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In planning this editorial I was reflecting on the new year. I began thinking about what was happening a hundred years ago, back in 1919. The most significant diplomatic event was the Paris Peace Conference, (image 1) and domestically the ratification of the 18th and 19th Amendments, but that seemed a bit much to cover in an editorial. In a quest for different ideas, I looked through the February 1919 edition of the Monthly Catalog—or Monthly Catalogue United States Public Documents. As I looked at what was published, it amazed me how many issues that we are dealing with now were also being addressed back then.

Decennial Census Preparation
Y 4.C.33/1:F 82/1—Census, 1920 (14th). Fourteenth and Subsequent Decennial Censuses, conference report to accompany H.R. 14078, February 26, 1919. Most of this hearing was on what was learned from the 13th Census and applied or modified for the 14th as well as discussion of a bill that would emerge every ten years, and the needs for funding and a temporary workforce to administer the census. Of interest—for the agricultural census “sex” was recommended to be added to farms, because, “The indications are that the number of women engaged in farming in the United States is increasing, and there is a general demand for definite and reliable data on this subject.”

Illegal Aliens and Immigration
Y 4.IM 6/1:AL 4/6—Deportation of Interned Aliens—This discussion for H.R. 13965 was about dealing with individuals convicted before the war for violating neutrality laws, or for breaking a law during the war, and were thought to be “dangerous or undesirable.” Of interest—a debate about how many were interned, their legal status and rights, as well as the Department of Labor being the final authority to decide who to deport.

Y 4.IM 6/1:IM 6/10/PT.1-2—Prohibition of Immigration—here debates on bills prohibiting immigration for four years—fears of labor shortages because need immigrant workers to fill jobs, labor shortages caused by war, as well as the hypocrisy of a nation of immigrants denying immigration. It included discussions about Italian immigration and how Mexicans were imported for labor due to shortages.

Making America Great Again
I 1.2:AM 3—America, Americanism, Americanization; containing Americanization speech of Hon. Franklin K. Lane at Hotel Astor, New York.

Foreign Interference
Bolshevist propaganda in Washington, D.C.—Senate Document 386, February 11, 1919—Letter from the Attorney-General, transmitting, in response to a Senate resolution of February 5, 1919, a report as to the investigation being made by the Department of Justice in relation to the meetings held at Poli’s Theater and the Masonic Temple in the City of Washington on February 2 and February 3, 1919 respectively.

The Attorney General is taking umbrage at a Senate Resolution that he was not doing his job, and that he had people at one of the meetings.


Discusses attempts by Germans to interfere with export of military supplies by instigating strikes, pro-German organizations lobbying congress, and trying to create a war between Mexico and the United States.

Department of Interior Request to Destroy Records
Disposition of Useless Papers in Department of Interior—H.Doc. 1754—February 3, 1919.

And surprisingly relevant to recent discussions in our community: Since there was no Federal Register at this time, the DOI petitioned the Committee on Disposition of Useless Papers in Executive Departments to dispose of records. Some were logical, like duplicates, orders for supplies, but several titles would have been useful to researchers:

- Monthly report of Indian schools prior to 1918
- Indian Commissioners register of vouchers
- 25 miscellaneous papers of Indian Commission hearings
O ne of the things I had forgotten about living in the Upper Midwest after spending eleven years in Georgia is just how short the days are at this time of the year (due to the DttP publication schedule, I am writing the Chair’s Column for the Spring 2019 issue in January). On the winter solstice in December, Fargo had about eight and a half hours of daylight; it was dark when I went to work and dark when I went home. The good news is that after mid-December, the days start getting longer; as of this writing in mid-January, Fargo has gained almost a half an hour of daylight. By the summer solstice in June our days will be almost sixteen hours long and presumably quite a bit warmer. Definitely something to look forward to on a cold winter’s night!

By the time this column appears in DttP, the ALA Midwinter Meeting in Seattle will have come and gone; the weather there will of course include rain. Among our scheduled meetings and discussions is a one hour session dedicated to GODORT at the RT Spotlight Desk at the ALA Lounge. This is the unofficial kickoff to our membership drive, as it will allow us to talk to potential members about all of the good things we do as a round table and how they can get involved. Speaking of membership, I am happy to report that GODORT’s personal membership numbers have improved slightly; as of December we have gained eleven new members, for a grand total of 467. Progress! As we continue to spread the word about GODORT, I have every confidence that our numbers will continue to improve.

More good news: GODORT’s Emerging Leaders project proposal Librarian’s Election Reference Toolkit was selected for the 2019 class as project E. According to the project description, “emerging leaders will be asked to develop a marketing plan to ALA divisions and chapters for a prototype of a librarian to librarian toolkit to enhance election knowledge.” The Emerging Leaders working group will present the prototype to GODORT by Annual. Kudos to the Education Committee for their work in putting the proposal for such an important and timely project together.

Finally, planning is well underway for the upcoming Annual Conference in Washington, DC. GODORT is sponsoring two programs and cosponsoring a third. Our juried program Counting on Trust, Trusting the Count: Census 2020, will convene a panel of experts in Census data and the social context for the Census that will help us understand and better advocate for the continuation and extension of the existing protections that prevent the misuse of administrative data for politicalized ends. Our Chair’s program, Collectively Curating Government Information and Data: The PEGI Project and the Collective Impact Model, will include a panel discussion of the work of the PEGI Project as an application of the Collective Impact model. And we are cosponsoring The Data of D.C.: Open Sources for Business Research with RUSA, which will explore open data resources in depth. All this in addition to our regular meetings, discussions, and social events, including the annual GODORT reception and awards ceremony. Stay tuned for further details as they become available.

So much to look forward to in the coming months besides warmer weather and longer days! If you were not able to join us for Midwinter in Seattle, I hope you are making plans to join us for Annual in our nation’s capital—2019 promises to be a good year for GODORT.
Advocating for Libraries’ Government Information Services

Gavin Baker

I was pleased to accept editor Laura Sare’s invitation to introduce myself and to encourage everyone to join in our continued advocacy for libraries’ government information services. I am assistant director of government relations on ALA’s Public Policy and Advocacy unit, based in ALA’s Washington, DC, office. I have lead ALA’s work on government information policy since starting in that role in 2017.

