Digital Library Transition Plan
Revised Draft

January 10, 2008

Purpose of this document

- To provide a detailed explanation, process, and timeline for the orderly and successful transition to a more digital library.

Background

The Montana State Library's statutory mandate to provide information service is very broad:

> **22-1-103. State library commission -- authority. The state library commission may:**
> **(7) furnish, by contract or otherwise, library assistance and information services to state officials, state departments, and residents of those parts of the state inadequately serviced by libraries;** *Montana Code Annotated.*

The Montana State Library began to sharpen the focus of that broad mandate when it contracted Dr. Mary C. Bushing to write "*Evaluation of Montana State Library's Library and Information Services Department*" published in March 2004. Dr. Bushing's report recommended:

> **"The acquisition of print material should cease in so far as possible with the exception of the following:**
> - **Material in support of the library development role of the agency; and,**
> - **State documents that are mandated function of the state library.**
>
> **Print journals, reference books, newspapers, federal documents, should all be closely scrutinized with the purpose of reducing the physical collections and their growth. This would free staff time and space and move the information function still further into the virtual realm. There are few of these items that are not already acquired and maintained within Montana in other libraries."**
> *Evaluation of Montana State Library's Library and Information Services*, Bushing, Mary C., 2004, p. 4.

The Montana State Library Strategic Plan 2006-2011 approved by the state library commission subsequently adopted the above evaluation recommendations.

Mindful of our statutory obligations and Dr. Bushing's analysis, MSL staff have analyzed current operations, observed trends and activities in other states in response to similar pressures nationwide, and evaluated the tools available to libraries to assist them in building and managing digital repositories. The strategic plan approved by the Library Commission provides the guidance necessary to institute the proposed changes.

The state library is ready to make the proposed changes. State agencies now publish primarily digital content, and MSL patrons increasingly expect that the information contained within the MSL collection is available at their desktop. We now license software, hardware, and services comprising the MSL digital repository. We have developed procedures for agencies to transfer digital publications to MSL, and met with depository libraries to learn of their concerns regarding the conversion from print to digital information management. MSL staff continues to work with the Permanent Public Access Committee representing various state agencies. This committee drafted HB132 passed by the 2007 Legislature that updated MSL's depository library mandate.

This Digital Library Transition Plan Revised Draft discusses each resource and service provided by Library Information Services, provides recommended actions, and where necessary, a timetable for transition.

The profound changes in the way that MSL implements its statutory responsibilities will result in acquisition of more content and provide greater access for more Montanans.   Equally important, these recommendations will allow the library to concentrate on its responsibility to preserve state government information that is currently vulnerable to loss or degradation that occurs each time a publication is handled or circulated.

General implementation timeline:
- Week of August 6, 2007 introduce this plan to LIS staff. Incorporate their input. (Done)
- August 8, 2007 address, in general terms, the State Library Commission about implementing the transition plan. (Done)
- August 22, 2007 introduce current version of this plan to the entire MSL staff. (Done)
- During September/October introduce this plan to the governor's office, state agency librarians, state agency directors, state agency public information officers (PIOs), Lewis and Clark County library staff, and Montana Library Association (MLA) officers. (Done)
- By March 31, 2008, conduct public survey regarding how patrons use Montana state publications and Montana State Library resources.
- By June 30, 2008, evaluate the MSL collection areas and appropriately process the print versions of reference materials, journals, maps, non-fiction documents, and government (non-state) documents.

In the analysis that follows, each resource and service provided by Library Information Services is considered separately.

I. Library Collection

A. *State Publications*

Goals:
- Increase public access to state publications
- Ensure preservation of state publications
- Reduce staff time associated with maintaining and circulating a print collection.
- Increase staff time and expertise dedicated to maintaining a digital collection.
- Provide full-text access from the catalog for all publications. Provide full text access for all state publication ever written by all agencies.

Current situation:
> All state publications created today are "born digital." Many are distributed in both print and digital formats. The trend, however, is towards digital only distribution or a very limited print run. Recent experience shows that patrons are increasingly turning to digital services instead of print media. The infrastructure necessary to provide circulation for print state publications diverts MSL resources better dedicated towards providing digital access for many more patrons.

