CHAPTER - II

REVIEW OF LITERATURE
In this Chapter the literature pertinent to the problem has been reviewed and presented in two sections (2.1) efforts made outside India and (2.2) efforts made in India.

2.1 EFFORTS MADE OUTSIDE INDIA

Merritt (1943) identified six major functions of government publications.

Legislative: These include publications of congress (eg. bills, committee reports and public laws) further the legislative process.

Administrative: These publications serve as material aids in the process of public administration.

Reportorial: These publications report a completed task or activity or the progress on an ongoing action (eg. annual reports of government bodies, decisions rendered by the courts etc)

Service: These publications are concerned with the lives, activities and welfare of the citizenry (eg. sources issued by the Bureau of the Census or the Bureau of labour statistics)

Research: These publications are based on research conducted by a government agency (eg. soil surveys and geological studies)

Informational: These publications inform the public about the nature and activities of government agencies (eg. pamphlets on social security and medicare)

Weech (1973) discussed the selection and acquisition processes for state publications as well as patterns of bibliographic control, state depository programmes and major collections.

According to Kotler (1975) government documents must be marketed both within and outside the library if they are to be integrated successfully with other library and information services. He pointed out that the key to successful marketing is knowing which products and services can be provided effectively by the documents area, matching those products and services to specific target audiences, promoting the awareness and desire to use those products and services and effective delivery of the services and products.

Yannarella and Aluri (1976) have found that a majority of academic libraries circulate depository publications to their staff but experience problems in the prompt return of these publications. They are satisfied with their efforts to reclaim overdue government publications and do not resort to inter library loan for publications not returned on time.


Waldo (1977)\textsuperscript{5} suggested that the issue of physical integration or separation of document collections from the rest of the library should not be confused with the issue of providing attractive and central access to government documents.

Lancaster (1977)\textsuperscript{6} identified some difficulties in the usefulness of card catalogue for government publications, inability of readers to understand the "rules" by which it is organized and confusion among librarians concerning its primary purposes and goals. These difficulties are compounded by the complexities of applying the "Main entry concept" to government information resources.

Government Printing Office, U.S.A. Staff (1978)\textsuperscript{7} have given some suggestions regarding equipment for the storage and the use of depository microfiche. These suggestions were reprinted by Heron (1982). According to them the first equipment needed for microformatted government publications is storage, the second is equipment for processing and dissemination and the third is equipment for reader viewing and use.


Heron (1978)\textsuperscript{8} pointed out in his historical review of government publications literature, that much more attention has been given to technical services related topics than to use, reference services and public access.

Myers and Britton (1978)\textsuperscript{9} suggested the integration of cataloguing and classification of government publications with the techniques used for other materials in the library.

Fry's (1978)\textsuperscript{10} study has revealed the under utilization and non recognition of the value of the government publications. He also stated that library administrators need to consider government document collections as an information resource on an equal basis with books and serials.

McClure (1978)\textsuperscript{11} found the drawback of exclusion of many government periodicals from traditional periodical indexes.


Heron (1979)\textsuperscript{12} studied that the social scientists prefer browsing and not rely heavily on the card catalogue for access to government publications.

Edsall (1980)\textsuperscript{13} has provided numerous ideas on marketing library products and services which easily can be applied to government publications. These ideas will provide an excellent basis to market documents within the library and the institution.

Nakata and Kopee (1980)\textsuperscript{14} focussed on distribution and bibliographic control of government publications and noted the efforts of individual states to support interstate networking.

Cook (1981)\textsuperscript{15} has identified that the minimal staffing, reduced budget and less resources for government documents departments compared to other areas of library.

