The Unending Final Frontier: Preparing for a Strategic Plan

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When I interviewed at Georgetown, I was asked what qualities I thought made for a good reference librarian. My very first answer was curiosity. Yes, we also need compassion for our patrons, good customer service skills, attention to detail… I could go on. But I believe that above all else, we are the ones who can happily lose hours clicking from link to link in Wikipedia, Lexis, Westlaw, or even your online newspaper of choice. We are perpetual information explorers. If left unchecked, we want to follow most of the bright, shiny research trails we see, and it’s really exciting when you start to see how the research trails are all connected eventually.

This past fall, the Georgetown University Law Library’s Reference Department was able to exploit these natural talents for the greater good. The law library was beginning to prepare its 2018-2023 Strategic Plan, and one of the first steps for planning where you need to go is figuring out where you already are. With strategic planning, this orientation is accomplished by conducting an environmental scan. Essentially, the environmental scan looks at the varying external conditions that affect your institution and forecasts likely future outcomes. In a way, it’s like following research
trails on steroids, because the purpose is to find out everything that’s going on, identify the major trends, and analyze what they might mean and where they might be going.

Reference librarians were built for this sort of thing.

Once the department had officially volunteered to help with the scan, we met to discuss our game plan. We drafted a list of topics based on the environmental scan from the previous strategic plan cycle and other topics that were already in a working draft. We then applied a divide-and-conquer model and each took two topics based on interest and/or previous expertise; for example, I had sections on copyright and scholarly publishing.

Most importantly, we came up with a methodical way to, well, scan our environment. We identified major sources of law school- or law library-related news and divided those up as well. Law Library Journal, Spectrum, Above the Law, The Chronicle of Higher Education, Dewey B. Strategic, 3 Geeks and

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Google Wins One: No Class Status for Authors Guild (Jul 2013)
- Google wins an appeal on class status for the Authors Guild lawsuit. This decision may have far-reaching effects on the case and fair use principles.

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**Law Library Journal**

- "Mr. Cross describes the privileged nature of libraries in copyright law and the way that the recent trend toward licensing content undermines that position. In response, he proposes aggressive licensing and library use guided by the public library ethos, the core set of beliefs and practices that justify libraries' privileged position." [abstract]

- "Librarians are well positioned to improve law journal publishing and help it evolve in the ever-changing digital environment. They can provide student editors with advice on a variety of issues such as copyright, data preservation, and version control. Librarians can also help journals adopt technical standards and improve the discoverability and usability of journal content. While few libraries will be able to adopt all these suggestions, a checklist of ideas is provided to help librarians select those that are most suitable to their libraries and journals." [abstract]
We knew that we weren't going to be able to include every single topic covered by every single article; this was where the "scan" part of the environmental scan came in. Each person then looked over the publication-sorted Box Note and reorganized them in a new Box Note by topics and sub-topics. For example, I distilled my copyright topic section into subtopics on the discussion about state laws and copyright, the conclusions of the HathiTrust, Google Books, and Georgia State copyright cases, and the Orphan Works and Section 108 policy studies the Copyright Office has released.

Next, we created a Box Note—a shared cloud document that allows for editing like in Google Docs—for each person and their two assigned topics. Then, as we reviewed our publications, any time we saw an article that fit a topic, we put the basic bibliographic data, a link to the article, and a basic summary under that topic's Box Note. This first version of the topic Box Notes kept all of the information arranged by publication and then chronological order.

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**Copyright:**

Copyright of state laws and/or briefs and filings:

- Free Legal Info is not "risk free" for attorneys or the public (Jan 25, 2016) (Dewey B. Strategic)
- A Victory for Fair Use: Online Publication of Atty Filings Ok, Copyright Suit Against Lexis and Westlaw Dismissed (Feb 12, 2013) (Dewey B. Strategic)
  - "A Victory for Fair Use and Common Sense. Westlaw and Lexis in a rare showing of unity, both claimed their actions were protected by the 'fair use' exception in US Copyright Law. They also argued that their use of the documents was 'transformative,' because they had enhanced the documents by making them searchable."
- Rakoff Fair Use Rationale Explained: Briefs are like facts, databases transform, there is no market for legal briefs (July 7, 2014) (Dewey B. Strategic)
  - "I agree with the outcome of the White case but I find the Court’s analysis somewhat strained. I think the more obvious reason to dismiss the copyright claim would be based on a public policy rationale. In the common law system a completely original brief citing no precedent would be pretty useless and unpersuasive. All legal briefs are inherently “derivative” and it serves the “interests of justice” for the briefs and legal arguments which are made to courts to be available for public review."

**Digital Scanning Cases:**

- Rick Anderson, Another Big Win for Google Books (and for Researchers) (Scholarly Kitchen Oct. 2015)
- Rick Anderson, 5 Million Public Domain Books in HathiTrust: What Does This Mean? (Scholarly Kitchen Apr. 2015)
  - Planning to use in Copyright as a follow-up to HathiTrust case.
With our thoughts finally organized, we each sat down to draft our sections of the environmental scan. In order to minimize competing versions, we each worked in one master Word document saved in Box, with everyone locking the Box file whenever we wanted to work on our portions. We let the rest of the team know roughly when we would be done and unlock the file via a message in a Slack channel we created for the project.

Even though the final version of the previous environmental scan had not used footnotes or references, we knew that our departmental draft was going to be circulated to our editing team, the Department Heads, and our director before external publication. In our team’s final version, at least, we left very basic footnotes citing to articles we had drawn from. This ultimately helped a lot in the editing process, as it minimized some of those “what exactly did you mean here?” discussions.

