
JURISDOCS

Newsletter of the American Association of Law Libraries
Government Documents Special Interest Section



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LETTER FROM THE PRESIDENT

Our business meeting this year is on June 18 at 11:30. As a token of our appreciation for all the work you have done over the years on the State Bibliography Series, we have dipped into the SIS treasury to provide you with complimentary lunches, including a deli tray, fresh veggies, cookies, coffee, tea and lemonade. We hope that you enjoy this departure from tradition as well as the opportunity to sleep-in instead of attending our usual (early) breakfast meeting.

On the agenda for this year's meeting are the following items, not necessarily in this order:

1. Choice of a new editor for Jurisdocs. We are unfortunately losing Susan Dow as our editor this year.
2. Suggestions and/or considerations of new projects or publications that the SIS might like to undertake.
3. A showing of GPO's new tape on the depository library system (it will also be shown at other times during the convention).
4. News from Susan Tulis, Katie Nachod and Sally Holterhoff.
5. Announcement of new bibliographies completed or underway and problems/comments about the publication program.
6. Announcement of the results of the SIS election.
7. Requests/suggestions for programs and workshops for next year. (Suggestions must be in by August. Remember, just because you suggest a program doesn't mean you have to participate in it, so let your imagination run wild!)
8. A discussion of Bob Oakley's report.
9. A short version of the "Quizdoc" program.

We will not have a GPO speaker this year, so if you have questions or comments, please attend the Wednesday meeting to question Don Fossedal.

This Year's Programs

We have several strong programs again this year, including one on the depository library program after ten years of operation and one on Canadian documents and the Charter. I encourage you to attend them in full or in part. The participants have all worked very hard on them and our presentations promise to carry the SIS tradition of well prepared, interesting, and informative programs. We always receive favorable comments from non-SIS members on our programs and I'm sure that will be the case in Reno.

I look forward to seeing all of you at our business meeting, or if you can't make it, to hearing from you during the convention. We need your ideas, your talent, your energy, and your expertise. If you've never participated in a program, or spoken up at a meeting, please do. Your

colleagues are anxious to hear your opinions, observations, comments, and complaints.

Chris Corcos

LETTER FROM THE EDITOR

Since this is my last issue as editor of Jurisdocs, I would like to use this column to thank all the people who have contributed to this Newsletter over the past two years. I would like to especially thank Cheryl Nyberg, Veronica MacLay, Sally Holterhoff, Susan Tulis and Chris Corcos for consistently providing articles and information of interest.

I would also like to thank Keith Buckley for his assistance as Business Manager.

This issue contains a report by Sally Holterhoff on the Spring 1989 Depository Library Council Meeting.

Susan Tulis provides an update on recent congressional activity, most notably, updating congressional activity in the area of electronic formatted government information.

Don't forget to attend the Roundtable Business Meeting to be held on Sunday, June 18th from 11:30 a.m. - 1:00 p.m. A buffet luncheon will be served.

See you in Reno!

Susan Dow

REPORT FROM THE
SPRING 1989 MEETING OF
THE DEPOSITORY LIBRARY COUNCIL

The focus at this meeting, held March 8-10 in Pittsburgh, was on prospects for an electronic depository program and on the complicated problems of GPO cataloging tapes, GPO acquisitions procedures, and fugitive documents.

Superintendent of Documents
Update

Don Fossedal discussed the recent GPO-sponsored Herson/McClure survey, Users of Academic and Public (GPO) Depository Libraries. (Note: law libraries were not included in this survey.) He said the results of the survey show depository libraries to be a "primary and heavily used channel for the delivery of government information," and provide support for electronic distribution to depository libraries. The data show a minimum of 167,000 users per week of depository collections in the libraries surveyed (which represent 75% of all depositories). Users surveyed were nearly evenly split between male and female and most had at least some college education. A summary of the report will appear in Administrative Notes and paper copies of the full report will be distributed to all depositories (possibly in late May or June).

Library Programs Service
(LPS Update)

Mark Scully reported that since last October, LPS has distributed several million microfiche copies. Hard copy claims are down. The number of titles cataloged is up and

the Monthly Catalog is on schedule. In FY '88, 307 inspections were done. An internal reorganization at LPS, moving classifications work to the acquisitions department, should help increase efficiency.