Cohen and Cohen (1981)\textsuperscript{16} suggested that the design of equipment for worker’s health and comfort, the study of worker’s relationships to their physical

\begin{enumerate}
\item \textsuperscript{12} Heron, Peter. Infrequent are and Non-use of Government Publications by Social Scientists. \textit{Government Publications Review} 6, pp. 359-371.
\item \textsuperscript{13} Edsall, Mariam S. \textit{Library Promotion Handbook}. Phoenix, AZ: Oryx Press.
\item \textsuperscript{15} Cook, Kevin L. A Study of Varying Levels of Support Given to Government Documents Collections in Academic Libraries. Master’s thesis, University of Oklahoma.
\item \textsuperscript{16} Cohen, Elaine and Cohen, Aaron. \textit{Automation, Space Management and Productivity}. New York, R.R.Bowker, p. 63.
\end{enumerate}
environment will be essential if government publications collections are to exploit information handling technologies.

Sachse (1981)\textsuperscript{17} has given a useful overview of processing techniques for government publications in non-depository libraries.

McClure (1981)\textsuperscript{18} discussed the non-integration of government documents into library administrative, reference and collection development processes.

Hernon's (1982)\textsuperscript{19} study revealed that the depository collections of microformatted government documents either go unused or a small percentage of the collection received the most use.

Hoduski (1982)\textsuperscript{20} in a paper presented at the Second Annual Government Documents and Information Conference, made strong case for a more active role by documents librarians and others on issues such as allocation of responsibility among federal agencies for the announcement and distribution of literature and the development of a federal policy which would encourage public access to government publications.


Heron and Purcell (1982)\textsuperscript{21} wrote that the depositories comprise one of the information providers to access government information and often it is a secondary one. Further they stated that the depositories often selected more publications than were needed.

McClure and Harman (1982)\textsuperscript{22} discussed the problem of limited inclusion of references to government publications in doctoral dissertations.

NCLIS (1982)\textsuperscript{23} examined the confusion between the role of the public and private sectors as to responsibilities for acquisition, dissemination and bibliographic control over government publications.

McClure (1982)\textsuperscript{24} has developed a written plan for successful integration of government documents into library and information services. The typical written plan has the component parts like philosophy and library mission, needs assessment, goals and objectives, implementation and programme development, administrative control of planning process and the evaluation.

\begin{enumerate}
\item Heron, P. and Purcell Gary R. \textit{Developing Collections of U.S. Government Publications}, Greenwich, CT: Jai Press.
\item McClure, Charles and Harman, Keith, Government Documents as Bibliographic References and Sources in Dissertations. \textit{Government Publications Review} 9, pp. 61-72.
\end{enumerate}
Heron and Shepherd (1982)\textsuperscript{25} noted that the 'Social Sciences Citation Index' contains minimal number of citations to government publications.

Heron and McClure (1983)\textsuperscript{26} worked on Depositors library staff. They have stated that the reference service relating to government publications is not of a high quality.

Hoduski (1983)\textsuperscript{27} recommended that document libraries must publicize and promote government documents as well as take political action to affect changes in the depository system or in the local library.

Heron and McClure (1983)\textsuperscript{28} discussed critically important issues related to increasing access to government publications and offered several solutions and recommendations by which government publications and services can be more effective. It is suggested to assist librarian and other information resources and in reassessing traditional assumptions related to government publications. Further the authors stressed the importance of developing national information policies for

\begin{itemize}
\item \textbf{25.} Heron, Peter and Shepherd, Clayton. Government Publications. Represented in the Social Sciences Citation Index: An Exploratory Study, \textit{Government Publications Review}, pp. 227-244.
\item \textbf{26.} Heron, Peter and McClure, Charles R. \textit{Testing the Quality of Reference Services Provided by Academic Depositories: A Pilot Study in Communicating Public Access to Government Information}. Westport CT: Meckler Publishing.
\end{itemize}
government publications to meet the changing information needs of society. They also discussed in detail the specific research techniques with potential applications for government publications.

Relyea (1985) noted the importance of records of the Senate and House of Representatives as the most valuable sources of information for enhancing public knowledge of congressional operations and decisions. But he pointed out that these sources have not been available for examination unless they have been distributed as official publications. He suggested that this could be rectified by making congress subject to the requirements of the Freedom of Information Act. He also noted the both constitutional and practical problems in this approach. In his opinion if the efforts have been made to modify the archival policies, then both citizens and legislators can benefit from improved records access arrangements.