Outsiders like to assume that we became reference librarians because we love books. Actual reference librarians know this to be generally false. While many of us do love books, I’d argue we get into library science because we love the organization of information—whether that means creating organizational systems or using systems others have designed to research and collect information. We love finding that web of research trails, and this environmental scan was an excellent way to unconventionally practice those skills while also benefiting our law library in a new and exciting way.

Perhaps unsurprisingly, our environmental scan revealed… well, about what you would expect. The legal market is still cautiously recovering from the 2008 financial crisis, and law schools are adjusting accordingly to prepare students for a leaner world than the previous generation. Faced with budget cuts and dwindling space, academic libraries are instead highlighting services and the library’s ROI. Even with my roughly two years of professional experience, I didn’t find these results shocking at all. It is, after all, what everyone has been saying—our methodology for the scan ensured that.

The future of the legal profession and legal education is not a finite, stable thing that one happens upon and explores. As long as we adequately seek out those current event research trails and follow them through cyberspace until we see the overall pattern, we should be able to successfully navigate the rocky uncertainties of the future.
Is it really that time already? It's hard to believe that we've come to the end of another year of LLSDC and another volume of *Lights*. This final issue of volume 61 brings our themes full circle as we focus on the future of the profession and the next generation of law librarians (with apologies to Gene Roddenberry, the alternative theme title was “Law Librarians 2: The New Batch”). Admittedly, we were a little disappointed that we received no submissions for the inaugural student essay contest—apart from creating more opportunities for students to attend the annual AALL meeting, we think that the student perspective would be a valuable addition to *Lights*. We'll chalk this one up to the challenges of drumming up awareness for a brand-new opportunity. The good news is that we now have a FULL YEAR to generate enthusiasm for the 2019 contest; so if you know any library school students or teachers, please keep spreading the word!

We are excited to feature our preview of the Annual Meeting programming—with the conference in Baltimore this year, LLSDC and DC’s law librarians are very well represented. Hopefully many of you are planning to make the trek up to Charm City; we’d love to see you there! If conference programs aren’t really your thing, LLSDC is looking for volunteers to help in various capacities so keep an eye out for those announcements. If nothing else, it’s great practice for 2019 when the conference is coming to us.

**Submission Information**

*If you would like to write for Law Library Lights, contact Andrew Lang at awl20@georgetown.edu. For information regarding submission deadlines and issue themes, visit the LLSDC website at www.llsdc.org.*
In this issue’s articles, Christopher Anglim offers an annotated bibliography of DC's Administrative Procedure Act in recognition of its 50th anniversary, and Savanna Nolan provides a sketch of how Georgetown’s Law Library conducted an environmental scan as we began creating our next five-year strategic plan. In Tech Talk, Matt Zimmerman reflects on his recent teaching experience and the importance of understanding information architecture for new librarians.

This last issue is bittersweet for me, not just because of how much I’ve enjoyed being your friendly neighborhood Law Library Lights editor, but also because I’m leaving Georgetown and LLSDC to take a reference position at the University of Pennsylvania’s Biddle Law Library this summer. It’s hard to overstate how much I’ve enjoyed my experiences here; I feel very privileged to have met and worked with so many outstanding professional colleagues during my time in D.C. I’d like to thank all of our authors from the past year—without your contributions, Lights cannot exist (let alone win the AALL Excellence in Marketing Award for Best Newsletter...) I should also thank Catherine Walter, who takes all the articles we send and turns them into the beautiful, polished final product that you get to enjoy here. Finally, I’d like to thank Anne Guha for all the work she’s done as the Assistant Editor this year and the past Lights experience that she’s brought to the production process. I’m glad to be leaving Lights under her capable direction! Best wishes for a productive and enjoyable summer—we hope to see you in Baltimore in July!

From the Editor, Continued

President’s Column

Year End Thoughts & A Request

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I am writing this column during a typical rainy spring week and hoping that we have some sunny, but cooler days before summer is upon us (especially for our usual rooftop Closing Reception!). It is hard to believe that another LLSDC year will
come to a close by the time this issue is published. It has been a successful and busy year, complete with a few bumps along the way. We’ve weathered a presidential resignation and a listserv migration, both of which were not planned at the start of the year. I have relied on or heard from many of you throughout those transitions and hope we can keep the conversation going into the next association year.

The summer is usually a quieter time for LLSDC, though I hope to see many of you in Baltimore for the AALL Annual Meeting, where I’ll be representing LLSDC at Chapter Leadership training. I always find these sessions rewarding, since they garner new ideas and serve as a reminder that we’re not alone in our pursuits. We are one of AALL’s largest chapters, but that does not exclude us from experiencing similar disruption (decreasing membership, need for volunteers) as the other 29 chapters. I look forward to sharing and hearing your ideas in the fall.

Behind the scenes over the next few months we will be working on the next generation of the LLSDC website, and then releasing it by summer’s end. We hope you will be happy with the refreshed website, which will be mobile friendly, have a responsive design and be easier to navigate. Once that is published, we will tackle migrating our listserv to a new platform (again), though we hope this will be more permanent and user friendly in all regards. We will keep you updated throughout the process, but there should be little disruption on both counts.

Although we do not have any winners to recognize for our inaugural student essay contest, I wanted to extend special thanks to the Lights Editorial team for suggesting and introducing this new contest.

This contest is a perfect example of the initiative shown by our volunteers and members. The Lights Editorial team proposed this contest to the LLSDC Executive Board, and it was eagerly approved and supported.

I point this out in order to ask: Is there anything you’d like LLSDC to do for you? Do you have an idea for a program? Is there a program or subject you’d like to help present, but don’t have the knowledge to put it together? What luncheon educational programming would you like us to focus on? What are your thoughts on our more socially focused activities and receptions? We want to ensure that we are serving all of our members as best as possible, regardless of the stage of his/her career.

