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Distributed Globally, Collected Locally: LOCKSS for Digital Government Information

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Introduction

Ever since the Government Printing Office (GPO) brought GPO Access online in 1993 in order to make government information accessible on the Web, some librarians and others have dreamed of a system that would extend the mostly successful, 150 year old geographically distributed Federal Depository Library Program (FDLP) model to the digital world.1 Today, thanks to the efforts of Carl Malamud, the Stanford-based Lots of Copies Keep Stuff Safe (LOCKSS) team, and 15 libraries around the country, a successful model for the digital FDLP has been launched.2

This paper will describe the LOCKSS model of digital preservation and why that model is beneficial to apply to the realm of digital government information. Next, we will illuminate Carl Malamud’s herculean efforts toward better access to government information. We will then discuss how we’ve built the USDocs Private LOCKSS Network (USDocsPLN) using those documents harvested by Malamud. The paper concludes with a call to action.

Benefits of a Distributed Collection

The subject of digital preservation is of vital concern to libraries and other cultural institutions; Organizations like the Library of Congress, U.S. National Archives (NARA), Internet Archive and many others have been working on solutions to preservation and long-term access to digital information.3 Within the government documents library community, there is one school of thought that local digital collections of government documents are wasteful duplication of resources.4 In this view, GPO’s assumption of storage and preservation duties has freed libraries from the burden of being documents storeroom, houses to let them focus solely on public services. As the LOCKSS model demonstrates, this school of thought is mistaken and in fact will endanger long-term access to and preservation of government information.

The LOCKSS model5 is a proven distributed preservation model based on a peer-to-peer (P2P) architecture in which each node in the LOCKSS network locally hosts an exact replica of the content being preserved. The open-source LOCKSS software then compares content on each host and repairs any differences, thus assuring preservation and authenticity. Approximately 200 libraries in the global public LOCKSS network have successfully preserved e-journals and publisher content for over ten years.6 Fifteen LOCKSS libraries have now embarked on a project to apply this successful model to government documents.

There are myriad reasons why a distributed digital preservation system for government information is necessary. Among them are: protection from natural disaster, server outage, etc.; assurance of authenticity; prevention of surreptitious withdrawal or tampering of information; and building local services for local collections.

A system of geographically disbursed digital collections provides resiliency in the aftermath of a disaster. After Hurricane Rita, the McNeese University Library in Lake Charles, LA, lost a large amount of their physical collection, including many Louisiana state documents.8 Imagine that instead of physical documents, McNeese had held the ONLY copy of digital documents and that other LA libraries had relied on McNeese rather than building their own digital collections. When the hurricane hit and washed away McNeese’s servers, all libraries in Louisiana would have lost access. Even if McNeese followed best practices and kept an offsite backup of their materials, libraries might still be without access for weeks or months while waiting for McNeese to come back online.

While this imaginary wipeout of LA state documents did not happen, we face that very real situation with digital federal documents. GPO has been tasked since 2001 to provide a mirror server for GPO Access.9 As of this writing, GPO has still not done so. If anything happens to GPO’s servers, we’ll lose access to hundreds of thousands of born-digital federal documents.

Local digital collections also insulate against Internet outages and server downtimes. According to the FDLP-L archives, GPO servers were taken offline seven times in 2007. During those periods, no one could access GPO’s documents. With a USDocsPLN in place, users would not notice down times because they would be automatically rerouted to their nearest collection.