> Nonetheless MSL will continue to manage print publications as long as agencies continue to publish in print.

Both MSL and the Montana Historical Society (MHS) have partial collections of print state publications. The MSL collection circulates while the MHS collection, intended for permanent preservation purposes, does not. There is duplication between the two separate print collections. Digital publishing alters how MSL and MHS interact. For example, the transfer or distribution of print publications from the circulating MSL collection to the non-circulating MHS collection does not have an equivalent process in the digital world. With digital publications, there is no reason to "transfer" them. Hence, MSL will assume primary responsibility for providing public access to the digital publications while MHS will focus on managing the non-digital repository. In any event, MSL remains committed to being responsible for the identification, acquisition, cataloging, and distribution of print state publications. Furthermore, MSL will work with MHS to insure preservation and access to both print and digital state publications.

Recommendations:
- Create a digitization plan that guides the digitization of the entire remaining non digital state publications collection. (Done)
- Beginning January 1, 2008, MSL will provide access to digital state publications only and will distribute print publications to depository libraries. (Implemented)
- Find existing or create new digital versions of print publications upon patron request. Hand off the print publications to MHS as they are digitized. (Implemented)
- By March 1, 2008, negotiate a signed agreement with MHS that states that MSL will maintain an access and preservation copy of state publications in a digital repository while MHS will manage a non-digital repository that does not circulate.
- By January 1, 2010, provide full-text access and catalog access to all items in the state publications collection.
- In accordance with the agreement negotiated with MHS, complete the transfer of the MSL print collection to MHS.

Needs:
- Scan in-house; purchase scanner suitable for routine on-demand digitization of state publications. (Done)
- Obtain or contract for scanning / OCR capabilities (Done)
- If decision is to scan in-house, obtain training in scanning, OCR, and digital file management for current circulation staff. (Done)
- Investigate the potential for digitizing the entire state publications collection. (Done)
- Obtain additional cataloging resources, through FTE or contract.

B. *Professional library development (PLD)*

Goals:
- Improve the PLD collection to meet the needs of Montana librarians
- Improve access to the PLD collection.
- Reduce staff time associated with maintaining the PLD collection.

Discussion:

State library consultants increasingly use digital resources instead of the print PLD collection. However, many PLD materials are not yet available electronically, necessitating continued maintenance of the print collection.

The PLD collection serves a very specialized patron base, Montana librarians. These patrons are often in the library at scheduled times, e.g. during conferences in Helena or meetings at MSL. In consideration of this patron base and their needs, the PLD collection may be managed separately from the other MSL collections specified in the strategic plan.

Recommendations:
- Acquire more digital and fewer print PLD resources.

C. *Natural Resource Information*

Goals:
- Provide access to natural resource information in support of the mandate of MSL's Natural Resource Information System
- Reduce resources associated with managing print materials
- Create a natural resource information collection development policy.

Discussion:
LIS manages natural resource-related state publications, federal documents, commercial databases, and journals. MSL's collection development policy is not specific as to what natural resource information, beyond state publications, should be collected.

1. Topographic Maps
MSL's topographic maps collection is provided through the Federal Depository Library Program (FDLP). We have no usage statistics for the maps. Commercial and public library sources exist for these same maps. Some state agencies manage their own sets, e.g. MHS, DNRC and DEQ.

On-line versions of USGS quadrangle maps (topographic maps) are available through NRIS. The benefit of having print maps to complement the on-line versions is not well understood or documented.

Recommendations:
- Gather usage statistics. Evaluate use.

2. Natural Resource Documents
A number of natural resource documents that are not state publications are interfiled on the shelves of the state publications collection. A spot check indicates that some of these natural resource documents may be useful to state agencies and may be of limited availability. The reason for acquiring these particular documents is not documented nor does the current collection plan provide clear guidance for selecting natural resource documents that are not state publications.

Recommendations:
- As the state publications collection is reviewed, cataloged, and digitized, segregate non-state publication, natural resource related documents.
- By July 1, 2008, develop clear guidelines for selecting such documents.
- Review and weed these segregated documents according to these guidelines.
- For those natural resource documents that are not state publications that remain in the MSL collection, follow the recommendations for cataloging and digitizing set forth for state publications.