As we conclude the 2017-2018 year, I would like to thank the Executive Board members along with all LLSDC volunteers who served this year. Enjoy your summers and see you in the fall!
D.C.A.P.A. at 50: A Bibliography

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Introduction

The District of Columbia Administrative Procedure Act (D.C.A.P.A.) has governed District agency rulemaking and adjudication for nearly fifty years. This bibliography reviews the rationale for D.C.A.P.A. and then proceeds to discuss its passage by Congress, implementation, evolution over time and impact, in addition to covering its sources.

Due to its unique status, the District of Columbia, for different reasons, may be considered a state, municipal corporation, and a federal agency. This article discusses the D.C.A.P.A. which governs rulemaking and adjudication by D.C.'s Mayor and D.C.'s administrative agencies. The reader should be aware that rulemaking is distinguished from legislation in that rulemaking is usually done by a government agency, while a legislature enacts legislation. The District has two legislatures, Congress and the Council of the District of Columbia, which each pass statutory law. The source for District statutory law is the District of Columbia Official Code.

The Need for Change

Prior to the adoption of D.C.A.P.A. in 1968, D.C. administrative agencies followed various procedural rules that were informal, erratic, vague, and incomplete. Many administrative boards of D.C.'s departments lacked procedural rules or had rules that provided grossly inadequate information on rights, procedure, types of hearings, appellate review standards, and statutory citations. Many observers thus argued that an extensive reform of the District's local administrative procedure was necessary to ensure that D.C.'s administrative agencies engaged in minimum standards of fair procedure.

Motivated by the need to implement this reform, the D.C. Bar Association and its supporters began a twelve year effort to improve the standards of administrative practice and procedure that D.C.'s administrative agencies operated under.

Throughout this effort, the District Bar believed that no meaningful reform of the administrative process could be achieved without imposing statutory standards of fair administrative procedure, especially in the exercise of quasi-judicial and rulemaking functions by the administrative agencies. Congress eventually concurred.

In enacting the D.C.A.P.A., Congress intended to both improve the administrative process and administrative procedures that D.C. agencies were required to adhere to, and also "achieve uniformity and full disclosure of administrative rules and rulemaking procedures of District government
agencies similar to those of federal agencies under the Federal Administrative Procedures Act.\textsuperscript{4}

Both administrative inefficiency and public dissatisfaction with D.C. agencies were significant issues in the mid-1960s. When Congress enacted D.C.A.P.A. in 1968, nearly 90 D.C. government agencies controlled critical aspects of District life\textsuperscript{5} through various decisions, rules, and regulations.\textsuperscript{6} At the time, several of these agencies lacked published procedural rules, while others functioned with a minimum level of procedures that provided little assistance to parties involved in an issue or to the attorneys representing them.

In 1967, the D.C. Reorganization Plan No. 3 granted the D.C. Council a kind of legislative authority, generally carried out in the form of regulations that closely resembled legislation. These regulations were not codified in the D.C. Code, but most were placed in the D.C. Rules and Regulations (D.C.R.R.), which was superseded by the D.C. Municipal Regulations (D.C.M.R.).\textsuperscript{7} In addition, the Plan granted the mayor the authority to issue administrative rules necessary to carry out his or her duties. These rules would be published in the D.C. Register and the D.C.M.R.\textsuperscript{8}

The Creation of D.C.A.P.A.

The D.C.A.P.A. requires that all rules, regulations, and documents of general applicability having legal effect must be published as a proposed rulemaking in the D.C. Register (D.C.R.).\textsuperscript{9} The D.C.A.P.A. required the Mayor/Commissioner to publish this in an indexed version of the D.C.R.\textsuperscript{10}

The D.C.A.P.A. was based on the 1961 Model State Administrative Procedure Act, which in turn applied the principles of the Federal Administrative Procedure Act (F.A.P.A.) to state and local governments. Several states had adopted the 1961 Act at the time Congress adopted D.C.A.P.A..\textsuperscript{11} The D.C. law, however, was modified because District government is also a city and exercises municipal functions.\textsuperscript{12}

D.C.A.P.A. does at the local level what the Federal Administrative Procedure Act (F.A.P.A.) does at the federal level.\textsuperscript{13} Among the rationales for delegating rulemaking authority to administrative agencies is that the legislative and judicial branches often lack the necessary expertise or resources to resolve complicated regulatory issues that a contemporary government must contend with. Most agencies exercised this expertise within the substantive and procedural constraints of the F.A.P.A. and its state and local equivalents. While the U.S. Constitution establishes the basic legal framework for administrative agencies, administrative law is the primary law for governing the operation of government agencies.

Thus, Congress largely enacted the original version of D.C.A.P.A. to ensure uniform and efficient administrative procedures of District Agencies by imposing basic procedural requirements that agencies must follow in rulemaking and case adjudication. The original D.C.P.A.\textsuperscript{14} focused on three major issues: 1) the compilation and publication of requirements of the rules of administrative agencies; 2) the opportunity for a fair hearing for the parties litigating in a “contested case” (a quasi-judicial, adversarial proceeding), and 3) seeking to rationalize and make uniform the right of judicial review in administrative hearings. The current codified version of the statute continues to serve the same purposes.

Overview of D.C.A.P.A.

