These early web sites were largely static and read-only in comparison to the interactive features offered today, and the hosting agencies continued to publish the information they contained in tangible formats. One of the earliest instances of state government information that appeared only in digital format during this period is the *Michigan School Report*, an annual report published by the Michigan Department of Education. Unfortunately, LM did not have a method for capturing this data, nor have we been able to obtain electronic or tangible copies from the department, making it the poster child for lost Michigan state government information.

By 1996 and 1997, most agency web sites had reorganized or reformatted at least once, with each incarnation becoming more interactive and content-rich. Internal surveys of Michigan state agencies conducted by LM and the State Archives of Michigan during this time period revealed that state agencies did not have standardized information policies for their web sites. It was not unusual for agencies to delete material from their web sites, only to reinstate the document(s) due to unanticipated citizen demand. A few had plans to retain only a specific amount of annual data available via a web site and no plan to archive or provide public access to earlier material. Still others maintained web sites but presented little or no significant content.

In April 2000, then-governor John Engler issued Executive Order 2000-6, creating the eMichigan Office and charging that agency with developing a single portal through which all state government information was accessible. The executive order also decreed that all executive branch agencies would be required to reformat and reorganize their web sites to match the specifications developed by the eMichigan Office.[1] The eMichigan Office created a standardized template for all executive-level state government web sites that organized information by topic, rather than bureaucratic structure, and prioritized those topics based on demand, to better serve both general citizens and targeted constituents.[2] Intended or not, this reorganization spawned a huge relocation and removal of information, as state agencies were forced to move, reformat, and eliminate information to fit the new template.

As the new web sites appeared, LM observed an increasing reliance on web-based information dissemination. A comparison of statistics from 2000–2005 (see table 1) demonstrated a significant decline in the number of Michigan document titles produced in print or other tangible formats per year. Development in web-based services also began to affect the form of the information disseminated by state government agencies. Publications that formerly were published or released as annual compilations, such as statistics and directories, were now maintained only in databases and issued via individual and unique searches of data portals, offering no static, periodic, or preservable snapshots of historical data. Most recently, we have noticed an influx of new web sites that reflect less use of a recognizable publication format, such as a monographic report, brochure, newsletter, and so on. The pages contain descriptive text and links to other pages or sites, making it difficult to identify the "publication" boundaries and to judge the value of the information for collection and preservation purposes.

By 2002, the use of the Internet by Michigan's state government had reached critical mass, becoming the preferred method for disseminating information, both by government agencies and users. This trend is summarized in a 2002 report by the Pew Internet Project, which states:

> Web presence is not optional for governments in the United States. Citizens are online and learning to demand answers at Internet speed. Government budget-writers require that the cost-savings potential of the Internet be mastered. At the same time, laws and executive orders mandate the provision of at least some services online.[3]

Unfortunately, the thoroughness with which Michigan's government infrastructure embraced this trend put LM's depository program and collection methods in conflict with the information dissemination strategies of other state government agencies. This conflict interfered with our ability to carry out one of LM's primary missions, preserving state government information, as we accepted only print or tangible formats under the current program criteria. As state government agencies instituted digital dissemination strategies primarily to provide access to current and relevant information in a timely fashion and without consideration for long-term public access and preservation issues, it became imperative that LM find a flexible, long-term solution for preserving digital Michigan documents.

Effect of Michigan E-documents on the State Depository Program

The transition of state government information from print to digital format has affected depository libraries and the depository program as well. Although the number of items distributed to depositories by LM has dropped by 50 percent since 2000 (table 1), lack of space is still a primary issue for most depositories. With the majority of state government information available online, many libraries are questioning their participation in the depository program, declaring that the use, or lack thereof, of the physical collection does not balance the burden imposed by the necessary shelf space and maintenance required for the materials. An article published in the *Journal of Government Information* addressing the availability of U.S. government depository publications available on the web concludes that as of November 2001, only 63 percent of all federal documents were available online.[4] In contrast, a sampling of Michigan documents distributed in 2004 (see figure 1) shows that approximately 73 percent of these publications are available online, with more formerly print publications becoming digital every day. These numbers have only increased since then and would seem to support the depositories' argument that their physical collections are underused and even unnecessary. It is also important to note that many valuable state government publications, such as the *Michigan Administrative Code,* the *Michigan School Report*, and *Michigan Public Health Statistics,* are now avail-

Table 1. Michigan Documents Shipments, FY1994/95–FY2004/05

Fiscal Year	Shipments per year	Titles distributed per year	Copies distributed per year	% increase or decrease in titles received from previous year	% overall increase or decrease in titles received since 1994/95
2004/05	7	855	39,834	+13	+102
2003/04	8	982	47,167	+7	+133
2002/03	10	920	48,007	-36	+118
2001/02	14	1,443	75,418	-9	+243
2000/01	17	1,591	76,740	-21	+278
1999/2000	15	2,026	106,637	+29	+381
1998/99	18	1,569	76,217	+34	+275
1997/98	18	1,168	60,459	-12	+180
1996/97	46	1,330	65,155	+112	+215
1995/96	24	625	31,804	+47*	+47*
1994/95	20	423	21,848		

* The Library of Michigan committed one full-time staff position specifically to the acquisition of Michigan documents beginning in 1996, resulting in significant increases in titles received and distributed.

	Title	Type	Format: Tangible (print, video, CD-ROM)	Online (faithful facsimile)	Online (alternate format)	Online (data portal)	Online Availability: Current year	Previous years
1	About the air**	serial	yes	yes	no	no	yes	yes
2	Access**	serial	yes	yes	no	no	yes	yes
3	Agriculture across Michigan	serial	yes	no	yes	no	yes	no
4	Agricultural land preservation tool in Michigan	monograph	yes	no	no	no	n/a	n/a
5	Air quality regulations affecting petroleum dry cleaning	monograph	yes	yes	no	no	n/a	n/a
6	Annual report, Pesticide & Plant Mgmt	serial	yes	no	no	no	n/a	n/a
7	Assistance payments statistics**	serial	yes	yes	no	no	yes	yes
8	Audit reports	serial	yes	yes	no	no	yes	yes
9	Background and history: MI's single business tax	monograph	yes	yes	no	no	n/a	n/a
10	Bobcat survey	serial	yes	no	no	no	n/a	n/a
11	Bovine tuberculosis eradication in MI	monograph	yes	yes	no	no	n/a	n/a
12	Bridge design manual	monograph	yes	yes	no	no	n/a	n/a
13	Charter boat catch & effort . . .	serial	yes	yes	no	no	yes	yes
14	Circulating city/township nominating . . .	monograph	yes	yes	no	no	n/a	n/a
15	Circulating countywide nominating . . .	monograph	yes	yes	no	no	n/a	n/a
16	Club line	serial	yes	no	no	no	n/a	n/a
17	Criminal Defense Newsletter	serial	yes	subscription	no	no	yes	yes
18	Crop weather	serial	yes	no	yes	no	week	week only
19	Deer checking station data	serial	yes	yes	no	no	yes	no
20	Deer pellet group surveys	serial	yes	yes	no	no	yes	no
21	Design survey manual	monograph	yes	yes	no	no	n/a	n/a
22	Direct observation of safety belt use in MI	serial	yes	yes	no	no	no	yes
23	Directory of state administered grant $	serial	yes	yes	no	no	yes	yes
24	Don't let disability keep you from farming	monograph	yes	yes	no	no	n/a	n/a
25	Ecologically significant sites to visit in the straits	monograph	yes	no	no	no	n/a	n/a
26	Estimating winter lake angling pressure . . .	monograph	yes	yes	no	no	n/a	n/a

Figure 1. Sample of Michigan Documents Published in Tangible and Online Formats, 2004 (continued on next page)

	Title	Type	Format: Tangible (print, video, CD-ROM)	Online (faithful facsimile)	Online (alternate format)	Online (data portal)	Online Availability: Current year	Previous years
27	Final report, records management . . .	monograph	yes	yes	no	no	n/a	n/a
28	Focuses on housing**	serial	yes	yes	no	no	yes	yes
29	For immediate release, Mac. Bridge Auth.	serial	yes	no	yes	no	yes	yes
30	Game line	serial	yes	no	no	no	n/a	n/a
31	Guidelines for administering warranties . . .	monograph	yes	no	no	no	n/a	n/a
32	Hispanic media in Michigan	monograph	yes	yes	no	no	n/a	n/a
33	Landscaping for water quality	monograph	yes	no	no	no	n/a	n/a

** As of 2005, these serial titles are no longer published in print and are either available only via the Internet or they have ceased publication completely.