Hubbertz (1986) narrated the importance of Crown Corporation, a prominent institution in Canadian government. He noted that most important Crown Corporations are exempted from Canada's Access to Information Act. He also analysed the reasons for such exemption from the Act. According to him, the total exemption of Crown Corporations from the Act is found to contradict the traditional notion of ministerial responsibility. He also discussed public access to information

regarding such issues as public safety and environment impact to the economic interests of the corporation.

Missen (1986)\textsuperscript{31} discussed the problems with the enactment of the Australian Freedom of Information Act. According to him, the problems include: the need to reconcile secrecy provisions in existing laws with it, a lack of vigorous public opinion and a constant campaigning in support of freedom of information, attempts to increase fees and decrease agency compliance with requirements for the production of documents, failure of the media to support freedom of information through better use of the Act, inadequate coverage of security organisations by the Act and efforts to defeat the purpose of the Act by injections of a need to know standard.

According to Heron, Peter and McClure Charles (1988)\textsuperscript{32} the Government Printing Office's (GPO) depository library programme (DLP) is an important mechanism for public access to government information. He noted that nearly 1400 libraries participate in the DLP, 2/3 being academic libraries. Both the government and member libraries benefit from the cooperative relationship and share expenses, the GPO acquires, classifies and catalogues titles and offers support services. In return member libraries house, service and provide access to depository materials. The vast


\textsuperscript{32} Heron, Peter and McClure, Charles. GPO's Depository Library Programme: Building for the Future. \textit{Library Journal} 113(6), pp. 52-56.
majority of depository libraries are grossly understaffed and receive inadequate resources from their host institutions to carry out their responsibilities.

Shattuck (1988) examined government information controls in the context of the constitutional and statutory tradition of open access to government information in the USA. He discussed the restrictive climate in which the Reagan administration views public access and warns that restrictive national security policies may actually curtail economic growth, retard defence programmes and undermine the constitution.

Heim Kathleen (1989) argued that OTA report (1988 US Office of Technology Assessment) despite its affirmation of public access to information, is unlikely to cause a redeployment of resources unless librarians argue vociferously that there is a real need for this information, and that denying funding for electronic dissemination will create an unbridgeable chasm between those with the resources to buy information products and those without.

Shill (1989) in his assessment report “Informing the Nation” stressed the need for federal information dissemination in the electronic age.


Hernon, Peter (1989)\textsuperscript{36} claimed that the Reagan administration adopted policies and practices that managed, controlled, reduced and in some cases, restricted the flow of government publications and information to the public. He identified the relevant policy instruments used by the Administration in this regard and indicates that the Congress also reduced public access to government publications and information.

Sessions, Judith et al (1990)\textsuperscript{37} noticed that the paper work Reduction Act (PRA) of 1980 attempted to set policy for all information activities in all federal agencies. According to them it has had a crucial impact on the availability of government information. The PRA empowered the White House Office of Management and Budget (OMR) to develop government wide information policies and this led to increasing cutbacks in the amount of government information available and to the privatisation of much remaining information. Representatives of ALA, ARL and other library organisations stressed the need for revised PRA safeguards to protect public access to government information but are opposed by the Information Industry Association whose goal is to maximise the use of the private sector to market government information as a profit-making enterprise.


\textsuperscript{37} Sessions, Judith et al., View Point. \textit{Wilson Library Bulletin} 64(5), p. 70.
Goldman (1990)\textsuperscript{38} expressed that the Freedom of Information Act (FOIA) establishes flexible principles that can be applied to computer records in a way that ensures public access and minimizes the burden imposed on agencies. He noted that the lack of understanding of how the Act can be applied to requests for information has been fairly widespread. Through requests, administrative appeals, and sometimes litigation, agencies have reconsidered the Act's requirements and adopted more reasonable interpretations of how its principles apply in the context of computer records. He argued that the US Congress should refrain from wholesale amendments to the FOIA suggesting that it is agency practices and the interpretations of the FOIA in the computer age that should change.