D.C.A.P.A currently has three titles. Title I consists of the original D.C.A.P.A. as originally enacted in 1968 with the addition of the Sunshine Act of 1973. This Title covers administrative procedure and governs rulemaking and the adjudicatory functions of District agencies. Specifically, Title I grants the authority to establish procedure for District agencies,\textsuperscript{15} establish official publications,\textsuperscript{16} and requires public notice and the opportunity to comment on any proposed rulemaking.\textsuperscript{17} Title II, the Freedom of Information Act, sets the requirements for public access to government
documents and information that District agencies control. Title III, the Legal Publications provision, establishes procedures and requirements for the publication of the D.C. Register and the District of Columbia Municipal Regulations.18

The Sunshine Act of 1973
In addition to the original D.C.A.P.A., Congress enacted a separate D.C. Sunshine Act19 in 1973, which became codified with Title I of D.C.A.P.A. The Sunshine Act requires that no resolution, rule, act, regulation or official action shall be taken, made or enacted without first being considered at an open public meeting. As part of the revision process of the D.C. Code, the Sunshine Act was transferred to the Home Rule section of the Code and became codified as D.C. Code §1-207.42 (2001).

Title II: The District of Columbia Freedom of Information Act (FOIA)
In 1977 the District Council amended D.C.A.P.A. with the District’s Freedom of Information Act (FOIA) law,20 which became codified in Title II of the current version of D.C.A.P.A. Title II is intended to ensure public access to government information.21 It expanded the protections and rights granted by the earlier Sunshine Act. The statute states that generally “the public policy of the District of Columbia is that all persons are entitled to full and complete information regarding the affairs of government men and the official acts of those who represent them as public officials and employees.”22

Title III: Legal Publication
In 1979, an amendment added Title III, entitled “Legal Publication,” which modified the requirements for compilations of agency rules and for providing public notice of agency rulemaking.23 This title effectively requires that the rules and regulations of D.C.’s administrative agencies be compiled and published in the D.C. Register. The D.C.A.P.A. also required that notice of an adoption, amendment, or repeal of any rule be published in the D.C. Register before such action be taken.

Title IV: Open Meetings
Title IV requires “Open Meetings,” meaning that agencies must grant interested persons an opportunity to submit data or facts on proposed rule changes before the agency takes final action on them.24

The D.C.A.P.A. and the D.C.M.R.
The District of Columbia Municipal Regulations (D.C.M.R.) is the official compilation of the permanent rules, statements, and local documents issued by D.C. government executive agencies and departments, the D.C. Council, and independent entities.25 The same statute also designated the D.C. Register as the weekly official legal bulletin published by the D.C. government and the temporary supplement to the D.C.M.R.

D.C.A.P.A. requires the District’s government to prepare and compile the rules and regulations promulgated by the D.C. Council and local agencies into a municipal code.26 This code, however, was not published.

The law was meant to act retrospectively as well as prospectively. In 1978, the Documents Act (D.C. Law 2-153) required that all rules, regulations, and documents of general applicability enacted before March 31, 1979, must be published in the D.C.M.R. These rules and regulations would then be published as a multi-volume compilation of rules and regulations published by the D.C. Office of Documents. The D.C.M.R. is regularly updated to incorporate new rules and regulations. The D.C.M.R compiles three types of rules: 1) Mayor’s Rules—administrative rules issued by D.C.’s mayor to execute the mayor’s duties; 2) Agency rules—directives exercising authority delegated to the agency by the District Council; and 3) Emergency rules—rules adopted without public
notice or pre-publication in the *D.C. Register.* These are allowed under certain, but limited, circumstances. Such rules are valid for 120 days. In addition to new regulations, the D.C.A.P.A. also required the compilation and publication of all municipal regulations, as promulgated by the former Commissioners, the former D.C. Council, and various D.C. agencies. Although the original D.C.A.P.A. called for the publication of the D.C.M.R., this action was delayed, primarily due to financial issues.

**The Impact of the D.C.A.P.A**

The D.C.A.P.A. is significant because it provided the essential guidelines in District administrative procedure necessary to protect the needs of those needing to deal with local agencies. The D.C.A.P.A. and subsequent amendments helped to eliminate agencies using secretive procedures to make decisions and helped inform parties as to some of the evidence the agencies relied on to issue decisions or viewed as conclusive facts. The D.C.A.P.A. also: 1) helped provide public access to agency regulations or decisions; 2) provided the parties with a greater ability to present their case, cross-examine witnesses, and introduce rebuttal evidence; 3) provided the parties with more reasonable notice to allow such parties to better prepare a defense; and 4) greater access to judicial review.27

**Legislative History**

**The Statute**

**Compiled Legislative History**

**Congressional Hearings**
89th Congress

90th Congress

**Reports**
89th Congress

90th Congress
Bills
• H.R. 7417 (as introduced by Senator John McMillan (D-S.C.) and referred to the House District of Columbia Committee, Mar. 16, 1967).
• H.R. 7417 (as reported to the House, Apr. 20, 1967)
• H.R. 7417 (as passed by the House and referred to the Senate District of Columbia Committee, Apr. 25, 1967).
• H.R. 7417 (as reported to the Senate, with an amendment by Senator Joseph Tydings (D-MD), Sept. 24, 1968) (Senate Report No. 1581).
• S. 1379 (as introduced by Sen. Tydings and referred to the Senate District of Columbia Committee, Mar. 23, 1967).

Congressional Debate
89th Congress
• 111 CONG. REC. 5,154 (1965) (remarks by Sen. Tydings upon introducing S. 1529)
• 111 CONG. REC. 18,089–95 (1965) (House consideration, amendment, and passage of H.R. 7067).

90th Congress
• 113 CONG. REC. 10,515–18 (1967) (House Consideration and passage of H.R. 7417).
• 114 CONG. REC. 29,120 (1968) (Senate consideration, amendment, and passage of H.R. 7417).
• 114 CONG. REC. 30,272–74 (1968) (House concurs in Senate amendment).

Nelsen Commission Review of D.C. Government
In 1974, the Nelsen Commission reviewed how well the D.C.A.P.A. had been functioning since the time legislation had become effective.