Figure 1. Sample of Michigan Documents Published in Tangible and Online Formats, 2004 (continued from previous page)

able only online, forcing depositories to maintain online access anyway.

Investigation and Implementation

Internally, LM had been investigating processes and systems that would track and accommodate digital acquisition and preservation through collaborations with other state government agencies since 1997. The State Archives of Michigan and the State Records Center, both agencies with interests in the management and preservation of state government information, worked with us to pool our accumulated knowledge and survey state agencies on their information practices. At the time, these discussions did not result in a single system or methodology that would satisfy each agency's needs, but the discussions and analysis gave the collaborators the chance to clarify assumptions and perceptions regarding digital state government information, identify the collaborating agency's needs and goals, and develop some basic criteria for possible solutions.

After compiling our accumulated research, LM began looking for a digital preservation system that would fill the following basic criteria: (1) provide a single point of access to all public state government information in all formats, (2) store and provide access to state government information indefinitely, and (3) preserve the integrity and authenticity of digital state government information. LM needed a system that would work in conjunction with ANSWER, the library's online catalog, as a point of access to all Michigan documents. We also wanted it to keep pace with changes in technology over time and not become inaccessible or unusable, and have the ability to render the archived documents in their original form with all indicators of authenticity (author, title, date, and so on) intact. We examined several solutions instituted in other states, the most common being scanning projects, pointer/locator systems, and Government Information Locator Systems (GILS). While all of these systems were viable solutions for organizing, locating, and accessing government information, none completely or adequately addressed LM's needs for a digital preservation system, and we continued to look elsewhere for other options.

A propitious telephone conversation with the Connecticut State Library introduced us to a pilot project hosted by OCLC to develop a system that would capture and preserve digital information. After joining the project, LM and the other project members, including four other state library organizations and the U.S. Government Printing Office, advised OCLC project managers and developers on the functionality of the system and later served as test sites. OCLC's Digital Archive went live in October 2002 and since then LM has archived more than 600 digital state government documents. These documents are available via a link to the Digital Archive through the library's catalog, which renders an on-demand copy of the document as it was originally captured.

Key to our decision to participate in the pilot project and to implement use of the system was our confidence that OCLC would continue to develop the system and work with us on enhancing its operability. Use of the Digital Archive has slowly begun to counter the erosion of LM's ability to preserve state government information in all formats. Up to now, our greatest difficulty has been finding the time to incorporate digital archiving activities into the day-to-day routine. Although the current system will accommodate a high level of input, budget issues prohibit the library from allocating enough resources to perform this function at a rate that would insure prompt discovery and preservation of digital Michigan government information at the rate it is being created. In response to users' requests that the system be more efficient, OCLC recently released an updated version of the discovery and harvesting software. Known as the Web Archive Workbench (WAW), this new tool will more fully automate the discovery and harvesting functions, significantly increasing our ability to preserve state government information on a timely and efficient basis.

Legislation and Other Issues of Interest

In addition to the pressure placed on LM by the transition of Michigan documents to digital format, LM also labors under outdated and inadequate legislation. Sections 9 and 10 of P.A. 540 of 1982 require the library to be a "depository for each public document" and to maintain this collection as a "permanent reference file." The statute also acknowledges the possibility of state government information moving to a primarily digital format by including a line that reads, "Not less than 75 copies of each document or 1 copy in the proper format as determined by the state librarian . . . shall be furnished to the library."[5] Legislators inserted the ambiguous phrase *1 copy in the proper format* in reference to "anticipated computerized storage and transmittal of public documents."[6] This ambiguity allowed the library to pursue methods and systems for acquiring and preserving digital state government information, but due to the lack of specific data available in the early 1980s on electronic or computerized information, the legislation is now a weak base on which to support a primarily digital documents program. While regulations could have addressed this weakness, by Michigan law only executive-level agencies can promulgate rules; until 2001, the Library of Michigan resided in the legislative branch, excluding the library from this activity. Under the new Department of History, Arts & Libraries, other departmental priorities and a lack of resources have impeded any progress on the development of rules for this function, leaving us with a statute that does not address the technical complexities and fiscal demands of acquisition, access, and preservation, nor is specific enough to lend LM the authority needed to require timely and binding cooperation from other state government agencies.

Resistance from state agencies is embedded in two areas: an ignorance of the long-term value of state government information, and a misunderstanding of the complexity of digital preservation systems. A common misconception is that no one will want or need this information in the future, and state agencies see themselves in the role of creating and disseminating current government information, not preserving it for posterity. If an agency does acknowledge the importance of preservation, it does not understand why preserving information is not as easy as its creation and dissemination, and is typically not prepared to make significant efforts, such as reposting removed publications, to accommodate LM's current abilities to acquire and preserve digital state government information.

Although we have had few opportunities to update this legislation (none of which have been successful), we are optimistic and stand ready with drafted language to strengthen and enhance LM's ability to acquire and preserve digital information. Our suggestions derive from a comprehensive review of other states' depository legislation and their efforts to deal with the same issues, combined with procedural and technical criteria dictated by implementation of the Digital Archive in Michigan. Our intent is to establish a complementary (not competing) and integral program to preserve digital state government publications and to assist agencies in disseminating electronic public information in their custody.

In addition to preservation, LM also has concerns about other digital issues, including authentication and copyright. The Michigan.gov portal carries a copyright stamp that appears on every web page, and with some diligent searching, I located a comprehensive copyright policy for the web portal, which states:

> All content displayed or information transacted through the use of electronic means by way of a web site, application or e-commerce site are the property of and copyright protected by the State of Michigan under the federal laws and U.S. Copyright Law and Related Laws Contained in the United States Code. . . . The State of Michigan policy on copyright protection insures that information is not captured and reused by third parties that portray themselves as an official State of Michigan agent. The information contained within any official State of Michigan website is published for the users own personal use.[7]

This statement, although difficult to find, establishes copyright, but implies public domain for "personal" use only, barring third parties (for example, commercial publishers) from using state government information and portraying themselves as agents of the state of Michigan.

This policy would appear to be a straightforward statement of ownership, but in cases where the intent of an agency's online presentation of information is to be recognized as the official version of a legal work, such as the *Michigan Administrative Code,* the policy alone may not be sufficient. Currently, the state of Michigan has no authentication process or identifier for digital information presented on the state's web portal. Only the source information, the authoring agency or office, attests to the authenticity of the information and the document. Copyright statements and policies aside, the state would benefit from instituting a digital authentication process, such as Public Key Infrastructure (PKI), currently used by the U.S. Government Printing Office. PKI applies a secure digital signature to each document that attests to confidentiality, authentication, integrity, and non-repudiation. The signature assures users accessing federal government information that the digital documents have not been tampered or revised without notification, that the source agency cannot deny posting the information, and that the user's identity is not being monitored or attached to the document. These are all potential areas of concern that apply to the use and protection of Michigan state documents as well, if the state of Michigan wants to pursue publishing in a primarily digital format and present its online information as the only authentic source.

