

Preservation: An FDLP Forecast Study Working Paper¹



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The U.S. Government Printing Office's (GPO's) Federal Depository Library Program (FDLP) Library and State Forecast Study Questionnaires requested responses related to the following themes: Affiliations & Community Marketing, Collection Management, Education, Future Roles & Opportunities, Library Services and Content Management Projects, and Preservation.

This series of Working Papers presents an analysis of each theme and includes major findings and conclusions from the related qualitative and quantitative data.

This report also includes analyses of responses from questions 30-33 of the Library Forecast Questionnaire and questions 17-20 of the State Forecast Questionnaire. These questions focused on future roles and opportunities for the FDLP and its libraries. A wide range of topics were included in these responses and those related to preservation have been analyzed and reported in this paper.

Each Working Paper includes the following sections:

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¹ FDLP Forecast Study Working Papers have not undergone the review and editorial process generally accorded official GPO publications. These working papers are intended to make results and analysis of Forecast Study data available to others and to encourage discussion on a variety of topics.

In response to the Library and State Questionnaires, specific recommendations for each theme will be included in the FDLP Forecast Study Final Report.

PLEASE NOTE: TOTALS MAY NOT ALWAYS EQUAL 100% DUE TO ROUNDING, AND RANKINGS ARE BASED ON FREQUENCIES, NOT PERCENTAGES.

INTRODUCTION AND BACKGROUND

Preservation has been an integral part of the work of Library Services and Content Management (LSCM) in support of GPO's mission to ensure no-fee permanent public access to Government information.

The 1996 landmark report, *Study to Identify Measures Necessary for a Successful Transition to a More Electronic Federal Depository Library Program*, identified five key principles for Federal Government information. Principle number four (4) establishes that the Federal Government has an obligation to preserve its information.

Government information is part of our national heritage. It documents the fundamental rights of American citizens, the actions of Federal officials in all three branches of our Government, and the characteristics of our national experience. Therefore, it is a Government obligation to guarantee the preservation of Government information for future generations of Americans. This principle applies to Government information that has been determined to have sufficient historical value or that provides significant evidence of the organizations, functions, policies, decisions, procedures, operations or activities of the Government. Despite changing times and technologies, public access to these types of Government information in a meaningful format must be maintained in perpetuity to ensure the continued accountability of the Government to its present and future citizens.²

Key strategic initiatives that include the importance of preserving Federal Government information are also found in GPO's Strategic Plan (FY2013—FY2017) and LSCM's corresponding Strategic Plan (FY2013—2017). In recognition of the important role that GPO and LSCM have in the preservation of Government information, the National Academy of Public Administration (NAPA) in their 2013 report, *Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, charged GPO with developing a comprehensive plan for the preservation of the FDLP collection. NAPA recommendation number three (3) states:

To safeguard the historical documents of our democracy for future generations, GPO should work with depository libraries and other library groups to develop a comprehensive plan for preserving the print collection of government documents. This plan should include cataloging, digitizing, and preserving tangible copies of government publications, a timeline for completion, and options for supporting the effort financially, as well as a process for ingesting digitized copies into the

² Government Printing Office, *Study to Identify Measures Necessary for a Successful Transition to a More Electronic Federal Depository Library*, GPO Publication 500.11 (Washington, D.C.: United States Printing Office, 1996), p 16.

*Federal Digital System. Congress should appropriate funds for the purpose of cataloging, digitizing, and preserving the government collection.*³

For the purposes of this Working Paper, preservation is defined as:

*The activities associated with maintaining publications for use, either in their original form or in some verifiable, usable form. Preservation may also include creation of a surrogate for the original by a conversion process, wherein, the intellectual content and other essential attributes of the original are retained. For digital materials, preservation includes the management of formats of information (including possible migration to newer versions), the storage environment, and the archival management of information to facilitate preservation.*⁴

In analyzing the Forecast Study responses, the topic of preservation was viewed broadly to include digitization, digital collection development, access, permanent access, authentication, and Web harvesting and archiving. Preservation is concerned with the maintenance of legacy tangible collections, digitization of selected tangible content, harvesting of Web-disseminated information, ingest and curation of digital collections, including cataloging and metadata for discovery, long-term access, and future migration.

The need for preservation was a recurring topic throughout the Forecast Study responses. Responses to every question from the Future Roles and Opportunities sections of both the Library and State Forecast questionnaires included observations on permanent access, preservation, digitization, the authentication of digital content, and the need to capture and preserve Web-disseminated and born digital content.