Local D.C. Legislation

Law 1-19 was introduced in the District Council and assigned Bill 1-1, which was referred to the Committee of the Whole, the Committee on the Judiciary and the Committee on Criminal Law. The Bill was adopted on first and second readings on June 3, 1975 and June 20, 1975. It was signed by the Mayor on July 10, 1975. It was assigned Act 1-30 and transmitted to both Houses of Congress for review. After the review period, the Act became law

The D.C. Documents Act requires supplementing the D.C.M.R. through weekly publication of the *D.C. Register*. Every municipal “rule, regulation, and comment having general applicability and legal effect required to be but not yet published and integrated in the D.C.M.R. is required to be published promptly in the *D.C. Register*. Then, at least annually, the Documents Act mandates that the municipal regulations appearing in the *D.C. Register* must be codified into the D.C.M.R. compilations.

**Bill 2-96**

The District Council adopted Bill 2-96, on the first and second readings, on November 29, 1978 and December 12, 1978, respectively. Signed by the Mayor on December 29, 1978, this legislation was assigned Act No. 2-270, published in the *D.C. Register*, Vol. 25, page 6960. It was transmitted to Congress on January 19 for a 30-day review. After the Congressional Review period expired, the legislation became D.C. Law 2-153, on March 6, 1979.

**Sources of District Regulations**

**District of Columbia Municipal Regulations (D.C.M.R.)**

The D.C.M.R. is the official version of current regulations for the District of Columbia, which provides a subject-oriented compilation of District regulations and rules. The D.C.M.R. compiles all non-statutory laws promulgated by the executive or legislative branches of the D.C. government. It is the official source for non-judicially issued documents that also: 1) apply to persons generally, 2) have a substantive legal effect, and 3) are not codified or intended to be codified in the *D.C. Code*. Thus, all municipal or administrative regulations are required to be compiled in the D.C.M.R. It is irrelevant whether the authority of the subject regulations is derived from the former Commissioners, the Mayor, the D.C. Council, D.C. agencies, boards, or commissions. Publication of a document in the D.C.M.R. gives rise to a rebuttable presumption that the document was “duly issued, prescribed, adopted, or enacted.”

**District of Columbia Register (D.C.R.)**

The D.C.R. provides information on the actions of the D.C. Council (such as resolutions, information on changes in D.C. government organization, and notices of council hearings) and activities of the executive branch and independent agencies (such as proposed rulemaking and emergency rulemaking). It also publishes all resolutions and enacted Acts. The D.C.R. is published weekly during Council sessions (mid-September to mid-July). The D.C.R. includes proposed regulations, information on changes in D.C. government organization, and notices of public hearings and other matters of general public interest.

**District of Columbia Administrative Orders, Decisions and Opinions**

Practice Materials

Prepared by the Administrative Law Section of the District of Columbia Bar Association in collaboration with the D.C. Corporation Counsel's Office and several D.C. Agencies, this Manual provided analyses of the law and procedures, including unwritten procedures of many of the most important D.C. Agencies. The Manual also provided some of the first written descriptions of the practice before major D.C. agencies.


Prepared by D.C.'s Law Revision Commission to meet its statutory duty to prepare a manual on the D.C.A.P.A., this work includes relevant legislative history and legal precedents to assist the various D.C. administrative agencies to perform their duties. This manual analyzes the D.C.A.P.A.'s provisions, underlying principles, and legislative history to explain the purposes of the statute and cases that interpret the statute. As a practice manual, this work was intended to be a practical guide to the D.C.A.P.A.—its purposes, its requirements, and how it should function—for D.C. agency employees, attorneys, and the general public. The manual helps D.C. agencies in formulating rules and deciding administrative cases. It also addresses fundamental concepts of administrative procedure, the Freedom of Information Act (FOIA), and the procedure for publication of all District of Columbia rules and regulations.

Law Reviews and Journals


Clarke described the function and work of the D.C. Law Revision Commission, including on administrative law. The Commission's enabling act required that the Commission assess the D.C.A.P.A. and prepare a manual for agencies that would include judicial interpretations and relevant legislative history. The manual was useful in assisting District agencies in formulating rules and deciding cases, the D.C.A.P.A. manual also addressed fundamental concepts of administrative procedure, the Freedom of Information Act (FOIA), and related regulations, as well as the compilation procedure for publication of all D.C. rules and regulations.

Della Porta analyzes disputes that arose in the design review process of D.C. Historic Landmark and Historic District Protection Act of 1978. Congress intended that this statute would preserve and enhance important District historical landmarks. D.C.A.P.A. governs disputes under the Landmark Act. The article primarily focused on how D.C.A.P.A. limited the D.C. Court of Appeals review of “contested cases.” The author specifically analyzed protected property interests under the due process clause in historic preservation law. Della Porta discussed Dupont Circle Citizens Association v. Barry in which the Court found that the specific controversy did not constitute a “contested case” and dismissed the appeal for lack of jurisdiction, which Della Porta argued exemplified the Court's reluctance to expand the due process rights of complainants beyond the reasonable procedural rights provided by the statute.


At the time of writing, Frana was the Assistant Corporation Counsel for D.C. Government and President of the D.C. Chapter of the Federal Bar Association. The author critiqued D.C.A.P.A. on various issues, including whether the statute provides D.C. government with effective procedures to be responsive to the needs of D.C. residents. He discussed how D.C.A.P.A. impacted the District, which has and continues to be a hybrid entity that is partly a municipality and partly a state. He concluded by articulating that the test of the viability of the D.C.A.P.A. and D.C.'s administrative process was whether they would prove to be relevant and responsive to the genuine issues of D.C. residents.