Hernon, Peter (1990)\textsuperscript{39} discussed the historical background to public access to government information and defined the concept of safety nets and gave examples of safety nets providing access to government information. He attempted to assess how much government information is captured and discussed the need for Congressional guidance in the improvement of the efficiency and effectiveness of safety nets.


Bingaman (1990)\textsuperscript{40} provided examples of shortcomings in economic, education and health statistics which indicate a need for the creation of a commission on Federal Information to conduct an in-depth review of the changing information landscape. He recommended that a federal information policy should incorporate the need to strengthen paper work reduction efforts, improvement of information resources management and affirmative responsibility for public access.

Kovacs's (1991)\textsuperscript{41} study revealed that the Title-44 of the US code authorised the Government printing office to act as clearing house for and Central printer of government documents and also created the Depository Library System to provide public access to government information. He also noted that the GPO has started procuring and disseminating CD-ROM\textsubscript{s} produced by several government agencies to depository libraries. He reviewed some of the problems and solutions identified by depository librarians on the electronic mail (e-mail) based discussion list, GOVDOC-L. GOVDOC-L provides a forum for discussion for any individual with BITNET or INTERNET e-mail account to share information and concerns about government document issues.


Morhead (1991)\textsuperscript{42} noted that the reluctance of the US Federal Government to provide full and free access to government information in electronic formats precludes society's attainment of the concept of equity that is a touchstone of democracy. He suggested a way most certain to insure public access would be to acknowledge a First Amendment penumbra embodying the right to be informed.

Desantil's (1991)\textsuperscript{43} study revealed that in response to the charges that both the US Department of Agriculture's Electronic Dissemination of Information System and the Environmental Protection Agency's Toxics Release Inventory (TRI) system inhibit public access, the General Accounting Office was asked to investigate. It found that the charges were incomplete and lacked in substance.

Bass and Plocher (1991)\textsuperscript{44} studied that in 1977, the Commission on Federal Paper work observed that the Federal Government did not know what information it collected, with what frequency, from whom, and for what uses. To remedy this, the commission recommended the creation of Federal Information Locator System (FILS). They described the history of FILS and presented a vision of what FILS still could be a series of linked computer systems maintained by Federal agencies to

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improve the management of information resources and facilitate public access to
government information.

Glenn (1991)\textsuperscript{45} identified 5 trends that are indicative of dramatic changes in
the scope, size and structure of legislative information technologies. These are: the
emergence of multi-vendor computing in the legislatures, the development of labour
issues relating to information technology, the demise of the non-end user, the quest
for legislative access to executive branch data systems and the interest for public
access to legislative data systems.

Hernon, Peter (1991)\textsuperscript{46} reported that with the adoption of government
information policy principles, an organization stakes out its general position on public
access to such information. He analysed the utility of policy principles, advanced by
professional associations. These include: The National Commission on Libraries and
Information Science, the Government Documents Round Table of the American
Library Association, the Association of Research Libraries, the information industry
Association and the office of Technology Assessment.

Sprehe (1993)\textsuperscript{47} analysed the problems in acquiring government documents and
issues with regard to public access to government information.


Information Quarterly 8(4), pp. 393-399.

Alexander's (1994) study revealed that despite the current US Government's commitment to a National Information Infrastructure, there is evidence that many of their activities in recent years have limited rather than enlarged library and public access to government information. He noted that the problems of deposit libraries are made worse by the transitory nature of magnetic storage media. According to him, it may be some time before access to government information no longer involves considerable library research effort.

Innes (1994) studied the difficulties of acquiring official publications from the developing countries. He discussed five barriers. They are: Legal deposit, bibliographical control, economic factors, distribution networks and historical and political influences. To overcome these obstacles, he suggested a personal collecting tour to acquire publications at first hand, to establish contact with distributors and individual agencies and to clarify bibliographic and administrative details.