³ National Academy of Public Administration, *Rebooting The Government Printing Office: Keeping America Informed in the Digital Age*, by Marilu Goodyear, Joel Aberbach, J. William Gadsby, Molly O'Neill, and Sallyanne Payton, Academy Project Number: 2170 (Washington, D.C.: U.S., 2013), p11.

⁴ GPO Future Digital System (FDsys) Opportunity RFI (9/15/2005) [http://www.gpo.gov/pdfs/fdsys-info/documents/FDsys_RFI.pdf]

QUESTIONS

Library Forecast Questionnaire:

- **Question 13:** *If your library digitizes FDLP material (in-house or outsourced), where do you store the master digital files? Please check all that apply.*
- **Question 14:** *Does your library plan, within the next five years, to digitize publications from the FDLP/government documents collection?*
- **Question 15:** *Would it be useful for GPO to provide advice and guidance for libraries that want to plan projects to digitize publications from the tangible collection?*
- **Question 16:** *As government information is increasingly produced and distributed in digital-only formats, what barriers to access, if any, do you anticipate in the next five years?*

State Forecast Questionnaire:

- **Question 2:** *If FDLP libraries within your state digitize FDLP materials (in-house or outsourced), where do they store the master digital files? (Please mark all that apply.)*
- **Question 3:** *Do FDLP libraries in your state plan to digitize publications from the FDLP/Government documents collection within the next five years?*
- **Question 4:** *Would it be useful for GPO to provide advice and guidance for libraries that want to digitize publications from the tangible collection?*
- **Question 5:** *As Government information is increasingly produced and distributed in digital-only formats, what barriers to access, if any, do libraries in your state anticipate in the next five years?*

SUMMARY OF FINDINGS

As demonstrated by the Library Forecast data collected in preservation questions, most libraries are not engaging in digitization:

- 87% of libraries are not digitizing, and 82% of libraries do not plan to digitize government information. (Library Q13 and Q14)
- Libraries that are digitizing government information store their digital master files primarily in local digital repositories but also in institutional partnership digital repositories.

However, the State Forecast data reported slightly different, though parallel, results in how the states are storing their digital master files:

- Only 49% of the states indicated that libraries in their state are not digitizing government information. (State Q2)
- Only 42% of the states indicated that libraries in their state have plans to digitize government information. (State Q3)
- The primary storage locations for digital master files of states that are digitizing are local digital repositories and also institutional partnership digital repositories. (State Q2)

A significant majority of library respondents (85%) and states (96%) said GPO should provide advice and guidance to libraries that want to digitize publications from the tangible FDLP collection. (Library Q15 and State Q4)

A majority of libraries anticipate barriers to access (52%) as government information is increasingly available in digital-only formats. A larger majority of states (87%) anticipate barriers to access government information in digital-only formats. (Library Q16 and State Q5)

DETAILED FINDINGS- LIBRARY FORECAST

Question 13: *If your library digitizes FDLP material (in-house or outsourced), where do you store the master digital files? Please check all that apply.*⁵

The response options were:

1. My library does not digitize
2. Local Digital repository
3. Hathi Trust
4. Internet Archive
5. Other (Please identify)

Respondents were not limited to the number of options they could select. Of 802 respondents to Question 13, 700 libraries selected the response “My library does not digitize”, 20 libraries selected “Hathi Trust”, 15 libraries selected “Internet Archive”, 64 libraries selected “Local Digital Repository”, and 76 libraries selected “Other.”

The 76 libraries that selected “Other” were given the opportunity to further elaborate via the open-ended responses. There was no limit to the number of storage locations that they could provide.

Other specified locations were grouped into six different types, resulting in 53 observations.⁶ They are, in ranking order:

⁵ Parallels information requested in Question 2 of the State Forecast Questionnaire.

⁶ The term “observations” refers to each unique “library-topic” combination. A library’s response could include numerous topics, each characterized here as “observations.”

Figure 1: Library Forecast Question 13 Other Locations

Rank	Other Locations	Frequency	%
1	Other	18	19%
2	Institution	16	17%
3	TRAIL	7	8%
4	LOCKSS	5	5%
5	Hathi Trust	4	4%
6	Google Books	3	3%
	Totals	53	100%

Question 14: *Does your library plan, within the next five years, to digitize publications from the FDLP/government documents collection?*⁷

Response options to Question 14 were “Yes”, “No”, or “Already digitizing FDLP publications.”

Of 802 respondents to Question 14, 96 libraries (12%) indicated they plan to digitize, 656 libraries (82%) indicated they do not plan to digitize, and 50 libraries (6%) indicated they are already digitizing FDLP publications.