Recent Developments

In 2005 LM began signing agreements with state agencies to serve as the permanent and official source for archived back issues of web-based publications. We hope to use these agreements as stepping stones to formalizing cooperative relationships with other state agencies, giving the program greater weight and visibility. In collaboration with the State Archives and the State Records Center, we are participating in strategic planning for digital records and publications management and planning to capture an annual, navigable snapshot of the state of Michigan's web portal. And, although we are hopeful that new legislation or rules will bring LM's state documents collection and depository system in line with current digital information dissemination practices, we also realize that we can no longer wait for that particular catalyst to reprioritize and streamline the state documents program. We look forward to combining the years of research, strategy, and technological know-how we have accumulated into a leaner, more effective digital documents program for Michigan in the future. ■

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Visioning or Restructuring Efforts for the Federal Depository Library Program, the Early Years (1986–1995)

Susan E. Tulis

The following report was presented at the Fall 2005 Depository Library Council meeting in Washington, D.C. It is a brief chronology of early visioning or restructuring efforts of the Federal Depository Library Program (FDLP) that occurred during the late 1980s and early 1990s. This presentation served as a lead-in to the discussions that took place on October 17–18, 2005.

In 1986, the Association of Research Libraries (ARL) convened a special task force, Government Information in Electronic Format. This task force was charged with investigating new ways to deliver government information as it became available in electronic formats and to create new models for the depository library program.

The ARL task force issued its report in 1987. The report presented a model of a tiered hierarchy of library services:

1. Basic service libraries—were just that, they only provided basic services and would point patrons to the electronic information.
2. Intermediate service libraries—would create some value-added products for their patrons.
3. Full service libraries—would develop software packages and more significant value-added products.[1]

At the same time ARL was looking at these issues, the U.S. Congress, Office of Technology Assessment (OTA) also was looking at the issue of information dissemination in an electronic age; in 1988 OTA issued its report "Informing the Nation: Federal Information Dissemination in an Electronic Age."[2] While this report wasn't specifically a library community activity, many librarians and library associations contributed to this report and it was important reading for all depository librarians.

In 1991 a new Public Printer was appointed at GPO—Robert Houk. Houk reorganized the Depository Library Council (DLC), the advisory board to the Government Printing Office, and discussions began about GPO's electronic future as well as the structure of the FDLP. These discussions continued for the next few years.

In 1992 the incoming chair of the DLC, Gary Cornwell, and Ridley Kessler, regional librarian for North Carolina, responded to questions from the staff director of the U.S. Congress, Joint Committee on Printing (JCP). Their response consisted of a report detailing the major problems confronting the FDLP as well as possible solutions. This report was presented to the JCP in June 1992 and published in 1993 in *Government Publications Review* as "Problems and Issues Affecting the U.S. Depository Library Program and the GPO: The Librarian's *Manifesto*."[3]

In November 1992, depository librarians received a letter from the then Superintendent of Documents Wayne Kelley that outlined a major budget shortfall and proposed major program cuts to the FDLP.[4]

Documents librarians were challenged at the 1993 ALA Midwinter Meeting by the JCP and the Depository Library Council chair to take an immediate and active role in shaping a new depository library program.

April 1993 brought a small group of concerned depository librarians to a meeting in Washington, D.C. Calling themselves the Dupont Circle Group (because they met in a building in Dupont Circle), they were charged by DLC and the GODORT chair "with the task of getting something down in writing which might serve as the starting point for community-wide discussion of the issues and problems facing the FDLP."[5]

The Dupont Circle Group's draft document identified possible information dissemination governance models that ranged from GPO as the administrating agency directing a newly labeled Federal Information Access Program in the electronic future to a completely new agency disseminating government information.[6] The predominant theme of all models was that there had to be one administrative agency that centralized the dissemination of government information.

The Dupont Circle Group's draft document also outlines two scenarios for a redesigned FDLP. The first scenario consisted of Federal Information Service Centers—hierarchically tiered, providing basic, intermediate, and full levels of service—much like the ARL model from 1987. The basic service center would receive only a core list of titles. The intermediate service center would provide resources to their entire Congressional district and the surrounding community. It would receive a larger number of government documents and would require more value-added services. The full service centers would receive the greatest number of tangible products and provide the most electronic value-added services to serve the research and development needs of business, industry, higher education, and local communities.

The second scenario in the Dupont Circle Group document was Government Information Access Centers. In this scenario, all libraries in the program would be selectives, and libraries would choose from four collection and service options:

- a core collection in various formats;
- a current selection of tangible publications in various formats;
- a library that provided gateway access to online electronic services provided by program providers; or
- a library that acted as an electronic service provider.

Regional responsibilities for archival collections, education, training, and user and library support would fall on the national lead agency or a consortium of participating libraries.

In June 1993, DLC issued a discussion draft that was finalized and issued in September of that year. The report was titled "Alternatives for Restructuring the Depository Library Program," and presented ten scenarios for restructuring the FDLP.[7] Included in the report was the ARL model that has already been mentioned. Other models included a direct support model that would have required GPO to give monetary credits to depository libraries to assist them in meeting the financial requirements of being a depository in an ever-increasing electronic environment.

The model creating a national collection of last resort would have unique paper copies of documents stored there—thus relieving Regional depositories from the requirement of keeping 100 percent of the disseminated documents.

A similar model would provide a network of super-regionals that would act as libraries of last resort. Super-regionals would be geographically dispersed, thereby reducing the burden of having one national collection of last resort.

Another model involved creating a system of subject based regionals. A subject-based regional would be required to accept responsibilities for training, dissemination, archival functions, and reference assistance within a particular subject field.

In October 1993, shortly after the DLC report was issued, more than 150 librarians and other interested parties traveled to Chicago to deliberate the future of federal government information and the depository library program. This group tried to define new roles for federal agencies, GPO, and depository libraries in the new electronic environment, as well as revitalize the FDLP.

One of the roles suggested for federal agencies was to provide technical and product user support and training via a cooperative library network. GPO or the central coordinating government authority would be responsible for providing access to the material. Depository libraries and librarians would serve as intermediaries in a complex information environment and assist patrons in identification, use and access of government information products.

The Chicago document renamed the FDLP the Federal Information Dissemination and Access Program (FIDAP).[8] Responsibilities of libraries in this new program included promoting governmental services to the local community and targeting non-depository school, public, and special libraries for outreach. The FIDAP would consist of geographic clusters of depository libraries. Within a particular geographic region and through library networking, professional subject subclusters would be formed to provide a human connection between the electronic information and the user.

The Chicago document also suggested that a depository library association be created and that this might be the best group to develop, implement, and enforce a certified training program, rather than have the GPO do this.

Discussions continued throughout 1994, and in 1995 a Coalition of Many Associations (COMA) released a two-page framework that was an update and distillation of the issues from the Chicago conference.[9]

ALA then convened a two-day forum with representatives from a broad group of organizations to address policy issues and develop new models for federal responsibilities for information dissemination and a reinvented depository library program.

As you can see, we have been struggling with this issue of restructuring or defining a new vision for the FDLP for more than twenty years. ∎

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Tips from Tim

What I Miss at GODORT Meetings

Tim Byrne

I attended my first GODORT meeting in 1978, which certainly qualifies me as an old-timer. I have attended a lot of meetings and seen a lot of things come and go. Now I would like to step back and comment on some things that used to be common at GODORT meetings, but don't seem to happen any more.

