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Guidelines for Libraries of Government Departments

Government Libraries Section and the
Government Information and Official Publications Section

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Table of Contents

Foreword

Several years of brainstorming, planning, meetings, writing, and hearings have culminated with this working guide for managers and line staff of government libraries. Guidelines are just that—advice, examples, and models of behaviours, services and best practices to be followed when they suit the situation. As indicated throughout the text, there is no universal solution or style, yet we hope that those presented here will foster creativity and promulgate ideas for adaptation in local settings.

Special thanks are due to the many librarian contributors and to those who made contributions to these *Guidelines* by way of advice, editing and support.

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Section 1
Introduction

1.0 Preface
Libraries of government departments provide information to policymakers, to government staff and employees, and, sometimes, to the general public. It is essential that libraries of government departments are organised and managed so as to collect and provide the information most needed by government decision makers, government workers, and the public at large.

1.1 Why guidelines are needed
- To gather best practice worldwide about the organisation, responsibilities, and value of government libraries
- To serve as guidance to government about best practice for government libraries
- To be used as a tool in developing countries to provide an outline of the organisation and responsibilities of government libraries
- To support advocacy for the development and improvement of government libraries

1.2 Definition
Libraries of Government Departments are any libraries that are established and fully supported by government to serve government. (While their primary audience is government, the actual audience served may be broader than government.)

Under this definition a public or university library, though it might have been created by government or provide services to government employees or the public, would not be defined as a "government library" because the primary audience would not be defined as a government department but the general public or the student and faculty population.

1.3 Sponsorship
This project to prepare *Guidelines for Libraries of Government Departments* is sponsored by two sections of the International Federation of Library Associations and Institutions (IFLA). These sections are Government Libraries and Government Information and Official Publications.

Each of the sections appointed members to participate in the development of the *Guidelines*. In addition, a separate group of people reviewed the guidelines and made suggestions for improvement.

1.4 Authority

The *Guidelines* are not mandatory. IFLA does not have the power to enforce guidelines and it is possible that not all the guidelines will apply to all government libraries. Instead the guidelines can serve as tools for the development and operation of government libraries.

We hope these *Guidelines* will be useful to government libraries and to developing countries that are creating government libraries.

1.5 Challenges for developing countries

Throughout the document, the guidelines will acknowledge the challenges faced by developing countries in applying these guidelines. While full achievement of the guidelines may be difficult in some countries, the guidelines still provide a description of best practices that can be a goal for implementation.

1.6 Conclusion

These guidelines are designed to help government officials recognise the importance of the libraries of government departments and to propose means to make them even more effective to meet the needs of elected officials, staff, the general public and any other users. The guidelines also provide assistance and advice to librarians as they seek to improve the collection and the services that they offer.

Section 2
Types of Government Libraries

2.0 Preface
Government's role usually includes the passing of laws and their implementation, and the provision of defence and security, health, education, social care, cultural support, management of the economy, trade, and relations with other countries. The tasks of any government can be grouped into three categories:

      A. The Legislative: Parliaments/Congress, etc. which make laws
      B. The Executive: Ministries/Departments/Agencies which are responsible for implementation of laws
      C. The Judiciary: Legal branch to ensure the enforcement of laws

2.1 Principles
Government has a range of different departments and organisations to carry out its functions, and these should have a library or information service that supports the needs of their parent body. These libraries have a key role to play in their organisations and should be at their core. They may also have an important role to play in a country's national information structure.

2.2 Role of government libraries
The primary function of government libraries is to serve government at different levels by making available all kinds of information published by government and non-government bodies and individuals. Their clientele are elected representatives, ministers, administrators, scientists and other specialists, researchers, and, in some cases, the general public. The number of libraries may be considerable, and they can differ widely in size and scope. Libraries have a responsibility to contribute to and support the goals of the parent organisation and to support the basic functions of their parent bodies such as: the formulation of programmes and policies; administrative and regulatory actions; advisory functions; and research programmes.

2.3 Types of government libraries
The three types of government libraries may be further subdivided as follows:
A. Libraries of the Legislature:

    i) Parliamentary Libraries: These are established to support members of the Legislature/Parliament and their officers and staff at national level and are usually for their exclusive use. Parliamentary librarians have their own set of standards issued by IFLA.[1]

    ii) State Legislature/Assembly Libraries: In some countries there are state or regional legislatures, and each of these will have a library to

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[1]*Guidelines for Legislative Libraries,* edited by Dermot Englefield, IFLA Publication 64. K. G. Saur Verlag, 1993. (currently being revised)

support members of the legislature or assembly and their officers and staff.

B. Libraries of the Executive: The executive arm of government consists of a number of ministries and other bodies, which are responsible for the administration of government policy. If policies require decentralisation, several different departments, attached or subordinate offices, autonomous organisations, statutory bodies, public sector undertakings/agencies and projects may be created.

i) Ministry/Departmental Libraries: These have developed mainly to serve the needs of the decision makers, administrators, and other employees of their respective departments and ministries. They collect government and other information relevant to the needs of their parent body. As they may have important collections within their subject field, they may also be of interest to and available to researchers.

ii) Libraries of Government Agencies/Organisations/Projects: These libraries work mainly to meet the needs of the decision makers, administrators and other employees of the government agency. These agencies are government-funded and usually autonomous but come under the control of government or a specific department or ministry.

iii) State, Regional and Local Government Libraries: These libraries serve government at various sub-national levels, supporting elected representatives, administrators and other employees. They may act as repositories for all the published materials of their parent body. They may also act as a public library for the local population.

iv) Diplomatic Mission/Embassy Libraries: These libraries are established in the embassies or diplomatic missions of a country with the primary aim of assisting the diplomats, embassy officers and other employees. They may also have a role in promoting their country's trade, cultural and other interests, and act as an information centre on their country to the local public.

v) National Libraries: The national library sector can be divided into two types. The first, the National Library, is the depository for the printed cultural heritage of the country, and normally holds all of its published material. The second consists of subject-specific libraries like a National Science Library, National Agriculture Library, National Medical Library, etc. They may be considered as a type of government library, but are often considered as distinct and separate from this sector, depending on national circumstances.

C. Libraries of the Judiciary: Black's Law Dictionary defines the judicial branch as: "The branch of state and federal government whose function is to interpret, apply and generally administer and enforce the laws."[2]

> **i) Supreme Court Libraries:** The Supreme Court is the highest legal authority in a country. Its library serves the judiciary and the officers and staff of the court, and is extensively used for reference and as a repository of legal information.

> **ii) Other judicial libraries:** High courts and the lower courts will have their own libraries to assist the judges and the officers and staff of the court. These libraries will vary considerably in size.

2.4 Conclusion
Regardless of the nature of the government organisation served by a government library, the services provided by the library are essential to the efficient and effective implementation of a government organisation's mandate.

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[2]Black's Law Dictionary. St. Paul, MN: West Pub., Co., 1990. 6th ed., p. 847.

Section 3
General Management

3.0 Preface

Management tasks for government libraries are not very different from the management tasks for other libraries. Many government libraries are small, and they work within a larger organisation. The strategic direction of the library is set by the government organisation, and the customers are defined by the organisation. Most government libraries will serve the staff of the organisation, although some government libraries will also work directly for the public.

3.1 Management tasks

All libraries, however small they are, still need some time spent on management tasks. These are planning, reporting, evaluating, staff management, financial management, service delivery, marketing/communications, and stakeholder and client relationships. Some of these activities have separate chapters elsewhere in these guidelines so will not be addressed in-depth here.

3.1.1 Planning

At least once a year, time should be set aside for a planning session for every government library. When staff numbers are small, it is possible to include everyone in the planning session. It is also a good idea to include the person who manages the chief librarian or library manager. Customers and major stakeholders might also be included in the planning process, either directly, or through reporting on interviews, surveys, or focus groups.

The relevant documentation should be reviewed, including any planning documents created by the larger government organisation, (strategies, visions, values, mission statements, needs assessment results, etc.) that set the direction of the organisation. These should be the guiding statements for the Library Plan, too.

Preparing the plan allows the library staff an opportunity to set aside the day to day concerns of providing services to their customers, and think on a bigger strategic scale. The plan should cover at least one year ahead, and may contain an outline plan for the next 3-5 years. It needs to be realistic, and also should give a clear picture of where the library wants to be at the end of the planning period. A simple way of looking at a library plan is that it should include:
- A clear picture of where it is now
- A clear picture of where it wants to be in 1-3 years time
- A plan for how it will get to where it wants to be.

3.1.2 Reporting

This is another management activity which allows library staff to step outside of the day to day and review what has been achieved. It is important to consider what items should be reported upon. These will vary from government library to government library. Key indicators that will provide an assessment of the service include:

- In the last year how many different customers have used library services (it may be useful to express this as a percentage of possible library customers)?
- What key library services have been used and how much have they been used?
- What parts of the collection are used most heavily?
- How satisfied are the customers with library services?

Statistics should be collected at regular periods (either once a week or once a month, and then collated into an annual report) to measure how well the library service is performing against the key indicators chosen and in relation to the department's goal. If the library service is working to improve services in a particular area, it will be important to choose a good indicator to demonstrate how well this going.

3.1.3 Evaluating

This is the process of reviewing the library services provided, considering whether there are more effective ways to provide them, and whether there are different library services which should be investigated. Evaluation includes considering the trends in the reporting information, as well as understanding what customers think about the current service and what might be provided, as well as considering external trends in the provision of library services. This should be at least an annual process. It is very useful to do this before an annual planning session.

The key indicators about the way the library services are used and which customers use them should be reviewed regularly. Library services and products, like products and services in other industries, have a life-cycle. Some services and products may be approaching the end of their useful life and this can be identified by a falling pattern of usage. It will be important to talk to some key customers about how library services support their work and how they use information in their work. It is useful for library staff to talk to customers in their work environment or to invite them to the library. The following simple questions provide a lot of useful information to work with:

> How do you use information in your work in a typical week?
> How does the information we supply you support the work that you do?
> What do you like best about library services?
> Is there anything you would like us to do differently?

3.2 Effective provision of library services

In this information age, there are always improvements to be considered about the provision of library services. There are a number of ways for staff to keep up

with trends—by reading library journals or articles on the internet, attending conferences and other professional events, or visiting other libraries to see what they are doing. This benchmarking process allows staff to borrow ideas from other organisations and see what has worked well for other libraries. Ideas may also be borrowed from other industries outside the library and information sector. Making better use of technology is a good way to make library services more effective and to allow for the provision of services to more customers at a reduced cost.

3.3 Challenges in developing countries

These concepts of general management may be considered too theoretical for many developing countries. Obtaining the full functionality of a government library at the local level may be a particular challenge. Regular planning, data collecting, and reporting may seem beyond local capability; however, even a solo librarian should consider doing this so as to be prepared to take advantage of any opportunities that may present themselves or defend the service against threats such as proposed cuts in staff, budget and services.

3.4 Conclusion

This section gives a broad overview of management functions such as planning, reporting, evaluating, and providing service. All of these topics are explored further in sections throughout this document.

