



**IMPLEMENTING A NEW  
PRINT DISTRIBUTION FRAMEWORK:  
A REPORT FOR THE FDLP COMMUNITY**

Library Services and Content Management  
Office of the Superintendent of Documents  
U.S. Government Publishing Office

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## Background & Introduction

The transition to a digital Federal Depository Library Program (FDLP) has been a lengthy one, beginning in 1993 with the passage of the [GPO Electronic Information Access Enhancement Act](#). A turning point came in 2015 when the U.S. Government Publishing Office (GPO) sought the approval of the Joint Committee on Printing (JCP) for a Superintendent of Documents policy that would allow regional depository libraries to discard materials from their collections under certain circumstances. The JCP-approved policy created possibilities for moving forward with a digital FDLP – sharing collections across state lines, regionals being able to select online publications without having to select the tangible equivalent, and building a framework around four identified geographic areas.

In November 2021, GPO Director Halpern convened the [Task Force on a Digital Federal Depository Library Program](#). The charge of the Task Force was to study the feasibility of a program that prioritized the digital format over the print format. The Task Force issued a [Report](#) in December 2022 that concluded that the FDLP can and should move to a digital program. Further, Task Force members offered Director Halpern [recommendations, to which he responded](#). In doing so, he charged Superintendent of Documents Matheson with implementing a digital FDLP.

The first implementation step was to reduce print distribution to depository libraries. In July 2023, the Tangible Selection and Distribution (TSD) Working Group was established and charged with developing recommendations to “change the current tangible selection and distribution models” of the FDLP in light of the Task Force Report, the [National Collection of U.S. Government Public Information Strategic Plan](#), and budgetary constraints. The TSD Working Group consisted of GPO staff within the Library Services and Content Management (LSCM) unit and reported to Superintendent of Documents Scott Matheson and LSCM Managing Director Laurie B. Hall (Appendix I).

The purpose of this report is to provide transparency into the decision making behind the new limited print distribution framework. The audiences for this report are the staff and administrators of Federal depository libraries (FDLs). Internal workflow changes to the LSCM business unit are not addressed. The report details the work of the TSD Working Group, with the goal of increasing understanding of the various elements of the new model, so that FDL staff and administrators can make informed decisions about their local collections going forward.

## Determining Titles for Continued Depository Distribution

The first task of the TSD Working Group was to identify the minimum tangible publications for distribution to Federal depository libraries. This was coined the “Print Distribution Titles List” or PDT List. The TSD Working Group identified the following assumptions informing their work:

- The libraries that receive a particular title may change over time.
- GPO will be flexible about relocating portions of depository collections, when needed, within a National Collection Service Area (NCSA).
- At least one print copy of each title will be available through Interlibrary Loan (ILL) in the NCSAs.
- Each NCSA will develop a long-term collection development/management plan, which will include provisions for a last copy policy and procedure.

### Establishing Criteria for the Print Format in a Digital FDLP

The TSD Working Group began with the existing List of Classes, the official listing of publications available for selection by depository libraries.<sup>1</sup> The group decided to limit their consideration to only those print titles distributed since FY19, as the List includes older entries and titles not published in the last five years which are unlikely to be published in print in the future. The TSD Working Group also considered FDLP selection, distribution, and cost data while acknowledging the impacts of the COVID-19 pandemic that fell within that time frame. The TSD Working Group also reviewed a 2019 list of FDLP resources that were identified as priorities for FDLP distribution in print.

At the recommendation of the TSD Working Group, LSCM used the following criteria as the framework for determining the PDT List:

- Statutory requirements for the title to be printed.
- Titles where the print version is the legally controlling version in some jurisdictions.
- Popularly selected serial titles.
- Non-ephemeral maps where the online version lacks sufficient resolution.
- Time series statistical data.
- Titles of an important reference nature.

