

The Indiana State Depository Program: Past, Present, and Future

By: Kimberly Brown-Harden

The Indiana State Depository Program has a long, rich history since 1841. As it exists today, Indiana state government officially mandated the Program in P.L. 27-1973. The law amended IC 1973, 4-23-7, to add an additional section: "In order that all public documents of the State of Indiana shall be preserved and made available for use of the citizens of the State, the Indiana State Library is hereby designated as the depository library for Indiana documents. This collection shall be the official file of Indiana State documents" (State Document Depository Statutes, 4-23.71-25 §1973). This established the practice used today to collect and disseminate State documents to libraries and citizens all over the State of Indiana. Currently the Indiana State Library administers the Indiana State Depository Program, houses the state documents collection, and distributes current documents to designated depository libraries throughout the state. This article will explain the history, organization, and activities of the Indiana State Depository Program, and how it benefits Indiana libraries, library users, and the public. The article contains the State Depository Act's history, administrative functions, and future issues and challenges of the program.

History

Acts 1841, Chapter 32, was the first statutory provision for collecting and distributing Indiana state government documents. It stated: "a librarian, who shall hold his office for the term of three years, and said librarian shall be keeper of the State Library, State House, and State House square. The Librarian shall keep the library ... the same in a neat manner, arranging the books in proper order, and take proper care of the same, preserving them from moulding and from moths..." (Indiana General Assembly *General Laws* 1841, Chapter 32). At that time, the state librarian performed these tasks with a salary of \$300 per year. The State Library's

mission included the collection and preservation of reports of state government departments, messages of the governors and legislative papers, and other government documents. The state librarian was instructed to select 20 copies of the *House Journal*, 10 copies of the *Senate Journal* and *Documentary Journal*, 30 copies of the *General Laws*, and 15 copies of local laws for public use, and to box and preserve all remaining copies.

The State Library not only provided documents in the state of Indiana, but its reach went well beyond the United States. Sometimes it shared state documents outside of Indiana libraries. For example, on April 28, 1852, legislators established a law to create the State Board of Colonization (Acts, 1852, Chapter 60, Section 25). This board was responsible for providing funds and safe passage for Indiana's Negro and Mulatto population to Liberia. Because the thirteenth article of Indiana's Constitution outlawed Negroes and mulattoes to settle, or become a resident of Indiana, Section 3 of the Act authorized the Board to give each Negro or mulatto who "shall be entitled to the benefits of this act, who shall migrate to Africa, when they shall need aid, for said purpose, the sum of fifty dollars out of the State colonization fund" (Agent of the Indiana Colonization Society, 1853). Therefore, in 1852, the librarian distributed unneeded copies of state documents to the Indiana Agent of the American Colonization Society to send to newly established Liberia (Agent of the Indiana Colonization Society, 1853).

The Acts of 1889 separated the functions of the Supreme Court Law Library and the State Library. The Act ordered the State Library to turn over all Acts and other government documents to the Supreme Court Law Library, except those of the State of Indiana, reflecting the Library's continued status as repository for state legal materials (Acts 1889, Chapter 40, Section 4).

The Act also charged the Library with delivering House and Senate journals, expanding the Library's role from preservation to distribution (Section 5).

Acts 1897, Chapter 69, Section 1, further specified the State Library provide 1600 copies of House and Senate journals and 600 copies of the *Documentary Journal* to distribute to state officers, members of the legislature, county clerks, municipal offices, and public libraries. In 1899, the Library's role expanded to include reports, documents, bulletins, and other publications published at the state's expense. Acts 1899, Chapter 103, Section 9, specifically mentions the distribution of state documents: "The State Librarian and the Public Library Commission shall supply any library of this State with copies of official documents and publications of the State with copies of official documents and publications of the State in his custody available for distribution within the State." The State Library received 150 copies of those documents to distribute to other state libraries, university and college libraries, and to public libraries.

In 1906, the Library established specialized divisions that took charge of different components of the responsibilities relating to state documents and records. The Archives Division, currently known as State Archives, was created in 1906 and the Legislative Bureau in 1907. The Archives division was part of the Indiana Division of the State library until 1913. The materials housed provided a historical record of Indiana's history and its government. By 1925, the number of documents received and distributed by the State Library increased to 300 copies (Acts 1925, Chapter 58, Section 7 and 8). While the Legislative Bureau was to have the initial keeping of legislative documents, after a period of a year, the documents were placed at the State Library for preservation.