Information Technology Program Update

Jan Erickson announced that Census Test Disk #2 is scheduled to be distributed to all depository libraries in April. (The first stage of distribution was last September, to 143 resource libraries.) Libraries will receive the CD-ROM disk, software on floppy disk, and an information packet with technical documentation published by the Census Bureau. A list of resource libraries will also be included, along with problems they've encountered, such as improper installation of CD-ROM extensions, floppy disks with missing files, and not having the 640k memory needed for the Census of Agriculture file. The most popular CD-ROM drive among the test sites is Hitachi, with Phillips coming in second. Most have IBM-PC's or clones.

Jan said that the Census Bureau expects to distribute nine CD-ROM disks to depositories in the next two years. They may also be producing Apple-compatible CD-ROM disks. Data from the 1987 Economic Census will be issued in two volumes on CD-ROM. The first volume will be in six parts, with the first disk of those scheduled for production in May 1989. Volume 2 will be a single disk and will be available in Fall 1990. The private sector is being encouraged to develop

wrap-around software for use with Census products. Future CD-ROMs will need version 2 of CD-ROM extensions. For the 1990 Census, there are plans for at least 20 to 30 CD-ROM disks, which will be published from mid-1991 to late 1993. Some data will be available only on CD-ROM. Because of the capacity of this new format, libraries may receive data for all states, not just the one or ones previously selected. Upcoming products will be surveyed and libraries will have a choice, rather than receiving them automatically.

Two electronic projects are being produced. One is EPA's Toxic Chemical Release Inventory database (TRI). The test tape for this has been submitted and the TRI disk is due next Summer or Fall. The second is the National Trade Data Bank, which will be distributed by the Commerce Department to depository libraries on CD-ROM around August 1990. It will be produced on both IBM-compatible and Apple-compatible disks, and will contain information from the Federal Reserve Board, the Bureau of Labor Statistics, the Department of Agriculture and the Census Bureau.

Within LPS, a PC-based system for processing shipping lists was started in January using IBM PS/2's and D-Base III. The shipping list database is really set up for LPS' internal use, but it may be made available to the depository library community.

**Report on ACSIS
(Acquisition, Classification)
and Shipment Information
System)**

John Beaton, Chief of the Library and Support Systems Branch in the Office of Information Resources Management, reported that ACSIS is #4 priority GPO-wide. It is in the system design stage at this point, with still a long way to go before implementation. The project is expected to take 25 months, but apparently that time frame has not yet begun, since there is no target date for completion. (This system is of major concern to depositories, since we've been promised that it will keep track of individual documents from print order to distribution, hopefully eliminating some of the problems inherent in the various manual procedures currently in use. Various subsystems of ACSIS are planned to handle acquisitions, micrographics and shipment information. PC's are being used now in LPS to prototype various components of ACSIS by converting manual files to machine-readable form.)

**Update From the Joint
Committee on Printing**

Bernadine Hoduski of the JCP staff reported that Senator Wendell Ford is now acting Chair and Rep. Annunzio is Vice Chair. JCP's parent committees are the Senate Rules Committee and the House Administration Committee. Senate Rules will hold hearings on the confirmation of the new Public Printer, whenever he or she has been selected. The JCP itself introduces no

legislation, but is a publishing committee. A recent publication is the Biographical Directory of the U.S. Congress, 1774-1989, the first congressional publication on acid-free paper. The Congressional Directory for the 101st Congress is now in the works.

The Congressional Record Index office is being automated and the final edition of the Index for Volume 131 (1985) is nearly done, though it won't be printed and ready for paper distribution for many months. Bernadine said that every depository will get a sample CD-ROM disk of Volume 131 of the Congressional Record in late 1989 or early 1990. GAO has done an audit (report number GGD-89-44) of the microfiche contracting mess at GPO. (While this report seems to indicate that the microfiche problems at GPO may not be over yet, LPS personnel pointed out that the report was based on data from November 1988 and things have improved substantially since then.)

JCP and GPO are working on responses to the new draft OMB Circular A-130 (see 54 Federal Register 214-220, January 4, 1989), which covers selected aspects of information dissemination, including electronic format. Bernadine sees this proposed policy as a threat to the existence of the depository library program. It says that agencies should distribute only data, leaving the provision of software to the private sector. It also regards GPO as only one of the sources that agencies may use when printing publications.