Contentious Meetings

There used to be a lot more disagreement at GODORT meetings back when I first started attending. There seemed to be more heated discussions and a lot more people at the meetings. Of course, one of the things that has changed is the way resolutions are handled. It used to be that resolutions on issues relating to government information could arise from any GODORT group and be brought to the business meeting. Resolutions were often written on the fly during the meetings, debated and wordsmithed, and then, if they passed, sent on to ALA. Now the GODORT Legislation Committee begins working on resolutions at the beginning of the conference and they wind their way through the ALA labyrinth. At the GODORT membership meeting, we are presented a set of resolutions to be voted up or down. However, since the resolutions have already been submitted to the ALA Committee on Legislation, we can't really make any changes to the resolutions and the discussion isn't very extensive. I think the GODORT Legislation Committee does a great job with our resolutions, but the current procedure doesn't leave the membership with a feeling of ownership. The GODORT membership meetings were a lot more interesting when we had more opportunity to disagree.

Longer Meetings

It used to be a given that the GODORT membership meeting would be scheduled for three-and-a-half hours, and that we would have to extend the meeting because we were never able to get everything done. There was always a lot of complaining about the length of the meetings, but strangely enough, there were a lot more people attending those meetings than there are now. GODORT cut back on the length of the meetings by requiring written reports from committees and task forces and only having oral reports on action items. While the full oral reports take a lot of time, I think a lot of people prefer to listen to the reports rather than read them. I think longer meetings with more content would actually attract more people.

FDTF Workgroups

These meetings used to be among the most heavily attended GODORT meetings. Generally, the meeting was in a large room with space for breaking off into smaller groups. Workgroups on specific topics might continue from conference to conference, or a workgroup on a particularly timely topic might be a one-time thing. These workgroups were a great place for GODORT members to discuss important topics and they often produced recommendations to GPO or other federal agencies. In addition, many who were reluctant to approach the microphone in the business meeting were active participants in the workgroups. These meetings were a great place for people to feel like they were involved and contributing to GODORT.

Inspiration

Maybe I am just getting older, but GODORT meetings don't inspire me the way they used to. Maybe it's the growth of electronic government information that makes every library a depository library, but I don't leave GODORT meetings anymore with the same feeling that my job is really important. Maybe we don't have as inspirational speakers as we used to have. When Barbara Smith from Skidmore used to go to the microphone and talk about the importance of government documents and the role of depository libraries in getting government information to the people, you could almost see flags waving behind her and hear a faint fife and drum in the background. I would get goose bumps. When the conference ended, I would head home with a renewed enthusiasm for what I did as a depository librarian. Now people leave the conference wondering whether they will continue to have a job in the electronic depository library of the future.

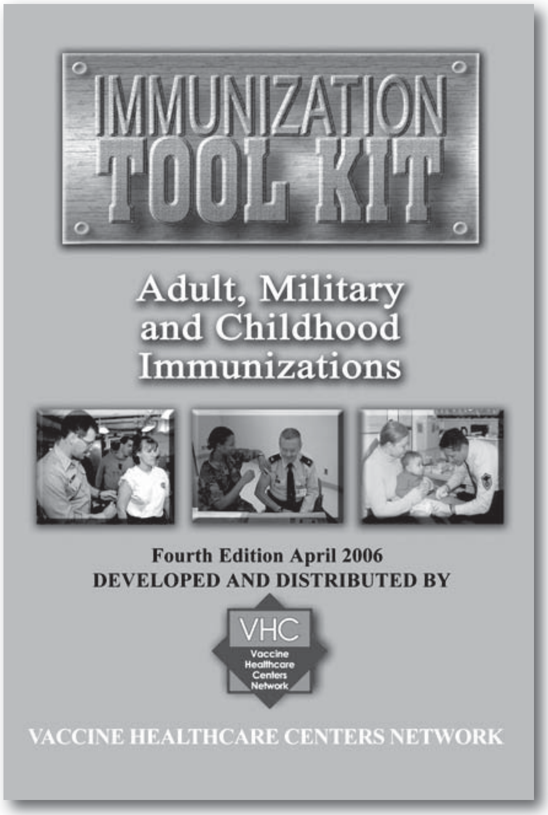
Troublemakers

There used to be more troublemakers in the past. These were troublemakers who were always trying to change things, to get GODORT to do more toward meeting the needs of the membership. Larry Romans was one of these troublemakers. When I was GODORT secretary, Larry was my least favorite person in GODORT. Whenever he rose to speak, I had to do a lot of writing. He was always proposing bylaws changes to allow more people on committees, or starting a handout exchange, or doing something else to help promote government information that gave the secretary (me) writer's cramp. It may sound strange since I am going on about how much I liked the way GODORT used to be, but we need people who are not afraid to change things. GODORT needs more troublemakers.

Tim Byrne, *Government Publications Library, University of Colorado, Boulder, tim.byrne@colorado.edu*

Now: A vital resource for health care workers at all levels

The Immunization Tool Kit



The Immunization Tool Kit is a pocket-sized, readily available source of the latest essential information about vaccines and immunization recommendations for all levels of health care workers in and out of the U.S. military. It was developed by the Walter Reed National Vaccine Healthcare Center (VHC), based on the recommendations of the Advisory Committee on Immunization Practices (ACIP), as part of its mission to support continuous quality improvement of immunization healthcare delivery throughout the Department of Defense.

The tool kit is a set of laminated, pocket-sized reference cards held together on a sturdy ring. The cards are divided into four color-coded sections:

- General information and recommendations on immunizations
- Adult and military immunizations
- Pediatric immunizations
- Storage and handling instructions

You can use the entire tool kit or select and carry only the cards you would use most frequently.

Any health care workers involved in immunization of children or adults will find the Immunization Tool Kit a vital source of the latest immunization information.

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Pittsburgh, PA 15250–7954

❑ **Yes**, send me _______ copies of ***The Immunization Tool Kit,*** 162 pages at $10.00.
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Thank you for your order!

Authorizing signature

03/06

Review

Journal of Map & Geography Libraries: Advances in Geospatial Information, Collections & Archives. Binghamton, N.Y.: Haworth Information Pr., 2004–. $40 Individual; $200 Institution/agency/library. ISSN: 1542-0353.

In autumn 2002, a new peer-reviewed journal was announced to its intended audience of librarians, geographic researchers, and other users of maps and geospatial information. The first issue of this *Journal of Map & Geography Libraries (JMGL)* debuted in late 2004, followed by a second issue in 2005. The goal of the publication, as stated in the editorial of the first issue, is "to provide a peer-reviewed forum for papers concerning geography, map, remote-sensing image . . . information and its uses, and collections."

The journal is jointly edited by two individuals who inarguably are outstanding leaders in the field of map librarianship—Mary Lynette Larsgaard, assistant head of the Map and Imagery Laboratory at the Davidson Library of the University of California, Santa Barbara, and Paige G. Andrew, faculty maps cataloger for Pennsylvania State University. Both share a history of working productively together in an editorial capacity, and both have written extensively on various topics within the discipline of map and geography librarianship; Larsgaard's and Andrew's names therefore lend the journal an air of legitimacy that few others could. In their first editorial, they state that in founding this journal, which they have informally dubbed *Geoscapes,* they hope in part to fill a void left in the literature by the cessation of two former journals—that of the Map and Geography Round Table (MAGERT) of the American Library Association, titled *Meridian,* and the *Bulletin* of the Geography and Map Division of the Special Libraries Association. The diverse editorial board consists of sixteen international members who represent a very wide variety of users of geospatial information; institutional affiliations include academia, governmental agencies, public and national libraries, and private institutions.