My professional background is in public policy and advocacy related to government information. I previously worked at Common Cause, the Center for Effective Government (formerly known as OMB Watch), and the Scholarly Publishing and Academic Resources Coalition (SPARC). I completed my M.S. in library and information studies at Florida State University and my B.A. in political science at the University of Florida.

In a nutshell, my role as an ALA staff member is to ensure we are effective in advocating for policies that support and advance the government information services that libraries provide. That work includes monitoring legislative, regulatory and agency activities; researching how policies and programs are functioning; developing ideas for changes to policies; coordinating with stakeholders, such as other library organizations; writing letters and other communications; delivering presentations; lobbying and developing relationships with decisionmakers; and engaging and mobilizing library supporters.

My role is one piece of ALA’s Public Policy and Advocacy unit, which works together as a team to advance ALA’s policy and advocacy priorities. The Public Policy and Advocacy unit is a new configuration of the ALA staff who formerly worked in the Office of Government Relations and the Office for Information Technology Policy, as well as the Office for Library Advocacy. Led by Associate Executive Director Kathi Kromer, we’re developing new approaches to strengthen ALA’s policy and advocacy work at the national, state and local levels, in support of the ALA mission: “To provide leadership for the development, promotion, and improvement of library and information services and the profession of librarianship in order to enhance learning and ensure access to information for all.”

Our team has one foot in the world of public policy and the other foot in the library community. We stay in constant communication with policymakers, government officials, advocates and other stakeholders, in order to have the latest information about developments that could affect libraries. At the same time, we monitor the latest developments in libraries and seek information from library professionals and supporters in order to understand how various trends or proposals might affect libraries.

Of course, libraries are diverse, and librarians and library supporters have a wide range of perspectives and (sometimes conflicting) opinions. Consequently, we draw guidance not only from our professional judgment, but also from ALA’s governance structures. As we decide whether to support or oppose a particular piece of legislation, for instance, we consider how the positions would be consistent with policy statements adopted by the ALA Council. The Committee on Legislation is the Council committee that focuses on public policy and the members of that committee can offer their advice for our work. The Committee on Legislation also establishes subcommittees when needed to focus on a particular topic, which currently includes a Government Information Subcommittee. As needed and when time and circumstances permit, we also solicit views from ALA units, such as the Government Documents Roundtable, as well as other communities of practice and leaders in the library community.

While our staff works very hard to advocate for libraries, we can’t do it alone. We rely on library supporters to keep us updated about the latest developments, to build relationships with their elected officials and show them the impact that libraries make in their communities, and to speak up in support of library priorities when needed. Advocacy is a long game punctuated by sudden opportunities. We are stronger when we work together: laying the foundation through gradual relationship-building, then mobilizing when the time is right.

A great example of this is our recent success to make Congressional Research Service (CRS) reports publicly available. CRS is a federal agency, housed within the Library of Congress (LOC), that prepares public policy research for members of Congress, including reports about a range of policy topics. These reports are nonconfidential, but were not routinely published. However, after twenty years of advocacy by ALA, legislation requiring public access to CRS reports was signed into law in March 2018. As a result, LOC is now publishing these reports online at crsreports.congress.gov, and the Superintendent of Documents is adding the reports to the Catalog of Government Publications. Libraries can now provide their users with free, authentic copies of these useful public policy reports.

ALA members’ support makes successes like these possible. Joining ALA or renewing your membership (including divisions or roundtables like GODORT), attending ALA
Advocating for Libraries’ Government Information Services

Please feel free to email me at gbaker@alawash.org with any questions or ideas—or to tell me about the latest news from your library!

Gavin Baker (gbaker@alawash.org), MSLIS, Assistant Director of Government Relations, American Library Association.

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**DttP Student Papers Issue**

The student papers issue of *DttP* is designed to showcase the talents and interests of current library school students. Papers should focus on substantive issues in government information at all levels of government (local, state, federal, international) librarianship, including

- contemporary or historical problems related to government information access, dissemination, or preservation;
- challenges to providing reference and instructional services in public, academic, school, or government libraries;
- bibliographic control of government information;
- government efforts to promote and/or restrict access to information; and
- development of specific government programs that promote access to information.

Papers must be nominated and forwarded by a faculty member.

Required length: 2,000–3,000 words.


*DttP* is a professional journal. Class papers which do not conform to editorial guidelines should be reformatted to receive consideration. All papers must be submitted by September 1, 2019.

Selected papers will be printed in volume 47, issue 4 (Winter 2019).

If you are teaching a government information course or know someone who is, please contact:

Laura Sare
Lead Editor
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DLF GRT Opportunity

Rachel Mattson

Founded in the winter of 2017, the Digital Library Federation’s interest group on Government Records Transparency and Accountability seeks to support a broader culture of records transparency in the digital age. We use a variety of methods to support cross-disciplinary conversation, collaboration, and action around improving access to local, state and federal records and publications (as well as information, data, and documents). Over the past years, we’ve hosted open presentations on topics including the 2020 Census, federal records transparency and its relationship to immigrant justice, Title 44 reform, FOIA and state-level freedom of information laws, and civic data initiatives. These presentations have provoked us to engage in ongoing conversations, and have led to several follow-up projects—including writing and signing onto open letters designed to support expanded public access to government-created materials, and the creation of a Twitter bot using the Federal Register’s API (https://twitter.com/NARA_update_bot). We also serve as the umbrella organization for the national Endangered Data Week project (https://endangereddataweek.org/).

The group is open to all, regardless of membership in the DLF, and welcomes anyone to attend our open monthly virtual meetings or to join our (low-traffic) Google Group (via wiki link below). We’re looking forward to another productive year of inquiry and action. Although our agenda and workplan is ever-evolving, we have several projects ongoing or in development—including planning for the third annual Endangered Data Week (February 25–March 1, 2019). Visit our wiki (https://wiki.diglib.org/Transparency-Accountability) for additional information about our work, and feel free to join us!

Rachel Mattson (rmattson@umn.edu), Curator, Tretter Collection for GLBT Studies at the University of Minnesota; Founder and Co-chair, DLF’s interest group in Government Records Transparency and Accountability.
**Depositary Designations**

Aric Ahrens

Though the FDLP Modernization Act of 2018 failed to land on the president’s desk, the first serious attempt at a legislative solution to the structural hindrances facing the Federal Depository Library Program (FDLP) must be applauded.\(^1\) In particular, granting the Superintendent of Documents the authority to designate depositories is a vast improvement over the current and ancient Congressional District Model of Depository Allocation. The inadequacies of this well intentioned method of allocating depositories nationwide have been articulated since the nineteenth century.

