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## Distribution and Acquisition

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CLIFTON BROCK, Chief of the Business Administration and Social Sciences Division, University of North Carolina Library, Chapel Hill, and Carper W. Buckley, U.S. Superintendent of Documents, have been the most prolific writers on the subject of the distribution of U.S. government publications in recent years. As Buckley has had the opportunity of expressing his views on the subject in his paper in this issue of *Library Trends*, a summary of Brock's thinking along these lines will be given here.

In his recent article "Implementing the Depository Law,"<sup>1</sup> Brock discusses certain deficiencies of the Federal Depository Library Act of 1962 (Public Law 87-579), and proposes a substitute program which he feels would avoid most of the problems, would cost less, and would achieve the essential objectives of the law. The following requirements, he feels, are unsatisfactory:

Sec. 1. Government publications, except those determined by their issuing components to be required for official use only or those required for strictly administrative or operational purposes which have no public interest or educational value and publications classified for reasons of national security, shall be made available to depository libraries through the facilities of the Superintendent of Documents for public information.

Sec. 5. Upon request of the Superintendent of Documents, the components of the Government which order the printing of publications shall either increase or decrease the number of copies of publications furnished for distribution to designated depository libraries and State libraries so that the number of copies delivered to the Superintendent of Documents shall be equal to the number of libraries on the list . . . .

The Superintendent of Documents shall currently inform the components of the Government which order the printing of publications

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as to the number of copies of their publications required for distribution to depository libraries. The cost of printing and binding those publications which are distributed to depository libraries, when obtained elsewhere than from the Government Printing Office, shall be borne by the components of the Government responsible for their issuance; those requisitioned from the Government Printing Office shall be charged to appropriations provided to the Superintendent of Documents for that purpose.<sup>2</sup>

In his article "The Quiet Crisis in Government Publishing" Brock also quotes from the printing act of 1895:<sup>3</sup>

. . . . There should be no question, however, that the government has an interest in seeing that at least one copy of each publication it issues is available centrally in Washington for internal use and for the historical record, if nothing else.

In order to accomplish this purpose, and to ensure a complete bibliographical listing of governmental publications, Congress passed a law in 1895 requiring that:

"the head of each of the executive departments, bureaus, and offices of the Government shall deliver (to the Superintendent of Documents) a copy of *each and every* document issued or published by each department, bureau, or office not confidential in its character." (Italics added.)<sup>4</sup>

There is considerable doubt in Brock's mind that the above provisions of the Depository Library Act of 1962 will be or even can be implemented because of the complications involved. He lists three drawbacks within the law itself: (1) the issuing agencies would have to bear the cost of copies of their non-GPO printed publications for depository library distribution, (2) the agencies would also have to bear the cost of selection and forwarding copies to the Superintendent of Documents, and (3) exceptions in Sec. 1 above would allow agencies to control the flow and cost of publications sent to the program.

Brock's solution to the problem would be to enforce the law of 1895 (44 U.S.C. 76) which states not only that "a copy of each and every document" is to be supplied to the Superintendent of Documents, but also that he is to publish a "comprehensive index of public documents."<sup>5</sup> By this method the Superintendent of Documents would receive one copy of each publication for listing at a comparatively small cost to the issuing agency no matter whether it was published at the Government Printing Office or elsewhere, unless it was confidential in nature, and this copy would be used to produce micro-

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facsimile copies for depository libraries and any others who desired it. There would be five favorable results from this method of distribution in addition to the saving (the cost of one copy as against that of hundreds of copies under the present system): (1) the administrative costs would be less, (2) agencies would not have to hire professional personnel to select the materials needed by libraries and others, (3) for the first time the *Monthly Catalog* would become complete, (4) agencies in the government would be aware of what other parts of the government are doing in the way of research and publication, and would benefit by the results and avoid duplication of effort, and (5) regional depositories, which have to keep all depository items, could house them and service them, particularly in the case of inter-library loan, at less expense.<sup>6</sup>

Brock's solution to the problem overlooks one governmental institution that could play a major role in its solution, *viz.*, the Library of Congress. In the first place, under USC annotated, 1958, Title 44, Section 139, the distribution of Government publications to the Library of Congress reads as follows:

There shall be printed and furnished to the Library of Congress for official use in Washington, District of Columbia, and for international exchange . . . not to exceed one hundred and fifty copies of the publications described in this section, to wit, House Documents and reports, bound; Senate documents and reports, bound; Senate and House journals, bound; public bills and resolutions; the United States Code and supplements, bound; the Official Register of the United States, bound; and all other publications and maps which are printed, or otherwise reproduced, under authority of law, upon the requisition of any Congressional Committee, executive department, bureau, independent office, establishment, commission, or officer of the Government: *Provided*, That confidential matter, blank forms, and circular letters not of a public character shall be exempted.<sup>7</sup>

Under the above law it can be readily seen that the Library of Congress has as much authority to request, or demand if necessary, every worthwhile government publication as long as it is not confidential in nature, as does the Superintendent of Documents. Furthermore, the Library of Congress has been in the business of procuring non-GPO materials for subscribing libraries (see discussion of Documents Expediting Project in "Library Associations and Public Documents" in this issue), and at the present time supplies the Superintendent of Documents with copies of such publications for entry in the *Monthly Catalog*, as come to its attention. Since the Library of

Congress is already performing some of the functions that are delegated to the Superintendent of Documents in the new depository library act, it would seem logical to have an expansion of the program within the structure of that government library, where there are trained personnel who know what to select for library use, and who are used to all the procedures for acquiring this material from long years of service to depository and other library groups.

In the field of microfacsimile also the Library of Congress has had many years of successful operation, and the Superintendent of Documents almost none. Would it not be better to have the single copies mentioned by Brock reproduced by the Library of Congress where the facilities are located? Should some of this material have to be commercially reproduced, again the Library of Congress has had long experience in supplying documents for such use by Readex, etc. Since the Library of Congress prints cards for the items in its documents collections, and cards with documents would be very welcome to documents librarians, it would appear that in not too many years such double distribution would be feasible if the Library of Congress already had a hand in the distribution of government documents to depository libraries.

When all of these factors are considered, legal authority, professional manpower, valuable experience, mechanical equipment, etc., it would seem that the Library of Congress is better prepared to handle those aspects of the Depository Library Act of 1962 mentioned above than is the Superintendent of Documents.

Of course, there are several other ways of procuring government documents free of charge than through the depository library system. These seem to fall into three categories. The first is through the Superintendent of Documents who maintains over a thousand mailing lists in order that individuals and institutions as well as libraries will receive publications relevant to their special interests. Brock cites two examples of this type of distribution in the first mentioned article above, *viz.*, the Federal Trade Commission mailing list to companies, etc., that might be affected by a new FTC regulation, and an Office of Education mailing list to presidents of colleges and universities.<sup>8</sup>

Another type of mailing list is that kept in the agency, or by officials themselves. Departments or branches maintaining such lists are:

Department of Labor: Bureau of Labor Statistics.

Department of Commerce: Coast and Geodetic Survey; Commerce

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### Field Offices.

Department of the Army: Corps of Engineers

Department of the Interior: Geological Survey; Bureau of Mines;  
Bureau of Reclamation; National Parks Service.

General Services Administration: National Archives.

Information Agency: Foreign.

Library of Congress.

Post Office Department: Field Offices.

Tennessee Valley Authority.

Treasury Department: Coast Guard; Customs; Internal Revenue  
Service.

U.S. Army: Caribbean.<sup>9</sup>

In addition special mailing lists are maintained by every Senator and Representative. Examples of materials that might be sent to persons on such lists are government serials such as the *Library of Congress Information Bulletin*, or the *Yearbook of Agriculture* to persons on a Congressman's list.

The third way of obtaining free material is by writing for individual items marked "free" in the *Monthly Catalog*, the *Price Lists*, the *Vertical File*, etc. Indication is generally given regarding where to write for such publications.

Some priced publications are available from one's Congressman, particularly hearings, and those that have a document number of the House or Senate. Some libraries, which acquire only a few U.S. government documents, make it a practice to try this free source for priced publications first; if they fail here, they then try the issuing agency itself, which often sets aside a certain number of priced publications for free distribution, and requests from libraries often get top priority. Failing this, they buy the publications.

Of course, many libraries do not have the manpower to use all of these methods, and buy their priced publications through the Superintendent of Documents or the issuing agency. (There are symbols after the entries in the *Monthly Catalog* which indicate the source of purchase.) Those purchased at the Government Printing Office can be bought by the usual methods of payment (money order, check, etc.) or by ten cent coupons, a supply of which can be purchased from the Superintendent of Documents in advance.