The journal's scope is admittedly broad, as it is "concerned with geography and map information and collections and their past, present, and future uses" worldwide, according to the first editorial. Two issues are published annually; one is a general issue edited by the co-editors, while the other focuses on a specific theme and is edited by a guest editor. The articles in the first issue ranges widely in topic from retrospective cataloging of maps and information literacy for geographic information systems (GIS) curricula to the preservation of Landsat satellite data and the provision of increased access to digital geospatial libraries. The second issue, a theme issue that focuses entirely on geospatial information and related issues in Europe, covers such topics as the effects of the Internet on map libraries in Europe, changes in map library usage within recent decades, and the significance of remotely viewable digital facsimiles of old or fragile maps produced in the Netherlands. Forthcoming topics are expected to include metadata for geographic information, bibliographic freedom and the future of map cataloging, and preservation needs and issues surrounding historical maps. Articles are contributed by professionals from numerous academic disciplines that make use of geographic and cartographic resources—not just librarians. Each journal incorporates regular columns as well, including an editorial, a column titled "All Things Digital" that addresses new trends in GIS, and "Issues and Trends: Cartographic Cataloging," a column intended to address specific issues or questions of importance to those readers who catalog cartographic materials.

The first two issues that have been published hold 143 and 101 pages respectively, and articles average 20 to 30 pages in length. Each article begins with an abstract, and, as appropriate, articles may include tables of data, diagrams (either black-and-white or color), or color photographs. Articles typically contain numerous citations to the literature, and they may incorporate other references, notes, and appendices as appropriate to the topic of the research conducted. The first page of every article also features several sentences that provide background information about each of its authors, a contribution by the co-editors that the reader will find quite helpful. Full-text content of the journal's articles is provided by several indexing sources, such as EBSCOhost Electronic Journals Service, as well as for a fee from the Haworth Document Delivery Service. A full list of indexing sources can be found at the web site for Haworth Press (www.haworthpress.com/store/product.asp?sku=J230).

One might wonder how this journal compares to the many other publications, both scholarly and popular, that also address the rapidly expanding discipline of cartography and geospatial technology, collections, and information. In their first editorial, the co-editors explain that they do not intend this journal to stand as competition to other enduring publications in the field, such as *Cartographic Perspectives* or *International Journal of Geographical Information Science;* rather, this journal seeks to complement them. In addition, while its scope is indeed broad in practice as promised, this journal does focus more on map and geospatial repositories than do most other publications, and this attribute helps to distinguish it from the others. Perhaps one of the serials that is most notably similar to *JMGL* is *Coordinates,* MAGERT's online journal begun in 2004. *Coordinates* is an open access publication that consists of refereed papers as well as general articles that span many of the same topics. Important differences, however, include not only the publication format—a distinction that may be significant to some readers—but also the fact that

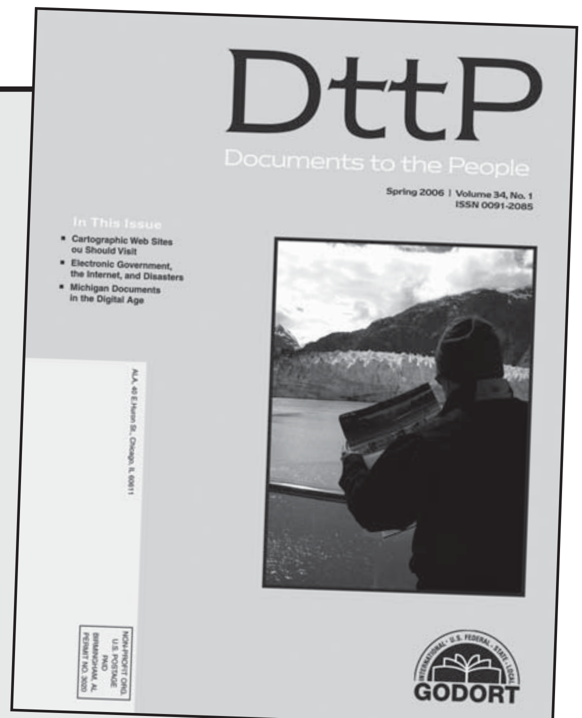
JMGL places its emphasis solely on peer-reviewed articles.

Overall *JMGL* is very clearly conceptualized by the co-editors and expertly implemented. True to the co-editors' wishes, the journal indeed has helped to fill a gap in the literature for map librarianship and geospatial collections. The greatest concern this journal presents in this reviewer's opinion is the fact that it is published only biannually. In such a lively, growing discipline that is so driven by new research and technological advances and yet enjoys so few dedicated peer-reviewed publications of its own, it seems reasonable to suggest that perhaps so prominent a journal as this could benefit from publication on a more frequent—even quarterly—basis.

JMGL very effectively meets its stated goal within such a broad scope. The two issues of volume 1 boast a diverse array of topics that would be of great interest to curators of collections of maps and digital repositories of geospatial data as well as to the many others who work with these materials on any level across the world. This variety of articles appropriately mirrors the diversity of developments and scholarship in the field. In an age when geospatial information is so widely proliferating and increasing in significance, all librarians, curators, and knowledge managers who hold cartographic or geographic materials or make use of geospatial information in any way must consider this journal an essential addition to their collections. ∎

John R. Lawton, *Assistant Map Librarian, John R. Borchert Map Library, University of Minnesota, Minneapolis; lawto019@umn.edu*

It's a Cover Contest!



We're looking for photos of Documents in Action—just like this cover.

Let your photo grace the cover of *DttP*!

Got a government cookbook? Put it in the kitchen! Talking about a government-produced trail map? Lace up its hiking boots!

Details: Photos may be of state, local, federal, foreign, or international publications at work.

Photo orientation should be portrait (not landscape). Digital photos must be at least 300 dpi. For submitted hard copy photos, please make sure the return information is available so we may return the photo. All photos submitted must include citation information.

Please submit all images to the Lead Editor (see masthead for contact information) of *DttP* by December 1, 2006.

2006 Midwinter Meeting Wrap-Up, GODORT Highlights

San Antonio, Texas, January 20–23, 2006

Steering Committee Meetings

Arlene Weible (chair) reminded members of the charge to GODORT units to discuss their benefit to members and to review their units' descriptions in the PPM and Bylaws. This led GODORT units to discuss the needs of GODORT members and of what draws people to the round table. William Crowe and Loriene Roy, candidates for ALA president-elect, each attended a GODORT Steering Committee meeting.

GODORT Membership Meeting

Chair Arlene Weible reported on GODORT activities since the annual meeting and explained how GODORT is seeking to increase its membership, partly to retain its ALA councilor. She explained that the planned preconference in New Orleans was canceled based on the recommendation of the Program Committee, which impacts GODORT's budget and ability to develop an endowment fund. She also explained that at the Round Table Coordinating Assembly it was GODORT's turn to send a representative to the ALA Conference Coordinating Team. This ALA group reviews all Conference program proposals to help dedupe programs and place sessions in tracks for ALA. She has one person interested in serving.

The Legislation Committee presented four motions to the membership; all carried by unanimous voice vote. Members endorsed three ALA motions in principle: Resolution on Protecting the Toxics Release Inventory Program; Resolution on the Changes to the IRS Tax Forms Outlet Program; and the Resolution on OMB's Guidance to Agencies Pertaining to the Implementation of Section 207(d) of the E-Government Act of 2002. The fourth motion was to have the GODORT chair write a letter thanking Eliot Christenson for his work as chair of the Working Group on the Interagency Committee on Government Information as related to the E-Government Act of 2002 resolution.