French is a law professor at Ohio Northern School of Law. He formerly served as the general counsel for the District of Columbia Taxicab Commission, as legislative counsel for the District of Columbia Council, and worked in private practice.


Gary was a practicing attorney for several years and is currently a managing shareholder for Gary, Goldstein, and Wade in Vienna, VA. Gary examined the evolution of D.C.’s administrative procedures under D.C.A.P.A.; analyzed several amendments to D.C.A.P.A. and the amendments to various agencies covered by D.C.A.P.A.; and explained the effects of D.C.A.P.A. and conforming administrative agencies of the District. Gary also described how D.C. agencies were under a congressional mandate to comply with D.C.A.P.A.


Griffin provided a history of the D.C.A.P.A., the case law interpreting the statute, and some of the early difficulties that the District had in implementing the statute. He then discussed how the D.C.A.P.A. applied
to D.C. Government (including the D.C. Commissioners, D.C. Council, and D.C. Agencies), and its impact. In terms of administrative action and judicial review, Griffin discussed the rulemaking procedure, public notice of intended action, and petition for rulemaking action. In contested cases, Griffin discussed issues such as notice and record requirements.


After providing a brief history of the D.C.A.P.A. and administrative law in the District, Griffin explained how that statute applied or did not apply to the various acts of the City Council. He then discussed how D.C. administrative due process was conducted in a case being considered by the D.C. Parole Board prior to when D.C.A.P.A. became effective. Griffin concluded that administrative law on a local level was very new in the District and that the local Bar had the duty to ensure genuine administrative due process for every D.C. citizen.


LaPlaca is currently a partner at the law firm of Donovan, Hatem in Boston, MA. He is also an adjunct professor at Suffolk University.


From 1974-1975, Mize was an associate with the law firm of Karr and Graves in Washington, D.C. From 1975 through 1979, he served as the Staff Director and Counsel to the Judiciary Committee of the D.C. Council. He is currently a senior judge for D.C. Superior Court. In this article, Mize focused on the challenges that emerged as a result of the passage of the D.C. Home Rule Act and the Council’s legislative power and the laws enacted by the Council under this Act.


Scanlan was a partner with the D.C. firm of Shea & Gardner, a political activist, and served as a judge for the Maryland Court of Special Appeals from 1972 through 1973. Scanlan’s article is based on his introduction to the *District of Columbia Administrative Practice Manual*. He discusses the origins of the D.C.A.P.A., what issues D.C.A.P.A. sought to resolve, the provisions of the D.C.P.A, and its likely impacts on D.C. administrative law and practice. Mize also discussed how well D.C.A.P.A. functioned under the Home Rule Act.
Notes


4 S. REP. NO. 90-1581 (1968).


8 LEAH CHANIN, PAMELA GREGORY, & SARAH WIANT, LEGAL RESEARCH IN THE DISTRICT OF COLUMBIA, MARYLAND & VIRGINIA (2000).


10 Id. § 8.


16 §2-504.

17 §2-505.

18 Id.

19 Pub. L. No. 93-198, § 742, 87 Stat. 831, originally codified as, D.C. Code, § 1-1504 (1981); now codified as D.C. Code § 1-207.42 (2018). The act requires that the public must have the opportunity to participate in certain types of District agency meetings and requires records must be maintained, and public access must be provided.

20 D.C. Law 1-96 (1977), codified as D.C. CODE § 2-531, et seq.


25 D.C. CODE § 2-558(a) (2018). Note that the D.C. Register has been published since 1955 as the legal bulletin of D.C. government, with its coverage changing at times over the years.

26 D.C. Code § 1-1538 (a).


29 Id. at § 303 (1978).


31 D.C. CODE § 49-402(b) (sup. V, 1978).


34 455 A.2d 417 (D.C. 1983).

Member Spotlight

Have you recently changed positions? Received a promotion? Participated in any professional events, conferences, or symposiums? Retired? Published? Been elected to serve in a professional organization? Anything else? Let LLSDC know by submitting your news and announcements to our editorial team. Photos are always welcome!

Kristina Alayan
Vice-President/President-Elect

Erica Harbeson
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Andrea Muto
Recording Secretary

Abigail Falls
Membership Secretary

Shannon Lynch
Board Member at Large

Law Library Lights congratulates the newly elected members of the LLSDC Executive Board.

Emily Florio
Current LLSDC President
Emily Florio, Director of Research & Information Services at Finnegan, has been nominated to run for Vice President/President Elect of the American Association of Law Libraries.

AALL Award to Lights
The 2018 AALL Excellence in Marketing Award for Best Newsletter has been awarded to LLSDC for Law Library Lights, Vol. 61, No. 2 (Winter 2018).

Teresa Llewellyn
Teresa Llewellyn has retired from the position of Research and Reference Supervisor at WilmerHale on June 1, just a month shy of 45 years.
Member Spotlight

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Eileen Santos & Victoria Capatosto

This April Eileen Santos, Interim Director of HUSL Library, and Victoria Capatosto, Research and Instruction Librarian at HUSL Library, presented at SEAALL. Their program, “Mental Health: Stigma, Stereotypes, and Safe Spaces in the Workplace,” was a panel discussion touching on how stigma and stereotyping often prevent those who live with mental health issues from seeking help, and everyone else from understanding them. The panel focused on the experiences of law librarians, our colleagues, and our patrons who reveal their depression, anxiety, or other brain disorders and their struggles with pervasive scrutiny regarding competence, ethical considerations, or inequities of power. This presentation identified best practices for creating safe spaces in the legal profession where open dialogues about mental health concerns and suicide prevention can take place.