Bernadine reported that Acting Public Printer Joseph Jenifer has agreed to have an open meeting soon with all interested parties to discuss opportunities for private sector involvement in electronic information dissemination to depositories.

GPO Cataloging Update

Gil Baldwin, Chief of the Classification and Cataloging Branch of LPS, made a presentation on GPO cataloging practices. His department has 16 librarians who catalog 28,000 items annually, and also prepare the Monthly Catalog. The Cataloging Department currently has a backlog of 5,500 publications, which is down from 9,600 items last year, due somewhat to the microfiche problem. All GPO cataloging is done online through OCLC.

GPO cataloging tapes, which began in 1976, are basically a by-product of producing the Monthly Catalog. In recent years, many libraries have been using GPO tape data in their online catalogs and would like to see the tapes improved to better serve that purpose. One of the main problems for libraries is the GPO practice of creating an "availability record" for individual issues of serials or volumes of multipart monographs. (At GPO, a serial is defined as something issued less than 3 times per year. "Contins" are publications issued 3 times or more annually.) The main rationale for this practice is found in the U.S. Code, which requires a monthly listing of all documents printed by GPO. So, to GPO, availability records are necessary. But to tape users, they are duplicate

bibliographic records with the same OCLC control number and they make the tapes hard for vendors to process and for libraries to use.

Gil posed some questions for discussion and presented some possible solutions. Is there a solution to meet both Monthly Catalog and tape requirements? Should GPO cataloging policy be changed to eliminate availability records for serials and multipart monographs? Should the tapes be designated the de-facto Monthly Catalog, meeting the requirements of Title 44, and the paper and microfiche versions be phased out? A meeting to discuss such issues is being organized by Council for the June ALA meeting in Dallas. If you have ideas or comments, please try to attend this meeting at ALA or contact Susan Tulis, at the University of Virginia Law Library who will be attending the meeting.

Seminar on GPO Acquisitions

Sheila McGarr, Chief of the Depository Administration Branch, presented a detailed report on the GPO acquisitions process. When ordering GPO documents for depository distribution, the Acquisitions Unit deals with several departments in GPO which are not connected on the organization chart. Ordering is done by the Requisition Desk staff in Customer Services. They receive print orders sent to GPO and assign item numbers to them if not already indicated. A list of titles and quantities (supplied by LPS) is used to add on depository copies to the number ordered for the agencies' use and for Sales. This is a key step in the

process for depositories, but the staff at the Requisition Desk are not connected at all to LPS. A mistake at this point, say in assigning an item number, means an incorrect quantity ordered for depository distribution.

Printing is done both at GPO and by private sector printers. Approximately 70% of GPO printing is contracted out to the private sector. After a document is printed, it comes into the Acquisition Receiving Section, where it is put on a shipping list, then cataloged. Even if the correct quantity of documents has been ordered, too few copies may be received. If the mistake is caught early, it may be possible to order more copies. In any case, the title must be rainchecked while an attempt is made to get additional copies.

Sheila mentioned another category of problems: non-receipts of fugitive documents, which were never ordered at all for depository distribution. GPO cannot legally reprint material done by an agency; the agency should bear the cost. So when GPO identifies a fugitive document, a Publication Request Form 3526 is sent to the agency, with a copy to JCP. (See the response to Fall '88 Recommendation 10.) Agencies often ignore their responsibilities and there is no enforcement mechanism. If possible, GPO will microfiche the fugitive document (if the agency can't or won't supply sufficient paper copies). Librarians can help GPO track down fugitive documents by notifying the Acquisitions Unit when one is found. A photocopy of the cover or title page or a cite to the

document is some other source can be very helpful.

Fugitive Document Study

Cynthia Bower of the University of Arizona completed a six month sabbatical at GPO and JCP several years ago; studying the fugitive document problem. Fugitive documents are usually ones produced by an agency on its own rather than through GPO. They are never sent to GPO for cataloging or depository distribution. A recent GAO study, Federal Information: Agency Needs and Practices, (report number GGD-88-115-FS), shows that a great deal of material from government agencies is never distributed through the depository program.