Section 4
Identifying and Meeting Needs of Users

4.0 Preface
The lifespan of different governments will vary and departmental priorities can change radically along with the underlying philosophy of the political party or regime in power. Government libraries are long term entities and must, by their very nature, span many shifts in power. The major problem is that government libraries thus compete for limited resources with many other shorter term pressing issues in a department. Building alliances with core users is, therefore, critical to the success and indeed the survival of the library. Key to building these alliances is the identification and fulfillment of the needs of users. Many government libraries were created many years ago and a periodic review of the clientele, their needs, and their reason for being can be useful.

In order to build these alliances and deliver the best service possible, libraries of government departments must understand the needs of their users. Libraries must have a method of assessing needs to ensure that they collect resources of interest and use to their customers and deliver the most needed and valuable services. If the government or department does not find the library relevant to its information and staff needs,
it may lead to a reduction in financial and other support for the library.

4.1 Identifying the users
There may be several levels of users of a government library. Usually, the primary user is identified through the very establishment of the library. For example, if the library is established by the judiciary, then the primary audience is the judiciary and their staff.

Not all users need the same depth and speed of library and information service. It is important to define user groups and to clarify optimal detail and response times for different categories of users, perhaps identifying those which take precedence, as indicated by user research. The primary users of government libraries are usually government staff, but there can be conflicting priorities if, for example, in-depth research for ongoing programs is not given a defined placed in relation to urgent requests from the Minister's or Deputy Minister's office.

However, it is also possible that the library has secondary and even tertiary users. A secondary level of user might be public officials and staff of other government agencies. A tertiary user might be the general public. In some libraries there is no distinction and everyone who requests service is entitled to it. There can also be tension about using resources for secondary and tertiary users, particularly as budgets for resources and for staff get tighter.

It is critical that the library identify all of its user groups and the priority that is assigned to that user group. This information can be used not only in developing a collection and developing services but also in advocating for support for the library and marketing the library to users. It can also be used to determine any protocols that must be in place to allow specific categories of users to access the library's resources or services. For example, some user groups may be able to request online reference service from the library while secondary user groups may only be able to access an online catalog. Some groups may be allowed to borrow materials while others may only be able to copy needed resources, if that.

4.2 Determining the needs of the library's users and non-users

The needs of all categories of users must be evaluated regularly and systematically. Personal meetings and contacts, surveys, data collection, usage statistics and continuous communication with the user population are all essential. Record keeping in itself is not as important as the resulting improved service to users.

After identifying who they are, non-users of the library and its services should also be contacted to determine if they are aware of the library's services and why they do not use them.

There are two primary ways of conducting needs assessment: indirect (using existing data) and direct (asking their opinion). All of these available data can lead to an understanding of needs through indirect means.

4.2.1 Indirect needs assessment methods

Much can be learned from existing data about the needs of users.

4.2.1.1 Circulation and reference data

Which materials are checked the most? What material is requested that the library owns but is not immediately available? What material is requested that the library does not own?

4.2.1.2 New projects

What new projects have the department undertaken for which resources are limited or not available?

4.2.1.3 Reference questions

What reference questions are difficult to answer because the resources are not available?

4.2.2 Direct needs assessment methods

One of the most direct ways to ascertain the needs of users is to ask them. There are at least three direct methods of doing this:

4.2.2.1 Survey users

A library can distribute a survey to library users asking their opinion of library services. The survey should be relatively short and specific. The survey can be online or in written paper form. Depending on the size of the user group, the entire user group can be surveyed or just a sample of the group. Electronic surveys are easier to distribute and to analyse for a large group of users. Surveys typically include a section asking for the opinion of current services and a section asking for suggestions for new services. Ask users to rank as well as rate the services. Rating gives an idea of how users approve of specific services. Ranking gives an idea of how users approve of services in comparison with other services. Ranking is more difficult and provides more in-depth information. It is not unusual for users to rate all services as important. However, when they are asked to rank them, they must choose which are more important than others.

A survey of a large group of people also, again, provides information that can be used in advocating for additional support of the library by showing how many people have a positive opinion of the library. If the opinion is negative, this can be used to justify new resources or services to better meet the needs of users.

4.2.2.2 Interviews and focus groups

Another method is to conduct interviews or focus groups with user groups. Interviews are with one or two people; focus groups are with a larger number of people. The advantage of interviews over focus groups is that you can have a longer period of keen attention and probe answers that are unclear. It is possible to combine a survey with a focus group, using the results of the survey to follow up with more specific questions in the focus groups.

The librarian should consider interviewing key department leaders individually about their individual resource and service needs and any current projects that may need attention. This allows the librarian to bring the library to the attention of department leaders in a positive way and to ensure that these needs are met.

Focus group questions often have the following pattern:
> What services to you like best from the library?
> What services would you change that the library currently offers?
> What new services would you like?
> What projects are you working on where you have not been able to find sufficient   library materials?

It is also possible to ask participants to rank their responses so that you can determine what they like the most, what they would most like to change, and what new services they would most like to receive.

4.2.2.3 Gathering feedback on use

An ongoing means of needs assessment is to send a feedback form with every service delivered. This doubles as an ongoing evaluation of library service. The form can be simple and include such questions as:

      Did this material or service meet your needs?
          Fully   Partially   Not at all
      If this material or service did not fully meet your needs?
          Why not?
          What could we have done differently or better to be of more use?

This rapid type of feedback can be requested either in writing or by email and often produces quick but meaningful answers that can lead to improvement in library services.

4.2.2.4 Getting information from non-users

Obtaining information from non-users is more difficult because they often are not an easily identifiable audience. One method is to send a survey to all staff in a department asking them several questions. Early questions on the survey can distinguish users from non-users. Non-users can be asked first if they are aware of the library's services and then their reasons for not using the library's services. Reasons might include lack of awareness; perceived lack of need for the library's resources; perception that the library's staff are not helpful, etc. The library can then take steps to raise awareness, acquire new resources, train staff in customer service, etc.

The library can also identify non-users in a department's staff by comparing a staff roster to reference or circulation information and by conducting a focus group or interview with non-users. It is important to stress that the library wants honest answers about the library's services.

In some cases, asking what kind of services or resources would be useful for the department staff can lead to the addition of services or resources to meet needs of which the library previously was not aware.

4.3 Establish a library committee

Many government libraries benefit from communication by and with users through the establishment of an advocacy group or a library committee similar to that in academic institutions or public libraries. The library committee should be comprised of representative individuals within sections of the department, preferably with some decision-making power and influence. If the government library is very small and in a rural area, community leaders might also be appropriate members of the library committee. The major roles of a library committee should be advocacy and input on needs and services. It should not be seen as a decision-making body. It is best to have written terms of reference for a library committee if possible. This can guard against the committee

believing that it is a decision-making body and can help the committee understand what the decision-making process is.

Communication is critical. The library committee can assist in disseminating information about library programmes and services. Government staff must come to know what kind of information is available in the library and how to access it. Librarians should offer to make relevant presentations at meetings in the Department and never miss an opportunity to promote library services. Modern communication tools such as the websites or department intranets should be used to communicate information about services and obtain feedback. Successful libraries are using face-to-face training, e-learning tools, reference chat, email, blogs, and many other ways to communicate with users. All of these can be valuable in helping to assess the needs of users.

In all types of libraries, using new information and communication technologies should be a priority. Government libraries need to communicate with and involve government staff in all assessments. Studying users' information tools should be part of the daily work and underlie major decisions. Modern statistical methods and impact analysis tools should be used if possible to measure the effect specific services have on the users. Government library staff should know their clients as well as have an explicit knowledge and understanding of the administrative environment in which they operate.

4.4 Types of needs
There are several types of needs to assess.

4.4.1 Collection and resources
This could include print materials, periodicals, serials, databases and web resources. Does the library have the appropriate materials that the users need and want? If the users include the public, this could also include all documents that the department publishes so that the public can be aware of what the government is doing.

4.4.2 Services
Is the library delivering the right mix of services? This could include interlibrary loan; in-depth research for staff; management of the department's extranet website; management of the department's intranet; and any other service that assists designated users to get information quickly.

4.4.3 Organisation of information
Is the information organised in a way that maximises access and use? Are all resources easy to find – print material, database information, media, serials, government publications, web resources?

4.4.4 Convenience

Are library services convenient to the users? Is the library staffed when most of the department staff are present? Can library resources be accessed when the library is officially closed? Does the library deliver material to the offices of public officials and staff? What other conveniences would the users like? Are there policies that limit access or put up barriers to library use?

4.4.5 Community needs

Does the information meet the needs of the community users? For example, a Ministry of Agriculture might want information on planting seasons, the best seeds to use, fishing markets, etc. to meet the practical needs of the agricultural community.

4.5 Progress and annual reports

It can be helpful to produce periodic achievement and progress reports which might be presented to the higher management levels within the Department. In the process of preparing these assessments, pay particular attention to the following topics and document with specific examples and evidence wherever possible:

- The nature, quality, sources and impact of information
- Costs/benefits to users
- Efficiency gains within the department as a result of the library
- Contribution to management and departmental priorities
- Improvements introduced by the library
- Potential for further growth and efficiency
- Results from needs assessment surveys, interviews, focus groups, etc and what it would take to improve service.

4.6 Challenges for developing countries

Formal surveys and focus groups as described in this document might seem beyond the capacity of small or new government libraries in developing countries. However, the more informal assessment of needs should still be possible. Librarians can be aware of the issues faced by the department or ministry and can interview ministry staff and library users about what kind of material and services would be most useful. A small library committee can still be formed and reports can be written about the services that the library is providing. Verbatim comments from users, for example in a note of thanks, can be really useful tools to use in a variety of contexts, from a casual conversation with management to livening up a formal report.

4.7 Conclusion

An important aspect of departmental library service is to understand who the users are, what they need to complete their work, and their awareness of library service. This can be done by analysing the use of the library and its resources

and by asking them directly. A well-supported and useful library meets the needs of its users.

If the budgetary and decision-making authorities are not aware of the impact made by the government library, the library will take a second, third, or fourth position when budget decisions are made. Lack of funding will impede service delivery and will in turn have a negative impact upon departmental program delivery (if the users cannot obtain the needed information). Reports will have more impact if they include documentation of the users themselves attesting to services that are essential to them. It is necessary for the assessment process itself to be documented and communicated in clear concise language relating directly to departmental priorities. Continuous assessment and improvement are essential in order to meet the needs of users, but this process is also part of a larger communication cycle.

Case study

Identifying and meeting users' needs

The library of the UK's Department for Business Enterprise and Regulatory Reform received several queries which turned out, when checked, to be for a response to a Parliamentary Question (PQ) and required that day. Staff obtained the text of the PQ from a colleague outsourced in the Minister's office and, using a variety of internal and external sources, including previous PQs, neatly packaged the information into a single document. This made it easy to use, saved user time at a senior level, ensured the Department met its targets for answering PQs, and ensured that the answer given was as detailed and complete as possible, and consistent with answers to earlier questions.

Section 5
Challenges and Opportunities Working in a Political Environment

5.0 Preface

Working in a political environment presents several challenges and opportunities to the librarian in a government service. The purpose of a government library service is to provide those who are making political decisions, developing legislation, and defining policy with the range of information they need to accomplish this. These decisions must be based on sound evidence. Information in a government organisation is truly power – who knows what, when they know things, what the information can be used for. The librarian in such an organisation, therefore, has the opportunity to not only provide a service but also to play an integral part in the decision making that takes place.