**Antebellum**

The designation of depository libraries by members of Congress dates back to before the Civil War. The initial responsibility for designations, delegated to the Secretary of the Interior,\(^2\) was shortly thereafter handed to “the representative in Congress from each congressional district.”\(^3\) The limit of designating only one depository per district seems to have been borne out of an act directing that further distribution of documents be “at the instance of representatives from Congress districts in which such public documents have not already been distributed so that the quantity distributed to each congressional district and territory shall be equal.”\(^4\) This limitation of one designation per district was also implied in amendments in 1861, which included the earliest mentions of “depositories” and “designations.”\(^5\) This amendment was intended to discourage fluidity in depository designations between sessions of Congress, indicating that designations ought to be considered permanent unless the Secretary of the Interior found a depository no longer suitable.

The phrase “certain Public Documents” in the joint resolutions of 1857 and 1858 was replaced by “all Public Documents” in the act of 1859.\(^6\) The designation of a depository by a member of Congress provided the Districts’ constituents with a comprehensive government documents collection. This was therefore a theoretically effective way of allowing members of Congress to provide access to a full cadre of government information to their constituents. In those districts with established depositories, an effective geographic distribution of government information had been achieved.

**Late Nineteenth Century**

Yet, even as early as 1876, the unequal distribution of designated depositories was noted by the government. The Department of the Interior indicated that at that time “one State and three Territories” each had “a greater number of depositories than the aggregate number of Senators, Representatives and Delegates,” while the state of Louisiana, entitled to eight designations, had “but one designated depository, namely, the State University at Baton Rouge.”\(^7\)

The burden of receiving a comprehensive collection of documents weighed on depositories, which begat the concept of selective depositories, dating back to at least 1891.\(^8\) A report of the American Library Association’s (ALA) Government documents committee recommended reforms that would have allowed for the concept of what are now called Regional and Selective depositories.\(^9\)

The first annual report of the public printer following the adoption of the Printing Act of 1895 indicated it was a “pity” that small school libraries should be “compelled to receive the same embarrassingly large numbers of documents that are sent to the great libraries” and even indicated the use of a stealth selection plan “without any special authority” by “making a supplementary mailing list” for “certain schools” where “only the documents they have especially asked for are sent to the libraries” on the list.\(^10\)

**Early Twentieth Century**

At the ALA Conference in 1907, an attendee lamented that, “In some states, there are important libraries which can not become depositories because the places are filled, and there are small libraries which are depositories and where no care is taken of the books.” The solution, it was articulated, was “to have the depositories arranged in some rational fashion.”\(^11\)

The same attendee commented with regards to comprehensive collections that “some arrangement ought to be made
whereby it shall be possible, that a library can select before the books are sent it the volumes which it wishes.”

Comments by the Superintendent of Documents at the same conference described distribution of depositories by congressional district to be due to the “most absurd law that could be possibly conceived of.” He went on to lament that it was “absurd to allow the Government of the United States to be so generous when its generosity is imposing upon the libraries of the country a commodity which they do not want or use” and further exclaimed, “please don’t blame the Superintendent of documents; we didn’t make the law; we are only acting under it.”

In 1907, Congress took note of the problem that decennial redistricting created by continually increasing the number of Congressional districts, and therefore opportunities for depository designations, and over time larger and larger document distribution. The solution was to grant authority to the Public Printer to increase the volume of documents to be distributed “as the redistricting of States or the rearrangement of depository lists under provisions of law shall demand.”

Initial Push for a “Selection Plan”

William L. Post, Superintendent of Documents, seems to have reversed his position in 1907 that “the oft-suggested method of library selection” involved “too much of the personal equation” as “no one knows what contingency may arise” where a comprehensive collection would be needed. By 1908, he argued that “a moment’s reflection will show that there should be a certain discretion given which would permit smaller libraries to avail themselves only of the receipt of such publications as they could reasonably care for.” In 1911, the Superintendent of Documents lauded the introduction of S. 2564, which would have accorded to “depositories the privilege of selecting what class of documents they desire.”

Apportionment Limits Designations

By tying depository designation to congressional districts the depository system was initially “related, by rough extension, to population.” There was in theory an unlimited number of designations, as there was “no limit on the number of representatives, and it was expected that as population increased and new states were admitted to the Union, more congressional districts would be added.” However, by 1912, the rough relation of depositories to population began to fray, when Congress set “a limit of 435 on the number of representatives” and therefore districts, and by extension depository designations.

A Decade of “Selection Plan” Advocacy

In 1912, the Superintendent of Documents indicated that he approved of “sending libraries what they can properly use and what they want” and in 1915 indicated support for a plan that would offer depositories relief “by granting them the privilege of selection.” The Public Printer in 1918 described libraries as demanding “relief from the overcrowded condition of their shelves” and in 1919 described Government publication distribution, by law, to depository libraries as being “unsatisfactory” due to the fact they had to “accept copies of everything of a public nature.” The Superintendent of Documents noted that the “underlying motive which prompted Congress to provide for the establishment of one library in each Congressional district was theoretically good; but time has proved that in a great many districts, libraries can not be found that are in a position to care for the enormous quantity of publications received under such designation” and indicated that the “demand for relief from burdens imposed on [depositories] by being compelled to accept everything printed” continued. The Public Printer in 1920 supported a “system whereby libraries could in a way make their selection of publications.”

Legislative Efforts in the Teens

During the teens, there was a legislative effort that, had it been successful, would have granted authority to the Superintendent of Documents to designate depositories, and one that would have instituted a selection plan. There was also an effort addressing the Superintendent of Documents’ criticism that depository designations could “be changed . . . at the commencement of any Congress” causing “broken sets in numerous libraries, instead of fine collections at convenient points for reference use by the public.” This resulted in legislation that made depository designations permanent.