Panelists included Jim Kendall, a licensed clinical social worker and Vanderbilt University’s Employee Assistance Program Manager, Nancy Corley, a practicing attorney and commissioner of Tennessee’s Lawyer Assistance Program, and Eileen Santos, an experienced law library administrator. Victoria Capatosto moderated the program.
Rewriting the Rules of the Federal Depository Library Program: The Struggle to Amend 44 U.S.C.

Laurie Hall
Superintendent of Documents, Managing Director of Library Services & Content Management, Government Publishing Office

Recently, the Committee on House Administration has held hearings on "Transforming GPO for the 21st Century and Beyond." For the next year, Congress will consider amendments to Title 44 of the U.S. Code concerning the governance and operation of the Government Publishing Office. These changes will have far-reaching effects, especially for law librarians, government documents librarians, and their patron base. This program will convene a panel of librarians and government representatives who are active in the Title 44 discussion to explain what these changes will mean to law libraries and how law librarians can join the discussion and advocate for their interests.

The first part of the program will acquaint participants with the issues concerning the Title 44 amendment. Topics such as redefining the term "government publication," requirements for federal agencies to deposit born-digital, and flexibility for regional depositories will be introduced. In the second part, participants in groups will respond to the following questions: 1) How has the FDLP been important to your library? and 2) How could the FDLP be changed to better serve your library and your patrons? Groups will share their responses in an open discussion. After the program, responses will be collected and used by AALL's Government Relations Committee to help inform AALL's advocacy effort on Title 44.
2:30 p.m. – 5:00 p.m.
BCC Room 327-329

**APIs: What They Are and How to Use Them**

*Matt Zimmerman*
Electronic Resources Librarian, Georgetown University Law Center

Application programming interfaces (APIs) are now standard toolkits for opening up systems and extending their functionality. Library technologist Marshall Breeding has said that the use of APIs is vital for today’s library systems and understanding how to deploy them is a necessary skill. This session will familiarize participants with APIs and include an introduction to the protocols and code that make them work. Examples will show how APIs are currently used in library scenarios to enhance services, connect systems, and extract data.

How can a special or government library promote its role in the organization, have fun, and still maintain an essential sense of professionalism? This session shows how embracing a sense of fun can yield both short- and long-term benefits, both for the library and the community that it serves. Hear about the FCC Library's marketing successes, pitfalls, and how it became, in the words of the chairman, "The Least Depressing Place in the Agency."

4:00 p.m. – 5:00 p.m.
BCC Room 339-340

**"The Least Depressing Place in the Agency": Bringing Fun to an Un-Fun Workplace**

*Amanda Costigan*
Library Director, Federal Communications Commission Library

**Brittany Ham**
Librarian, Federal Communications Commission Library

**Rachel Seissler**
Cataloger, Federal Communications Commission Library

The Law Library of Congress brings a global perspective to analyzing current legal issues. Four years ago, the Law Library released a comparative law report on government statements and regulations related to Bitcoin use. For this panel, Law Library specialists covering various regions and legal systems will present on the evolution of the laws governing virtual currencies.

4:00 p.m. – 5:00 p.m.
BCC Room 341-342

**Bitcoin: Changing Laws for an Emerging Currency**

*Andrew Webber*
Legislative Information Systems Manager, Library of Congress

**Hannibal Goitom**
Foreign Law Specialist, Library of Congress

**Jenny Gesley**
Foreign Law Specialist, Library of Congress

**Laney Zhang**
Foreign Law Specialist, Library of Congress
Publicizing Faith or Privatizing Law? Researching Religious Arbitration and Private Dispute Settlement

Marylin Raisch  
Associate Director for Research & Collection Development, Georgetown University Law Center

Issam M. Saliba  
Specialist in Islamic Law, Law Library of Congress

Amid new controversies sparked by "fake news," sometimes there is simply misunderstanding regarding the role of religious law in the United States (most commonly Islamic law and the term "Sharia law"). Participants will learn that religious courts exist alongside, rather than within, the jurisdiction of courts in the United States and most of the world. Seeing these tribunals situated within a taxonomy of rule of law institutions, but not necessarily having autonomous powers of enforcement without consent, may enlighten researchers and civil servants alike.

This topical research roundtable will describe the context for religious tribunals in the United States and clarify the role of the United States and other world courts in enforcing contractual agreements to arbitrate. In addition, the rise of private dispute settlement organizations, such as those for Christian conciliation, and the long-standing role of prenuptial agreements for Jewish divorce, provide an illuminating challenge for individuals who document or discover evidence in litigation, honing specific skills.

Don't Just Hire the Best—Keep Them

Kristina J. Alayan  
Head of Reference & Adjunct Professor of Law, Georgetown University Law Center

Liz Graham  
Head of Content Acquisitions, Georgetown University Law Center

Many of us are fortunate enough to have outstanding teams and colleagues, but keeping them engaged and feeling supported can be a challenge depending on our resources, as well as institutional barriers and cultural norms. What can we learn from one another—across departments, libraries, and sectors—about alternative management models and support for professional development that will allow us to better retain high-performing team members? Let's share what's working and tackle perennial problems in a constructive, collaborative manner.
11:30 a.m. – 12:30 a.m.
BCC Ballroom II

From Concept to Deliverable: Build Your Own Law Library Chatbot

Robert Brammer
Legal Information Specialist,
Law Library of Congress

Artificial intelligence (AI) is slowly reshaping the legal industry and the ways legal information is analyzed and provided. In October 2017, the Law Library of Congress attached a chatbot to its Facebook page. This chatbot connects patrons to research guides, foreign law reports, and primary sources of law that are available on the Law Library of Congress blog, In Custodia Legis, and its website, Law.gov.