5.1 Developing, marketing and delivering services

In order to ensure that their service meets the needs of the changing government agenda and the development of the organisations that support government, the librarian should actively take an interest in the major changes to government and the key policies of the organisation that they work for. This will help ensure that the services they provide will appear relevant to those making the key decisions on funding so that support for the service continues. Government organisations tend to allocate resources, including money and space, on the basis of how effective a corporate service is in helping them deliver the changes they are trying to make in society. This presents a particular challenge as the ability to identify the library's exact contribution to a policy outcome (for example lower crime, better educated children) can be almost impossible. It is important that the library staff take the opportunity to regularly meet those at the top of the office, talk to them about the work that is done, publish information on services in in-house journals and respond promptly to urgent requests for information. If possible, align the library's marketing with the key objectives for the organisation. This can make the librarian seem more a member of the team, rather than a service provider. An example would be to focus an open day or a current awareness bulletin on the launch of a particular policy area or regular political event such as the setting of budgets.

5.2 Collection development and management

The library service will not be the only source of information available to the organisation, but it should establish itself as one of the most credible and reliable. The librarian, therefore, needs to not only understand whether the information provided is accurate and up to date, but also be able to advise, if required, on whether information comes from a source with a particular bias of a political nature. For example, the user should know whether the information they are being given is from a pressure group, a political think tank, a government

organisation, or an academic institution. Where possible, the library service should provide information on a topic from a range of sources to give a rounded view of the issues for any policy area. This will help ensure that a rounded collection develops over the years and that when governments change, the library is prepared to support new policy directions. Much of the value of government collections is their ability to reflect policies over time, provide sets of statistical data, and research and enable those accessing the material to take a more long term view than the immediate pressing problem.

5.3 Current awareness and event responsiveness

The demands placed on those in authority are changing all the time, particularly in the western world in response to increased access to 24 hour information and news which is reported more quickly than ever. When an event happens in the world today, politicians, in particular, are expected to have an instant but well judged response. This in turn means that those who advise them need access to information as quickly as it is happening. Much of this information is now provided not only by the traditional media but also in blogs, chat rooms and social websites on the internet. An example is that of pictures of the tsunami disaster in 2005 which were taken on mobile phones and then loaded onto the internet almost instantaneously. Library and information specialists have an opportunity here to establish themselves as the people who understand the potential of this new environment, aid those around them in making sensible judgments about the information which is becoming available, and alert them to information as it comes in.

5.4 Information policy

Library and information specialists are also sometimes responsible for the development or implementation of policy/legislation where it relates to information practice or law. For example, in many places it is the role of the librarian to try and ensure that copyright law is adhered to throughout the organisation. Other examples might be the responsibility for managing the freedom of information or privacy policies within the organisation. In some cases questions may be asked about the activities or expenditure of the information service in the form of parliamentary or council questions. The librarian may be asked to respond on behalf of the organisation or provide a brief to another official or politician. When carrying out both of these activities, the librarian or information specialist should adhere to the guidance provided by the organisation for carrying out such activities. They may also from time to time need to ask for guidance from other professionals (such as lawyers) or from their professional body, in order to ensure that they provide responses that balance the requirements of the law against the need to maintain the reputation of the organisation.

5.5 Services to the public

Some library and information services have direct contact with the public, either by providing library services to them, being involved in the provision or

distribution of official publications, or being responsible for the contact points the public have with the organisation e.g., switchboard services. In these cases the librarian should remember at all times that they are the public face of the organisation and should conduct themselves accordingly.

5.6 Personal conduct

Government librarians may have two ethical codes to help guide them in their work. First, as part of their terms of employment, they may have an ethical code or code of practice provided by their employers which sets out the general duties of those working in a political environment and which sets out the proper relationships with those who are elected to office. For example, in the United Kingdom all Civil Servants support the work of the Ministers in their work as the Minister, but do not assist with the work that they do as a Member of Parliament. These codes will often include references to confidentiality (and in some cases the need to protect information relating to national security) and other areas, specifically, information handling. There may be particular rules on information provision to politicians during an election and rules that define what individual employees should do if they wish to stand for elected office.

Second, the professional bodies which the individual may belong to may also have an ethical code. This will give more specific guidance to individuals about their responsibilities to both society and to their employers in matters specifically relating to our profession. It can happen that a conflict can occur between the two codes or that a librarian is asked to do something that may be in breach of the code. In such cases the individuals should seek guidance from their employer, their professional body, and/or a senior colleague to help resolve the issue. Balancing ethical decisions is never easy and there may be more than one right answer. The codes of practice are there to provide support in making these decisions.

5.7 Challenges in developing countries

Guidelines in this area may be difficult to achieve in some politically troubled developing countries. Communication technology may not be in place or affordable. Information policies may not yet be developed, either because the government is too new or because the government prefers the people not be aware of the government's activities. Tribalism and nepotism may dictate certain hiring or communication actions. However, these guidelines can still serve as a target to strive for as the government develops.

5.8 Conclusion

In summary, working in a political environment means that librarians must develop their own political skills. A librarian must be aware of the value and bias of information and how it is used and how to help the organisation respond to the changing information world. A librarian must make sure that the services provided and personal behaviour is in line with the standards expected by the employer and balanced with those of the profession. To be successful, a

librarian must also be able to develop services to meet the changing needs of the organisation and to show that the library is an integral part of the organisation.

Section 6
Collection Development

6.0 Preface
Collection development, one of the basic functions of libraries, is essential to the provision of good information services. The nature of the collection depends on the type of library as each one will have a distinct approach towards its collection development program.

6.1 Definition
Collection development is the selection and acquisition (procurement) of library materials in all formats, taking into account users' current needs and future requirements, within the framework of a prescribed collection development policy.

6.2 Factors involved in collection development
The aims and objectives of the parent organisation are of paramount importance in identifying the priorities of collection development. Since collection development is a continuous process, it requires the utmost attention on the part of the library staff. Therefore, while designing the collection development policy, the following important factors should be kept in mind:

- **Nature of the user community:** The nature of the user community is a key factor in collection development; the library needs to know just who its users are and the nature of their information needs. For example, scientists will have very different needs in a particular subject field to those of policymakers. Multiple official or commonly spoken languages will require a collection that reflects those languages.

- **Quality of content:** Libraries are committed to providing authoritative information and information on all sides of an issue. Therefore, documents acquired should meet high standards of quality in terms of authoritativeness, accuracy, effective expression, breadth of opinion, and physical format. The principle of "the best at the least cost" should be adopted as long as currency of delivery is not compromised.

- **Relevance:** Significance and relevance of the subject should be regarded as an important consideration. The material acquired should have greatest relevance to the user community to fulfill the aims and objectives of the parent department/organisation. Information needs in related areas can be met through networking or resource sharing.

- **Cooperation and networking:** The material should be selected keeping in mind what can be easily accessible or made available through networking or resource sharing programs.

- **Access vs. ownership:** With the trend for electronic access, the physical location of the information is becoming less and less important. Electronic delivery has become a crucial mechanism to meet the users' diversified demands, particularly when the cost of documents is rising and library budgets are shrinking.

- **Relationship with other information service areas:** Those responsible for collection development need to interact on a regular and systematic basis with other information service providers in such areas as abstracting, indexing, translating, records management, collection analysis, online and internet searches, etc. to ensure that they meet their users' information requirements. (In smaller services, obviously these roles may overlap.)

- **Availability of budget and existing resources:** In government libraries, as elsewhere, cost will usually be a deciding factor, but priorities must always be defined so that the amount budgeted is spent judiciously. Suitability and usefulness of material to be selected should be evaluated in the light of resources already available in the library. Prioritisation of library resources should also take into account the availability of space.

- **Revision of policy:** Once a policy is framed, it should be followed strictly, but it will need to be reviewed regularly to keep pace with changing needs.

6.3 Collection development policy

A collection development policy is a written document or series of documents, forming part of information policy of the parent department/organisation and giving guidance to the library on the planning, budgeting, selection and acquisition of materials. The policy should cover all types of information resources (print, electronic and other non-print formats). It is an essential communication tool for managers to ensure continuity and consistency in the collection development program despite changes in staff and funding. It can be a good planning tool for the library to avoid against any kind of bias, personal pressure or undue influence, but will need to meet changing needs.

The policy should be formulated keeping in mind the parent department/organisation's mission statement and long-term strategic plan, and should be linked very closely to the general and specific programs of the parent department/organisation. It should be capable of defining meaningful priorities for both policymakers and policy executors.

6.4 Aspects for consideration in selecting material

- Relevance to information needs of the users

- Authority (qualifications, reputation, etc.) of the author, issuing body, and/or publisher
- Timeliness and lasting value of the document
- Currency of information
- Presentation in terms of style and clarity of thought
- Special features, such as quality of index and bibliography
- Quality of the work
- Language
- Strength of the holdings on the same subject or on related subjects
- Demand for the documents in the same subject or on related subjects
- Price

6.4.1 Additional criteria for electronic resources

- Level of access
- Relationship with the printed format, if applicable
- Method of delivery of document by the publisher/vendor
- Multiple use licence

6.4.2 Other aspects

- Duplicates should not normally be purchased, unless there is a likelihood of heavy usage.
- Paperbacks may be preferred unless the document is expected to be in heavy use or has a long term value.
- Gifts are encouraged but accepted only if they meet the collection development requirements specified under the acquisitions policy.
- Availability of electronic material

6.5 Responsibility for collection development

The ultimate responsibility for selection of resources lies with the librarian who takes into consideration overall priorities, such as availability of funds, user needs, relationship to specific projects, adequacy of information resources in a particular subject area, likely use of documents and availability of information resources in libraries in the region. The library builds its collection in close partnership with the clientele. On that basis the library staff and the members of the library make recommendations for the purchase of information resources.

6.5.1 Tools for efficient collection development

- Internet access to the catalogues of other relevant libraries, publishers, etc.
- Participation in the mailing lists of all government, semi-government, and other agencies
- E-mail alerts, newsletters and lists of new publications from relevant agencies and publishers
- Mutual exchange of information on new publications with other libraries in the same area
- Frequent receipt of a list of the parent body's new publications

- Information from key suppliers on new resources
- Regular review of the professional press
- Departments and sections within the organisation to provide regular input for enhancing and updating library collection
- Interviews with government and other leaders as to needed resources

6.6 Weeding

Weeding of resources is essential for maintaining an active and useful collection. Quality control of the collection is achieved through the removal of outdated, inaccurate and worn out materials. Some materials, for example legal texts, may need to be retained permanently. The collection development policy should specify which materials should never be weeded or weeded only with secondary review.

6.6.1 Guidelines for weeding

- Annuals, biennials or irregular reference sources are to be weeded, after receiving the new edition, unless required for retrospective reference purposes.
- Documents that are outdated are weeded regularly.
- Documents that remain inactive for a set period, based on circulation and browsing statistics, are to be weeded unless the item is a classic work, or has a long term value.
- Titles that contain information of current value, but which are not useful on a long-term basis, are to be discarded after a set period.
- Duplicate issues of journals are discarded after the volumes have been bound.
- A disposal and archiving policy and plan should be in place.

6.7 Challenges in developing countries

Developing countries may face many challenges in collection development including lack of budget to purchase new materials; lack of communication or stable internet connectivity to provide access to online documents; lack of other libraries with which to share materials; and frustration in developing a collection development policy due to lack of resources. These guidelines suggest best practices that can be a goal of collection development.