Roaring Twenties

The tone from the Public Printer only grew more terse with the 1920s, decrying the “avalanche of Government publications” annually descending on depository libraries and noting that only a “few libraries in the larger cities” could house comprehensive collections. Their complaints finally moved Congress to act in 1922, allowing depositories to select the documents they wished to receive from a list prepared by the Superintendent of Documents. The Public Printer’s initial reaction to the implementation of the plan was positive, and noted that 51 depositories effectively gave up their designations by choosing to select no publications, while only 51 of the 421 depositories chose to select comprehensive collections and nearly 75 percent of depositories chose to select 50 percent or fewer of the publications.
the available publications.\textsuperscript{37} The Congressional District Model of Depository Allocation no longer provided an \textit{unlimited} geographic distribution of \textit{comprehensive} collections of government information, but instead a \textit{limited} geographic distribution of \textit{selective} collections.

In 1926, the Superintendent of Documents indicated that there was “considerable dissatisfaction expressed . . . regarding the law which provides for the allotment of designated depository libraries” and was convinced of a “necessity for congressional action which will result in a more equitable distribution of libraries throughout the States.”\textsuperscript{38} The Public Printer noted that the then recent change of selecting documents received had revealed that many designations were not selecting “adequate deposits of government publications, thereby making their designation as depositories of little service to the public”\textsuperscript{39} which was seconded by the Superintendent of Documents who declared that a “library that desires only a few publications is not deserving of the privilege of designation as a depository.”\textsuperscript{40}

The distribution of depositories by Congressional district and the problem of reapportionment and redistricting was succinctly noted by the Superintendent of Documents in 1926.

With the subsequent growth and shifting of the population and the various changes in the boundaries of congressional districts, many depository libraries are now not located so as to serve the districts for which they were originally designated. But other depository libraries cannot be selected under the present law for the new and large centers of population. For example, there are two depository libraries in a small eastern town while the libraries from two much larger cities in the same district are barred under the present law from designation as depositories for Government publications.

On the other hand, many districts apparently do not desire or can not assume the burden of having a depository for Government publications. . . . The . . . vacant designations can not, however, be assigned to libraries in other districts.\textsuperscript{41}

The Superintendent of Documents, having advocated a legislative fix for depository designations, found a Congressional ally to push for the plan. A bill was introduced by Hiram W. Johnson, Republican of California,\textsuperscript{42} in the Senate on December 22, 1926,\textsuperscript{43} that would have transferred the responsibility for depository designation to the Superintendent of Documents in partnership with the Librarian of Congress, while limiting the number of depositories at two thousand.\textsuperscript{44} The Superintendent of Documents lamented the lack of action on this plan, noting the “arbitrary designation on geographic lines,” and asserting that seventy-five depositories were unanimous in their support of the new plan.\textsuperscript{45} Senator Johnson introduced an alternate version of his bill\textsuperscript{46} on February 1, 1930,\textsuperscript{47} which similarly delegated the responsibility of depository designation to the team of the Superintendent of Documents and the Librarian of Congress, but capped depository designations at one thousand.\textsuperscript{48} In light of the assertion that the selection plan was a least in part a “money-saving reform,”\textsuperscript{49} the capping of total designations can be interpreted as replacing the cap of two Representative designations per district, which provided some sense of predictability for budgeting.

In 1929 the Public Printer noted that “decennial reapportionments of the House of Representatives and consequent changes of congressional district boundaries have sometimes placed more than one depository library in a district” in which case “the original designations” were “permitted to continue, and a newly created district, without a depository may obtain another library designation.”\textsuperscript{50}

\textbf{Depression}

The Government Printing Office (GPO) throughout the Depression offered criticism of the allocation of depositories and the unintended consequences of the selectives legislation.\textsuperscript{51} In 1932 it decried that the selection plan enacted in 1922 had “not been as successful as expected” as a number of libraries were “not making adequate selections for depository purposes.”\textsuperscript{52} The Public Printer lamented in the 1936 annual report that “a number of depository libraries” had “made so few selections that it” was “impossible for them to make public documents very useful in their communities.”\textsuperscript{53}

While offering a prescription in 1937 to “remedy the defects in our depository library legislation,” GPO also diagnosed that the “depository system” operated “on a political and population basis” and gave “no consideration to the location of a library or its ability to make publications available to the public.”\textsuperscript{54} In 1938 it was acknowledged that depository law, “fundamentally the same as that enacted in 1895,” written for the purpose of “placing Federal public documents in the libraries throughout the United States” had led to “waste on the one hand and unfairness on the other,” because the framers of the law could not have foreseen the “development of large metropolitan areas and the unevenness in the development of libraries throughout the United States, which have nullified their original intent.”\textsuperscript{55}

In 1938, the chairman of the ALA Public Documents committee, antecedent to the ALA Government Documents Round
Table (GODORT), raised an objection to depositories servicing small populations, such as depositories in Hardy, Arkansas and Lakeland, Florida. He similarly indicated that major cities such as Chicago and New York City were overrepresented with comprehensive collections, while some metropolitan locations, such as Little Rock, Arkansas, and Tampa and Miami, Florida were without any depositories at all.56

Postwar
In the 1949 edition of United States Government Publications, Boyd and Rips indicated that the “reapportionment of Representatives to Congress, due to increases in population and the changing Congressional district boundaries, have sometimes placed more than one depository in a district” in which case “the original designation [was] allowed to stand.”57

The ability and willingness, or lack thereof, of depositories to provide substantial government publication access to their districts was also noted in the 1940s. It was noted that due to the ability to select which documents were received many libraries had “failed to assume their full responsibility as a designated depository and at the same time, retaining the privilege, have deprived other libraries from giving a needed and legally provided service to the public.”58

In the 1950s, two specific examples of potential depository libraries decrying the situation can illustrate the problem. Kent State University, with an enrollment of over 8,000, noted that nearby depository designations were held by colleges with as few as 600 students.59 Ball State Teachers College in Muncie, Indiana pointed out that the Muncie Public Library only selected one-third of all depository items available.60 Both institutions believed that they would be better suited to be the depository designation for their respective districts.