Question 15: *Would it be useful for GPO to provide advice and guidance for libraries that want to plan projects to digitize publications from the tangible collection?*⁸

Question 15 required only a standard yes/no response.

Of 802 respondents to Question 15, 681 libraries (85%) reported they would find it useful for GPO to provide advice and guidance to libraries that are planning projects to digitize publications, while 121 libraries (15%) reported that it would not.

Question 16: *As Government information is increasingly produced and distributed in digital-only formats, what barriers to access, if any, do you anticipate in the next five years?*⁹

The response options were:

1. I do not anticipate any barriers to access.
2. I anticipate barriers to access. (Please identify anticipated barriers)

⁷ Parallels information requested in Question 3 of the State Forecast Questionnaire.

⁸ Parallels information requested in Question 4 of the State Forecast Questionnaire.

⁹ Parallels information requested in Question 5 of the State Forecast Questionnaire.

Of the 802 respondents to Library Question 16, 419 libraries (52%) responded that they anticipate barriers to access, while 383 libraries (48%) responded that they did not.

The 419 libraries that reported anticipated barriers to access were given the opportunity to further elaborate via open-ended responses. *There was no limit to the number of anticipated barriers to access they could provide.*

Barriers to access were grouped into 146 different types, resulting in 1049 observations.

Of 146 barriers to access identified in the initial review, top-ranked responses are (in ranking order):

Figure 2: Library Forecast Question 16 Most Frequent Responses

Rank	Barriers to Access	Frequency	%
1	Patrons lack a home PC and/or Internet connection, or have slow access. Includes poor, rural, old, urban, etc.	91	9%
2	Patrons - limited knowledge of PCs, Internet, digital government docs, etc.	81	8%
3	Libraries - limited public access work stations	50	5%
4	Agencies/others - online collection(s) disappear	46	4%
5	Patrons - preference - refer tangible to digital formats. May be uncomfortable using digital docs.	41	4%

The second step in analyzing responses was a process of analytical compression that grouped the 146 barriers to access into seven over-arching themes, resulting in 729 unique observations. The seven over-arching compressed themes are (in ranking order):

Figure 3: Library Forecast Question 16 Compressed Themes

Rank	Compressed Theme	Frequency	%
1	Access	224	31%
2	Digital Divide	212	29%
3	Technology	83	11%
4	Funding	68	9%
5	Preservation	52	7%
6	Staffing	46	6%
7	Promotion	44	6%
	Totals	729	100%

Preservation-Related Comments from other Library Questions

The following other Library Forecast questions elicited preservation-related responses.

Question 18: *Is there another area of service that you would like LSCM to offer? (Please describe.)*¹⁰

Of the 802 respondents to Question 18, 217 libraries (27%) responded “yes” and chose to provide an open-ended response. Those responses totaled 351 observations, of which only 6 related to archiving/preservation.

Question 19: *Would you participate in GPO-facilitated virtual meetings or seminars on topics of interest to the FDLP community?*¹¹

Of the 691 libraries that answered “yes” to this question, respondents specified 1,370 individual training topics. Of these, 18 responses related to preservation training. Interest in preservation training was focused on digitization, authentication, preservation standards, and other general preservation topics.

Question 28: *Within the next five years, would your library be willing to commit to preserving and hosting a permanent digital collection of Federal Government information?*¹²

Of the 802 respondents to Library Question 28, 186 libraries (23%) responded positively, indicating that their library would be willing to preserve, host, or both, while 616 libraries (77%) responded

¹⁰ Parallels information requested in Question 7 of the State Forecast Questionnaire.

¹¹ Parallels information requested in Question 8 of the State Forecast Questionnaire.

¹² Parallels information requested in Question 14 and 15 of the State Forecast Questionnaire.

that they did not want to preserve or host a permanent digital collection of Federal government information.

Question 30: *What leadership opportunities and roles do you foresee for your depository library in the next five years?*¹³

Of the 802 respondents to Question 30, individual open-ended responses totaled 989 observations. About 10% of the observations (94) had to do with library preservation leadership opportunities or roles. Preservation-related comments were identified under Authentication of Digital Content, Digital Collections, Preservation, and Web Harvesting, Capture, or Archiving themes for Question 30. Within those observations, the vast majority (57) of the preservation-related comments fell under Digital Collections and Preservation. In general, respondents with observations related to Digital Collections expressed interest in collaboration and leadership opportunities for digitization projects tailored to their collection strengths and user needs. Respondents with observations related to Preservation expressed interest in preservation as a form of ensuring long-term access to Federal government documents.