6.8 Conclusion

Collection development is a continuous process in any library which requires development of a need-based, balanced and up-to-date collection. The impact of the electronic environment has produced a new set of challenges as new documentary formats emerge. A good policy can ensure consistency in approach, but it must also respond to the changing environment and serve as a planning tool for the library. The ultimate test of any such policy must be to promote the aims and objectives of the parent department/organisation.

Case study

Identifying specialist sources, facilitating their use, and ensuring value for money

The library of the UK's Department for Business Enterprise and Regulatory Reform was asked to suggest suitable databases for company and financial information. Having identified one which met the requirements, it set up a 5-week trial, with formal training for users. When it proved its worth, the library negotiated full unlimited access for subscribers for significantly less than the list price. Users in other parts of the Department are also showing interest and further subscriptions will lead to reductions in cost per user. The library's expertise enables it to make the most of its relationships with commercial information suppliers and use its experience of contract negotiation to provide an excellent advisory service to customers who need access to more specific information.

Section 7
Organisation and Access Management for Physical and Electronic Collections

7.0 Preface

Sound management of the materials in a government library is essential in optimising its value and usefulness. Management is based on organisational skills and involves identifying, indexing, cataloguing and labelling materials in a way that will lead to efficient retrieval of content. The library management skills which are needed stem from the best practices in various sectors of library disciplines including records management, database design, computer technology, archives, preservation, and administration.

7.1 Access vs. Preservation

Access and preservation are two important services provided by government libraries, but the two have a complex relationship with each other. Providing access to information can interfere with a library's efforts to preserve that information; alternately, some efforts to increase access – such as creating a catalogue – can also provide increased preservation opportunities.

Just as access and preservation enjoy a complex and dynamic relationship, so too do paper media and electronic media – often called "old" and "new" media. Increasingly, governments are providing online access to some documents and forms. According to a study conducted by Brown University[3], 29% of government agencies around the world offered online services in 2006, up from 21% in 2004 and 12% in 2002. Although some governments may offer some services online, all government libraries must still collect and provide access to paper collections. The balance between offering access to online and paper collections is one that every government library must negotiate. Some factors that may help government librarians decide the proper balance between old and new media for their library are:

- The amount and kinds of publications put out by their government
- The cost of acquiring and providing access to old or new media
- The extent to which the library wants to disseminate government information beyond the library's walls.

Government librarians often act as both preservationists and access providers. This section examines core aspects of providing access to government information; Section 10 examines core aspects of preserving information. Just as government librarians balance access to and preservation of information, so too can they find a balance between paper collections and online or electronic information.

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[3] [http://www.brown.edu/Administration/News_Bureau/2006-07/06-007.html]

7.2 Access to paper and electronic collections

American statesman Daniel Webster said in 1825, "Regarding a government as an institution for the public good, [the people] demand knowledge of its operations and a participation in its exercise."[4] A government library provides to its patrons – both government staff and, secondarily, citizens – access to the laws, regulations and inner workings of their government. Primarily, they provide this service through paper collections, and to patrons who visit the physical library, though electronic access grows daily in importance and influence.

There are two types of electronic access libraries might provide: internal access, provided through an intranet site, and external access, provided through an internet site. Government librarians may want to start out with setting up an intranet site, which can be very useful in sharing information and resources between employees. Some options for an intranet site could include a place to discuss difficult reference questions, a place to deposit scanned copies of popular materials, or just a list of employee telephone numbers. Setting up an intranet site can help to inform a library's choice to set up an Internet site, where access is open to the world. After setting up an intranet site, a library may want to evaluate the site for its resources, organisation, and presentation. The library can then use what it has learned to open up an internet site with a larger audience. (Where the parent body already has or plans its own website, librarians will usually want to work as part of this.)

Trained staff, familiar with the holdings and able to navigate collections and records, should be available from reference desks, and, as dynamically as possible, to internet users and others using various technologies. A policy of usage, including interlibrary loan agreements, and other means of material dissemination, needs to be communicated both in-house and over the internet to the larger population.

7.3 Implement a document depository program

Where document depository programs exist, government agencies contract to send to government libraries agreed-upon government publications on an agreed-upon schedule. For instance, a national government library may receive annual reports from government agencies on a yearly basis; local government libraries may receive local regulation proposals as they are released or on a weekly basis. Government librarians will not be able to keep up with every publication produced by their government, and, therefore, must receive some of their collection on an automatic basis. Having a contract with the relevant government agencies also helps to build relationships between those agencies and government libraries and librarians.

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[4]Heath's English Classics: Webster's First Bunker Hill Oration, 1825. Boston: D. C. Heath & Co., 1896.

7.4 Create a catalogue

Many of the documents collected by a government library will not have been previously catalogued. In order to provide easy access to these documents, government librarians will need to provide original cataloguing and to decide whether the library can support an online catalogue or whether a hard copy catalogue is more appropriate. If the library is considering creating or adding to an online catalogue, it may want to collaborate on the project with other government libraries with similar interests, with the National Library, or with major online cataloguing efforts, like WorldCat or OCLC [http://www.oclc.org]. They may also want to talk with other government librarians about standards for cataloguing, such as Dublin Core or MARC, which can enable international access to online catalogues. Government librarians may also want to consider the integration of an online catalogue with other online services offered on the library's intranet or internet page.

A map of the library and a descriptive narrative combined with labelling of spaces is necessary for those accessing the physical collection.

7.5 Providing access to electronic collections

Though the medium may change, the principles of access and service will not change whether one is providing access to physical items or electronic ones. When creating an online collection, using either an intranet or the internet, the library must consider whether the new collection will duplicate paper collections or supplement them. Even an online collection that duplicates a physical collection can be very helpful, as it may allow those who cannot visit the physical library to access part of the library's collection remotely, or it may lessen demand for popular resources that can be posted online and accessed by many people at once. Materials can be organised and be made more easily accessible by adding value through indexing or keyword tagging, cataloguing, and electronic conversion. The tagging can also be other forms of electronic indexing which are emerging with metadata, such as those agreed upon by the World Wide Web Consortium, and other new indexing standards. Once a document is converted electronically, it will also need to be linked to supporting documentation, other editions, any publication/conversion agreements and variously formatted copies.

Starting an online collection may further the library's commitment to providing access to government documents. The library may, for instance, want to further its mission of the dissemination of information by scanning in some key government documents and placing those documents on its website. Every library should, however, evaluate each document before putting it online to ensure that, by placing the document online, the library has not violated any copyright or security laws or rules. However, most government documents are in the public domain.

The library may disseminate needed materials to government staff through third party database providers and the library will need to manage agreements with

information vendors which include conditions for access. This can be linked in with the physical collection through references in a single catalogue. If this is electronically based and has been linked to the internet, access to these sites can be directly managed through a single interface such as a portal.

7.6 Providing access to disabled users
Government libraries should take steps to insure that all of a library's intended users can access the library. This could require pursuing physical changes for the library, such as ramps for wheelchair users, or pursuing more "invisible" changes, such as making sure that all the software purchased for the library has features designed to allow equal access for disabled users. In 2005, the IFLA Standing Committee of Libraries Serving Disadvantaged Persons released a checklist as a means of evaluating the accessibility of libraries. This checklist can be found online at:
[http://www.ifla.org/IV/ifla71/papers/113e-Nielsen_Irval.pdf]

7.7 Be aware of current events
Government librarians serve a group of users whose needs may well ebb and flow according to the actions of the government and the current events of the day. In order to identify documents of current and lasting significance, government librarians must have a clear understanding of their users' makeup, interests and activities, as well as current issues and controversies.

7.8 Foster relationships with the relevant government agencies
Government librarians should develop healthy working relationships with the agencies they serve, in part so that they will be informed of new or upcoming publications. Ask to be placed on selected agency mailing lists. If publications are not forthcoming from a particular agency, the librarian must be prepared to plead the public's right to know what is happening in government or to cite the needs of public officials or to cite a law requiring public comment on certain types of publications.

7.9 Promote information literacy in government documents
Part of providing access to government documents lies in teaching users how to evaluate their own information needs and then how to find and use government documents to meet those needs. The library should consider offering classes on its collection, on its catalogue, and on the services it offers. Classes may be particularly important when offering new online or electronic services.

7.10 Challenges for developing countries
These guidelines may seem highly theoretical to many government libraries in developing countries. Electronic preservation is hardly the norm even in developing countries and may be impossible under a new or developing country. There are financial, availability of trained personnel, and infrastructure issues as well. The concept of public access to government information through a library depository may be a new concept and depends on a philosophical orientation

toward open government. However, a government library in a developing country can collect documents from its own department or ministry, can organise information according to library principles, and can foster relationships with other agencies. Access may depend more on the direct actions of the librarian than on electronic means. As more and more rural communities in developing countries achieve some electronic access, the library can be ready to deliver information this way.

7.11 Conclusion

Providing access to information is a key service provided by libraries of government departments. Information can come from within or outside the agency and can be in either print or electronic form. To be successful, the library must keep abreast of what information is needed, the best way to organise it, how to teach library users to access the information independently and remotely, and how to provide personal assistance when needed by users.

Case study

Using information skills to manage information throughout the organisation

The library of the UK's Department for Children, Schools and Families has provided the Department's staff with written guidance and training sessions on how to create corporate file plans for the management of the Department's records. It also quality assures the draft plans and provides one-to-one guidance. The library also provides guidance and training to staff on how to use the departmental thesaurus, which the library devised and maintains, and to use keywords with the file plans. The use of the thesaurus in electronic records management, in the library, and on the Department's website and intranet, ensures consistency of information practice across the Department.

Section 8
Preservation of Physical and Electronic Collections

8.0 Introduction

As discussed in the introduction to Section 7, access and preservation are two services that sit on either side of the mission spectrum of the government library. Most government libraries will want to err on the side of providing access, as their primary mission is to provide information and publications to government staff and, if applicable, to citizens. However, in order to continue providing access to information over time, it is often necessary to take precautionary measures to preserve that information. This section explores the measures a government library may take in order to preserve its collection while also continuing in its mission to provide access to that information.

8.1 The nature of the document

In order to preserve a document, government librarians may first want to ask themselves, what part or parts of a document are most important to preserve? They may want to first consider the document's use, its relative importance, and whether other libraries, such as a national library, are taking steps to preserve the same document. Other questions librarians may want to ask before setting out on a preservation project may include: Are there multiple copies of the document? If so, do multiple libraries hold copies of the document or are all of the copies of the document in a single library? Are there multiple copies of the document in multiple formats (for instance, a subscription to an online and a paper version of a publication)? The answer to these questions may help to determine the best preservation methods for a given collection.

Libraries with multiple copies of a document will want to preserve only one copy. If there are multiple copies in multiple formats (such as an electronic subscription and a print subscription), most libraries will choose one format to preserve. Many libraries, when faced between preserving a print or electronic copy of the same subscription, choose to preserve the print copy. Paper is time tested and durable; electronic formats change frequently, and a "preserved" electronic document may need frequent transfers from one host or format to another.

Libraries may consider whether transferring media may be a helpful preservation method. Microfilm and microfiche are less accessible by users than digitized content, but the technologies supporting microfilm and microfiche are less likely to become obsolete. For some documents (like a form) making a paper copy on a copier may be a sufficient method of preservation; for other documents (like the statutes at large of a particular country), electronic preservation through a multinational effort like the Global Legal Information Network [http://www.glin.gov] may be the best method.

