

**Remarks from the
Public Printer of the United States
Robert C. Tapella**



**Fall Federal Depository Library
Conference and DLC Meeting
Arlington, Virginia
October 19, 2009**

Good morning. I'm Bob Tapella, the Public Printer of the United States.

I'd like to begin today by welcoming our new members to the Depository Library Council to the Public Printer.

- James Jacobs from Stanford University
- Jill Moriearty from the University of Utah.
- Dan O'Mahony from Brown University.
- Ann Sanders from the Michigan Department of Education.
- Camilla Tubbs from Yale University

I also want to thank the rest of Council for their work over the past year and in particular, welcome our incoming Council Chair John Shuler.

John has accepted the challenge of leading council's work in collaboration with GPO and the depository library community this year.

For those that don't know John well, I'd like to share a few things.

John was the first person to work with GPO to create our formal partnership with the FDLP a number of years ago, he has spearheaded our involvement in virtual reference collaboration, and, as you can see at today's session, the conference setup has changed to provide less formal presentations and more collaboration. That was John's and Ric Davis' doing.

GPO Budget

First, some really good news on the budget situation at GPO, as it affects our relationship with Federal depository libraries.

In FY 2008, our approved budget for the Salaries and Expenses Appropriation that supports this program and other associated programs was \$34,913,000.

For FY 2009, it was increased to \$38,744,000 and for FY 2010 we are approved at \$40,911,000.

Additionally, for the first time, we received separate and direct funding for GPO's Federal Digital System (FDSys) in FY 2010, at almost \$7.8 million. These are significant increases, and Ric is going to talk more about some specifics on contracts we just awarded and our spend plans going forward to support the library community.

Strategic Thoughts on the Future of the Federal Depository Library Program

In thinking about the future of the Federal Depository Library Program, I want to re-emphasize certain assumptions that we need to be focused on in our work together.

We also need to work to administer the FDLP in a manner that allows depository libraries the most flexibility we can provide within the current mandates of Title 44 of the United States Code.

But before I get to the assumptions, I want to mention that tomorrow morning, there will be a strategic planning session at which you will hear a presentation of research conducted by Ithaka S+R for a report commissioned by the Association of Research Libraries (ARL) and Chief Officers of State Library Agencies (COSLA).

I, along with other GPO employees, was interviewed and provided data towards this effort.

I have read *Documents for a Digital Democracy: A Model for the Federal Depository Library Program in the 21st Century, an Interim Summary*, and I must say I am very impressed with the work.

But, I have one question for all of you after you've had a chance to read it: "What's next?"

At our spring meeting, Council recommended that GPO seek funding for an outside consultant to deliver a range of models for the future of the FDLP.

We did and it was approved by Congress.

So again I ask "What's next?"

We are going to need to work closely with Council and through our oversight committee, the Joint Committee on Printing, on a spend plan for this, along with defined requirements for our expected outcomes, through a competitive bid process.

For those of you unfamiliar with Federal procurements, it can be a lengthy process.

I encourage you therefore, to look at this Ithaka report as a building block that we will use as part of a larger process that Council recommended to GPO.

Please use the strategic planning session tomorrow to begin framing the goals and expected outcomes for this consultant. And in doing so, I ask that you consider the following ten assumptions:

1. Developments in the larger library world are informing the future of the FDLP.
2. Fewer Federal depository library professionals will be steeped in the FDLP or in Federal resources.

3. Depository libraries must be allowed to adapt to technological change and program changes to perform their roles.
4. Competencies to lead and manage the Federal depository of the future will be different than those of the traditional depository library.
5. Collaboration and cooperation are essential.
6. Government agencies and the private sector will continue to independently develop tools and resources to locate Government information.
7. Partnerships between the Government and the private sector will continue to develop and increase.
8. GPO needs to continue to promote depositories, its resources and tools outside of the FDLP.
9. An enhanced system is needed to ensure the persistent identification and description of Government information products available via Government electronic information services.
10. A primarily electronic FDLP offers opportunities to make more information locally available to the public, with enhanced functionality.

As the Depository Library Council works with GPO and the community throughout this conference, I am asking that you continue to be guided by these assumptions.

Transparency and Open Government

Earlier this year, I wrote President Obama and laid out how GPO could help support his vision for transparency and open government as well as digital access to much more information from the government.

Specifically, I proposed five goals and accompanying actions that GPO is prepared to undertake.

The goals are:

- **First**, position GPO's Federal Digital System as the official repository for Federal Government publications.
- **Second**, enable and support Web 2.0 functionality through FDsys to support comments on pending legislation.
- **Third**, establish a demonstration project to apply Web 2.0 features to rulemaking documents;
- **Fourth**, participate in and lead efforts to standardize electronic publishing formats.
- **Fifth**, link the White House Web site to FDsys for public searches of Government documents.