D. *Federal Depository Library Program*

Goal:
- Reduce MSL staff time associated with managing a federal document collection that is available elsewhere.

Discussion:
A complete federal documents collection is available through the regional depository in Missoula and the seven other partial depository libraries in Montana including the State Law Library of Montana located in the same building as MSL. Federal documents can also be obtained through interlibrary loan when needed.

Recommendations:
- Consider withdrawal as a FDLP library.
- Evaluate MSL depository partnership with the State Law Library, the Census and Economic Information Center (CEIC), and MSL status as an affiliate library of the U.S. Census Bureau's State Data Center (SDC) and Business/Industry Data Center (BIDC) Program.
- Ensure that MSL staff can broker access to Montana related federal documents located elsewhere.

E. *Reference materials*

Goals:
- Ensure state employees have access to reference materials necessary to do their jobs, within the context of the three topic areas comprising the MSL collection.
- Reduce staff time associated with managing the reference collection

Discussion:
Print reference materials similar to those maintained by MSL are available through public libraries. Similar reference materials are increasingly available on-line. Print reference items get dated quickly, especially directories. Accordingly, the MSL reference collection gets minimal use.

Recommendation:
- By July 1, 2008 weed the print reference collection according to the collection development policy.

F. *Nonfiction Collection*

1. Print nonfiction materials
   Discussion:
   The MSL print nonfiction collection contains work-related materials get minimal use.

   Recommendations:
   - By July 1, 2008, weed the print nonfiction collection according to the collection development policy.
   - Seek nonfiction materials in digital format.

2. Electronic nonfiction materials
   Discussion:
   MSL currently licenses commercial databases that get minimal use. They require ongoing promotion and user training. Insuring remote access and monitoring the annual contracts takes staff time.

   Recommendations:
   - Review current databases against collection policy to determine if any should be dropped.
   - Create screen-cast tutorials for digital nonfiction resources.

G. *Journals*

Goals:
- Ensure state employees have access to information needed to do their job
- Reduce staff resources associated with managing print journals.
- Find alternate sources for the types of information currently found in print journals.

Discussion:
MSL has continued to maintain a print journal collection because not all journals are yet available in a digital format. The print journals collection gets minimal use. MSL has cancelled print journals that are available elsewhere digitally.

Recommendations:
- Before our journals subscription comes up for renewal in October 1, 2007, cancel all print-only subscriptions with the exception of PLD magazines available only in print. Where possible, eliminate the print version of print/digital combinations. If a PLD magazine is available in both print and digital formats, cancel the print and get the digital format. (Done)
- By September 1, 2007, create a concrete collection development guide for acquisition of digital subscriptions. Set a baseline number based on the number of times a journal is accessed and its subscription cost. Use this number to determine whether to renew that periodical. (Done)

- Starting January 1st, 2008 discard upon receipt the print versions of electronic journals that are provided only as print/electronic combinations. Get remote access login information for all electronic journals. (Implemented)
- Discontinue natural resource information journals available only in print. Subscribe only to digital natural resource information journals. (Done)
- Arrange with vendors for trial subscription periods that include full access to all their electronic journal titles. Market/promote this. After trial period, create a report on the most accessed titles. Subscribe to those titles if they reach the baseline number.
- Market/promote access to the 13,470 journals available in InfoTrac. Create screencast tutorials.
- Work with the Special Library representative on the Network Advisory Council to provide input on the next Request For Proposal (RFP) for Statewide Periodical Database Subscription.
- During FY08 investigate LOCKSS potential for archival access to electronic journals. (Implemented)

H. *Newspaper Subscriptions*

Goals:
- Reduce resources associated with maintaining print newspapers.

Discussion:
Most of the newspapers in the MSL collection make the current issue available online and some publishers provide free archival access. InfoTrac Custom Newspapers provides archival access to Helena Independent Record, Billings Gazette, Montana Standard and hundreds of other newspapers.

Newspapers are not mentioned specifically in the MSL strategic plan. There is considerable staff time associated with daily retrieval and check-in of all newspapers from major Montana towns, discarding/recycling newspapers, and monitoring subscription payments.