At a congressional hearing in 1956, Superintendent of Documents Carper W. Buckley admitted that while legislation allowing for depository designations intended the distribution of depositories “be equal” for “each congressional district,” the actual reality was that the distribution of depository libraries across congressional districts was “nowhere near equal.” Expounding, the Superintendent of Documents blamed in part congressional redistricting for the unequal distribution.61 The Superintendent of Documents also expressed his opposition to the manner of the expansion of depository designations then under consideration because he felt that GPO was “under some obligation with regard to the distribution being equal in congressional districts.”62

Late Twentieth Century
In the 1960s, the Superintendent of Documents expressed concern that reforms being considered at expanding the number of allowed designations, reforms eventually enacted with the Depository Library Act of 1962, would “open the door” to “a flood of requests from hundreds of libraries and that the addition of any depositories to our present system [was] bound to cost money.”63 The Superintendent of Documents’ admission that the distribution of depositories among the congressional districts was unequal, and assertion that there would be a high demand for new designations should reforms be enacted, points to the failures of the congressional district model to distribute depositories where they were needed.

The Superintendent of Documents also admitted that “the libraries which have been designated” were “not in all cases the best libraries to serve the needs of the district” but opined that “to tell a library that it was not selecting enough items or that because it had remained a small college since 1895 it no longer deserves consideration as a depository” would not be a view likely to be shared by the depository receiving the criticism.64

A concise description of the period between the establishment of the selection plan in 1922 and the passage of the Depository Library Act of 1962 noted that during those four decades, “most depositories had become so overly selective that access to a full file of government publications [was] increasingly difficult.”65

During the debate over H.R. 8141 (which, amended, became the Depository Library Act of 1962) in spring 1962, Clifton Brock indicated that to “depart altogether from the congressional-designation method” would be an “ideal approach,” but that “considerations of time and politics” made that result unlikely. His main concern seems to have been that having passed the House, major changes ought not be proposed in the Senate, advising that it was “wise to make the amendment as simple and attractive to the Senate as possible.” A recommendation to amend the bill to include additional Senatorial designations, at the rate of one new depository for every million population, was proposed. These additional Senatorial designations would have helped ameliorate the congressional district model’s deficiencies.66

The Depository Library Act of 1962 accomplished two changes that helped mitigate but not fully remedy the conflicts. Regional Depositories were intended to restore the geographically distributed comprehensive collections that had been lost when Selective Depositories were introduced. The second provision was a doubling of the number of Representative depository designations to two per district. But even after the change, there were nineteen schools and universities with more than
five thousand students that were seeking but unable to obtain depository status,\textsuperscript{67} due to the fact that the designations in their Congressional districts had already been allotted and the Senatorial designations were given to other institutions.\textsuperscript{68} The majority of these schools and universities were located in “large metropolitan areas where the needs for immediate access to all the increasing variety of information in government publications [were] the greatest.”\textsuperscript{69}

By the mid 1970s, the FDLP was “again faced with the problem of only a few depository designations remaining in the areas where they will be utilized,” and there were even multiple legislative efforts to extend the limit on Congressionally designated depositories to three per district.\textsuperscript{70} The library community recommended at this time that the geographic distribution of depository designations by Congressional district be augmented with designations “based on each library’s demonstrated need and ability to meet national depository standards.”\textsuperscript{71}

**Twenty-First Century**

By the early twenty first century, ninety-nine districts had more Representative designated depositories than would be allowed by law, typically in urban areas of states having over time lost population on a relative basis, such as in the Rust Belt. Meanwhile, fifty-eight districts were devoid of Representative designated depositories, typically in states whose population as a proportion of the nation were increasing, and with it their representation in Congress, such as California.\textsuperscript{72}

Additionally, libraries were relinquishing depository status at an alarming rate, and fewer libraries were choosing to become depositories, yielding the first downward trend in the number of depositories in the program’s history. An academic survey of libraries having left the Federal Depository Library Program cited staff, funding issues, and space concerns as impacting their decision to leave the program.\textsuperscript{73}

The survey also revealed that the availability of government information on the internet called into question the value of depository status.\textsuperscript{74} At a time when libraries were reluctant to take on the responsibilities of participation in the Federal Depository Library Program, it seemed arbitrary to deny a library that would be able to largely provide service nationwide via electronic resources the opportunity to assume depository status solely based on the fact that the library was currently located in a district with two or more Representative depositories.

While discussion of electronic-only depositories was widespread around the turn of the century as a way to stem the tide of defections from the program and as a way to increase future participation, the path to an effective electronic-only depository cleared a full decade later when the GPO amended the *Legal Requirements and Program Regulations* to eliminate the requirement to select certain tangible item numbers, the obstacle that was preventing the creation of electronic depository libraries.\textsuperscript{75}

**Contemporary Concerns**

The drawbacks of the Congressional District Model of Depository Allocation are still relevant today. In 2008, it was noted that some libraries that originally received their designations by members of Congress had requested changes in their status to a “by law” designation as are afforded libraries in special categories such as law school libraries and land-grant college libraries. These requests were made “to create an opportunity for another library to receive the congressional designation.”\textsuperscript{76}

In 2014, Sitting Bull College Library received the first digital-only depository designation as a Land Grant college.\textsuperscript{77} The following year, 2015, the Richardson Library of DePaul University was designated as the first digital-only Representative designated depository, in Illinois’ fifth Congressional District.\textsuperscript{78} Had the current district boundaries been drawn differently, the four preexisting Representative depositories in the fifth and ninth districts could have been evenly split between them, which would have precluded DePaul’s designation.

An extremely recent example further demonstrates that the inadequacies are still affecting depository designations. In late 2018, the depository at Western Illinois University yielded their Senatorial designation in lieu of a Representative designation, in order to facilitate the designation of Dixon Public Library using their yielded at-large Senatorial designation.\textsuperscript{79}

**Moving Forward**

The FDLP Modernization Act of 2018, introduced by Rep. Greg Harper of Mississippi, would have addressed the changed landscape with regards to depository allocation.\textsuperscript{80} The Act would have granted discretion to the Superintendent of Documents to designate Federal Depository Libraries, which would be de facto digital-only depositories. Only by seeking the additional designation as a Selective Depository would a library be granted the privilege of receiving tangible documents. The per district cap is removed, and only a recommendation by a member of Congress would be required for the additional designation. From the text of the bill, the process of designating Selective Depositories shall yield an adequate number and distribution of Selective Depository Libraries in order to meet the information needs of the public, and shall not prevent the
designation of at least one Selective Depository Library in each congressional district. (emphasis added)

Therefore, the driving force behind the designation of even Selective Depositories with tangible holdings is based on the needs of the public rather than the need for an “empty slot.” Additionally, an avenue is created for future Selective Depositories, whereby a library can “try on for size” their digital-only Federal Depository Library status before committing to upgrade their status to tangible receipts and Selective status.