Hildebrand (1994) noted that the government publications are processed by Specialist teams within the Monographs Processing Branch and Serials Processing Branch. He described in detail the work of these specialist teams along with the


challenges and new issues currently being addressed to provide effective access to
government information.

Stoker and Kellermann (1994)\textsuperscript{51} studied the State Library in Pretoria, South
Africa, which receives all South African Government publications as legal deposit as
well as those from the independent and self governing states within its borders. To
improve access to these publications, a retrospective online cataloguing project was
implemented in 1985. He discussed in brief some aspects having specific influences
on the cataloguing.

Christian (1994)\textsuperscript{52} noted that as part of the National Information Infrastructure,
the US Federal Government has established a Government Information Locator
Service (GILS). GILS will identify and describe public information resources
throughout the Federal Government and provide assistance in obtaining the
information. He discussed the policy context, the user perspective, the provider
perspective, design principles, functional requirements and the GILS Core.

Picton (1994)\textsuperscript{53} noted that the Standing Committee on official publications of
the Information Services Group (SCOOP) of the Library Association, is a body

\begin{itemize}
  \item Stoker, R. and Kellermann, B. The Online Cataloguing of Government
       Publications of Southern Africa at the State Library, Pretoria. \textit{Cataloguing
  \item Christian, E.J. Helping the Public Find Information: the US Government
       Information Locator Service (GILS). \textit{Journal of Government Information}
  \item Picton, H. New Technology, Government Information and the role of SCOOP.
\end{itemize}
created to improve the availability and bibliographic control of government publications in the UK. He described the role with SCOOP might usefully play in the promotion of electronic methods of disseminating government information including: CD-ROM databases and networks such as JANET. The role of the British Library, UK National Information Policy and the work of SCOOP in bibliographic control of electronic products, public accessibility to government publications and information on networks and education and training are discussed in detail. It is suggested that SCOOP is expected to lobby for free publicity available electronic bulletin boards on government network, produce guides on official electronic government publications, run seminars and disseminate information via the periodical.

Splichal and Chamberlin’s (1994)\(^5\) study reveals that federal, state and local governments are converting public records to computer formats at a rapid pace, creating novel issues with respect to public access. Record requesters are finding access laws, written when most documents were on paper and stored in file cabinets, inadequate when applied to requests for records held in government computer. As a result, requesters are turned to the courts to define the contours of public access in the Computer age. Several court cases suggest government agencies are using the fact information is in a computer as an excuse to withhold records. They stressed the need to rewrite access laws to acknowledge the pervasive role of computers in government.

According to Massant (1994)\textsuperscript{55} Information Technology is changing the roles of government, libraries and the private sector in disseminating government information. He examined their role in providing public access to government information and outlined the principles on which they are in agreement. These are: the public's right of access should be guaranteed, equal and timely access should be assured, a diversity of information sources should be encouraged, monopoly control of publications information and the claim of government copy right should be prohibited, fees for access to information from the government should not exceed the marginal cost of dissemination and the public should be guaranteed and opportunity to participate in government decisions affecting public access.

According to Hannum and MacLenan (1995)\textsuperscript{56}, the Federal Governments of Canada and the USA are the largest producers of information in North America. He presented an overview of Current Canadian and US climates in the developments of new technologies to provide access to government information. According to them a major concern is that the trend to sell and/or privatize information is leading to the essential principles of public access to information being side lined and information becoming less accessible and more costly. They described the Free Net movement, a free public access community computer network that provides a wide range of


information and services to the community it serves. A national policy for equitable and affordable dissemination of and access to information is discussed in brief.

2.2 Efforts made in India

Krishnamurthy (1959)\textsuperscript{57} reported the function of the government and its role as the largest publisher. He analyzed the government publications in social sciences and suggested various means for their improvement in physical production as well as in contents. He also emphasized the responsibility of the Government and the library profession.