In 1930, The American Library Association's Social Science Research Council influenced the types of materials the Indiana State Depository Program pursued and disseminated. In each state, the Council launched a program to designate one or two libraries that would assume responsibility for collecting complete files of state and local government publications. Although the Council was concerned with social science research, the effect of the Council's

work in Indiana was to augment the earlier Acts and provided a framework for the State Depository Program.

The Council chose the Indiana State Library to collect government publications and materials, establishing the library as the documents center for Indiana in the spring of 1930. Dr. A.F. Kuhlman of the University of Chicago Libraries wrote a letter to the State Library and other institutions to enlist individuals and libraries in the preservation of these primary source materials. This action helped locate existing neglected source materials and set in motion procedures for their preservation in centers where they would be readily accessible to scholars. Finally, it also helped to disseminate bibliographic and holding information regarding available resources.

Dr. Kuhlman provided an abbreviated list of materials to help accomplish this task:

- Official documents of the state including state archives
- Publications of non-governmental state organizations, such as Chamber of Commerce, state welfare bodies, state bar and press associations, farm bureaus, religious and fraternal organizations
- Local, county, and city official publications and records
- Annual reports and other publications of local non-governmental or semi-governmental agencies, civic, and social organizations
- Newspapers
- Records of colleges and universities, including catalogs and research reports, etc.
- Records of religious organizations (city, county and state), including letters and diaries of ministers (McNitt, 1933)

These are a few of the recommendations from Dr. Kuhlman; many of these publications are currently preserved and housed at the State library and other libraries across Indiana.

Administration

In 1973, the State Librarian Marcelle K. Foote wrote a memo to Governor Otis Bowen. She defined the difference between a document and a publication. Ms. Foote made this distinction in the memo dated April 24, 1973: "A public document is defined as any book, booklet,

magazine, or periodical, pamphlet, leaflet, sheet or other items produced by printing press, multilith, multigraph, mimeograph, or similar quantity duplication means, and issued by an official department, division, bureau, board, commission, educational institution or agency of state government of Indiana for public information, guidance, or regulation. Copies of the annual reports of state departments made to the Governor, whether printed, processed or typewritten are also included" (Swanson, 1986). Today, this is the definition used to differentiate a state document compared to a record. Publications are items published by or for a state agency for public knowledge, while records are published by an agency for internal use only. The wording may change, but the basic definition of a state document remains the same and distinguishes documents from publications and records. At this time, the State Library established various documents librarians/state documents coordinators responsible for collecting, preserving, and disseminating state documents (see Appendix A).

Membership in the Program

The Indiana State Depository Program, www.in.gov/library/2627.htm, is modeled after the Federal Depository Library Program, <http://www.fdlp.gov/>. Its mission is to ensure permanent public access and preservation of material produced by state government. Before online access existed, placing copies of documents at libraries around the state made documents available to all residents regardless of location. This distribution also exists to protect against catastrophic loss of the state's documentary history in case of an incident at an individual repository. There are currently twelve depository libraries located around the state (see Appendix B). The library also sends documents to the Indiana Commission on Public Records and the Library of Congress.

When the depository program was created, twelve depository libraries were selected to represent the twelve regional service areas. Even though the original service areas are no longer in use, the locations of the depositories are in even geographic distribution.

The Indiana State Library, Indiana Division secretary currently sends out 150–200 items to the various depositories; this number

fluctuates when legislators are in session and when there are controversial political issues that generate public attention and reaction. The mission of the Indiana Division is to collect, preserve, promote, and make accessible to Indiana state government and the general public, materials related to the unique history and culture of Indiana, and to administer the state document depository program. The Indiana Division was established as a separate department of the State Library in 1913.

Current Policies

Patricia Matkovic, State Documents Librarian in 1977, stated "While collecting State documents appears to be easy considering the proximity of the Library to other state offices, it is often difficult because of frequent personnel changes, often mysteriously occurring in four year cycles, constant relocation of state offices, and numerous budget problems" (Matkovic, 1977). The current policy has remained the same since the creation of the Depository Program.