Treasurer Jill Moriearty presented a revised 2005–2006 budget, noting that further revision will be required as cancellation of the 2006 preconference creates a $4,000 revenue shortfall. While complete statistics for the previous fiscal year are not yet available, adjustments will be made, and she believes that future guesstimates will be more accurate as she gains experience with ALA accounting.

GODORT councilor Cathy Hartman reported on an ALA Council resolution passed about the 65 cent rule, which helps fund teachers (including coaches) in many states but not librarians. She discussed the issues surrounding round table representation, and the motion introduced by Larry Romans. Under current ALA rules, GODORT will lose its ALA Council seat when Cathy Hartman's term ends because it is no longer one of the five largest round tables. Larry Romans' motion, if adopted by ALA membership this spring, offers each round table with membership constituting at least 1 percent of ALA membership a representative on council. She also asked for feedback regarding the proposed ALA dues increase and took the tone of members to be supportive, but with concerns about accountability and that the money is used for improvements and implementation of ALA Ahead to 2010.

GODORT Update

Each of the three task forces sponsored speakers that addressed a range of topics. Patrice McDermott of the ALA Washington Office provided a Washington insider's view of the issues associated with the implementation of the E-government Act. She also informed the group about upcoming advocacy opportunities for open access to government information. Judy Russell, Superintendent of Documents, updated the group on GPO developments. Chenglin Liu of the University of Houston Law Library analyzed new WHO health regulations and their effect on countries' efforts to prevent a bird flu pandemic. Beverly Pecotte of the Texas State Data Center provided information about state data center services and what librarians and users should expect from them.

Committees and Task Forces

The **Awards Committee** approved awards for the following people:

- James Bennett Childs—Grace York, University of Michigan
- LexisNexis/GODORT/ALA "Documents to the People" Award—Sherry Mosley, Florida International University
- Bernadine Abbott Hoduski Founders Award—Ann Marie Sanders, Library of Michigan
- Newsbank/Readex/GODORT/ALA Catherine J. Reynolds Research Grant Award—Julie Linden, Yale University
- W. David Rozkuszka Scholarship—Kevin Reynolds, Sewanee: University of the South

The **Bylaws and Organization Committee** reviewed the status of the PPM flow chart and agreed that a visual representation would be a valuable addition to the PPM. The chair will follow up with former committee members to try and move this project along. The committee discussed proposed changes to the PPM to bring the selection of the Notable Documents panel in line with other Publications Committee processes and accepted the proposal with minor changes. Wording will be drafted to unify phrases used in the responsibilities section of the PPM for each committee and new wording is expected to be put into place before Annual Conference.

The **Cataloging Committee** heard a report from Laurie Hall (GPO) on GPO's ILS implementation, cataloging statistics and reporting, and cataloging policy. The committee discussed GPO policies regarding use of the 300 MARC field for remote electronic resources; separate cataloging records for different formats; fugitive documents, particularly Spanish-language titles; and a GPO draft for comment to be posted regarding monographic series treatment of the *Serial Set*. The committee identified several areas of service to GODORT members, particularly the advocacy for helpful GPO cataloging policies and the process for official cataloging rule changes. The committee also provides outreach, continuing education, and consulting expertise. In other business, Lorna Newman, the SLDTF liaison, will lead the preparation of a Cataloging Toolbox for state and local documents. Becky Culbertson, liaison for the ALCTS Cataloging and Classification: Description and Access Committee (CC:DA), explained the background and comment process for the draft *RDA: Resource Description and Access*, which will replace the *Anglo-American Cataloguing Rules* (AACR2) and be designed as a web product. Becky will collect and report comments from the committee by the end of the comment period in February. A public web site for comments is available on the ALA/ALCTS home page, and GODORT members may submit comments to Becky or via the web page.

The **Conference Committee** discussed preparations for the 2006 ALA Annual Conference in New Orleans. Issues addressed included setting up and manning the GODORT booth in the exhibit hall; whether or not to undertake a Rozkuszka Scholarship fundraiser; finding a site for the GODORT reception; and fundraising for the reception. Preparations for the GODORT booth are on schedule. The committee decided to go forward with a Rozkuszka Scholarship fundraiser silent auction and will work out details in coming months. The committee is determining a location for the GODORT reception, and will publicize the location as soon as it is established. Fundraising began shortly after the Midwinter Meeting.

The **Development Committee** discussed potential problems with fundraising in New Orleans, where low attendance may defeat the purpose of the silent auction. The committee will check feasibility of holding the auction online, as well these alternatives: soliciting dollar donations from previous contributors instead of items; having a sponsored GODORT run; using web conferencing for training to raise money; or holding a raffle, with a night's hotel room or dinner at the conference as prizes.

The **Education Committee** has completed the audit of the Clearinghouse and Handout Exchange sites, with some questions to be resolved in light of the move to the ALA web site. Arlene Weible, GODORT chair, and Judith Downie, Education chair, are scheduled to meet with the ALA Public Awareness Committee in support of GODORT's application for inclusion in the @ your library® campaign. The working group on A competency for government documents librarians has begun shaping their project and taking into consideration ALA president Gorman's "Forum on Education for Librarianship" held at ALA Midwinter. An informal proposal for a program on "how do you teach government information" was sent to Programming. A lively brainstorming session was conducted on membership retention and growth as well as member expectations for GODORT and the Education Committee. A working group to examine the Education Committee's mission, goals, and current projects was assembled and reported by the end of February per the GODORT chair's charge.

Government Information Technology Committee (GITCO) invited GPO staff to their meeting. GPO's FDsys is moving rapidly forward, with requirement statements and detailed specifications being developed by April 2006. GPO is also moving forward on several other projects, including CD-ROM preservation and migration; their just-released digital projects registry; and GITCO-assisted testing of Akamai as an interim solution for known issues with GPO Access. GITCO, LEG, GIS, and AALL will be working together to write a letter/resolution in support of open source software and open content formats for digital government information systems.

The **Legislation Committee** revised draft resolutions on the Toxics Release Inventory (TRI) and the Tax Forms Outlet Program (TFOP) and discussed the purpose of the draft "Resolution on OMB's Guidance to Agencies Pertaining to the Implementation of Section 207(d) of the E-Government Act of 2002." The committee also discussed ways to expand and enhance the committee's web-based advocacy resources; and mechanisms to expedite formal support from state library associations and other groups on access to government information issues and policies. GODORT membership endorsed these resolutions in principle at the membership meeting.

The **Membership Committee** discussed its previous and ongoing projects to promote membership in GODORT and ALA. The Happy Hour that took place on Friday evening in San Antonio was declared a success, and plans were made to continue it as a regular event. Overall membership in GODORT has dropped over the last few years. A wide variety of ideas were brought forward to increase membership numbers. The committee decided to create a membership plan to be submitted at the Annual Conference in New Orleans.

The **Nominating Committee** met twice during the Midwinter Meeting and presented a ballot to the Steering Committee, which approved it. Several offices will have contested elections. The ballot will feature a contest for GODORT chair-elect between Brian Rossman and Bill Sleeman. Kirsten Clark and Judith Downie are running for GODORT secretary. Jeff Bullington and Justin Otto are running for FDTF coordinator-elect, and two candidates, Sarah Gewirtz and Sally Lawler, are vying for FDTF secretary. The IDTF coordinator-elect contest features Marcy Allen, with Brett Cloyd and David Oldenkamp running for IDTF secretary. Crenetha Brunson and Tanya Finchum are seeking the SLDTF coordinator- elect position, while Kris Kasianovitz is running unopposed for SLDTF secretary. Contests for the Awards Committee (George Barnum, Sam Hager, Karen Hogenboom, Barb Mann, and Stephen Woods), Bylaws Committee (David Griffiths, Lorna Newman, and John Stevenson), Nominating Committee (Erhard Konerding, Marianne Mason, and Yvonne Wilson) and chair-elect of Publications Committee (Jim Church and Barb Mann) round out the ballot.