The lists most often used by librarians in the selection of documents currently produced for acquisition are the *Monthly Catalog*, the weekly

list *Selected United States Government Documents*, the subject *Price Lists* which have titles such as *Maps*, *American History*, etc., and number about fifty at any given time; and special leaflets issued by the Superintendent of Documents either for single items of special interest, or for a number of publications on a timely subject.

There are two ways in which government publications are brought to the attention of the librarian through non-governmental sources. The first type appears in monographic form, for example Andriot's *Guide to Popular U.S. Government Publications*<sup>10</sup> and Leidy's *Popular Guide to Government Publications*.<sup>11</sup> The other type is through lists of government publications that appear in serial publications such as those in the *Vertical File*, the Winchell list for colleges and universities, which includes government publications, in *College and Research Libraries*, special subject lists of government documents in *Special Libraries*, and the Reference Services Division's list of outstanding reference publications of the year, both governmental and commercial, in the April 15 issue of the *Library Journal*.

There is one type of government publication that the documents librarian must constantly seek to identify, and that is those commercially published. As Congress scrutinizes the printing budgets of government agencies more and more closely with the object of lower overall government expenditures in that direction, more and more agencies are urging their research staffs to publish the results of their work through commercial channels. Normally, we would expect such bibliographies as *The Handbook of Latin American Studies* of the Hispanic Foundation in the Library of Congress to be published by the issuing agency, yet it is a product of the University of Florida Press. On the other hand, the documents librarian has to be careful that he does not purchase the *Statistical Abstract* under some such title as the *Business Man's Handbook* since the present copyright law allows for such reprinting.

Another type of commercially published government document is the result of contract research and appears as scientific and technical reports and translations. As these are of great importance to librarians, particularly special librarians, and since a discussion of their listing and acquisition does not appear elsewhere in this issue, it may be well to bring the subject up to date. With the establishment in 1965 of the Clearinghouse for Federal Scientific and Technical Information, the indexing of technical reports and translations in this country took a new lease on life. There are now three indexing services that bring

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common sense to the chaos that had arisen after World War II with the flood of such materials not only from our own research centers, but from captured German and Japanese sources as well.

(1) *U.S. Government Research and Development Reports*. Two issues a month announce the availability of new reports of U.S. government-sponsored research by the Department of Defense, the Atomic Energy Commission, National Aeronautics and Space Administration and other agencies. It also lists current government-sponsored research and development projects. NASA and AEC publications announced in this publication are also abstracted along with other material in the *Scientific and Technical Aerospace Reports*, and the AEC journal *Nuclear Science Abstracts*. *U.S. Research and Development Reports* has had several names since its inception: *U.S. Government Research Reports* (v. 23-39, 1954-64); *Bibliography of Technical Reports* (v. 12-22, 1949-54); and *Bibliography of Scientific and Industrial Reports* (v. 1-11, 1946-49).

(2) *Technical Translations*. Published twice each month in cooperation with the Special Libraries Association Translation Center, by the Superintendent of Documents, this lists new translations from the Clearinghouse of Federal Scientific and Technical Information. It has the following useful sections: (1) Translations are listed by field, and the following information is given for each translation: where it can be obtained, price, source of original article, and Clearinghouse number. (2) Lists of foreign-language reviews translated into English of recent books are supplied, with original title, and translation. These reviews can be ordered from the Clearinghouse. (3) A list of translations in process. (4) A list of periodicals being translated from cover-to-cover. The basic list of cover-to-cover translations of periodicals is contained in volume 7, no. 1, and is kept up-to-date by listing changes and additions in subsequent issues. (5) Author index. (6) Subject index. (7) Journal index. (8) Number index. Volume 1, number 1 began in 1959.

(3) A consolidated index, *Government-wide Index to Federal Research and Development Reports*, is published monthly by the Clearinghouse, beginning in 1965, using entries from *U.S. Government Research and Development Reports*, *Scientific and Technical Aerospace Reports*, and *Nuclear Science Abstracts*. Its purpose is to satisfy the need for a single reference guide to new unclassified government-sponsored research and development in the physical sciences, engineering, and related technology. The information is presented by subject, personal author, corporate source and accession report number.