Authenticity, a critical feature to have in any trusted government information infrastructure, is enhanced with a distributed collection. Digital government information has been altered without notice.10 While there are no documented instances of this happening to GPO content, the potential is there as long as GPO’s servers continue to be the exclusive source for government information. Multiple copies on geographically disparate servers allow possible alterations to be inspected and corrected, thus protecting against deliberate tampering. The USDocsPLN explicitly does this. Research suggests that only a large-scale network attack lasting months could successfully change content stored in a LOCKSS network.11

Related to the problem of alteration is that of outright withdrawal. In the FDLP world of distributed physical collections, there are processes in place to protect against this. In order to withdraw a publication from depository collections, GPO must notify the holding libraries of the item to be withdrawn and order them to either return the publication to GPO or destroy it. Sometimes withdrawal is appropriate and libraries comply.12 But in some instances, withdrawals are withdrawn needlessly or explicitly to protect the government’s reputation. In these instances, depository librarians have been known to create a loud hue and cry that usually results in the withdrawal order being cancelled.13 In the current centralized digital model, this protection does not exist. No public process need be followed. A simple delete command is all it takes. A cached copy can sometimes be found in Google or the Internet Archive’s Wayback Machine, but often not.

Besides the preservation aspects, building local digital collections can serve to provide unique services for local communities. For instance, text mining is becoming a useful way of analyzing documents either one at a time or in large collections. It could be as simple as a tag cloud of a speech14 or as complex as analyzing patent applications.15 Local digital collections could provide researchers with a full or selected amount of GPO Access to analyze without requiring access to GPO servers that could potentially impact security or performance. Those collections could also be repurposed and remixed to facilitate new ways of analyzing information and creating new bodies of knowledge.

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Libraries Need a Little Help From Their Friends

Libraries have traditionally taken an active role in collecting content to meet the needs of their local user base. This was a straightforward process in the print world, with vendors galore and, in the case of U.S. government documents, the FDLP. In the digital world, things are much murkier, the process a little more convoluted. The responsibility to collect and preserve content remains but the process is more challenging; on the open Web, there are no vendors to pull together disparate publishing streams or depository systems for easy inclusion into local library collections. On the Internet, libraries need to implement a more aggressive approach toward collecting Web-based materials as well as identifying new partners in their efforts—libraries must rely on the kindness of strangers and library fellow travelers.

One such fellow traveler to the government documents community is Carl Malamud. Malamud is an Internet and open government activist who runs the Website, public.resource.org. Since the U.S. government has been producing digital public domain government information, Malamud has been successfully shaking it free from government control and onerous access fee structures and making it more accessible to citizens. Malamud’s overarching goal is to release government information into the open so that others can build more advanced interfaces and facilitate better access to the workings of our governments.

His first campaign led to the creation of the Securities and Exchange Commission’s EDGAR database of SEC filings and corporate disclosure documents (which has recently had a name change to IDEA). He has since, in his efforts to “open source America’s operating system,” set his sights on Federal and State Courts and case law, State and municipal codes, U.S. Copyright Office, National Technical Information Service (NTIS) videos, Government Accountability Office (GAO) legislative histories, and, of most interest to Government Documents Librarians participating in the FDLP, documents from the GPO.

The GPO is the official publisher of the U.S. Government and manages the FDLP. They publish and distribute to libraries publications from 21 federal agencies as well as such integral publications as the Federal Register, Congressional Record, Congressional Reports, Bills, documents and Hearings, Public Laws, Papers of U.S. Presidents and much more. GPO Access is built on an older technology called WAIS with a very primitive user interface and limited search capabilities. For that reason, Malamud, with the assistance and cooperation of the GPO, harvested GPO Access documents from GPO servers in late 2007 and made them accessible/downloadable via BitTorrent, Rsync, HTTP and FTP. Those documents comprise 200+ gigabytes of data from 1991-2007 amounting to 5,177,003 PDF pages, 54,600 GAO Reports, 448,496 Congressional Reports and more. It’s these GPO documents upon which the USDocsPLN has so far focused.