Responses indicate that some libraries are planning to take on some form of leadership role within the next five years in areas that will support the preservation of and access to Government information.

Question 31: *What would an ideal FDLP look like that met all of your current and anticipated needs for Federal Government information?*¹⁴

Of the 802 respondents to Question 31, individual open-ended responses totaled 1,699 observations. Of these, 22% (380 observations) related to preservation. These preservation-related observations were identified under the Authentication of Digital Content, Digital Collections, Preservation, and Web Harvesting, Capture, or Archiving themes for Question 31. As with Library Question 30, the majority of the preservation-related comments fell under Digital Collections, with 222 observations and Preservation with 102 observations. Of the 222 Digital Collections observations, a large number focused on the program permanently providing a comprehensive FDLP collection in digital format. Other comments included improving collection searchability, providing discoverability tools, and access to the collection through a single search portal. Of the 102 Preservation observations, comments primarily focused on preservation as a means to ensure permanent access to digital documents, but also included comments on preservation of tangible and retrospective collections to ensure access to historical materials.

Question 32: *Thinking about the next five years, what specific things would you like GPO to do to help you and your library improve public access to Federal government information?*¹⁵

Of the 802 respondents to Question 32, 1,308 individual open-ended responses identified specific initiatives that libraries would like GPO to undertake to improve public access to Federal

¹³ Parallels information requested in Question 17 of the State Forecast Questionnaire.

¹⁴ Parallels information requested in Question 18 of the State Forecast Questionnaire.

¹⁵ Parallels information requested in Question 19 of the State Forecast Questionnaire.

government information. Of the 1,308 observations, about 20% (254 observations) related to preservation. Preservation-related observations were identified under themes for both the Collection Management and Preservation Issues categories for Question 32. The majority of these observations were focused on the Digital Collections (170) and Preservation (44) themes. Of the 170 Digital Collections observations, most indicated the need for GPO to digitize or increase digital access to government information. Of the 44 Preservation observations, comments generally indicated that GPO needed to collaboratively ensure permanence of and access to government information.

Question 33: *Is there anything else that you would like to tell us about the current and future vision of the FDLP?*¹⁶

Of 802 respondents to Question 33, 238 responded “yes” and provided an open-ended response. Those responses totaled 400 observations. Of the 400 observations, approximately 19% (75 observations) related to preservation. Preservation-related observations were identified under themes for both the Collection Management and Preservation Issues categories for Question 33. Observations were primarily identified under Digital Collections (36), Preservation (26), and Authentication (10) themes. In general, comments were focused on collaboratively increasing online access to and providing permanent access to authentic government information.

DETAILED FINDINGS- STATE FORECAST

Question 2: *If FDLP libraries within your state digitize FDLP materials (in-house or outsourced), where do they store the master digital files?(Please mark all that apply.)*¹⁷

The response options were:

1. Libraries within this state do not digitize
2. Local digital repository
3. Hathi Trust
4. Internet Archive
5. Other (please identify)

Respondents were not limited to the number of options they could select. Of 45 state respondents, there were a total of 98 response options selected. 22 states selected “Libraries within this state do not digitize,” 14 selected “Hathi Trust,” 9 selected “Internet Archive,” 29 selected “Local Digital Repository,” and 24 selected “Other.”

When comparing State Forecast Question 2 to the parallel question in the Library Forecast (Question 13), responses from libraries and states varied slightly. The table below compares the Library and State question totals for each initial response.

¹⁶ Parallels information requested in Question 20 of the State Forecast Questionnaire.

¹⁷ Parallels information requested in Question 13 of the Library Forecast Questionnaire.

Figure 4: Comparison of State Forecast Question 2 and Library Forecast Question 13 Initial Responses

Response Options	State Q2		Library Q13		
	Freq	%	Freq	Number of States	%
Does Not Digitize	22	22%	700	45	80%
Hathi Trust	14	14%	20	13	2%
Internet Archive	9	9%	15	7	2%
Local Digital Repository	29	30%	64	28	7%
Other	24	24%	76	33	9%
Totals	98	100%	875	Max 54	100%

Respondents from 24 states selected “Other” locations and provided further elaboration via the open-ended responses. There was no limit to the number of storage locations that they could provide.

The “Other” specified storage locations were grouped into five different types, resulting in 27 observations.

When comparing the “Other” responses from State Forecast Question 2 to the parallel Library Forecast Question 13), both libraries and states reported similar storage locations for digital master files. Results are shown below by the almost identical top-ranked locations. The storage location “Google Books” was not an identified storage location among states, but ranked 6th among libraries.