The **Program Committee** discussed the draft web conference report, which explores options for online education in lieu of a traditional preconference. The committee endorsed a written proposal from the Rare and Endangered Government Publications Committee to host a program in 2007 on American historical materials not found in the *Serial Set* that would feature a keynote speaker from Congress in addition to August Imholz Jr. and an expert in early American historical documents. This proposal is being considered by the Rare Books and Manuscripts Section of ACRL for co-sponsorship. LITA asked GODORT to co-sponsor their 2006 program on freedom of information, and the committee recommended co-sponsorship consisting of help in arranging speakers and publicizing the event. The committee also discussed the possibility of holding programs outside of ALA to raise GODORT's visibility. The committee discussed three preconference proposals for 2007 in Washington, D.C., and chose one from IDTF for teaching international resources from the agency perspective. After much deliberation, the committee endorsed the proposal with the following modifications: length of time to a day; three to four speakers; and seek underwriting from vendors, including a site that will provide equipment and technology.

The **Publications Committee** interviewed the editorship of *DttP* for a new term, which commences with the fall 2006 (34:3) issue and ends with summer 2009 (37:2).

The team of Andrea Sevetson (lead editor); Sherry Dedecker (advertising editor); Ben Amata (contributions editor); Susan Tulis (reviews editor); and Chuck Eckman, Julie Linden, and Helen Sheehy (editors) was the candidate team. The committee recommended to GODORT's Steering Committee that this team be offered the position, which was unanimously approved at the second Steering Committee meeting.

Questions regarding free electronic access and increasing subscriptions for *DttP* were raised and a subcommittee formed to examine the possibility of a "rolling wall" of free access, with earlier issues being freely accessible and later issues accessible by subscription only. A report is due by Annual 2006.

Andrea Morrison reported on the progress of her proposed publication, *Managing Electronic Government Information in Libraries: Issues and Practices*.

The GODORT web site had to be removed from the Sunsite server by the end of February as it was no longer supported there. After a subcommittee of the Publications Committee explored other web site hosting options and provided a comparison, the GODORT Steering Committee voted to move GODORT content to the ALA web site. Committees will need to prioritize what will be moved first and to undertake a content audit to determine what content should remain. The new URL is www.ala.org/godort.

The issue of an electronic occasional papers series was raised again. The chair appointed a subcommittee to explore the creation of an editorial review board and criteria for inclusion. A report is due by Annual 2006.

The Notable Documents panel has been reviewing entries for all three areas: federal; state and local; and international. Linda Johnson, chair of the Notable Documents Panel, has edited the PPM to flesh out the committee responsibilities and panel selection procedures.

Rare & Endangered Government Publications (REGP) Committee. Reports were delivered on the *Serial Set* inventory, the *Serial Set* book project, and the REGP program proposed for 2007. August Imholtz Jr. reported on research that he and George Barnum were conducting on paper and ink standards for federal publications between 1932 and 1962. On the question of how REGP can better serve the membership, the following actions were approved: LITA liaisons and the REGP Web Manager will begin discussions with GITCO on how best to divide responsibilities for activities related to digitization of legacy publications, and all other representatives and liaisons were charged with asking their parent bodies how REGP can better server their needs.

Task Forces

The **Federal Documents Task Force** (FDTF) covered many topics in its shortened meeting time. Barbie Selby, chair of the Depository Library Council, led the group in a discussion of the DLC visioning process on the future of providing government information. This discussion is ongoing, and the DLC encourages the community to read the posted goals at the WIKI (http://wikihost.org/wikis/nextsteps) and continue the conversation. Featured speaker Superintendent of Documents Judy Russell brought the group up to date on what is happening at the GPO. The big news was launch of the Registry of U.S. Government Publication Digitization Projects (www.gpoaccess.gov/legacy/registry).

A lively and lengthy discussion took place on education and services that International Documents Task Force (IDTF) can provide to documents and other librarians as a means to meet IDTF's educational mission, as well as attract new GODORT members. Many great ideas came forward at the well-attended meeting, and a task force was formed that will review the ideas and recommend two to three of the best ones as IDTF near-term courses of action. Plans for an IDTF preconference for Annual 2007 in D.C. were discussed and approved.

The **State and Local Documents Task Force** (SLDTF) discussed improvements to the task force's web page, including adding new materials and removing some sections. Some proposals depend on the capabilities of ALA's new content management software. The task force will also look at having a resource page for cataloging, and may coordinate with the Cataloging Committee to add state and local information to the toolbox suite. ▌

John Stevenson, *GODORT Past Chair*

Councilor's Report

2006 Midwinter Meeting—San Antonio

Discussions of a dues increase and several important resolutions dominated Council sessions at the ALA Midwinter Meeting in San Antonio. The proposed dues increase garnered the most interest and included support from the ALA Executive Board, BARC, and many Council members, who believe it is critical to ALA's financial future. The new strategic plan, ALA Ahead to 2010, outlines new advocacy and service initiatives that require additional funding for implementation. The amount of the dues increase would range from $8 to $30, depending on the type of membership, as indicated in the chart below.

Because dues rates are set in the ALA bylaws, this issue must go to the membership for approval.

GODORT members discussed the dues increase at length in the membership meeting in San Antonio and instructed me to vote to support the Council resolution that will send this to the members for a vote. I was also instructed to express our concerns that the additional funds be used as stated by the ALA leadership—to support additional advocacy for libraries and for member services. I expressed GODORT's concerns in Council Session III and noted that we will ask for accountability on the expenditure of these funds. Expect this issue to appear on the ALA ballot this spring. I encourage you to vote for it. It has been ten years since ALA's base dues have increased.

Resolutions approved by Council and of special interest to GODORT include:

- Resolution on the USA PATRIOT Act Reauthorization—This resolution asks Congress to amend Sections 215 and 505 to ensure that the rights of our library users are protected and to allow a recipient of a National Security Letter to challenge the request in the courts. This resolution passed, and Council participated in a national "call in" day on Wednesday, January 25, to pass this message on to our Congressional representatives.
- OMB's Guidance to Agencies Pertaining to the Implementation of Section 207(d) of the E-Government Act of 2002—This resolution calls for Congress to hold hearings on the manner in which the Office of Management and Budget is implementing Section 207(d) of the E-Government Act of 2002 and to require the OMB director to withdraw Memorandum M-06-02 and consult further with stakeholders.
- Resolution on Protecting the Toxics Release Inventory Program—GODORT Legislative Committee drafted this resolution that opposes the EPA's proposal to reduce the frequency and threshold requirements for Toxics Release Inventory reporting.
- Resolution on the Changes to the IRS Tax Forms Outlet Program—In another GODORT Legislative Committee–drafted resolution, we asked that the IRS work with ALA and libraries the reconfigure the Tax Forms Outlet Program to meet the needs of participating libraries and the public they serve.
- Resolution to Change the Representation of Round Table councilors—With the growth of other round tables, GODORT would lose their councilor in 2007 without this resolution. It asks that the ALA bylaws be changed to give Council representation to all round tables with personal membership totals that exceed 1 percent of the total number of ALA personal members. This bylaws change will appear on the upcoming ballot. GODORT members are encouraged to vote for this change so that we can keep our representation on Council.