Current Status
The USDocsPLN is now up and running. The 200+ gigabytes of digital documents have been downloaded from Malamud’s site (http://bulk.resource.org/gpo.gov) and distributed among the 15 partners in the project, where they will be preserved within the LOCKSS network. This was an extremely cost-effective project as 1 terabyte (which equals 1,000 gigabytes) of storage is now below $200, hardware is typically less than $1,000, and there is only minimal administrative cost once the LOCKSS box has been configured. The group will continue to evaluate and add to the network other...
collections of digital government documents, including, but not limited to, other collections on public.resource.org. Participating libraries in the LOCKSS-USDocs private network include:

- Alaska State Library
- Amherst College
- Georgia Institute of Technology
- Library of Congress
- Michigan State University
- North Carolina State University
- Northeastern University
- Rice University
- Stanford University
- University of Alabama
- University of Illinois/Chicago
- University of Kentucky
- University of Wisconsin-Madison
- Virginia Tech
- Yale University

While it’s exciting to have this large group of research libraries participating in the USDocsPLN, we realize that the cost of being a LOCKSS Alliance member may be a barrier for some libraries — fees range from $1,000 to $10,800 per year, depending on institution size. We are working to increase the number of LOCKSS Alliance members in order to distribute software and other development costs across a larger network. More members mean less cost per institution.

How You Can Help

The preservation of federal documents is too important to be left to the federal government alone; we have the makings of a viable system to preserve digital government publications. There are several ways you can help.

- **Join our private LOCKSS Network.** Join the LOCKSS Alliance, get a server for under $1,000, and contact us. The more servers in the USDocsPLN, the merrier.
- **Notify us of collections of electronic federal documents.** LOCKSS staff can show you how easy it is to allow LOCKSS to ingest and preserve your materials.
- **Attack the root problem.** Demand members of Congress legislate and fund a system that will ensure that GPO proactively deposits publications and data through the FDLP and other interested partners. While the USDocsPLN project is a good start and an excellent ad-hoc effort, it should be the government’s responsibility to put information in the hands of taxpayers. We should not have to be prying it out of the government’s hands. A distributed digital FDLP benefits everyone.


**FAVORITE BOOKS:** Sometimes a Great Notion, Lord of the Rings, Baroque Cycle, Leaves of Grass, Dharma Bums, Another Roadside Attraction, Tao Te Ching, Cat’s Cradle, People’s History of the United States.

**PET PEEVES/WHAT MAKES ME MAD:** People who say, “it can’t be done” instead of imagining the possibilities; people who act selfishly.

**PHILOSOPHY:** Information wants to be free; librarians to facilitate that process.

**MOST MEANINGFUL CAREER ACHIEVEMENT:** Writing “Government Information in the Digital Age: The Once and Future Federal Depository Library Program” which has had over 15,000 downloads; building Radical Reference and Free Government Information to give free reference to activists and independent journalists and advocate for access to and preservation of digital government information.

**GOAL I HOPE TO ACHIEVE FIVE YEARS FROM NOW:** That a large number of libraries have the technical and administrative wherewithal to be building local digital collections, sharing with each other and building services to increase access and shine light on government activities.

**HOW/WHERE DO I SEE THE INDUSTRY IN FIVE YEARS:** I’m an optimist. I see libraries continuing their vital work of preserving and giving free access to society’s vital information in all formats. I also see them expanding their trusted position by leveraging the Web to make more information available to more people.

Rumors

**BUSINESS REFERENCE AND SERVICES SECTION (BRASS) of the American Library Association (ALA).** The Reference and User Services Association chose Encyclopedia of Education Law to be part of its 2009 Outstanding Reference Sources, BRASS, the Business Reference and Services Section of RU/SA, chose the Encyclopedia of Business Ethics and Society, edited by Robert Kolb, as one of their annual Outstanding Business Reference Sources. www.sagepub.com

Members of the Solinet and Palinet organizations voted overwhelmingly to approve the merger of the two organizations. As we know, OCLC is changing its business relationship with all networks, effective July 1, 2009. This will include changes in network OCLC responsibilities as well as a decrease in network operating funds. Palinet and Solinet are working to revise their OCLC service model to reflect the new business

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By adding more. More to see, more to do, more tools. Project MUSE has always been an essential online resource for faculty and students. Now, our new website offers even more, with greater functionality and more efficient search and discovery tools. And it’s easier than ever to use.

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