This presentation will discuss the application of AI to law, what a chatbot is, how a chatbot can be used by law libraries, how to build a chatbot that requires no programming knowledge, mistakes to avoid when building a chatbot, how to maintain a chatbot so it is responsive to patrons’ needs, and methods to evaluate a chatbot’s performance.

Please note: In order to participate in building a chatbot, attendees must have a Facebook account.

2:00 p.m. – 3:00 p.m.
BCC Room 318-319/321-322

Changing Paths and Opening Doors: Transferring Skills Across Law Library Types and Sectors

Anne Guha
Reference Librarian & Adjunct Professor of Law,
Georgetown University Law Center

Andrew W. Lang
Reference Librarian & Adjunct Professor of Law,
Georgetown University Law Center

Kristina J. Alayan
Head of Reference & Adjunct Professor of Law,
Georgetown University Law Center

Jennifer Davitt
Chief Librarian, U.S. Securities & Exchange Commission, Louis Loss Library

Morgan Stoddard
Director of Research Services, George Washington University Library

Amy Taylor
Research Librarian, Crowell & Moring LLP

Transitioning across positions or work environments can seem daunting, but law librarians do it all the time. There are unique demands across different types of law libraries—academic, firm, and government—as well as across different departments, such as public versus technical services. In this discussion, panelists will talk about how they made significant career pivots, the particular challenges they faced in a new setting or role, and the most valuable transferrable skills they used to make the leap.
Copyright, Digitize, and Lend: What You Need to Know

Michelle Wu
Associate Dean for Library Services & Professor of Law, Georgetown University Law Center

In a time of limited resources, libraries are always seeking to maximize their reach with decreasing funds. One way to accomplish this goal is through collaborative digitize-and-lend, where libraries share the responsibility of digitizing materials and all libraries can benefit from the digitized versions. This collaborative arrangement can lead to collaborative collection development and resource mining services. Libraries perceive copyright as a roadblock to this vision, and this session seeks to demonstrate why copyright can be a library's ally instead. It also aims to provide librarians with tools to talk to their deans or counsel, who may be very familiar with copyright, but are rarely conversant with copyright's provisions as they apply to libraries.

Digitization as Choose Your Own Adventure

Leah Prescott
Associate Law Librarian for Digital Initiatives and Special Collections, Georgetown University Law Center

Many librarians are scared away from digitization projects because it seems too expensive or difficult. Do you have the right equipment? How much server space do you need? How will you store the objects, and how will you provide access? These questions can seem daunting; however, the answers to these questions do not exist in a vacuum. They depend on the content, goals, and scope of the project. This session will examine how methods and standards for digitization, preservation, and access differ based on a variety of factors, and how different libraries achieve their digitization goals.

The Shape of Future Libraries: Planning Orientation for 2018 and Beyond

Khelani Clay
Assistant Law Librarian, American University Washington College of Law

Library orientations have been around for decades. It immediately brings to mind librarians leading a group of students or attorneys around the library like a flock of ducklings following the mother duck. Your ducklings may remember not to eat in the computer lab, or where the bathrooms are located, but more substantive discussion often falls by the wayside. Or worse, you have lost your orientation slot for newcomers. Creating interactive orientation sessions for your patrons provides a more thoughtful way to introduce them to library resources and policies. And, they can do it on their own time. Easy-to-use technologies that enhance library orientations are also a fantastic way to market your library.
Tech Talk

Information Architecture and the 21st Century Librarian

Matt Zimmerman
Electronic Resources Librarian, Georgetown Law Library
mlz4@law.georgetown.edu

With my first Tech Talk column back in Fall 2016, I wrote about a then-new course on programming for lawyers. Since then, I’ve written a few times about the benefits for librarians who code and pointed out a couple of useful things to learn.

This issue of Library Lights focusing on the “next generation” seems like a good opportunity to talk about information architecture (IA) and what emerging professionals ought to know as they navigate the information ecosystems that libraries inhabit in the 21st Century.

In Information Architecture: For the Web and Beyond, IA is defined as:

1. The structural design of shared information environments
2. The synthesis of organization, labeling, search, and navigation systems within digital, physical, and cross-channel ecosystems
3. The art and science of shaping information products and experiences to support usability, findability, and understanding
4. An emerging discipline and community of practice focused on bringing principles of design and architecture to the digital landscape
This sprawling definition hints at the challenges inherent in IA itself. It’s essential but hard to pin down. While IA is characterized here as an “emerging discipline,” librarians can justifiably argue that this is what we’ve been doing all along. Challenges related to organizing, labeling, searching, and navigating information systems are nothing new. For us, IA provides a framework for applying our expertise in the 21st century information technology landscape and is therefore, in my opinion, essential to the education and development of the next generation of librarians.

I’ve recently wrapped up a class I taught at the Catholic University of America Library and Information Science Program on Information Architecture and Web Design. The class was at times an uncomfortable mix of specific technologies (HTML, CSS, etc.) with a more general exploration of information architecture and the website design process.

So why did I find it uncomfortable to mix training on specific technologies while simultaneously exploring IA concepts and practices? The big issue is that you don't need to be a web developer to apply IA principles. These skills are useful, to be sure, and are essential for certain roles within any library. But as a practical matter, getting the most out of our library service platforms and content management systems means understanding our user’s needs and making good design decisions.

We often end up tweaking a system rather than building, and that’s okay. The environment we work in is complex. Modern websites must meet high standards of functionality, accessibility, security, and design. As we see more collaboration across institutions, we also need systems that can scale and support complicated interactions. All librarians need to understand the impact these systems will have on our patrons and our services. And you don’t have to be a coder to engage with these processes.

Questions? Comments? Advice to share? Please let me know at matt.zimmerman@georgetown.edu

Notes