If a library chooses to preserve a document in electronic form, it should make sure to use a program that allows the entry of "metadata." Metadata is data about data – for instance, the title, author name, and subject fields describing a book. Connecting a document with its metadata provides a powerful finding tool for that document and may help if the document later needs to be transferred from one technological platform to another.

They may also want to look into international standards of preserving methodologies. The International Organization for Standardization at [http://www.iso.org] has a number of papers on standards of electronic preservation. Some options for a preservation format include Extensible Markup Language (XML), which is flexible, or Portable Document Format (PDF), which is easily accessible and, perhaps, easier to preserve in the long term.

When considering a preservation effort, librarians must consider the importance of the document, the scarcity of the document, the resources involved in a certain preservation method, and the possible obsolescence of a certain preservation method. Considering these elements will help a library to decide which methods of preservation to pursue.

8.2 Disseminating information through digitization

Dissemination of information through digitization can help with both access and preservation. Libraries with access to the technology can scan government documents, information, and forms, and place them on their own websites. Alternately, they may want to work with government agencies to help them publish their documents online. Librarians can help in the online publishing process by identifying the most vital information to be disseminated and helping author agencies to develop metadata standards.

8.3 Disaster planning

Preservation of damaged documents is important, but preventing the damage in the first place is even better. One primary method of preventing damage to a library's collection is to develop a plan in case of disaster. Every area of the world is subject to some type of natural or manmade disaster—from tornadoes to war, from flooding to coups. Government librarians should devote some time and resources to evaluate the types of disaster to which they may be prone and to develop a response to those disaster scenarios. Librarians may want to consult the IFLA publication, *Preparing for the Worst, Planning for the Best: Protecting our Cultural Heritage from Disaster*, IFLA Publications Series No. 111.

8.4 Challenges for developing countries

Again, the guidelines for preservation of physical and electronic collections may seem theoretical for government libraries in developing countries. However, as with other areas of the guidelines, librarians can implement what seems possible at present and prepare for more in-depth implementation at a later point in time.

8.5 Conclusion

Regardless of the methodology of preservation, the key principle is that information prepared by government must be preserved. Whether in print or electronic format, preservation is the only way to ensure that valuable historical, legal, and policy information decisions are available to future decision-makers and citizens.

Section 9
Staffing and Personnel
9.0 Preface
Government libraries vary in size from the large unit, with a number of sections and possibly ancillary services such as translations units and web and intranet services, to the one-person unit, a solo librarian. Nevertheless, most issues of staffing and personnel are common to all.

9.1 Qualifications and structure
With the exception of the one-person-unit, library staffs should always consist of a mixture of professional and library support staff. The advent of new technology has in many cases altered the balance between the two, and reduced the number of library support staff as the growth of electronic resources has reduced the amount of physical handling required, the checking-in and shelving, but professionals need an adequate level of support staff to ensure they can make the best use of their professional skills. Without proper support there is a very real danger that immediate tasks like circulating journals and providing photocopies will take precedent over crucial but less immediate time-critical tasks like cataloguing. Yet the cataloguing and processing of resources makes them available to the user. The exact balance of professional to library support staff will be determined by the needs and nature of each library and its users, but should be regularly reviewed.

All professional staff should have recognised library qualifications, normally at degree-level or above, if possible, although this may be more difficult in some libraries. If qualifications are available for library support staff, staff should be encouraged to consider obtaining these where appropriate. Subject knowledge of the area covered by the employing organisation should not necessarily be considered as essential on appointment, as librarians will acquire this as they become familiar with the library and its resources.

In a number of countries, programs exist to provide pre-library school training for those intending to qualify as librarians, and any library which can offer a good basic grounding for entrants to the profession should consider offering one or more training activities annually. Aside from being a valuable contribution to the profession and to vocational education, it offers a good way of introducing new potential recruits to government libraries.

9.2 Recruitment
Basic grade professionals should be recruited by open competition, using the normal channels for the recruitment of government specialists. Depending on the size of the pool of potential applicants, it may be appropriate to recruit candidates for more senior levels internally, from within the government library structure, or externally. The former has considerable advantages in providing career development, offering a means of retaining good staff and supporting

networking within government, but requires sufficient numbers to ensure meaningful competition. Thus this may not always be practical, particularly for geographically isolated or specialist posts.

Library support staff may be drawn from the organisation's pool of administrative staff and spend some part of their career in the library, or they may be recruited separately, with a specific library role in mind.

9.3 Training and development

As continuous professional development is increasingly being recognised as crucial for all professionals, and professional bodies are introducing revalidation or recertification which makes this essential, proper provision for training and development is very important. Library budgets should contain sufficient funding for training courses and training materials, and staff should be allowed time to attend. Libraries should provide proper induction programmes for all staff, and should offer access to books and journals so that staff can keep up with work-related professional matters. They should also encourage and facilitate participation in professional activities such as membership in the country's professional association, participation in professional assessment and mentoring, and networking. The library as an institution will stand to gain as much from such activities as its individual staff do, as they bring in new knowledge and an awareness of the wider world.

Library staff should also have access to all appropriate general training provided by the parent body, for example in management and information technology, and should be encouraged to participate in activities that are not specifically job-related, such as mentoring, committee membership, etc.

9.4 Pay and conditions

Government librarians will normally be paid on a scale commensurate with that of similarly qualified and graded staff elsewhere in the organisation, and should enjoy similar terms and conditions. Regular reviews should ensure that their pay is on a level with appropriate external comparators, normally other special librarians. If other professional staff, such as engineers employed by the organisation, have their subscriptions to their professional body paid by their employer, then the same should apply to librarians.

9.5 Ancillary services

Government libraries may have a range of other services attached to them. For example, a library service may include a sizeable translation unit, or the library may have responsibility for the organisation's website. Qualified librarians may also be carrying out roles which make use of their information handling and organisational skills and experience, but which are based outside the library, as part of a web team, or in records or knowledge management. The chief librarian (or another appropriate figure) should have a Head of Profession role for all such staff, even if he or she is not directly responsible for their line management, as

there will still be aspects of their career development and training which need professional support. Increasingly, and depending upon the library, some of these ancillary services are becoming fully integrated into the library's services.

9.6 Challenges for developing countries

Even in developing countries, every attempt should be made to hire professional librarians. Library associations can advocate that government libraries be professionally staffed and can sponsor training that government librarians can attend.

9.7 Conclusion

Staff, at all levels, are the most important part of a library's service. Their contact with users (and the back office support which frontline staff rely on), will determine how the library is perceived and valued by the organisation. They need to feel a key part of the organisation they serve, to be treated fairly, and to have their skills appreciated and nurtured.

Section 10
Managing Finances & Resources

10.0 Preface
However large or small the library budget, the task of managing finances must be done with care. Budgeting is usually an annual task where funds are distributed across the various items of expenditure.

10.1 Budgeting
In government libraries, it is likely that 50-70% of the budget will be spent on people costs (salaries and related costs, and professional development). The next largest item of expenditure is likely to be the collection budget, which may account for 12-30% depending upon the library. For a number of government libraries, many of the materials required will be government publications, and these may have subsidised prices or be available by exchange. Many government reports, especially those of the international agencies, are available freely on the internet. No library can hope to purchase all of the material it would wish to, so the task is to prioritise the most useful items for the services that the library provides. The materials relating to the home country are likely to be the most used and should have the highest priority. Remember that even if materials have been given to the library, it will still cost staff time to process and store them in the collection.

10.2 Monitoring
It is particularly important to monitor the expenditure of the library against the budget. The proportion of the budget that is spent on staffing is likely to be the largest part and to have the biggest impact upon the services provided. Therefore, paying staff is likely to be the highest priority if money is tight. Purchasing materials for the library can be deferred for another year, although this will cause major problems if it goes on for too long.

If the library budget is very underspent, it may be that senior management will consider that the library does not need the funding, so it is important to spend your budget or to have a very good case for not having done so. About three months before the end of the financial year, it is useful to have a list of items and activities that you will spend any money on in case funds are underspent. Additional staff training is always a good investment.

10.3 Reporting
The parent government organisation may be likely to have requirements for financial reporting. It is usual to report monthly, and to summarise this into an annual report of the state of the library finances. For most organisations, the focus in financial reporting is the state of the overall budget and whether it is under or overspent. For libraries, the pattern of expenditure may be rather uneven throughout the year; particularly if there is a significant budget for

journals which is spent with a few journal suppliers, with the majority of subscriptions falling due at one point in the year. It may be necessary to explain the uneven pattern of the expenditure to line managers. Another reporting difficulty can come from foreign exchange fluctuations if journals and other materials are purchased from other countries.

10.4 Increasing the budget

Most government libraries will have a list of services they could provide if they had more funding. The most important thing about getting more funding is to ask for it, and to support any request for more funding with a good business case. What is required to support a funding request will vary from organisation to organisation in detail, but the main points remain the same everywhere. How will the increased funding enable the government organisation to do its work better and deliver more of its outcomes?

10.5 Service delivery

The area of collection management is extensively covered elsewhere in this document, particularly in Section 7. If a government library is very small, library managers may spend the majority of their time in delivering services to customers. Even where this is the case, it is still an important management activity to review the services which are offered from time to time.

10.6 Self-help research tools

In the information age, many government libraries are delivering research tools using technology to help the staff of their own organisation to conduct their own research. Library staff may be involved in creating information tools such as writing e-newsletters or managing content on internal and external websites. These activities can produce a benefit for the government organisation in improving access and use of information across the whole organisation which is much greater than traditional library services. They may be particularly important to consider in organisations which are spread over several locations.

10.7 Conclusion

Managing finances and resources is one of the key operations that a library of a government department must do in order to decide the best way to spend money and to determine the amount needed in the future.

Section 11
Advocacy for the Role of Government Libraries

11.0 Introduction
One of the basics for a government and a country is a national information policy in relation to the decisions, documents, and information produced by government. Libraries should play a role in developing such a policy for both print and e-government and in gathering information that helps elected and appointed officials develop such a policy.

Government libraries can also play a role in advocating for independent policies that assist in the access to information by the citizens of a country. However, librarians will need to work within and with their organisations, or as private individuals through their professional bodies.

11.1 Advocacy for access for citizens
If possible, government libraries should advocate for access to government information by citizens. Citizens need to understand the actions of their government, the reasons for such actions, and the intentions of such actions. The constitutions of many countries include the right of such access by citizens, but how this is put into practice can be problematic. How can citizens actually access such documents?

If the documents are in print, libraries can advocate being the primary source of access for information from the organisation which the library serves. The library should be in a position to acquire, organise, and manage access to this information by the organisation staff or by the public.

If the information is available digitally, the library can assist the organisation to make it available on the agency/department's website. The library can assist in defining the need for public access and ways to organise information for easy access by the public.

The library can also work to persuade its parent body to support laws that make public access to government information a requirement of organisations.