The six over-arching compressed themes, compared to the Library Forecast, are (in ranking order):

Figure 5: Comparison of State Forecast Question 2 and Library Forecast Question 13 Other Responses

State Forecast Q2 Rank	Library Forecast Q13 Rank	Storage Locations	State Forecast Q2 Freq	State Forecast Q2 %	Library Forecast Q13 Freq	Library Forecast Q13 %
1	1	Other	10	37%	18	34%
2	2	Institution	9	33%	16	30%
3	3	TRAIL	4	15%	7	13%
4	5	Hathi Trust	2	7%	4	8%
4	4	LOCKSS	2	7%	5	9%
n/a	6	Google Books	0	0%	3	6%
		Totals	27	100%	53	100%

Question 3: *Do FDLP libraries in your state plan to digitize publications from the FDLP/Government documents collection within the next five years?*¹⁸

Question 3 only required a yes, no, or “Already digitizing FDLP publications” response.

Of 45 state respondents to Question 3, 19 (42%) reported that they plan to digitize, 18 (40%) reported that they do not plan to digitize, and 8 (18%) reported that they are already digitizing FDLP publications.

When comparing State Forecast Question 3 to the parallel question in Library Forecast Question 14, library and state responses varied slightly. The table below compares the Library and State question totals for each response.

Figure 6: Comparison of State Forecast Question 3 and Library Forecast Question 14: Plans to Digitize

Response Options	State Q3		Library Q14		
	Number of States	% of States	Freq	Number of States	%
Yes	19	42%	96	39	12%
No	18	40%	656	54	82%
Already Digitizing	8	18%	50	30	6%
Total	45	100%	802	Max 54	100%

Question 4: *Would it be useful for GPO to provide advice and guidance for libraries that want to digitize publications from the tangible collection?*¹⁹

Question 4 only had a standard yes/no response.

Of 45 state respondents to Question 4, 43 states (96%) indicated they would like GPO to provide digitization advice and guidance, while 2 states (4%) did not.

When comparing State Forecast Question 4 to the parallel question in Library Forecast Question 15, both libraries and states reported similar responses. The table below compares the Library and State question totals for each response.

¹⁸ Parallels information requested in Question 14 of the Library Forecast Questionnaire.

¹⁹ Parallels information requested in Question 15 of the Library Forecast Questionnaire.

Figure 7: Comparison of State Forecast Question 4 and Library Forecast Question 15: Advice and Guidance for Planning Digitization Projects

Advice and Guidance	State Q4		Library Q15		
	Freq	%	Freq	Number of States	%
Yes	43	96%	681	54	85%
No	2	4%	121	44	15%
Total	45	100%	802	Max 54	100%

Question 5: *As Government information is increasingly produced and distributed in digital-only formats, what barriers to access, if any, do libraries in your state anticipate in the next five years?*²⁰

The response options were:

1. Libraries in this state do not anticipate any barriers to access.
2. Libraries in this state anticipate barriers to access. (Please identify anticipated barriers)

Of the 45 state respondents to Question 5, 39 states (87%) responded that they anticipated barriers to access and 6 states (13%) responded that they did not.

The 39 respondents indicating that they anticipated barriers to access were asked to elaborate. Respondents were not limited in the number or length of their responses.

Barriers to access were grouped into 90 different types, resulting in 300 observations.

When comparing the barriers to access from State Forecast Question 5 to the parallel question in Library Forecast Question 16, both libraries and states reported parallel barriers to access, shown below by the almost identical top four ranked barriers. However, the barrier, "Changing Formats/Platforms," while ranking 3rd (4%) among states, ranked 12th (3%) among library responses.

Of the 90 other barriers to access identified in the initial review, the top-rated State Forecast responses, compared to the Library Forecast, are (in ranking order):

²⁰ Parallels information requested in Question 16 of the Library Forecast Questionnaire.