Besides true fugitive documents, a second problem category is "depository not distributed documents," which may be listed in the Monthly Catalog or List of Classes but which are never sent to depositories. There may be thousands of these documents, many of which are in microfiche format. Since GPO at least has bibliographic control of documents in this category, solving the problem seems feasible. Several people have compiled lists of "not distributed" documents. One such list is by Jack McGeachy (Documents to the People Vol. 16, no. 1, March 1988, p. 24-36) and another is by Jean Sears and Margaret Lewis (Government Publications Review Vol. 15, no. 4, July/August 1988, p. 323-341). A yet-unpublished study by Lois Mills and Sheila Nollen of Western Illinois University shows that in the past four years nothing at all has been received under 599 item

numbers. Many of those were publications converted to microfiche.

A third category is "sold but not distributed documents," which are in the GPO Sales Program but not sent to depositories. Sometimes it just takes time for a sales publication to reach depositories, but a certain percentage of titles never make it, especially if they are being converted to microfiche for depository distribution.

Cythnia studied one month's worth of shipping lists, following documents from their receipt at GPO to their shipment out in a depository box. She found that only 5% of documents were received in correct quantity for depository distribution. She estimates that nearly 100,000 copies of documents are dumped (destroyed) per month. One surprising thing is that the personnel in the Acquisitions Receiving Section have no way of knowing how many copies were ordered in the first place. Documents are pulled from a box if:

1. There is a shortage (must be rainchecked).
2. They are now discovered to be for administrative use only (sometimes stated on title page) and must be pulled and shredded.
3. They are duplicates (already distributed).
4. Too many were sent, when only a few were needed to make up a short.
5. A classification decision at this point means the document falls under a

different item number than assumed earlier and not enough copies were ordered (must be rainchecked).

Cythnia feels that the ACSIS system to track print orders will help solve some of GPO's in-house problems, by replacing the cumbersome, antiquated manual system. She points out that four or five acquisitions technicians can't be expected to monitor the whole publication output of the federal government. The linchpin is the Requisition Desk in Customer Services, where four people (who don't work for LPS) are responsible for adding the number of depository copies to the Printing and Binding Requisition Form. One note: print orders are faxed around the GPO building, but copies of congressional publications for microfiche travel by inter-office mail and may never arrive.

GPO Electronic Distribution Task Force

Bonnie Trivizas explained that this group was established by the Acting Public Printer in January 1989 to coordinate activities related to electronic dissemination of information, such as follow-up work on the OTA study (Informing the Nation; Y 3.T 22/2:In 3/9). The ten task force members represent all areas of GPO, including Bonnie and one other person from the Superintendent of Documents area. Their first meeting considered such issues as, "What is GPO's role in setting standards for electronic publishing?" Standard Generalized Markup Language (SGML) is a standard for database format that has been adopted by the Department

of Defense. Other agencies, including GPO, use a different format. But SGML is emerging and will affect GPO. (For a discussion of this issue, see p. 64-67 of the OTA report.)

Gleanings...

(The following items were discussed at various points in the meeting, including the Open Forum session.)

1. The issue of selection criteria for significant titles to be distributed to all libraries in paper was discussed at an open meeting after the Council adjourned on Wednesday. (See Fall 1988 Recommendation No. 8 and response in Admin. Notes, Vol. 10, No. 4.) After much discussion of ways to identify criteria and the desirability of doing so at all, no consensus was reached. Council took the matter under advisement, but made no recommendation or response to GPO on the issue.
2. During the meeting, Council received two written requests for advice from the Acting Public Printer. One asks for recommendations in response to the Herson/McClure study, in order to help GPO plan for the future of the depository program. The second asks for input for a public meeting which GPO will be scheduling about private sector involvement in electronic information dissemination to depositories. Both requests will be considered by Council before the Fall '89 meeting.