Other accession aids and guides to identification of this vast mass of materials include the following:

(4) Special Libraries Association. *Correlation Index: Document Series and PB Reports*.<sup>12</sup> The purpose of this valuable work is to correlate the reports that appear under another number as well as the Publications Board number in order that they may be located in the above indexes. This work was published by the Special Libraries Association in 1953, with a supplement in 1958, and is intended to be used with the *Numerical Index to the Bibliography of Scientific and Industrial Reports*, volumes 1-10, 1946-48.

(5) *Classified List of OTS Printed Reports*, on German and Japanese technology.<sup>13</sup> This is a list of the German and the Japanese reports captured during World War II which are available through the Clearinghouse.

(6) *Subject Index to Unclassified ASTIA Documents*. (Defense Department reports.) This is a subject index which includes 40,000 of the first 75,000 AD (Defense Department) reports. The report citations completely identify each document as they are arranged alphabetically by ASTIA subject headings. The supplement to this is the above mentioned *Correlation Index* which indicates those documents available through the Clearinghouse and gives both AD and PB numbers.

(7) *ORSD Reports: Bibliography and Index of Declassified Reports Having ORSD Numbers*. Issued in June, 1947, this list of declassified publications of this Office of Scientific Research and Development converts the ORSD numbers into PB numbers in order that the reports may be ordered from the Clearinghouse.

(8) *Clearinghouse Selective Bibliographies*. The Clearinghouse for Federal Scientific and Technical Information, and its predecessor, the Office of Technical Services, have issued lists of technical and scientific reports and translations on particular subjects, such as high temperature metallurgy and heat alloys. A list of these bibliographies is available from the Clearinghouse.

(9) *Keywords Index to U.S. Government Technical Reports*, published twice a month by the Business and Defense Services of the Department of Commerce beginning June 15, 1962, like the *U.S. Government Research and Development Reports*, mentioned above, includes research reports of the Atomic Energy Commission, National Aeronautics and Space Administration, Armed Services Technical Information Agency, and other government agencies. It consists of two parts, report titles by the keyword in each and with a report identifica-

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tion number and price, and an alphabetical listing by corporate author. Included in the corporate listing are the title, personal index, date of publication, number of pages, contract and report numbers, etc., as well as identification number and price.

(10) *The Subject Index to Unclassified ASTIA Documents* is in nine volumes and its purpose is to assist in the identification of unclassified AD (Department of Defense) reports. Included as a supplement to the subject index is a correlation index which indicates those ASTIA documents (AD's) which are available from the Clearinghouse. This aids the users in requesting the documents from the Clearinghouse either by the AD or PB number, preferably the PB number, if given.<sup>14</sup>

To facilitate the distribution and use of the government's technical reports, eleven Federal Regional Technical Report Centers listed below contain a collection of USAEC, NASA, and DOD unclassified reports as well as reports of other U.S. government agencies and provide reference, interlibrary loan, and reproduction services:

Carnegie Library of Pittsburgh, 4400 Forbes Street, Pittsburgh, Pennsylvania 15213

Columbia University, Engineering Library, Seeley W. Mudd Building, New York, New York 10027

Georgia Institute of Technology, Price Gilbert Library, Atlanta, Georgia 30300

The John Crerar Library, 35 West 33rd Street, Chicago, Illinois 60616

Library of Congress, Science and Technology Division, Washington, D.C. 20540

Linda Hall Library, 5109 Cherry Street, Kansas City, Missouri 64100

Massachusetts Institute of Technology, M.I.T. Libraries, Cambridge, Massachusetts 02139

Southern Methodist University, Science Library, P.O. Box 1339, Dallas, Texas 75222

University of California, General Library, Berkeley, California 94704

University of Colorado Libraries, Boulder, Colorado 90301

University of Washington, Government Documents Center, Seattle, Washington 98105<sup>15</sup>

One other publication must be mentioned in connection with translations. In January 1955 the Special Libraries Association began the publications of the *Translation Monthly* which contained translations from

government agencies, technical societies, universities and industries, including charts and illustrations, and which was prepared by the Translation Center of that Association located in the John Crerar Library in Chicago. In 1958 the desire to increase the coverage in the collection of translations led the Center into an agreement with the Office of Technical Services, now the Clearinghouse for Scientific and Technical Information mentioned above, whereby the Clearinghouse would be responsible for the collection of translations from foreign and domestic government agencies, and the SLA Translation Center would be responsible for those from universities, societies, companies, and research institutes, both domestic and foreign. It was also agreed that all translations collected by both agencies would be listed in a new publication *Technical Translations* beginning with January 1959, and the *Translation Monthly* would cease publication with the December 1958 issue.