Figure 8: Comparison of State Forecast Question 5 and Library Forecast Question 16 Responses

State Forecast Q5 Rank	Library Forecast Q16 Rank	Barriers to Access	State Forecast Q5 Freq	State Forecast Q5 %	Library Forecast Q16 Freq	Library Forecast Q16 %
1	2	Patrons - limited knowledge of PCs, Internet, digital government docs, etc.	24	8%	81	8%
2	1	Patrons lack a home PC and/or Internet connection, or have slow access. Includes poor, rural, old, urban, etc.	18	6%	91	9%
3	4	Agencies/others - online collection(s) disappear	13	4%	46	4%
3	3	Libraries - limited public access work stations	12	4%	50	5%
3	12	Changing formats/platforms	11	4%	30	3%

Next, through analysis of the responses, the 90 other barriers to access were compressed into seven over-arching themes, resulting in 133 unique observations. The table below compares the seven over-arching compressed themes from the Library and State questions (in ranking order):

Figure 9: Comparison of State Forecast Question 5 and Library Forecast Question 16 Compressed Themes

State Forecast Q5 Rank	Library Forecast Q16 Rank	Compressed Theme	State Forecast Q5 Freq	State Forecast Q5 %	Library Forecast Q16 Freq	Library Forecast Q16 %
1	1	Access	33	25%	224	31%
2	2	Digital Divide	29	22%	212	29%
3	3	Technology	25	19%	83	11%
4	5	Preservation	16	12%	52	7%
5	4	Funding	13	10%	68	9%
5	6	Staffing	13	10%	46	6%
7	6	Promotion	4	3%	44	6%
		Totals	133	100%	729	100%

Preservation-Related Comments from other State Questions

Several other State Forecast questions corresponded to the topics related to preservation.

Question 14: *Within the next five years in your state, is there any discussion or plan to have FDLP libraries commit to hosting a permanent digital collection(s) of Federal Government information?*²¹

Of the 45 state respondents to Question 14, 31 states (69%) reported that they had no plans to host a permanent digital collection within the next five years. 14 states (31%) reported that they had

²¹ Parallels information requested in Question 28 of the Library Forecast Questionnaire.

discussed or planned to host a permanent digital collection. Respondents were also given the option to provide an individual open-ended response. Those responses totaled 17 observations. Of the 17 observations, states reported that they had discussions on the topic (2), meetings where libraries within their state showed interest in hosting a permanent digital collection of Federal government information (7), formal plans either completed or in development (6), and libraries within their states had discussed the issue with their Regional Library (2).

Question 15: *Within the next five years in your state, is there any discussion or plan to have FDLP libraries commit to preserving a permanent digital collection(s) of Federal Government information?*²²

Of the 45 state respondents to Question 15, 32 states (71%) reported that they had no plans to preserve a permanent digital collection within the next five years. 13 states (29%) reported that they had discussed or planned to preserve a permanent digital collection. Respondents were also given the option to provide an individual open-ended response. Those responses totaled 15 observations. Of the 15 observations, states reported that they had discussions on the topic but had no further plans (1), libraries within their state were interested in preserving a permanent digital collection (6), formal plans either completed or in development to preserve a permanent collection (6), and libraries within their states had discussed the issue with their Regional Library (2).

Question 17: *What leadership opportunities and roles do FDLP libraries in your state foresee for themselves in the next five years?*²³

Of the 45 state respondents to Question 17, individual open-ended responses totaled 170 observations. Of the total 170 observations, 21 preservation-related responses were noted. 14 states indicated an interest in developing a leadership role in the area of Digital Collections. 7 states indicated they would be interested in developing a leadership role in the area of preservation. Preservation-related Digital Collections comments included digitization of historical FDLP materials as a means to ensure permanent access, digitization of historical tangible documents, and digitization of fugitive documents. As in other responses, preservation comments touched upon the topics of leading or engaging in preservation projects as a means to ensure permanent access, preservation to expand or complete collections, and preservation in both print and electronic FDLP collection management activities.

Question 18: *What would an ideal FDLP look like that met all of your current and anticipated needs for Federal Government information?*²⁴

Of the forty-five (45) state respondents to Question 18, individual open-ended responses totaled 326 observations. Of the total 326 observations, 20% (64 observations) related to preservation. These preservation-related observations were identified under the Authentication of Digital Content, Digital Collections, Preservation, and Web Harvesting, Capture, or Archiving themes. Of the 10 Authentication observations, comments focused on authentication in coordination with preservation activities, as a characteristic of preservation. Likewise, authentication was identified as

²² Parallels information requested in Question 28 of the Library Forecast Questionnaire.

²³ Parallels information requested in Question 30 of the Library Forecast Questionnaire.

²⁴ Parallels information requested in Question 31 of the Library Forecast Questionnaire.

an essential feature for official Federal government documents. Of the 26 Digital Collections observations, comments focused on digital collections as part of a larger preservation program, the challenges of preserved digital content migrating to new platforms, and the importance of collaborative efforts among libraries. Of the 22 Preservation observations, remarks were focused on the idea of comprehensively preserved collections, preservation as a means to access, and preservation of digital documents. Of the 6 Web Harvesting, Capture, or Archiving observations, comments included harvesting in coordination with authentication, consistent capture of Federal government Web sites, and systematic incorporation of harvested and captured content into FDLP digital collections.