By granting discretion for depository designation to the Superintendent of Documents and changing the default designation from a Selective Depository with tangible receipts to a digital-only Federal Depository, the FDLP Modernization Act of 2018 would have belatedly and blessedly brought depository allocation into the twenty-first century. Hopefully, this language will be revisited in the 116th Congress. By removing the expectation of physical holdings and the barrier of open designation “slots” the Federal Depository Library Program would lay the groundwork for possible growth in program participation after decades of attrition.

References and Notes
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23. Brock, 198.
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Ahrens


“Hidden Collections” in your Collection

World War II Depository Maps at Texas A&M University Libraries

Sierra Laddusaw and Garrett Littlejohn

A project to identify and inventory the World War II Era Map Collection held by Texas A&M University Libraries began in Fall 2018. While the project is in its beginning stages, the number of unique and interesting government printed maps that have been rediscovered has been exciting. These maps hold tremendous research value: providing snapshots of shifting boundaries, showing movements of troops, and serving as a visual history of the knowledge both the Allies and Axis powers had of the land, commerce, and military of their adversaries.

Texas A&M University was established in 1871 as the first public institution of higher education in Texas. The University has a strong military tradition, priding itself on the fact that students from Texas A&M have served in every U.S. military conflict since the Spanish-American War. When the University was first opened, all students were required to participate in military training during their time at Texas A&M as members of the Corps of Cadets. During World War II (WWII), Texas A&M had more than twenty thousand students serve in combat. Today, the Corps of Cadets is no longer mandatory, but has more than two thousand members with an average of 40 percent receiving commission in the United States Armed Forces at graduation.

Maps & GIS is a department within the Texas A&M University Libraries which houses the Libraries’ map collection and provides GIS services to the campus and community. The map collection has global coverage of Earth at a variety of scales and shows various topics. Maps & GIS has collection strengths covering Texas, Central and South America, and WWII era maps. The collection also includes special collection materials, including a complete set of the United States Geologic Atlas, which has been made available online by the Libraries, a Cuba map collection with maps dating back to the seventeenth century, the Maps of Imaginary Places Collection, and historic maps of Texas.

World War II Map Project Overview

When the opportunity arose to employ a Museum Studies intern in the map collection, it coincided perfectly with the beginning of a project intended to define and organize the large holdings of World War II cartographic material as a standalone collection. The Museum Studies internship gives students the chance to get hands-on experience working with rare and special collections in both the Texas A&M Libraries and those of other institutions in the surrounding community. Interns garner professional experience in a variety of museum operations including object restoration, exhibit design, cataloging, and research. This review of the Texas A&M World War II era map collection provided an intern from this program the opportunity to practice museum operational skills as they apply to cartographic material, giving them an in-depth look at the Maps and GIS department’s practices.

The goals for the WWII map project at the Texas A&M University Libraries are to complete an inventory of maps held in the collection, produce a finding aid for the collection, and provide digital access to the collection online. A future goal is to produce a digital mapping project connecting WWII maps, letters, texts, artifacts, and other items held in the Libraries’ collections. Long term preservation of the collection is also important. As maps are identified and rehoused in new folders in the collection flat file, a condition report will be produced, and the maps will be ranked in order of treatment needs.

The first phase of the project included reviewing the scope of the collection and identifying unique items that held strategic importance to the participating governments in the war. This phase is being conducted by searching the library for maps that were produced between 1939 and 1945 by geographical region and publishing agency. Once maps are identified in the collection, they are added to a spreadsheet that includes title,
publication, and location information along with a short condition report.

Collection Description
The collection is predominantly comprised of cartographic material published by the Army Map Service, the primary printing agency for the United States Military during World War II. Many of these maps were also compiled by The War Office in London based on aerial photographs taken by British and American reconnaissance pilots. Although there are several German and Japanese maps that were captured by the Allied forces, the collection does not have strong holdings of cartographic material produced by the Allied governments other than the United States and Great Britain.

A large portion of the collection is from the Pacific Theatre of the war, with many sets of detailed maps depicting the numerous islands of the Philippines, New Guinea, Japan, and the Dutch East Indies, what is now Indonesia. Also included is an extensive cartographic account of the war in Europe and North Africa. The earliest map in the collection is a detailed map of Turkey, published by the German government in 1939, depicting transportation, topography, magnetic variation, major landmarks, and city centers.

The collection also includes a number of maps that are either solely possessed by the Texas A&M University Libraries, were of strategic importance, or are unique in either usage or form. Examples include confidential maps published by the Research Division of the Office of Strategic Services, as well as those of foreign governments which were captured by the Allied forces. Many of these maps are annotated, providing a starting point in ascertaining their potential usage. Some examples of these unique materials and their context are described below.

Map Production for Wartime
Map production and acquisition was vital to the wartime effort. Government agencies and military divisions recruited academics, geographers, and cartographers to survey, draft, and print maps while also providing training on field mapping and map reading to service members. Agencies were created during WWII as a response to the increased need for cartographic material, many of these agencies still exist today in one form or another. Maps were created from aerial photography, printed as overlays on commercial maps, and even captured from enemies. As the war progressed maps were reprinted in updated editions, showing shifting battle lines, newly built infrastructure, and reflected intelligence seized from the opposing side.

The Office of Strategic Services (OSS) was created in June of 1942, several months after the United States entered WWII, and consisted of five branches: Secret Intelligence Branch, Research and Analysis (R&A) Branch, Special Operations Branch, Morale Operations Branch, and X-2 Branch. The R&A Branch was established to supply information to the Allies about Axis strengths and weaknesses. The R&A Branch used open-source materials, including library collections, to compile and produce reports and maps for the Allies. The “R&A engaged in war by the systematic application of social science,” employing 129 geographers at its height of operations alongside historians and economists brought from American and German universities. Over the course of three years the R&A Branch produced over 8,000 maps, many of which made their way into library holdings around the United States post war through the Federal Depository Library Program. The OSS was dissolved in 1945, but the R&A Branch was moved under the State Department because of its importance.