As part of GPO's response to these goals, we worked closely with the National Archives' Office of the Federal Register to convert the text of the Federal Register, 2000-2009, into XML (extensible markup language) and placed it online in numerous Federal Government portals, including GPO's Federal Digital System, the Federal Register Web site, and the Government's new portal for government data, **data.gov**.

We have recently been called upon by Congress, in the joint explanatory statement on H.R. 1105, to work with the Library of Congress, including the Congressional Research Service

and the Law Library of Congress, to discuss access to bulk data. Specifically, the report language states:

Public Access to Legislative Data-- There is support for enhancing public access to legislative documents, bill status, summary information, and other legislative data through more direct methods such as bulk data downloads and other means of no-charge digital access to legislative databases.

The Library of Congress, Congressional Research Service, Government Printing Office and the appropriate entities of the House of Representatives are directed to prepare a report on the feasibility of providing advanced search capabilities. This report is to be provided to the Committees on Appropriations of the House and Senate within 120 days of the release of Legislative Information System 2.0.

This task force is working to jointly develop a position on bulk data. But in parallel with this effort, GPO is also starting to talk with groups about Application Programming Interfaces or “APIs”, with the goal of developing a specification that will help enable other systems to access our data.

Also, we would like to work with the Depository Library Council to further define requirements that may enable future digital deposit of authenticated files in depository libraries through FDsys.

This will enable GPO to serve as both an official repository of Federal Government publications through FDsys and also a distribution channel for these publications.

This will continue to support the geographically dispersed collections of content in the digital world in the manner that they have been supported in the traditional print environment for libraries.

I also believe that the Federal Government has an obligation to provide complete legal and regulatory information online in an electronic format that is fully usable by the American people free of charge.

We should start with the Constitution Annotated, showing how Supreme Court decisions have affected Federal statutes all the way through Public Laws, Slip Decisions, the *Code of Federal Regulations*, and proposed laws and regulations.

We need a citation standard that is media neutral.

This citation standard needs to be in the public domain and support permanent links so that the fidelity and integrity of documents will be maintained indefinitely.

We also need to create smart systems that realize the value that XML and Web 2.0 can provide.

As one example, the *Federal Register* is a daily publication and a regulation published in the *Federal Register* is incorporated on an annual basis into the appropriate *Code of Federal Regulations* volume.

GPO, working with the Office of the Federal Register, is looking at how we can create a so-called “point in time system.” With such a system you could dial in a specific date and see what regulations were in effect on that date.

What if we could create a point in time capability for the entire legal and regulatory framework of the United States? It’s an ambitious goal, but one that is worthwhile and one that we are pursuing at GPO.

Let’s move on to FDsys.

FDsys

GPO recently released a number of new collections into FDsys, including:

- *Congressional Directory* (105th Congress to present)
- *Congressional Record* (Bound) (1999-2001)
- *Congressional Record Index* (1996 to present)
- *Economic Report of the President* (1996 to present)
- *GAO Reports and Comptroller General Decisions* (1994 to 2008)
- *History of Bills* (1983 to present)
- *United States Government Manual* (1995/1996 to present)
- *United States Statutes at Large* (2003 to 2006)

The *Congressional Directory*, *Congressional Record* (Bound), *United States Government Manual*, and *United States Statutes at Large* are available with authenticated digital signatures.

Additionally, the *List of CFR Sections Affected*, *Weekly Compilation of Presidential Documents*, and *Daily Compilation of Presidential Documents* collections have been authenticated with digital signatures and are currently available.

GPO is in the process of digitally signing the *Federal Register* collection, which will occur on a year-by-year basis.

In continuing the migration from GPO Access, the next set of collections that will be made available includes:

- *United States Code*
- *Code of Federal Regulations*
- *Public Papers of the Presidents of the United States*
- *House Precedents* (Hinds, Deschler, Cannon)

Now that I’ve showered you with good news and have a happy audience, I want to discuss the problems we experienced recently with access to our Persistent Uniform Resource Locators (PURLS).

PURLS

The primary PURL server at GPO had a significant hardware failure on August 24, 2009.

The hardware was restored, but then we encountered problems with the application script used to operate this service related to system configurations and Uniform Resource Locator (URL) resolutions.

I want to emphasize that although access to this system posed an issue, no data was lost. The script was executed and at a run rate of 10,000 PURLS every twelve hours, and PURLS were made accessible again on September 8, 2009.