Question 19: *Thinking about the next five years, what specific things would you like GPO to do to help FDLP libraries in your state improve public access to Federal Government information?*²⁵

Of the 45 state respondents to Question 19, states identified 331 individual open-ended responses indicating specific initiatives that they would like GPO to undertake to improve public access to Federal government information. Of the 331 observations, about 16% (53 observations) related to preservation. Preservation related observations were identified in Question 19 under the themes of Digital Collections, Preservation, Authentication, and Web Harvesting, Capture, or Archiving. Within those observations, most of the preservation-related comments fell under Digital Collections and Preservation. The observations related to Digital Collections indicated the need for GPO to digitize or increase digital access to government information. Respondents with observations related to Preservation generally expressed the need for GPO to coordinate or collaborate on preserving and providing permanent access to the complete government information collection.

Question 20: *Is there anything else that you would like to tell us about the current and future vision of the FDLP?*²⁶

Of the 45 state respondents to Question 20, 29 states (64%) responded “yes” and chose to provide an open-ended response. Those responses totaled 131 observations. Of the 131 observations, 20 (15%) related to preservation. Themes identified in Question 20 were identified under the Digital Collections, Preservation, and Authentication. In general, comments related to preservation were focused on ensuring the preservation of and permanent access to government information collections, expanding access to government information, and authentication of digital information.

²⁵ Parallels information requested in Question 32 of the Library Forecast Questionnaire.

²⁶ Parallels information requested in Question 33 of the Library Forecast Questionnaire.

GPO ACTIONS AND NEXT STEPS

Actions Already Taken

- ***Participation in National and International Preservation Efforts***

GPO participates at the Federal level in the Federal Agency Digital Guidelines Initiative (FADGI), the National Digital Information Infrastructure and Preservation Program (NDIIPP), and the National Digital Stewardship Alliance (NDSA). Participation in these Federal programs is essential to sharing, developing and supporting preservation best practices with peer governmental agencies and non-governmental organizations responsible for preserving information collections. In 2013, GPO staff served with staff from the Library of Congress (LC) and the National Archives and Records Administration (NARA) on the FADGI Still Image File Format Subgroup to develop a matrix-based tool for making comparisons among still image file types for preservation planning. The matrix will be integrated into the FADGI guidelines for creating master images.

GPO is also a member of the International Internet Preservation Consortium (IIPC). This international organization supports the development of best practices for the preservation of Web harvested content. GPO staff led a discussion group on preserving government Web disseminated information at the 2012 IIPC General Assembly and participates in the IIPC International Preservation Working Group meetings with colleagues from the Library of Congress. Participation in this international organization has led to revised policies and procedures for Web archiving as well as efforts to coordinate Federal agency Web archiving among GPO, LC, and NARA.

- ***Archive-It***

In 2012, LSCM began using the Archive-It Web harvesting and hosting service, contractually provided by the Internet Archive. Archive-It allows LSCM to harvest copies of complete Federal agency Web sites and provide access to the harvested content from the Internet Archive's *Wayback Machine* through links in the Catalog of Government Publications. LSCM is currently focused on harvesting Superintendent of Documents Y Class publications of independent Federal Commissions. Federal depository librarians may also nominate Web sites for harvesting and archiving through Document Discovery on Ask GPO.

- ***Preservation Week 2013***

During the three-day Preservation Week Virtual Conference held April 23-26, 2013, LSCM staff and invited experts discussed a variety of preservation-related topics and highlighted several partnership-based preservation and access projects. In response to findings of the Forecast Study, one session provided basic training for libraries on how to plan digitization projects. The Preservation Week webinar was attended by 181 people.

- **Federal Digitization Content Partnerships**

Successful collaborative partnerships between GPO and Federal agencies have resulted in the addition of new noteworthy content to the Federal Digital System (FDsys), including the United States Courts Opinions (USCOURTS), the Constitution of the United States of America: Analysis and Interpretation (CONAN), the Kennedy Assassination Air Force One Cockpit voice recording, Treasury Reporting Rates of Exchange, and reports from the Coastal Zone Information Center. GPO partners include the Administrative Office of the United States Courts (AOUSC); the Library of Congress; the National Archives and Records Administration; the U.S. Department of the Treasury; and Federal agencies such as the National Oceanic and Atmospheric Administration (NOAA).