The War Office of Great Britain existed from 1857 to 1964 and was responsible for administration of the British Army, including managing military finances, providing supplies and personnel, and producing maps for the wartime effort. When the War Office was dissolved in 1964, its responsibilities were moved under the Ministry of Defense. The General Staff, Geographical Section (G.S.G.S.) of Great Britain’s War Office was comprised of four survey sections: General Organization, Map Drawing and Production, Supply and Distribution of Maps, and Colonial Survey Planning. Each of these sections were responsible for different parts of map production and distribution, including aerial surveying, map compilation, overseas supplying, and library management.

In 1942, the United States Military found themselves severely underprepared for the cartographic demands of World War II. Their personnel could not support the intelligence needs of those in the field, and photography development and printing technology was insufficient in producing the quality of mapping required for effective planning and navigation. As a result, the Army Map Service (AMS) was formed and charged to “collect, catalogue, and store foreign and domestic maps and map information required by the War Department; to furnish such map service as required by the General Staff and other authorized agencies; to compile and reproduce maps required for initial operations of field forces; and to develop and improve mapping and map reproduction methods, with particular emphasis upon those most suitable for use in theatres of operation.” From the onset, the AMS was on the front lines of innovative and improved methods of collecting data, interpreting intelligence, and printing maps. By 1945, the AMS employed 3,500 people, and had produced 500 million topographical maps.
to effectively serve the needs of the US military until it was merged with the Defense Mapping Agency (DMA) in 1968.\textsuperscript{14}

**Highlighted Maps by Location**

**European Theatre**

A map of Sardinia’s coastal terrain published by the R&A Branch of the OSS on November 21, 1942, is uniquely held at the Texas A&M University Libraries (see image 1). The map measures 29 x 15 cm and is printed on a thick cream paper. It is marked as a provisional edition and confidential; however, the confidential has been marked out, most likely when the map was declassified and received by the map collection.\textsuperscript{15} The map focuses on the coasts of Sardinia, with the interior of the island greyed out and used as space to place the title, legend, and scale information. The island coast has been segmented and described by coastline types; noting depths of bays, rocks, and beaches. Each coastal segment is also labeled for “Naval Anchorage,” indicating the type of vessel that could be used to approach the island.

The island of Corsica was occupied by Italy from November 11, 1942 to September 9, 1943 when control was transferred to Germany. Sardinia, which is immediately south of Corsica, was a prime location for mounting defenses of Corsica and running blockades. Due to its strategic location, Sardinia was heavily bombed by the Allies in 1943. Sardinia also played a key role in Operation Mincemeat, a successful invasion of Sicily by the British in 1943. The British military planted false intelligence of a planned invasion of Sardinia on the corpse of a transient citizen whom they dressed up as an officer. German forces were moved to Sardinia to defend the island; when British forces invaded Sicily, German and Italian forces were unprepared.\textsuperscript{16}

Another map featuring locations in Europe, simply titled Lubeck, depicts northern Germany and southern Denmark (see image 2). It was printed by the G.S.G.S in 1942 and shows railroads, roads, woods, and boundaries. It would have been printed as part of a larger set showing coverage of Europe at the 1:500,000 scale. The map measures 74 x 62 cm and is backed with linen, which was most likely applied post-war to stabilize the map.

Texas A&M’s copy of the Lubeck sheet has hand-drawn paths on it. The first path, drawn in a thick blue line, starts off the coast of Germany just south of 54°30’ north and tracks from Friedrichstadt southeast to Bad Bramstedt, continuing to Sterley and Vellahn, then turns west to Hamburg. From Hamburg, the blue path tracks southwest to Wenzendorf, then Wengersen, turns northwest to Bederkesa, and ends at Nordholz before heading back to sea at 54° north. The other path drawn on the map, this time in grey, moves across north Germany starting and ending at the same points as the blue line. However, the grey line traverses the area through different cities.

While there is no provenance tied to the map or descriptions of what the paths mean, it is interesting to look at the cities and towns the paths move through. Several of the locations were home to German air force bases during the war, including Fassburg and Nordholz. Other locations, such as Bremervorde and Walsrode, were the nearest towns to prisoner of war camps. Additionally, both Hamburg and Lubeck were heavily bombed by Allied forces during 1942. Lubeck was the first German city heavily attacked and bombed by the Royal Air Force.

**African Theatre**

Another fascinating find from the collection is a City Plan of Sidi Bel Abbes in North Eastern Algeria (see image 3). The map itself has been compiled based on aerial photographs by the US
Army and was published by the AMS in 1943. It is marked as a provisional copy. This map, measuring 51 x 45 cm, is labeled “For use by War and Navy Department Agencies only, not for sale or distribution,” highlighting the purpose of the map as strictly for internal use. Building footprints within the inner city are shaded in black, with many of the important city landmarks indicated. Noted throughout the town are religious centers (including a mosque, a synagogue, and a church), schools, medical facilities, public spaces, and local industry (such as markets, the railway station, and a night club). Also indicated on the map is the Drillground for the French Foreign Legion, which has been headquartered in the city since 1831.

Sidi Bel Abbes, the headquarters of the French Foreign Legion from its founding in 1831 until Algerian independence in 1962, was the site of unique French political intrigue following the fall of the Third Republic to Nazi Germany in July 1940. Following the German occupation of France, the Foreign Legion of North Africa was inundated with German nationals, leaving the legion comprised predominantly of German soldiers. This force, however, was also increasingly comprised of refugees from the German occupation, with many volunteering for military service in the hopes of avoiding internment by the Nazis. This created an atmosphere of discontent within the ranks of the Legion. Those loyal to the Nazi cause began feeling threatened by the presence of French refugees, and those attempting to escape from German prosecution were both fearful of internment and unhappy at the prospect of fighting against an Allied invasion. In addition, the legionnaires were receiving little pay, were undersupplied, and, as many were foreign national refugees to the Vichy French government, under constant threat of repatriation or internment. As a result, the Allied invasion of Algeria near Oran on November 8, 1942 was met by Vichy French forces that were significantly weakened. Sidi Bel Abbes, strategically important in supplying French forces in Oran, served an important role in this failure of the Nazi regime to maintain a sufficient fighting force in Northern Africa.