3. Some libraries have had problems recently with GPO shipping cartons falling apart. GPO is aware of the defective carton problem and has found another supplier.
4. Concern was expressed about the recent removal by the Library of Congress of several of its publications from the depository program (See Admin. Notes, Vol. 10, No. 3, p. 21). Title 44 U.S.C. permits this because they are considered to be "cooperative publications" which must be sold to be self-sustaining. LC is one of the most frequent users of this loophole to get around the Depository Library Act.
5. The CD-ROM test disk of selected CFR titles is still in the talking stages at GPO.
6. Calls by librarians to the GPO Classification Hotline may receive slow responses or none at all. GPO has had staffing difficulties in the Classification area, and responses to Hotline calls are given lower priority than getting out current material. Eight GPO classifiers handle 120,000 pieces a year. The Hotline is intended to handle new problems, not retrospective ones.
7. Many libraries did not receive the Report of the Presidential Commission on the Human Immunodeficiency Virus Epidemic (Pr 40.8: H 88/R 29), which was sent on Shipping List 88-436-P, because they had not

selected Item No, 851-J-4. That item number was surveyed under the title "Advisory Board for Radio Broadcasting to Cuba." The HIV Epidemic Commission Report was added to Item No. 851-J-4 as of the shipping list on which it was distributed. It is available for \$11.00 from GPO Sales, Stock No. 040-000-00529-3.

8. Disagreement still exists within the government on whether the legal definition of "publication" includes electronic format. GPO and JCP lawyers disagree with OMB on this issue, which is of great importance to depository libraries. Congress must decide, and JCP Chair Wendell Ford has asked for money to hold hearings on government information and the printing and publishing efforts of the government.
9. Congressional Quarterly has been discussing with JCP the possibility of a pilot project to distribute the Congressional Record electronically. CQ's new Congressional Record database was demonstrated to groups of Council meeting attendees.
10. OCLC is offering a new service for depositories called GOVDOC. This system will automatically set holdings of a depository library to GPO records and will provide records in OCLC MARC format to load onto a local system. It will also put a customized holding symbol on the tapes. Catalog cards are available.

11. Revision of the Guidelines for the Depository Library System will be taking place soon. Anne Diamond of the Library of Michigan and Sally Holterhoff of Valparaiso University have been assigned by Council to coordinate that task. (Please let Sally know if you have suggestions for changes or additions. In the past, inspections have been based on the Guidelines; now they are based primarily on the Instructions, but adherence to the Guidelines is still a factor in rating a library as "good" or "excellent." So they are important to all depositories and now is the time to speak up about them.)

12. David Cobb, Map and Geography Librarian at the University of Illinois, has been chosen as DLC Chair-Elect. The Fall meeting will be held again in Arlington, Virginia, Oct. 18-20, and the Spring '90 Meeting will be held in Phoenix in mid-April.

Summary of DLC Recommendations

(full text to be published in Administrative Notes)

Commendations:

1. Thanks Steve Hayes of University of Notre Dame and his staff for preparing a list of documents in the Feb.-Aug. 1987 microfiche backlog.
2. Commends Cynthia Bower of University of Arizona for her study of the fugitive documents problem.

3. Thanks Dave Brown of GPO for efficiently arranging accommodations for the Council meeting.
4. Commends the Depository Administration Branch of LPS for its new computerized shipping lists and for its willingness to make them available to depository libraries in machine-readable form.
5. Commends JCP and GPO for using alkaline paper to publish the Biographical Directory of the U.S. Congress.
6. Asks that LPS review the procedure for assigning item numbers for Presidential Commission documents and that a single item number be assigned to these publications.
7. Requests that GPO send a representative to a meeting the DLC will arrange at ALA in Dallas in June, to discuss GPO cataloging tapes.
8. Requests a progress report on ACSIS be given at the Fall '89 Council meeting. Also asks that development of ACSIS be given higher priority within GPO and that a timetable be set for it.

Recommendations:

1. Suggests establishing a column in Admin. Notes to report developments in electronic media (technology, equipment, etc.).
2. Asks that GPO distribute aeronautical and nautical charts more quickly, in the interest of public safety.
3. Suggests that depository libraries be surveyed early for their selection of CD-ROM and other electronic products (such as Census).
4. Urges that all GPO sales publications be included in the depository library program.
5. Asks that Council receive a statistical report from the 1989 Biennial Survey. Expresses particular interest in responses to Question 23 (number of claims sent to GPO in a month), with a breakdown for individual states (do claims reveal a pattern by region?).
9. Asks the Public Printer to request JCP authorization to microfiche volumes 129-131 of the final edition Congressional Record, so that the 850 depository libraries who have selected fiche format for this title will have some version of it in the foreseeable future (while a CD-ROM version of the Record is developed and tested).
10. Asks the Public Printer to notify agencies who have been granted exemptions from 44 USC 501 (to allow them to get their printing done outside GPO) that they still must provide sufficient copies of their publications for depository distribution.
11. Suggests that JCP and GPO consult Council and other interested stakeholders in order to decide how electronic pilot projects for depository libraries will

be established and evaluated. Asks for a public comment period for these guidelines when established.