- **FDLP Web Harvested Content**

Currently, Web harvested and archived content is accessible through the Catalog of Government Publications. Also, a separate Web site for GPO content is available on the Internet Archive, at <https://archive-it.org/organizations/593>. Therefore, Web content can be discovered and accessed either by searching the Catalog of Government Publications or through the separate Web page of Government Printing Office harvested Websites, providing two means of discovering and accessing Web content.

Actions in Development

- **NAPA Recommendation 3 Plan for the Preservation of Government Information**

LSCM staff and a subgroup of the Depository Library Council (DLC) are working together to develop a plan in response to the National Academy of Public Administration's charge that, *"GPO should work with depository libraries and other library groups to develop a comprehensive plan for preserving the print collection of government documents. This plan should include cataloging, digitizing, and preserving tangible copies of government publications, a timeline for completion, and options for supporting the effort financially, as well as a process for ingesting digitized copies into the Federal Digital System."*

- **Future Training on Preservation Topics**

In response to data from the Forecast Study demonstrating that 85% of library respondents and 96% of state respondents told us that advice and guidance on planning digitization projects is important, LSCM is planning a new preservation-related webinar titled *Digitization for Preservation: Creating Sustainable Digital Content*. This includes a discussion of digitization as a viable means of preservation and an overview of Federal Agencies Digitization Guidelines Initiative (FADGI) for digitization as a part of the December 2013 FDLP Virtual Conference, *Expanding the Forecast Framework: Engage & Discuss*.

CONCLUSIONS

An overwhelming majority, 85% of the libraries and 96% of the states, indicated that they would like advice and guidance on planning digitization projects. (Library Q15 and State Q4) However, with 50 libraries reporting that they are already digitizing FDLP publications and another 96 libraries reporting that they plan to digitize within the next five years, a significant amount of digitization is already either occurring or in various stages of planning. (Library Q14) While the majority of libraries said that they were not interested in preserving or hosting a collection of digital government publications, 96 libraries responded positively that they were interested in preserving and hosting a collection of digital government publications. (Library Q28) In addition, seven states indicated a desire to have some type of leadership role in preservation, and fourteen states indicated a desire to have a leadership role in digital collections. (State Q17) These combined responses indicate the need for future webinars on planning digitization projects, and for additional outreach and discussion with libraries and states on digitization and the hosting and preservation of digital collections. Finally, digitization was a consistent theme in the Future Roles and Opportunities responses in the Forecast Study, with observations stating the desire to increase the digitization of publications from the tangible FDLP collection.

In both the Library and State Forecasts, respondents indicated a concern about potential barriers to digital access as more information generally, including government information, is published and disseminated by agencies in digital form only. While respondents noted a variety of concerns about anticipated barriers, more must be done to determine how best to respond and what actions can be taken to mitigate or eliminate anticipated barriers described by respondents. (Library Q16 and State Q5)

GPO provides access through FDsys to Federal Government information that is authentic and preserved. Authentication was a consistent theme throughout the Future Roles and Opportunities responses in the Forecast Study. Respondents indicated how critical it is that GPO explore ways to allow content digitized by library or agency partners to be authenticated and ingested into FDsys. (Library Qs 30-33 and State Qs 17-20)

A minor but consistent theme in the Future Roles and Opportunities responses in the Forecast Study is the recognition that more government information is published and disseminated by agencies on the Web in digital form only. The need for GPO to harvest, archive and provide discoverability and access to archived Web content is absolutely critical to the FDLP and permanent public access. (Library Qs 30-33 and State Qs 17-20)

The Forecast Study provided LSCM with confirmation of the FDL's support for preservation and its vital role in meeting GPO's and LSCM's mission to provide for the life cycle management of government information to ensure permanent public access. Respondents to the Future section of the Forecast Study called for the digitization of publications from the tangible collection, the authentication of this digital content, and an expanded effort to harvest Web disseminated government information. These efforts are all facets of LSCM's developing comprehensive preservation plan.

While respondents to the Forecast Study clearly expect GPO to take responsibility for preserving government information, more libraries are planning to digitize government publications. Most of these libraries have asked for some degree of guidance or advice in planning digitizing projects. LSCM is responding by planning future webinars on this topic.

A small number of FDLs indicated they would be interested in sharing responsibility for preserving and hosting digital collections. Additional outreach to these libraries will follow to explore opportunities for collaboration. A planned focused discussion session on the topic of anticipated barriers to digital access will provide additional needed information. These collaborative efforts and strategic initiatives will shape the FDLP National Plan.