Pacific Theatre
An item found exclusively in the Texas A&M collection was published in Tokyo in June of 1943, contributed to by Hikohei Ogawa and Nihon Chizu Kabushiki Kaisha (see image 4). Measuring 76 x 109 cm, the map is printed in Japanese, and is stamped as “Captured” by the US Military in 1943. Entitled “Greater East Asia Co-Prosperity Sphere,” it covers the entirety of Asia beginning east of the Caspian Sea and continuing to the
Solomon, Micronesian, and New Guinea islands. Two ancillary maps are also included, depicting a detailed map of Hawaii and an overview of East Asia, the Pacific Ocean, and North and South America. Nations are indicated by color, with dotted and shaded lines marking the borders between provinces, continents, and “autonomous areas.” Land elevation change features are lightly shaded throughout the map. Indicated in high detail are land, air, and sea transportation routes as well as future routes (differentiated between those of Japan and those of other nations), underwater communication cables, navigable rivers, wetlands, deserts, natural resources, cities by population, mountain and volcano peaks, and consulate locations. The map has also been partially translated in significantly faded grey pencil and is reinforced with linen.

What this map shows are the current and future lifelines of the Japanese Empire as they sought to maintain their empire in 1943. This “Co-Prosperity Sphere” was the Japanese imperial ambition, seeking to unite the Far East under Japanese rule and expel Western powers from the area. Japan announced the Greater East Asia Co-Prosperity Sphere in 1940 as the empire reeled from a US embargo of oil and steel. Expansion became necessary to maintain self-sufficiency, a primary ambition of the Japanese government. The Japanese also recognized the will of some local populations in the region to be independent from Western colonial control and sought to capitalize on their waning support for their ruling Western powers. By the time this map was published, Japanese imperial expansion encompassed what is now the Marshall, Cook, Solomon, and Micronesian Islands, most of New Guinea, Indonesia, the Philippines, Eastern China, Manchuria, and Southeast Asia including Thailand and British Burma (now Myanmar). The placement of natural resources and potential trade routes highlighted by this map were critical to this plan of self-sufficiency and represented an advantage in the Pacific Theatre that Japan was eager to press.

Found in two collections, Texas A&M’s and the Australian War Memorial’s, is an air navigation orientation map of E. Celebes, Halmahera, and Ceram islands in what is now Eastern Indonesia (see image 5). This map measures 30 x 23 cm, with fold damage down the centerline going from top to bottom. It was compiled by the Allied Air Forces of the Southwest Pacific Area and was published by the AMS on February 12, 1945. Changes in color are used to depict terrain features, while the altitude of mountain peaks are specifically indicated. Also noted are numerous small islands, straits and passages, bays, main populated areas, roads, trails, airfields, and magnetic variation. Found in the bottom left hand corner is “T-CIU-115.” This indicates that the map was compiled from photographs taken by the Central Interpretation Unit (CIU) of the British Military, whose mission was to both conduct aerial reconnaissance and interpret/map their findings.

Although immensely important to the Allied war effort by the end of World War II, the CIU had humble beginnings within the English military. The importance of aerial photography was first recognized by the British Air Ministry in 1938, at which time they formed the aerial intelligence unit A11(h). Up until this point, the British received aerial intelligence almost entirely from a single source, F. S. Cotton, who was a freelance individual operating out of his own private airplane. At the onset of the war in 1939, Cotton was the only individual with the equipment to conduct the photographic reconnaissance required, since the Bristol Blenheim aircraft used by the Royal Air Force was inadequate for long range missions. Cotton soon...
convincing British officials to provide him with an assortment of aircraft, and formed the No. 2 Camouflage Unit to support British military intelligence. This unit was used as a source for mapping and information unofficially until 1940 when, under pressure from the Air Ministry, it was officially integrated into A11(h) of the Photography Development Unit. Due to operational interruptions caused by German bombings over England in 1942, the Photography Development Unit was relocated to Danesfield House, Medmenham, and officially renamed the CIU. Over the next 5 years, the CIU would expand to deploy over 1,700 British and American intelligence specialists in all theatres of the war through collaboration with other Allied forces.24 By VE Day (May 8, 1945), the unit had developed 5,000,000 prints derived from 40,000 reports. This orientation map of E.Celebes, Halmahera, and Ceram is one of the many results from this collaboration, aiding pilots as they conducted operations against Japanese forces in the area.25

Conclusion
After WWII, the AMS launched a college depository program for maps separate from the FDLP. Maps produced and captured during the war were distributed to libraries as both educational material and as a safeguard of information that could be instrumental during future conflicts. “Rather than keep their maps locked up and protected from the scrutiny of its populace, the goal of the American AMS was to inundate the public with its maps and make its spatial orientations so accessible that there would be no question concerning their authority and accuracy.”26 Libraries participating in the depository program agreed that the AMS could borrow maps from their collections upon demand.27 Great potential exists with these maps that have been stored in collections across the United States. As institutions digitize and make them available online—such as the University Texas Libraries’ World War II Maps (https://legacy.lib.utexas.edu/maps/historical/history_ww2.html), Library of Congress’ World War II Military Situation Maps (https://www.loc.gov/collections/world-war-ii-maps-military-situation-maps-from-1944-to-1945/), and Stanford Libraries’ Office of Strategic Services Maps (https://exhibits.stanford.edu/oss-maps)—not only is public access increased, our broader understanding of WWII military information and strategy is expanded.

As more maps are identified in the Texas A&M collection, holes in the collection are similarly coming to light. Sets of maps are missing sheets, large maps printed on multiple sheets are missing a quadrant, and for many regions there are little to no holdings covering the location. Are these maps lost to history or are they held in other library collections? If you have WWII maps in your collection, we encourage you to explore and document your holdings. As map collections are being downsized it is imperative that curators identify and make plans to preserve government publications that are unique documentation of global conflict and history. If you have information about any of the maps we highlighted in this article, are interested in beginning a project similar to this one, or want to share the maps you find in your collection reach out to us at maps-gis@library.tamu.edu.

Notes
8. Ibid.
15. A provisional map is one prepared from other maps, supplemented with additional information gathered from aerial photography and intelligence. These maps are often produced quickly with the intent of future revision.
22. Gordon.
25. “Allied Central Interpretation Unit (ACIU),” Archives Hub.

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