Sally Holterhoff

RECENT CONGRESSIONAL ACTIVITY

The 101st Congress has been busy holding hearings that are of interest to all documents librarians. On May 23rd, the House Government Operations Committee, Subcommittee on Government Information, Justice, and Agriculture, chaired by Representative Bob Wise, held a hearing on Federal Information Dissemination Policies and Practices. This was the second in a series of hearings to review the issues, problems, and activities that affect the public availability of government information. The witnesses were asked to focus on the Freedom of Information Act, electronic dissemination of information, and the appropriate governmental apparatus for information policy decision-making.

The hearing started with a talk about and demonstration of compact disk technology by Jerry McFaul, United States Geological Survey, and chair, SIGCAT (Special Interest Group on CD-ROM Applications and Technology). CD-ROM is attractive for a wide range of information management and data dissemination applications because of its following characteristics: the existence of standards, low cost of production, inexpensive CD-ROM readers, high-density media, stable media, and direct

access data structure. The other witnesses included Hal Shill, West Virginia Law Library and West Virginia Universities Libraries; Nancy Kranich, New York University Libraries representing the American Library Association (ALA); D. Kaye Gapen, University of Wisconsin representing the Association of Research Libraries (ARL); Nicholas E. Mercury, Systems Planning Corporation representing the Special Libraries Association (SLA); Joseph Clark, NTIS and Scott Armstrong, National Security Archives. Most agree that electronic dissemination is the way of the future and that it is critical that the public have access to it. There also is a general consensus that the Office of Management and Budget (OMB) is not the agency to be in charge of this.

On May 23-24, 1989, the House Administration Committee, Subcommittee on Procurement and Printing, chaired by Representative Jim Bates, held hearings on the revision of Title 44 U.S.C., specifically chapters 3, 5, 17, 19 and 35. The first day consisted of speakers who are the leaders and representatives of governmental institutions: Joseph Jenifer, Acting Public Printer; Don Fossedal, Superintendent of Documents; Fred Wood, Office of Technology Assessment; Ray Rist, General Accounting Office; and George Lord, Chairman, Joint Council of GPO Unions. The second day consisted of the views of various interest groups and private organizations: Ben Cooper, Senior Vice President, Printing Industries of America; Ken Allen, Senior Vice President, Information Industry of America (IIA);

David Plocher, Staff Attorney, OMB Watch; D. Kaye Gopen, University of Wisconsin representing ARL; and Sandra McAninch, University of Kentucky, the Chair of the Government Documents Roundtable of the American Library Association (GODORT), representing ALA.

Some of the sentiments that came forth include the need for change in the requirement that the public printer be a practical printer and versed in the art of bookbinding. Most concluded that there is still some confusion as to whether or not electronic format falls under Title 44 U.S.C. - clarification is needed. Again, there is concern about giving OMB too much authority or authority with no clear guidance. One monumental result of the hearings is the review of a previous GPO General Counsel opinion concerning the dissemination of information products in electronic formats to depository libraries. Grant Moy, GPO's current General Counsel, found that GPO is not required to provide access to non-published computer data bases maintained by Federal agencies, it was incorrect in concluding that the distribution of publications

to depository libraries was limited to ink-on-paper formats. The statutory definition of the term "Government publication" does indeed encompass published electronic information products.

Representative Wise, in a related matter, has introduced H.R. 2381 - the "Information Policy Act of 1989". This is to amend Title 44, U.S.C., to reform the information dissemination policy functions of the Director of the Office of Management and Budget, and for other purposes. I recommend that you take a look at it; I have been told that a similar bill is to be introduced into the Senate. There are a number of good aspects to the bill as well as some disturbing ones.

Lastly, you may already be aware that GPO and the Joint Committee on Printing (JCP) held a kick-off meeting on May 25th for the pilot project participants. It would appear that the long awaited pilot projects may become a reality after all. I will keep you posted on further developments as they happen.

Susan E. Tulis

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Contributions

Contributions, comments, news items or inquiries about or for publication in the next issue of Jurisdocs should be sent to:

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