11.2 Advocacy for support for libraries
Government librarians should advocate for ongoing support for government libraries by elected and appointed officials, by government staff, by citizens of a country, and by library colleagues and associations. The very existence of government libraries is critical to the collection and preservation of government information. The importance of this role needs to be realized by elected and appointed officials so that government libraries receive the support they need to serve government officials, staff, and the public, as appropriate. In addition to collecting government documents and information for organisation, preservation,

and access, government libraries also identify and acquire other information that government officials and staff use in making policy and legal decisions. Advocating for support for libraries is a delicate operation because it can appear that libraries are only protecting their own interests. It is important to work with professional associations, demonstrate the library's own value and contribution to the organisation, and emphasize the services that are delivered by government libraries.

11.3 Advocacy for free, permanent access to government information

- Government libraries should advocate for free, permanent, public access to the country's government and information documents.
- Citizens should have free access to government information.
- Government information should be preserved permanently in either written or electronic form.
- Citizens should be able to access the information conveniently and without government interference or approval.

Decisions made by government form a record of a country's legal history. As governments change, that legal history becomes important as both precedent and legal record. In a print environment, this means determining a way to keep past publications and documents so that they can be accessed in the future. For older documents this involves organisation, storage, and means to access the information, even if in a remote location. The issue is even more complex for electronic information. One of the benefits of the electronic environment is the ability to make quick changes and keep information current. This is also one of its faults in a situation where it is important to preserve information. Preservation of online information requires an archival function that captures websites or documents in a regular and timely fashion so that they can be accessed in the future. Archived information, whether printed or electronic, should also be available for public access.

11.4 Advocacy for policy and practice on deposit of government information

There should be a comprehensive government document depository program that ensures that government libraries obtain government documents and publications so that they may be preserved and made available to the public.

Many governments have a depository program that allows government documents and information to be made available through local libraries. This allows public access across a country and does not require citizens to travel extensively to obtain documents or information. It also places all the information in one place so that information about a subject area that is published by more than one organisation can be found in one location. Electronic publication of information on websites makes government documents and information

theoretically available in any library or other location (including the home) where there is a computer.

It is clear that some information developed by government agencies or departments is not intended to be made public. Such information is classified for many reasons including national security, personnel matters, etc. There should be clarity about designation and access to documents that the government feels should have limited access (classified documents, national security, etc.).

There should be a policy in place that indicates a process for both classification and access to classified information that is clear and understood by all. Information should not be classified in an attempt to deceive the public. Libraries must adhere to any policies relating to classified documents or information but can also lobby for policies
that are as open as possible.

11.5 Challenges in developing countries

A general principle in these guidelines is that a country's citizens have a right to information about their government and its actions. In some countries, freedom of the press and freedom of expression may also hinder the ability of government librarians to provide open information. These guidelines can serve as a means of advocacy for the improvement of government libraries. A country's library association can play a key role in disseminating best practices in government libraries.

11.6 Conclusion

Librarians of government libraries can have a role to play in the development and implementation of policy that governs access to government information; preservation of and access to government information over time; and support for government libraries. These policies can govern who has access to information and services and under what circumstances such information is classified. As the manager of the department's information, such policies are critical for the library to develop and implement.

Case study

Advocacy

The United States Congressional Research Service (CRS), the branch of the Library of Congress that serves Congress, advocates for the role of government libraries by keeping track of every time its research or reports are mentioned on the floor of Congress. Of course, Members of Congress often refer to its research without mentioning the Congressional Research Service, but if they mention it, staff try to track down who wrote the report or provided the Member with the research to which they have referred. These references are collected on a weekly basis and sent out as part of the "Tuesday Morning Update" emails to CRS staff. It is considered quite an honor to be referred to on the floor of Congress, so this practice works both as a morale booster for staff and as a way to demonstrate the Service's importance to the United States Congress.

Section 12
Co-operation among Government and Other Libraries

12.0 Introduction
Co-operation and networking among government libraries are tasks of paramount importance for government libraries to meet the needs of the twenty-first century. This covers all types of co-operation, which can be regional, interregional, bilateral or multilateral. Each library which is part of the overall co-operation network increases its own chances of survival. Co-operation is the key in an era of information networks despite their individual profiles and differences.

12.1 Definition
In general, co-operation between government libraries includes all processes in which two or more government libraries work together or with external persons and organisations to the extent that all those involved gain from the effectiveness of their activities. Generally, a certain similarity of interests will form the basis for any co-operation.

The co-operating partners are expected to have a common aim, to ensure that work will be made easier, as well as to exchange practical experiences and to increase the efficiency of their own work by means of co-operation. Mutual co-operation may have a synergistic effect and result in a common observation of long-term developments, cost savings, quality management, as well as savings in resources and time. Such co-operative relations might be formal or informal, situation-related or in one particular field of specialisation. Furthermore, they can be temporary or permanent relations. There are structured and unstructured forms of co-operation. The conditions of such co-operations can – as needed – be stipulated as either verbal or written agreements, including any rights and obligations.

12.2 The importance of co-operation
The demands on the staff of government libraries for information delivery and research (from their own stock and other electronic resources) have been increasing considerably in recent years and can be expected to increase even faster in the future. Government libraries are very often caught between this high level of demand and often insufficient support and understanding from the senior management of their parent organisation. Government libraries have to manage this conflict and meet expectations, using all the tools on hand, and making clear just what they can offer. As they cannot do this alone, they have to look for support and assistance from their peers.

12.3 The principles of co-operation

All principles of mutual support, motivation and advantage indicated in this definition, shall apply to all types of co-operation and co-operative contacts possible in and between government libraries.

12.3.1 Using existing structures for co-operation and the development of new situation-related or long-term co-operation

a) Types of co-operation:
  • between libraries of government bodies (informal contacts, mutual help and inter-library loans, exchange of duplicate copies and indexes of journals, problem solving with colleagues etc.), common or co-operative acquisitions, and common databases
    • within regions
    • among regions
    • between different regional working groups.
b) By profession (library associations)
c) Between government agencies of similar types (military, legal, elected bodies)
d) With other public sector bodies
e) With other organisations with common subject interests, geographical locations, etc.
f) With colleagues in related disciplines within the parent organisation, for example
   records management specialists and information officers
g) With information technology (IT) specialists

Government libraries or groups of government librarians may also co-operate with:
a) The universities and the university libraries in their region or nationally
b) Public and special libraries
c) Professional academics and other researchers
d) The continuing education sector
e) Representatives of printing houses and of hosts and other relevant commercial
   interests and
f) With appropriate international groups.

However, it is essential that government libraries ensure that they co-operate fully with all levels and units within their own parent organisation, especially those that are responsible for information processes.

12.4 New structures of co-operation

Where an appropriate structure for co-operation does not exist it will be necessary to set one up. A network can emerge from a specific task or spontaneously. Set up and maintenance can be a long-term process, a skill

which needs to be learned, if necessary, by doing. Forming a network takes patience, commitment and enthusiasm.

Working groups or circles can begin as "organisations of self-help," but there may come a point when they need to devise bylaws and elect a managing committee. This can make it easier to make plans and enforce decisions. It can also mean that management, other committees, publishers, book suppliers and providers of continuing education will take you more seriously.

Apart from those informal contacts and networks which make the daily work easier (enquiries over the phone, quick lending of books to fellow librarians), formally-organised co-operative groups have existed in government librarianship universally for many years. Librarians have realised that by coming together they could make their voices heard inside their parent organisations and outside, such as, in their professional bodies.

Other possible activities are an index of government libraries, support for students working on their theses, and support for those providing professional training in librarianship. Another key interest might be in supporting one-person libraries. In a number of countries a substantial number of government libraries may fall into this category. There might also be co-operation on the publication of material of particular interest to government librarians and discussion on cataloguing rules, and other special library topics. More privileged libraries might co-operate with developing libraries to create wider benefits.

12.5 Examples of regional, interregional and professional activities in co-operation

- Regular meetings about professional topics
- Shared cataloguing (union catalogues)
- Support for colleagues facing closure or budget cuts
- Library visits
- Annual events for information exchange among government libraries
- Creation of a "virtual government library" – a "government library without walls"
- Working circles for special topics or projects
- Creating and managing government libraries' mailing lists and weblogs (blogs)
- Joint agreements as a money-saving measure (for example, to obtain better pricing for the purchase of software and for the purchase of CD-ROMs, legal or other databases, licence agreements, etc.)
- Obtaining lower prices as a group when subscribing to electronic journals and books
- Lists of government libraries and contact details/indexes of the journals, newspapers etc. they hold

- Supplying service for photocopies and books among government libraries (interlibrary loan)
- Sharing of resources and competencies
- Specific co-operation projects
- Co-operation on training and development for professional and non-professional staff: providing in-house training and encouraging external providers, public and private, to devise training suited to the sector
- Digital collaboration

In all of these cooperative endeavours, limitations such as electricity supply, condition of buildings and infrastructure, and political climate should be taken into consideration in developing countries. There is also a need to recognise that literacy and language of presentation can pose problems.

12.6 Conclusion

Since no single library can provide all the services required, co-operation and networking activities have become a crucial element in working efficiently, adapting quickly to new circumstances and fulfilling the new and challenging tasks of providing governing organisations with the information they need.

Case study

Libraries working together to develop best practice

A number of Finnish government libraries have gotten together to develop a model for working with departmental colleagues who are engaged in new law drafting projects. Once these have been identified, the person responsible for the project is contacted and offered the help and support of the information professionals. An information support plan is drawn up to identify the information and research needed and this is allocated to the appropriate experts. Once the project is complete, the work of the information services is reviewed both by them and by the drafters.

Section 13
Marketing and Public Relations

13.0 Preface
Government libraries are often very small and government librarians often feel they do not have enough time for the important task of marketing. It is not enough for libraries to do a good job if they are unable to communicate the value and the cost-benefit relationship of their services to the decision-makers.[5] However, especially in times of scarce financial resources, marketing the library can be of utmost importance. It is important for library governing authorities, users, and staff to realize that the library is more than just books – it can be and is a full information service.

13.1 Definition
The task of marketing and public relations is to make the responsible authority [governing body], the actual and potential users [generally the authority's staff], the employees of the library and, if necessary, the public, aware of the value and the significance of the library as well as the benefits of their services, and thus to give them cause for appropriate action.

Appropriate action means:
- For the responsible authority: provision of sufficient financial means and other support if necessary
- For the users: full use of all the library resources at their disposal
- For the library staff: active and self-responsible implementation of their targets
- For the general and specialist public: appropriate esteem and support if necessary

Advertising and public relations activities are measured against the yardstick of their impact concerning the targets above; they are not an end in themselves. The most successful approach to achieving those targets according to a marketing plan is based on a marketing policy which clearly defines targets and means.

13.2 Marketing policy and marketing plan
A marketing policy should enable government libraries to communicate the importance of their services to the governing body management, to the employees and to any other target audience. Therefore, government librarians have to become cognizant of the important role of marketing in their jobs and the

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[5]"It is no good being good, if we don't make it obvious to everybody that we are good." (Boekhorst,
Peter te: Title of the lecture of the same name at the 6th German Library Conference in Dortmund, 1994).

need to produce a written "Marketing Policy" for their library which includes a strategy to achieve the overall target of efficient and effective marketing and public relations work.

This marketing policy must comply with the guiding principles of the authority as well as its corporate identity, corporate culture, corporate communication and corporate design. The government library must be familiar with all of this and take it into consideration.

When developing a marketing policy for the government library, it is also essential to make use of general management and marketing knowledge. This will enable the creation of a marketing policy and a marketing plan based on stakeholders interests.