Krishnamurthy, C.S. (1965)\textsuperscript{58} defined government publications and discussed the problems faced in acquiring them. He made a statistical survey of the extent and coverage of government publications in India during the period 1958-62. He discussed the tools including 'Indian National Bibliography' prepared and made available for use by Government and other agencies. He described the difficulties in acquiring the non-priced and mimeographed government publications and the publications of the foreign governments. He referred about time lag and faulty pricing policy.


\textsuperscript{58} Krishnamurthy, C.S. Acquisition of Government Publications. \textit{Library Herald} 8(1), pp. 82-94.
Mohinder Singh (1967) stressed that the largest publisher and the most prolific author in any country is the government itself. According to him government publications constitute a number of idiosyncrasies both in respect of authorship and publication. He also emphasized that these publications are authentic and the cheapest source of information on every subject of current interest.

Sengupta (1967) discussed the organisation of government publications and their control in the perspective of conditions prevailing in India.

Prasad (1985) has discussed about the responsibility of University libraries in maintaining the collection of government publications. He also discussed problems faced by the University libraries in acquisition of government publications. The reasons are firstly, the distribution channel for the government publications has been finalised, secondly, the failure to catalogue, Index, Distribute and publicize government publications. He also suggested separate grant for the purchase of government publications and extension of inter-library loan facility to cover the government publications.


Seymour (1985)\textsuperscript{62} discussed the need of efficient communication between the governors and the governed and the importance of bibliographical control in order to establish a progressive and comprehensive system of acquiring government publications.

Nisha and Anuradha (1985)\textsuperscript{63} defined the government publications and listed their varieties and forms. They also identified their importance as a source of information and categorised the agencies responsible for the publication of these documents. They also examined the bibliographical control of government publications in India, U.K. and U.S.A.

Shukla (1985)\textsuperscript{64} stressed the role of government publications in the library. He also illustrates the definitions of government and government publications in different countries. He also suggested the steps to be taken for the bibliographical control of government publications.

Jayaswal (1985)\textsuperscript{65} in his study on 'Press Information Bureau' discussed the role of 'Press Information Bureau which is the Central Agency of the Government.

\textsuperscript{62} Seymour, Elsie, Bibliographic Control of British Government Publications, \textit{Lucknow Librarian} 17(3&4), pp. 87-88.


He described the flow of information from the government to the press. He concluded that research findings on official media conducted by government agencies are not generally made available to researchers and public.

Agrawal and Manoharial (1985)\(^66\) stressed the need for setting up National Reference Library for Government publications, Departmental Reference Libraries, Depository and clearing House centres and also the participation of universities and research institution in the marketing and preservation of government documents along with Department of publication. They suggested that the Parliament library may take up an exclusive control of bibliographical information of government publications. They pointed out the need to convince the generator of information to keep proper record of the documents compiled for easy identification by the researchers. They stressed the importance of coordinated functioning among the generators, marketers and users of information.

Kavita (1985)\(^67\) attempted to illustrate some problems related to the procurement and use of government publications both from the point of a librarian and the user. It has been suggested that emphasis should be placed at developing Local Information and supply centres, involving a network of exchange programmes and

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Inter-library loans. She stressed on bringing the reports up-to-date and on a wider publicity of priced as well as non-priced publications.

Rakesh Kumar Srivatsav and Rochana Srivatsav (1985) defined government publications and categorised them as 1. Priced publications, 2. Non-priced publications, 3. Publications for official use only. They also isolated various problems involved in selection and acquisition of government publications and attributed these problems to inadequate bibliographic tools and insufficient marketing system of government publications. They criticized the unupdateness and time lagness of government publications. They suggested various remedial measures to ensure full bibliographical control of government publications.

All the above studies are more or less exploratory in nature. They are lacking sound theoretical foundations in their investigations. Further, they need more conceptual sophistications. However, the above literature analysis shows the research efforts on the use of information produced by the government its value in terms of development of the Nation indirectly and access to it by the public are all levels lend valuable guidance to all future studies.