The State Library actively pursues state documents from the respective agencies. The State Documents Coordinator sends letters annually to state agency officials and contacts reminding them to submit their electronic and printed documents. Currently, there are over 120 Indiana agencies, some with sub-agencies. Ensuring that the State Library receives all publications that are printed or published exclusively on their websites can be an overwhelming task. Communicating with the agencies is vital to ensure that the Indiana State Library provides Indiana citizens with information about state government. In addition, to fulfill this mission, the Indiana State Library retains everything in perpetuity. It is in that same context that the State Library requires depository libraries to notify the Library before disposal of any documents. The four regional university libraries must hold their documents in perpetuity as well, unless they petition the State Library for removal. These State Library policies are consistent with the Federal Depository Program.

Checklist of State Documents

The depository law, 27 §1973 requires the publication of quarterly and annual checklists of state documents received at the State

Library. Before the Depository Program, these checklists were published in the *Library Occurrent*, a periodical of the Indiana State Library that began in 1906. Dating back to approximately 1924, the State Library Catalog Division was responsible for the *Checklist*. Not all of the documents listed in the *Checklist* are depository items, nor are they all current items. For example, if the State Library currently acquires a report or white paper published in 1980, it will list the document in the 2010 *Checklist of State Documents*. While the document may not be current, and is not considered a depository item, it is still included to inform depositories and interested parties about the State Library's collection. The *Checklist* reflects material distributed to depository libraries, material received only by the State Library, and older material added to the collection by donation. Depositories and state agencies are welcome to review the *Checklist of State Documents*. The checklists, from 1990 to present, are available on the State Library's website at www.in.gov/library/2627.htm.

Electronic Documents

Identifying, collecting, and maintaining electronic or born-digital documents are one of libraries' biggest challenges today. In 2005, the Indiana State Library addressed issues about agency publications solely available on the agencies' website. Challenges included data corruption, broken links, and other technology-related deficiencies. When agencies decide to forgo publishing paper documents for born-digital documents, the issues must be considered and written into the policies and procedures of the Indiana State Depository Program.

In a changing technological environment, libraries must consider the needs of the public. Granting access yet keeping up with the demand for online publications is one of many decisions libraries face in providing citizens with information and resources amidst budget constraints. The law requires the publication of the *Indiana Register* exclusively online, but it is the only e-document treated under law (IC 4-22-8-2). The *Indiana Register* law requires permanent access, but not version control (the management of changes to documents stored as computer files). Working with the State

of Washington, the State Library is currently providing a digital archive of items harvested from state agency websites. The goal is to create metadata for every record for ease of access of users to state documents. The process involves browsing through each state agency's website and harvesting documents that are available exclusively online.

Future Issues

Changing technology, challenges within state government, and the continued balancing act of providing access and preservation, make working with state and federal government documents exciting as well as challenging. The State Library is committed to making state documents more visible to state agencies, depository libraries, and the public by providing programs specifically tailored to address state documents concerns. As in 1841, the State Library continues to collect, to preserve, and to disseminate documents to Indiana citizens, to improve the Indiana State Depository Program, and to preserve access to online state government documents. All libraries, librarians, and library workers can benefit from learning about the value of state documents in Indiana and the programs devoted to them in the Indiana State Library. By sharing this information with library users and the public and providing access to online government information, Indiana libraries and the Indiana State Library can serve their missions.

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Appendix A: Indiana State Library State Documents Librarians/State Documents Coordinators

Mary Golichowski (Coordinator of Services to State Government), 1973–1975

Patricia Matkovic, 1975–1985

Byron Swanson, 1985–1986

David Lewis, 1986–2005

Andrea Ingmire, 2005

Jesse Lewis, 2005–2008

Kimberly Brown-Harden, 2008–present

Appendix B: Indiana State Depository Program Libraries

Bartholomew County Public Library in Columbus

Allen County Public Library in Fort Wayne

Morrison-Reeves Public Library in Richmond

New Albany-Floyd County Public Library in New Albany

Evansville-Vanderburgh County Public Library in Evansville

Humanities, Social Sciences & Education Library in West Lafayette, Purdue University

Indiana University in Bloomington

Saint Joseph County Public Library in South Bend

Cunningham Memorial Library Indiana State University in Terre Haute

Christopher Center for Library and Information Resources in Valparaiso

Indiana University–Kokomo Library in Kokomo

Alexander M. Bracken Library, Ball State University in Muncie

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Information in this article was based on material compiled by the previous State Documents Coordinator, Jesse Lewis.

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