	2006	**2007**	**2008**	**2009 and beyond**
1. Regular Member	$100	$110	$120	$130
Second Year Member	$75	$83	$90	$98
First Year Member	$50	$55	$60	$65
2. Library Support Staff Member	$35	$39	$42	$46
3. Trustee and Associate Member	$45	$50	$54	$59
4. International Librarians	$60	$66	$72	$78
5. Student Member (five-year limit)	$25	$28	$30	$33
6. Other Members (inactive, retired, unemployed, or salary of less than $25,000 per year)	$35	$39	$42	$46

Final registration for the Midwinter Meeting in San Antonio was 11,084 members and vendors, in comparison to 13,232 in 2005 and 10,788 in 2004. Other announcements made at Council sessions included the dates of ALA balloting this spring (March 15–April 21), the launch of a non-MLS salary survey in libraries to complement the librarian salary survey, and the launch of ALA's first electronic newsletter—*American Libraries Direct*.

Further information on the resolutions or other council business can be found on the ALA Council's web site (www.ala.org/ala/ourassociation/governanceb/council/council.htm). ▌

Cathy Nelson Hartman, *GODORT Councilor (2004–2007)*

GODORT Membership: Membership in ALA is a requisite for joining GODORT.

Basic personal membership in ALA begins at $50 for first-year members, $25 for student members, and $35 for library support staff (for other categories see www.ala.org/Membership).

Personal and institutional members are invited to select membership in GODORT for additional fees of $20 for regular members, $10 for student members, and $35 for corporate members.

For information about ALA membership contact ALA Membership Services, 50 E. Huron St., Chicago, IL 60611; 1-800-545-2433, ext. 5; e-mail: membership@ala.org.

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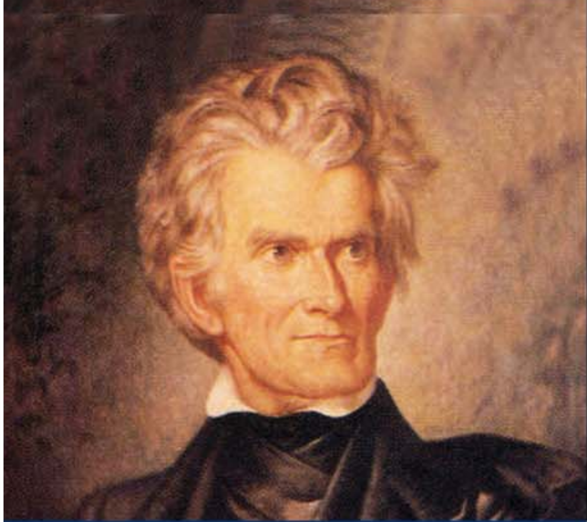

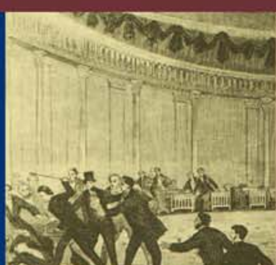

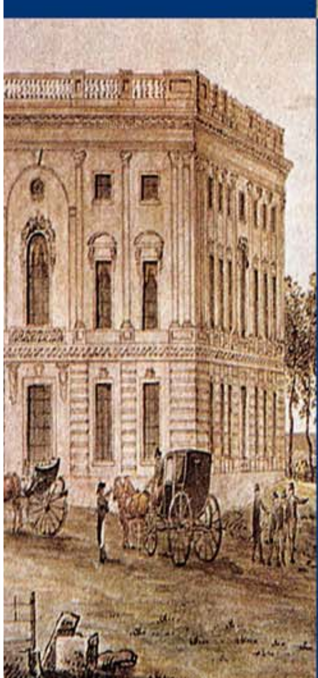

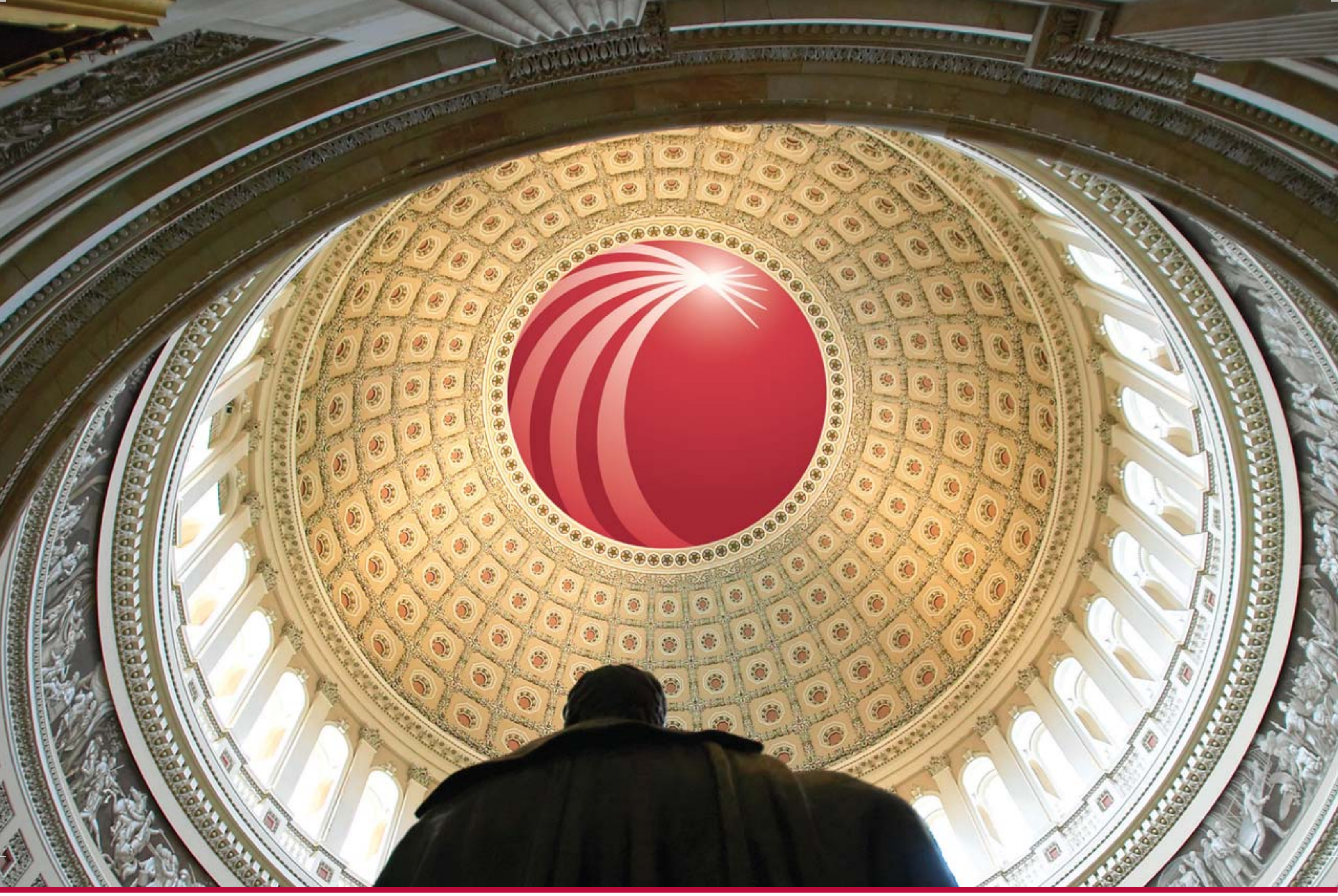

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