Recommendations:
- Gather usage statistics.
- Create current awareness tools webpage to inform users how to receive current news online.

II. Library Services

A. *Circulation Service*

Goals:
- Provide access full text online access through the library catalog and MSL reference service to MSL collections.
- Reduce resources associated with circulating MSL collections.

Discussion:
> If all other recommendations of this document are carried out, the MSL collection will be available online with noted exceptions and the circulation of print materials will decline.

Recommendations:
- Maintain circulation for PLD items and natural resource information.
- Beginning January 1, 2008, offer access to digital versions of state publications. Digitize print publications upon patron request within three to five working days and provide access to the digital version.

Needs:
- Obtain or contract for scanning / OCR capabilities suitable for routine digitization of state publications. (Done)
- Obtain training in scanning, OCR, and digital file management for current circulation staff. (Ongoing)

B. *Interlibrary Loan Service*

Goals:
- Ensure state employees have access to information needed to do their job
- Ensure non-Helena state agency employees have access to the MSL collection.
- Reduce resources associated with ILL service.

Discussion:
> ILL service is used by only a small percentage of state workers. These individuals sometimes use the service extensively. MSL sets no restriction on the number of ILL requests made by a single individual. There is significant staff time associated with providing the ILL service.
>
> Lending becomes unnecessary with a completely digital state publications collection. Borrowing may become less necessary over time as other institutions place more information online.

Recommendation:
- Maintain interlibrary loan service for PLD items and natural resource information.
- Beginning January 1, 2008, offer access to digital versions of state publications. Digitize print publications upon patron request within three to five working days and provide access to the digital version.

C. *Reference Service*

Goals:
- Ensure state employees have access to information needed to do their job
- Reduce resources associated with reference service

Discussion:

Reference questions are wide-ranging in scope. No guidelines exist to guide staff in responding, or to allow staff to limit their response or refer the questions elsewhere. LIS may receive fewer reference questions regarding the MSL collection as the collection becomes more available at the patron's desktop.

Recommendation:
- Write guidelines about how to respond to reference questions.

III. Public Access

Goal:
- Realign public access services in accordance with the transition from print library services to digital library services.
- Reduce resources associated with monitoring public areas.

A. *Public Reading Area*
Discussion:
> The public reading areas of the library get limited use. Although no formal records are kept, staff observes that the areas are most used by a handful of regulars comprising both state and other public patrons. It is not uncommon for there to be periods wherein no patrons are using these areas. Because these areas are open for use during all normal business hours, public areas need constant monitoring. Lately, MSL staff has used this area for meetings, sometimes because MSL conference rooms are not available.

Needs:
- Repurpose a portion of the public reading area to become MSL work area.

B. *Public Access Computers (PACs)*

Goals:
- Ensure that patrons have access to MSL on-line services

Discussion:
> PACs at MSL require constant MSL staff supervision and periodic maintenance by the MSL network administrator. Replacing PACs is expensive and time-consuming. All state employee patrons already have access to MSL on-line services from their state agency computers. All other MSL patrons may access MSL on-line services from their personal computers or public library computers. We have no formal evidence that the PACs at MSL are used by patrons to gain access to our collection.

Recommendations:
- Dedicate one or two PACS to access only MSL resources.

C. *Wireless Printer and Public Copier*

Discussion:
>
> Free access to a printer and copier has long been afforded to MSL patrons. Although use guidelines are posted, it is difficult to enforce printer/copier proper use policies. It is likely that patrons often use printer/copier for non library-related purposes.
>
> State employees have access to printers and copiers within their agencies. Other Helena patrons have access at the public library and at several businesses throughout Helena.
>
> Toner, paper, and maintenance costs continue to rise.

Recommendations:
- Evaluate use and cost of printer and copier in the public area.