Full information is given in all of the above mentioned publications regarding their distribution. Mary and Saul Herner, in an article in the *UNESCO Bulletin for Libraries*, however, list three limitations on research reports in the United States: <sup>16</sup> (1) National security. (2) Legal requirements of the contract system of research. Information or equipment developed by a private contractor belongs to the contractor. Hence, the report may be unclassified from the point-of-view of security, but if it contains patentable information, severe limitations may be placed on its circulation by the contractor. (3) The "need to know" is a third screen. The organization or individual engaged in research must certify that access to reports on a given subject is needed in connection with this research. Although the "need to know" limitation has been severely criticized, a person or organization may still be denied access to a report on this basis. For these three reasons, the Clearinghouse may not be able to obtain a report not already in its collections. In connection with this there have been a number of complaints that the classified reports are not unclassified, in many instances, until the need for the information contained in them has passed.

There are three ways of obtaining out of print federal government publications. The first is by exchange. The Depository Library Act of 1962 provided that "The libraries designated as regional depositories shall be authorized to permit depository libraries, within the areas served by them, to dispose of Government publications which they have retained for at least five years after first offering them to other depository libraries within their area, then to other libraries, and then

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if not wanted to discard (Sec. 9) . . . Depository libraries within executive departments and independent agencies are authorized to dispose of unwanted Government publications after offering them to the Library of Congress and the National Archives (Sec. 98).<sup>17</sup> Thus, the Library of Congress, the National Archives, and the regional depository libraries are primary sources for those who wish to procure out of print items on exchange.

The second source is through antiquarian bookmen. As is to be expected, the bookdealers in Washington, D.C., probably have a better stock of out of print current materials than is available elsewhere. The names of these concerns may be procured from the *American Book Trade Directory*, as can those for retrospective items. (Lowdermilks in Washington, D.C., have a good record for locating the latter.)

The third way to procure retrospective materials is by reprint or photocopying. Reprinting of documents by the Superintendent of Documents is covered by 33 Stat. 584 which states that he "is hereby authorized to order reprinted, from time to time, such public documents as he required for sale . . ." These, of course, are located through the *Monthly Catalog*. In addition to those reprinted by the above office, many other reprints have come from commercial printing houses, and are located through the *Cumulative Book Index*, and those in microfacsimile in Helen McReynolds' *Microforms of United States Government Publications*.<sup>18</sup>

As Mary Schell and Margaret T. Lane have covered the acquisition and distribution of state publications to some extent in their papers in this issue, this discussion will continue with the problems of procuring local publications. Here, as Childs has said in this issue, there seems to be an iron curtain between such documents and the librarian, as generally the librarian can use only the meager bibliographic aids mentioned in his paper for needed local documents and for those from areas other than that in which the library is located. Therefore, the librarian must use a great deal more of his initiative to procure them than is required in the state and federal fields. First of all, the librarian must make sure that he is on all of the mailing lists of the city and county agencies that have publications requested by his patrons. Next, he must make sure that the person who checks the local newspapers for the vertical file (and the rest of the staff), be on the lookout for the announcement of such publications. The reader, too, often can bring to the attention of the librarian publications he has seen or seen announced and which have been missed by the library staff. Since a

large number of documents of this type exists only in manuscript form, the reference assistants should know the structure and records of the city and county governments in order to advise the patron where to call for such information or to go to examine such archives. Here again the Library of Congress could be of great service if it could step up its present program, already quite extensive, of collecting county and city materials, and, in cooperation with the Bureau of the Census, list all of those received by both agencies in an expanded *Checklist of State Publications*.

In conclusion, it can be seen from this and other papers in this issue that the main problem is to get the suitable document to the right person at the proper time through appropriate acquisition and distribution lists and policies. Suggestions have also been made on how to improve the situation; if followed, they should enable us to improve this kind of service considerably.

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