The marketing cycle starts with the definition of tasks and functions (as stated in the corporate philosophy of the organisation). This should lead to a consensus between the decision-makers, on the one hand, and the government library, on the other hand. This is followed by market research and an analysis of the resources and the definition of the marketing objectives. The final stage of the marketing cycle is the success-related quality control or evaluation which can in turn form the basis for a new, rewritten definition of tasks and functions regarding the marketing activities of the authority library.

A marketing and promotion plan should be developed and implemented as part of the planning and on-going operation of the service. Such a plan is the concrete instruction for carrying out the marketing policy using knowledge and techniques to enable the government library to fulfill their marketing policy. The plan must be based on market research and resource analysis as well as the objectives of all marketing activities of the government library.

13.3 Market research and resources analysis

13.3.1 Market research—Who is the primary target audience?
Although the users of a government library are generally defined by the function of the organisation, and, therefore, quite homogeneous, in most cases one can still identify different groups of users.

The target audience (government employees) or other users of the services provided (which sometimes could be the general public as well) should be determined and marketing activities should be appropriate to that audience. Government employees, as members of the target audience, should be included in the planning and evaluation of the marketing plan.

The library now has to obtain a thorough understanding of what the research behaviour of the respective user groups is like, what information they need and what kind of service they prefer. See Section 4 on "Identifying and meeting needs of users" for more information on this topic. It is also useful to consider

other sources of information available in the authority (e.g. archives, data banks, and websites). Apart from the possibility of collaboration with these information providers, a market and supply segmentation should be agreed upon according to the respective tasks involved.

Try to adopt a user perspective. Ensure that the library comes immediately to mind when they need help.

13.3.2 Resource analysis

What resources does the library have to use in marketing? These can include library staff, the library's collection, time, and cooperative opportunities.

13.4 Marketing objectives

Through market research and resource analysis the government library can identify which internal working routines and procedures should be optimised. The important question to be asked here is "What hampers a market-driven working method?"

The library can now define the targets it wants to reach with its marketing activities. Even though these targets are individual ones, together they must aim at the realisation of the marketing policy and should, therefore, be feasible under the present personnel, financial and organisational conditions of the particular library.

- **Service improvement**: This refers to the improvement of the range of products and services offered, for example, faster acquisition of resources and more up-to-date information, the development of a new data base, the publication of a new information service guide, etc.

- **Promotion**: The most vital aspects in the marketing process are certainly public relations and advertising. Optimised procedures in libraries and excellent products are of no use to the organisation's staff if they are not specifically promoted. This basically includes internal public relations, rather than spectacular campaigns.

The library can ensure that the management/administration is aware that without the services provided by the library, their employees would waste a lot of time trying to locate relevant and authoritative information themselves.

Government libraries have to use different promotion methods to show their presence and the range of services they provide at every possible place and time.

13.5 The means of marketing

This stretches from simple means and techniques like leaflets advertising opening hours and services to more sophisticated methods. It could include:

- Working with the press/media
- Using internal means of communication such as intranets
- Annual reports
- Branding publications with the library's logo or slogan
- Websites
- Bookmarks, flyers, mouse pads, etc.
- Signage in the library
- Workshops and conferences about library services or agency issues
- User guidance systems
- Presentations to department staff
- Needs assessment surveys
- Marketing campaigns
- Displays and exhibits.

Other elements and means can be useful, too, and can be used as appropriate.

13.6 Highly motivated staff

The library employees have to accept the marketing policy and have to be actively involved in the planning process. Doing this, they have to constantly focus on the user, i.e., everything begins and ends with the user. At the end of the day, successful public relations work on the whole depends to a large extent on the way the library staff present themselves to the users and, therefore, relies on a clearly recognisable user orientation. This requires a comfortable working atmosphere, readiness to help and appropriate response to comments put forward by users.

13.7 Budget for marketing

If possible, there should be a budget – even if it is small – for marketing activities. If possible, marketing should be assigned as a responsibility to a specific staff member for the purposes of planning; however, all staff can participate in marketing activities.

13.8 Evaluation

The library needs to constantly prove the value of its services. All marketing efforts should be regularly evaluated and updated to keep the message up-to-date and fresh and to meet the changing view of the government library target audience. This also applies to newly introduced products and services. After an introductory period, they have to be evaluated in terms of their suitability concerning the set targets and their capability to increase user satisfaction. A user satisfaction survey can help to obtain useful data.

13.9 Conclusion

Don't give up! The organisation's senior management need to be continually reminded of the value of libraries to the work of the organisation. Show them that government libraries are the best investment they can make to meet the changing needs of the 21st century.

> *Case study*
>
> **Getting in early**
>
> The Finnish Ministry of Finance invites all new staff on an introductory tour of the information service. During this tour, which takes a couple of hours, the new employee will get to know all the tasks of information services, e.g. library services, archiving, EU information services and document management. The main advantage of this introductory tour is that information and library services will have a personal contact with the new employee. This gives great assistance when planning and developing information and library services based on information on the needs of users.

Section 14
Obligation to Protect the Privacy of Users

14.0 Preface
In the area of privacy, government libraries need to follow the laws of their country. However, privacy is particularly important in the use of government information since there is more opportunity for government to know what people are reading or are researching in their own libraries. Privacy of use of government library resources is important whether the user is an elected member of government, a member of government working staff, or the general public.

The major steps in protecting the privacy of users of library services are:
- Determine the national governmental policy regarding privacy of library use.
- Set the library's own policy regarding privacy of library use including a non-partisan approach to the use of resources by elected and appointed officials and staff.
- Develop procedures for library staff to follow regarding privacy of library use.
- Train staff in the philosophy behind the policy and the implementation of processes relating to the policy.
- If it is legal to do so, a library may want to destroy records that link individuals to government library resources as soon as the resources are returned or no longer being used.

14.1 Determine the national governmental policy regarding privacy of library use
The governmental authority which the library serves may already have a policy regarding privacy in the use of government resources. For example, all states in the United States have such a policy. As part of this, all records relating to the use of libraries and even, in some cases, observed use of a library (i.e. the individual asks a reference question which is answered, but there is no actual written record relating to the question) are protected. In the U.S. access to these records is only available by an order from a judge or court or with the specific permission of the library user.

14.2 Set the library's own policy regarding privacy of library use
The library's privacy policy should be based on the law of the government authority if such a law exists. If such a law does not exist, the library should establish its own policy. Elements of the ideal policy should include:
   a. The policy should apply to elected and appointed officials, government staff and   the general public if they use the library.
   b. The library should not reveal which library materials were used by any library user unless the request is accompanied by a court order or other legal judgment or the specific permission of the library user.
   c. The library will not reveal what information was requested by library users.

d. The library will maintain a strict non-partisan approach to information requested by library users. Complete information, as resources allow, should be provided on all aspects of an issue being researched, without favoritism to a political party in or out of power. Strict privacy of individuals of issues being researched will be maintained.

e. All records, both printed and electronic, that link an individual to specific library or electronic resources, will be deleted as soon as the individual has completed use of the information.

The library may wish to have the library's privacy policy reviewed and approved by the library's governing authority. This will ensure that all officials and government staff understand their own rights of use of library materials and the limits on that use as it pertains to others' use.

14.3 Develop procedures for library staff to follow regarding privacy of library use

Once a policy is written and approved, procedures for implementation should be prepared. The elements of the procedures should include:

a. A statement of the policy and its approval by the governing authority and the library administration

b. Directions on the response of library staff to a request to reveal who used library resources including to whom such a request should be referred

c. Directions on the type of legal document that is required in order for the privacy policy to be overturned in a specific circumstance

d. Forms available for an individual to allow the library to reveal use of library resources (for example, a library user engaging in long term research on a topic where the revelation of the library user may result in increased access)

e. Instructions on the deletion of paper and electronic links between library user and materials used during a library visit or electronic session

f. Consequences and implications of the violations of the policy.

14.4 Train staff in philosophy behind the policy and the implementation of procedures relating to the policy

It is important that staff fully understand the philosophy behind the policy and that they should not on their own initiative or at the request of any government officials or workers reveal what information was used by a library user.

Staff should be trained in the implementation of the procedures with particular emphasis on who has the authority to respond to a legal request and to whom such requests should be referred.

14.5 Destroy records that link individuals to government library resources as soon as the resources are returned or no longer being used

In the ideal world of privacy, procedures should be in place to destroy records that link library users to specific library materials. These procedures may be different for use of printed library materials; for interactions with library staff such as reference questions; or for use of the library's electronic resources, both in the library and remotely.

a. Printed or audio-visual library resources may be used in the library or checked out to be taken from the library by the library user. There may or may not be a written record of library resources used within the library. If there is, it should be destroyed as soon as the library user leaves the library. Circulation records linking an individual to printed or audio-visual library materials should be destroyed as soon as the library resources are returned to the library.

b. Information about the degree of use of library materials for acquisition and de-acquisition purposes may be retained as long as they are not linked to specific individuals.

c. Library records may be kept on interactions with library staff, particularly if the librarian is assisting in on-going research of a library user. In this case, the records should be destroyed at the conclusion of the research project.

d. More and more library resources are available electronically. These may be searched in the library or remotely. Any electronic record of an individual's use of the library's resources should also be deleted as soon as that use is completed. This includes email reference requests. Again, records of use of specific resources and even the type of user (government official, staff, and general public) may be kept as long as there is no link to a specific library user.

14.6 Challenges in developing countries

This principle depends very much on the information policy of the government agencies and the government libraries. This may be problematic in developing countries without a history of respect for human rights or freedom of information. Again, these guidelines can serve as a way to advocate for policies that protect the privacy of library users.

14.7 Conclusion

Library users of government libraries have a right to privacy in their use of library resources. It is important that these policies be approved in writing to protect the library user, the library staff, and the government itself.

Section 15
Trends in Government Libraries

15.0 Preface

Ask any government librarian and he or she will reveal that each year resources are getting tighter and memories and anecdotes from the good old days will start flowing. Government libraries have been targets for cost cutting for more than a decade and the trend continues. In extreme cases, where libraries occupy prime space, many are eyeing the space occupied by library shelves with plans for disassembling the collections and redeploying the space. Normally governments have terms of office of four to five years and many of the top decision makers have the same time horizon. Librarians have a different perspective and a deep awareness of the value of the library over time. It is very important to communicate this value in terms understood by decision makers in order to defend the library and its collections.

However, all is not bleak and discouraging. There are a number of trends to help government librarians and libraries navigate the perils and emerge stronger and better. It is essential to be aware of emerging trends and their inherent threats and opportunities and to exploit and develop them whenever possible. Libraries were institutions that changed very little over most of the last century, but now, in libraries, as elsewhere in society, nothing is as predictable as change itself. Building on change can improve efficiency and effectiveness of services to library users. This process is also essential when making management aware of the value of the library and its short and long term contribution to the organisation's efficient operation.

15.1 Countering the major threats – from budget reductions to closure

A warning bell was rung for government librarians in the USA in 2003 and it has continued to ring since. In a cost-cutting measure, management of the Environmental Protection Agency (EPA) of the United States decided to close its major libraries on the east coast. The severe negative impact upon EPA work and upon the staff delivering EPA programs has been documented in a number of sources. The cost of the lost collective knowledge of the decentralized organisation has yet to be calculated and may never be known. (However, with the change in government leadership in the United States in 2006, the closure of these libraries is being reconsidered. This is a perfect example of the difference in perspective and in actions taken when government leadership changes.) Similar, possibly less drastic, cuts are taking place in governmental and intergovernmental libraries around the globe, demonstrating an emphasis by upper management upon short term savings without adequate consideration of longer term consequences.