GPO's Information Technology and Services (IT&S) staff have conducted testing of new procedures for the backup PURL application and server. The testing has been successful.

We recognize how critical these systems are and the importance of having stable and redundant systems to access online content.

An off-site redundant back-up of all critical hardware and systems is and will continue to be a priority for GPO. We're moving as quickly and prudently as possible.

We are exploring hosted services and expansion of real-time failover capability, as well as other options to build a "bridge of stability" for this service until FDsys is fully enabled.

We have other vulnerable legacy computer systems and applications at GPO. Here are five that we have identified as vulnerable:

1. The Depository Distribution Information System (DDIS) manages information including item numbers and SuDoc class stems, item selection information, and basic information on FDLP libraries, such as addresses.
2. The Acquisitions, Classification, and Shipment Information System (ACSIS) maintains applicable classification, bibliographic, acquisition and shipment processing information for all titles in the FDLP and Cataloging and Indexing Program.
3. The Automated Depository Distribution System (ADDS) fulfills the distribution of Government materials to depository libraries nationwide and within U.S. territories.
4. The Item Lister system allows Federal depository libraries to review their current item number selection information.
5. Shipping Lister enables Federal depository libraries to retrieve an official version of a Depository Shipping List in a PDF format from FY 2001 forward, with microfiche shipping lists added starting with FY 2009 shipping lists.

The Library business unit that Ric manages is developing documentation on requirements for each legacy system migration, and our Information Technology and Services (IT&S) organization will be responsible for migrating the legacy hardware and software applications to more current and stable solutions that follow industry best practices and the agency's enterprise architecture.

These activities, and their progression in time, are all contingent on approval of funding for implementation.

Next, I would like to talk about Digitization.

Digitization

In 2004, GPO proposed digitizing all retrospective Federal publications back to the earliest days of the Federal Government.

We conducted a pilot project in 2006 and evaluated it in 2007. We issued an RFP in 2008 for a cooperative relationship with a public or private sector participant or participants where the uncompressed, unaltered files created as a result of the conversion process would be delivered to GPO at no cost to the Government, for ingest into GPO's Federal Digital System (FDsys).

We originally posted this requirement on the Federal Business Opportunities (FedBizOpps) Web site. As a result of the posting we received one offer. Although a decision was made to make an award by GPO, it had to be approved by our oversight committee.

Committee staff were briefed on the process and additional questions were provided to GPO to answer with regard to the RFP and the digitization process. The offeror's bid acceptance period was set to expire before GPO could award the contract. The vendor extended their offer more than once, but at the end of the day, the contract did not come to fruition.

We are currently developing new digitization alternatives. In addition to our longstanding goal of serving as one of the repositories for electronic files through the submission of material to FDsys, we will be following the Depository Library Council's recommendation to focus on coordinating projects among institutions, assist in the establishment and implementation of preservation guidelines, maintain a registry of digitization projects, and ensure that there is appropriate bibliographic metadata for the titles in the collection.

We encourage any of you who are digitizing materials who would like to join GPO in this important effort to digitize historical publications to submit proposals through our Partnership page located on the FDLP Desktop.

Another good site to review is the Federal Publications Digitization and Public Access Files Initiative Web page. This page links to our Registry of U.S. Government Publication Digitization Projects and GPO's work with others on guidelines and consideration of digitization specifications for still digital images.

Finally, I'd like to give an update on PACER (Public Access to Court Electronic Records).

PACER

At its September 2007 session, the Judicial Conference endorsed a joint pilot between GPO and the Administrative Office of the U.S. Courts that was not to exceed two years in length.

The GPO sought volunteers to participate in the pilot from among its depository libraries. Forty-nine depository libraries responded to the call for volunteers. In consultation with the

GPO, the Administrative Office selected seventeen depository libraries to participate in the pilot.

The pilot commenced in October 2007 and was suspended after eleven months for an evaluation. The data collected during that time suggests that the target population, a segment of the public that would be unlikely to go to the court house or establish a PACER account, was not reached as anticipated.

Although the pilot was initially well publicized, the level of ongoing public outreach about the pilot did not reach the desired level. More fundamentally, PACER is a tool, not a program.

Therefore, the American Association of Law Libraries (AALL) has been contacted to discuss ways the pilot could be reinvented to make PACER part of a legal research and training program for librarians and the users.

Once a proposal is developed, it will be submitted to the Judiciary's advisory groups, the Court Administration and Case Management Committee of the Judicial Conference and the Judicial Conference Committee on Court Administration and Case Management for consideration.

I am very hopeful that we'll have a new Pacer Pilot during this fiscal year.

With this, I'd like to turn the meeting over to Acting Superintendent of Documents Ric Davis.