D. *Grizzly and Bitterroot conference rooms*

Goal: Reduce staff time associated with serving as host for conference rooms

Discussion:
>
> MSL has offered its conference rooms for use by others, as do most agencies on the capitol campus. MSL staff frequently use the conference room facilities in other agencies; reciprocating seems appropriate.
>
> Allowing other agencies to utilize MSL conference rooms sometimes interferes with MSL use. Scheduling conference room activities adds to the workload of MSL administrative staff. Frequent questions about making coffee, turning on the computers, moving furniture, and providing directions to the bathrooms interrupt the work of LIS staff. LIS staff lock/unlock the conference door, make sure the coffee machine is unplugged, and in general, monitor conference room use.
>
> Lab use in the Grizzly conference room by outside agencies further complicates conference room use by outside agencies. Scheduling the lab, ensuring that necessary software is loaded and that unauthorized software is restricted, troubleshooting, all take considerable network support staff time.

Recommendations:
- Continue to offer the Grizzly conference room to other state agencies as a conference room.
- Evaluate guidelines for lab use by others.
- Evaluate making the Bitterroot conference room available to outside agencies with the exception of FWP.
- Transfer administration of the Grizzly conference room to administrative staff.

E. *Stacks*

Goals:
- Improve conservation and preservation of the state publications collection.
- Improve discovery and access to the MSL collection.
- Reduce resources associated with open stacks.

Discussion:

Since 2002, MSL has catalogued all state publications as acquired. Of the state publications acquired and shelved by the Montana State Library prior to 2002, an estimated 45% are not catalogued, possibly due to the legacy of an overly broad collection development policy, workload issues, state of technology then, and insufficient staffing levels. As a result, discovery of un-catalogued items on the shelves is possible only through browsing. Discovery by browsing, however, is hampered and in a real sense, not possible because most state agencies do not put document titles on their spine labels. Nonetheless, discontinuing physical walk-in access to the stacks would eliminate any chance of discovering un-catalogued items until these items are cataloged.

Recommendation:
- Follow the recommendations for cataloging and digitizing set forth for state publications.
- By July 1, 2008 weed the print reference collection according to the collection development policy.
- Provide signage and online notice directing users to former print resources now available online.

IV. Digital Library Infrastructure

MSL is trading its books and shelves for digital files and disk storage capacity. For years, MSL has been building its internal infrastructure to meet the needs of operating a library in the digital world. To fully meet its digital preservation and access needs, MSL must create something greater than just a secure digital storage area. A robust infrastructure, adequate backup and disaster recovery means are but a part of the digital preservation picture. Equally important are ensuring permanent public access, reader privacy, fixity, official copies, authenticity, format migration, and environment emulation.

MSL meets some of these needs with its on-site data center and ITSD will likely meet some with its new data center. MSL partners with world leaders in the library profession to address these issues and implement solutions. Two of these leaders are Online Computer Library Center (OCLC) and the Internet Archive.

OCLC, an international library cooperative addresses the digital preservation and access issues identified above. The Internet Archive, recognized by the state of California as a library, is the world premier archive for websites since 1996.

MSL contracts with OCLC to capture, catalog and to store digital content. MSL also contracts with the Internet Archive to provide access to archived state agency websites. Though MSL can retrieve its content systems at any time, MSL continues to partner with these leaders to leverage their research and implementation expertise.

Recommendations:
- Continue to contract with OCLC and the Internet Archive.
- Seek local preservation and access solutions.
- During FY08, test the ability to retrieve and work with content hosted by our partners.
- Evaluate annually all partner contracts.

V. Staffing

Goals:
- Adequate staff levels to manage all MSL collections and to meet users' needs.

Discussion:

Some existing position descriptions are based on working primarily in a print library. Transitioning to a digital library requires the knowledge, skills and abilities to process ever increasing digital materials while print diminishes. Continuing to provide access to print while meeting our obligation to manage digital content requires additional staff.

Recommendations:
- Advise LIS staff of the changing nature of MSL's staffing needs as pertains to the transition described in this document. (Done).
- Develop staffing plan necessary to ensure the success of the library.
- During the Executive Planning Process (EPP) for the 2009 legislative session, communicate any staffing needs beyond the currently authorized seven FTE to the Governor's Office of Budget and Program Planning.
- By March 1, 2008, modify job profiles for all currently authorized positions as necessary and draft job profiles for new positions, if any, requested through the EPP process.
- Advise LIS staff of any anticipated effects of this transition plan on their job position.
- By July 1, 2008, align current positions with the staffing plan.