Decision-makers increasingly see the internet as a replacement for libraries and may even view paper library resources as outdated. A number of factors contribute to this perception. In fact some of these perceptions are engendered by improved library practices. For example, for efficiency gains, the most automated government libraries usually scan and forward paper resources as Portable Document Format (PDF) email attachments to the requesters thus unintentionally camouflaging to some extent the magnitude and relevance of heavily used print resources. In addition, electronic subscriptions to newspapers and information/decision support tools are managed by the library and normally provided to decision-makers' desktops (and while they are traveling) through a virtual private network. Libraries make every effort to make information services and resources accessible in a seamless manner. The complexities of answering reference questions, cataloguing and organizing materials, handling print and electronic subscriptions and permissions, and licensing of quality information resources are, therefore, also hidden from the end-user and also, ultimately, from the decision makers.

Key decision makers are a special category of library users. As with all library users, providing relevant, quality and efficient services are essential building blocks. Special methods must, however, be employed to communicate their potential to key decision-makers. Whenever there is a change of administration, the librarian should make appointments early on to demonstrate the library and reference services available to the minister and his or her staff and be prepared to do this outside of the library and even outside of regular working hours. Some role playing and practice with colleagues may be necessary to capture and respond to the terminology and priorities of the new administration. A word of caution: it is important to remember that at this level the stakes are high and not to succumb to the temptation to make unreasonable promises. Promise only what can be delivered and deliver what has been promised.

First impressions are lasting and this introductory communication is important. Ideally the library should be a place where displays are sufficiently interesting and attractive to draw high level visitors. Library architecture has improved radically and physical location, layout and space can and should be as modern and inviting as affordable.

Individualized follow-up on particular issues and ongoing communication are also essential. Include top administration in regular communications to all library users, including current awareness services and tools, announcements, bulletins, special events and other marketing strategies to keep the library ever present and relevant when decisions about resources are being made.

Politicians and decision-makers are not necessarily schooled academics who have an intrinsic appreciation for in-depth research and peer-reviewed literature. Some convincing is necessary. Special library literature is increasingly focusing upon cost and benefits of libraries and there are many examples where a

reference librarian has saved a parent institution thousands of dollars. There are also some examples of wasted, duplicated research due to failure to conduct an authoritative literature search. Libraries should build an awareness of costs, benefits, and impact assessment into their marketing strategies and include illustrative examples wherever possible.

Accept public engagements and become active in public literacy programs and advocacy if permitted by government regulation. Never miss an opportunity to market the library and the services it has to offer.

15.2 Emerging trends and opportunities
Following are some observed trends in government libraries which can be exploited for more efficient services and greater visibility of the library:

a. Identifying and meeting needs of users has never been so easy. New communications and survey tools are constantly evolving and many are free or almost free on the internet.
b. Decentralised organisations can profit from technologies such as virtual private networks to ensure equity of access to shared licenced resources.
c. The internet has to some extent leveled the playing field. Networking and information sharing make it more difficult to conceal government information. This is a gold mine of opportunity for the librarian.
d. Cooperation and collaboration will continue to increase. There is comfort in networking to share best practices and real competitive advantages in participating in consortia. Communities of practice provide advice and act as sounding boards. Used judiciously, they can assist with public awareness and help guard against rash decisions and measures.
e. Library literature forecasts constant change and more and better technology.

Government departments are increasingly recognising themselves as organisations whose value is based on their "human capital," essentially knowledge-based organisations. These knowledge-based organisations are learning organisations that "encourage information sharing among and between individuals through a variety of formal and informal routes. It (information sharing) provides ongoing value to the organization through the stimulation of innovation, through the effective sharing of information leading to knowledge development…The information professional should model appropriate behaviors to help develop the learning organization."[6] This involves creating resources and access to resources, enabling clients to use them themselves, taking customer feedback, and responding by improving, changing, and adding services and products. The librarian should know as much as possible about who is working on what project and participate in making connections between key individuals.

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[6] Schachter, Debbie. The Learning Organization. Information Outlook, v 10, no. 12, pp 9-10.

All of these traditional library activities, in the learning organisation, become part of a broad organisational response to the clear competitive advantage of developing and sharing learning opportunities in the organisation.

15.3 Conclusions

It is worthwhile for librarians to periodically scope the external environment to find out the world view. For example, the DaVinci Institute, a futuristic think tank has put together ten key trends that are affecting the development of the next generation library.[7]

   a. Trend #1 - Communication systems are continually changing the way people access information.
   b. Trend #2 - All technology ends.   All technologies commonly used today will be replaced by something new.
   c. Trend #3 - We have not yet reached the ultimate small particle for storage, but soon.
   d. Trend #4 - Search technology will become increasingly more complicated and will include the ability to search for such attributes as taste, smell, texture, reflectivity, opacity, mass, density, tone, speed, and volume.
   e. Trend #5 - Time compression is changing the lifestyle of library patrons.
   f. Trend #6 - Over time we will be transitioning to a verbal society. Computers will become more human-like with personalities, traits, and other characteristics that will give us the sense of being in a room with other humans.
   g. Trend #7 - The demand for global information is growing exponentially. Our ability to learn about and understand the cultures of the rest of the world are key to our ability to prepare ourselves for the global societies of the future. At the same time that we learn about global societies, a new era of global systems will begin to emerge.
   h. Trend #8 - The stage is being set for a new era of global systems. Libraries will play a key role in the development of global systems because they will be charged with archiving and disseminating the foundational pieces of information necessary for the new systems to take root. Libraries themselves are a global system representing an anchor point for new systems and new cultures.
   i. Trend #9 – We are transitioning from a product-based economy to an experience based economy. Books themselves will transition from a product to an experience. As books change in form from simple "words on a page" to various digital manifestations of the information, future books will be reviewed and evaluated by the experience they create.
   j. Trend #10 - Libraries will transition from a centre of information to a centre of culture. A culture-based library is one that taps into the spirit of the community, assessing priorities and providing resources to support the things deemed most important.

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[7] Frey, Thomas. The Future of Libraries. Beginning the Great Transformation. The DaVinci Institute.   [http://www.davinciinstitute.com/page.php?ID=120]

From these and other analyses, one would be correct in drawing the conclusion that government libraries should be poised for change on all fronts. Keeping in mind that politicians themselves keep abreast of trends and that the perceptions of these decision makers are critical, professional government librarians need to maintain a constant awareness of what is being said and envisaged. This is critical to the success and future of the government library. While we might not all agree with the vision of these and other futuristic thinkers, preparedness is key. Shore up defences and build upon strengths. Ensure good communication with users and adaptation to their needs. Embrace and exploit new technologies for the benefit of users and ensure that the institutional memory of the department is preserved for future generations. Be aware of the library's place in the history of your nation. Above all, communicate the fascination and fun of government information management and librarianship and look forward to the future with imagination and ingenuity.

Section 16
Conclusion

In these Guidelines for Government Libraries, the Government Libraries Section and the Government Information and Official Publications Section of IFLA have tried to present basic guidelines and best practices to deliver quality government library service to identified library users. This can include government officials, staff, and the general public depending upon the mission of the individual library. Several enduring principles can be deduced from the broad information provided in these Guidelines. These can be divided into two areas:

Operation of a government library
- It is important to plan for and evaluate government library services on a regular basis.
- Government libraries must take their lead from the political environment, in which they work, use every opportunity to increase support for the library, and personally behave in an ethical manner.
- Collections should be in both print and electronic form, based on a collection development plan, and designed to meet the needs of the library's primary clientele.
- Government information should be preserved permanently in either written or electronic form.
- Government libraries should be staffed by professionally trained and fairly compensated staff.
- Government libraries should be supported financially with sufficient funds to provide the required services to meet the needs of users.
- Government libraries and library associations in countries should advocate for support of government libraries and their role in open government.
- Government libraries should cooperate with other libraries to provide the best possible access to needed resources.
- Government libraries should develop and implement a plan to deliver their services.

Responsibilities to the government library user
It is critical to identify and then develop collections and services to meet the needs of users.
- Government libraries should advocate for free, permanent, public access to the country's government and information documents.
- Citizens should have free access to government information.
- Citizens should be able to access the information conveniently and without government interference or approval.
- Government libraries have an obligation to protect the privacy of their users.

We hope that these Guidelines will be useful as government librarians seek to build quality government libraries.

Section 17
List of Contributors

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Sanjay K Bihani started his professional carrier as a Librarian in the Education Department of State Government of Rajasthan (India) in 1987 after obtaining a Masters Degree (with Gold Medal) in Library Science. He joined the Government of India as a Professional Librarian in 1988 in the Ministry of Agriculture and later moved to the Ministry of External Affairs in 1990. He also served as Librarian in the High Commission of India, Dhaka (Bangladesh) from 1994-1997 and in the Embassy of India, Kathmandu (Nepal) from 2000-2003. Presently he is working in the Ministry of External Affairs Library, New Delhi (India). He is a member of the committee on *Guidelines* in Government Libraries Section of IFLA. He is a standing committee member of Government Libraries Section of IFLA for the term 2007-2011.

Suzanne Burge has spent her career working in a range of government libraries, specializing in setting up services in organisations which had previously employed information professionals. She is a founding member and former chair of the Government Libraries and Information Group of CILIP: Chartered Institute of Library and Information Professionals She has written a number of articles on government libraries, and a book, "Broken Down by Grade and Sex: The Career Development of Government Librarians." From 1996 to 2002 she was the UK representative on the IFLA Section on Government Libraries. In addition to preparing a chapter in these guidelines, she also served as its overall editor.

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Sue Westcott currently works in the ICT Division in the UK Department of Communities and Local Government. She has worked in four UK government departments in her career in a variety of library and information roles. She also spent a year on secondment as head of information management at the International Secretariat of Amnesty International. She is currently secretary of the Committee of Departmental Librarians, the UK Committee of Heads of Profession of Government Departments, and has in the past been a councillor representing the government sector on the national committee for the UK professional body CILIP.

Jane Wu holds university degrees from the Universities of Manitoba (Mathematics) and Alberta (Library Science) and St John's University, New York, N.Y. (MBA). A believer in life-long learning, she has also completed a number of university courses as a special student. She has been Chief Librarian at the David Lubin Memorial Library, Food and Agriculture Organization (FAO) of the United Nations, Rome, Italy since August 1993, a time of great transition for the Organisation and for the Library. Prior to this she held a number of positions of increasing managerial responsibility in the Canadian federal government, in the National Library of Canada, Cataloguing Department, Canadiana and the Canadian MARC Office, the Canadian Department of Justice and the Canadian Department of Agriculture. She has been active in IFLA since moving to international librarianship, authoring a number of papers and poster sessions, editing a compilation of papers for the Government Information and Official Publications Section (GIOPS), and serving as a member of the GIOPS Standing Committee for two full terms, first as Information Officer, then as Secretary and finally as Chair from 2005 to 2007. She was recently (2007) nominated as a Standing Committee member of the Government Libraries Section.