### Print Distribution Titles List

For determining statutorily required titles, the TSD Working Group reviewed an appendix in the [Task Force Report](#) (p. 65) which includes a table of statutory

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<sup>1</sup> Classes are clusters of publications by authoring agency and type of publications. Often a class is at the title level, but some classes are broad groups, such as “General Publications” of an agency.

language related to printing and dissemination. In most cases, the United States Code served as the basis for determining that the print format is the legal controlling authority for a Federal Government title. For example, 1 U.S.C. §§ 201- 202 states that for the United States Code itself, the “Government Publishing Office shall print such numbers as are necessary for depository library distribution and for sale.” This citation led to the determination that the United States Code is a title that must be included in the limited print distribution framework. Another example is the statement in 28 U.S.C. §§411(a) and (c) that, “the decisions of the Supreme Court of the United States shall be printed, bound, and distributed in ... the United States Reports as soon as practicable after rendition.”

In other cases, the TSD Working Group determined that some titles listed in the Task Force appendix were not statutorily required to be distributed in print. The table below offers the reasoning behind the working group’s decision not to include the cited titles and classes:

<b>Table 1: Federal Government Titles and Classes Excluded from the PDT List</b>	
Federal Register (AE 2.7:)	The online edition of the Federal Register published on <a href="#">GovInfo</a> is issued under the authority of the Administrative Committee of the Federal Register as the official legal equivalent of the paper and microfiche editions (44 U.S.C. 4101 and 1 CFR 5.10).
Congressional Record (Daily) (X 1.1/A:)	The Congressional Record (Daily) is published online via <a href="#">GovInfo</a> , and provides the greatest utility in an online format.
Congressional hearings, committee prints, legislative calendars, and committee rules (Y 4)	Congressional hearings, committee prints, legislative calendars, committee rules, and other Y 4 materials are available online via <a href="#">GovInfo</a> . There is no statutory requirement for these materials to be distributed, and many congressional committees are not printing for their own use.

After determining which titles were statutorily required for print distribution, the TSD Working Group reviewed the List of Classes entries using the other criteria outlined above for inclusion on the PDT List. The complete PDT List is included as Appendix II.

The classes included in the PDT List are subject to change over time, primarily due to decisions made by the issuing agency. For example, during the months that the working group considered the PDT List, two titles originally on the PDT List were discontinued in paper format by the issuing agencies.

## Determining Quantities to Distribute

After choosing the classes for the PDT List, the TSD Working Group recommended that LSCM group them into the following quantities for distribution:

- the Unlimited distribution group.
- the 50-copy group.
- the 20-copy group.

Distribution quantities for each entry on the PDT List are included in Appendix II. Acknowledging their foundational role in the FDLP, the Unlimited distribution group are those PDT classes and titles that will continue to be distributed to all current and future selectors. Most entries on the PDT List are in the 50-copy group, which was considered the best quantity to balance both cost and demand. The titles in the 20-copy group were set because of the expense to print and distribute or because of lower levels of depository library demand.

## Special Selection Offers

Special Selection Offers (SSOs) will also play an important role in the new limited print distribution framework. They will provide a process for LSCM to distribute select print titles that are historically significant, high-interest titles. These titles may at times fall under PDT List classes, but due to anticipated high demand, LSCM determines a need to distribute more copies than established PDT List quantities.

These could include special House or Senate Documents or Reports like the Final Report of the Select Committee to Investigate the January 6th Attack on the United States Capitol ([Y 1.1/8: 117-663](#)).

The TSD Working Group defined a “high-interest publication” as those publications that cover historically significant events or represent foundational documents of democracy but are not included in the PDT List Unlimited distribution group. In addition, titles of a broad reference nature, or conversely, that appeal to specific groups, such as military histories, children’s resources, or are of particular interest to underserved populations, will be considered for SSOs.

SSOs will be issued primarily for stand-alone monographs since monographic series and serials are not suited for this distribution model. Finally, the SSO model will be used to distribute the print version of a work when that title has no digital surrogate and there is perceived demand for the content from Federal depository libraries, or when the best format for the content is determined to be print. The quantity of an SSO will be determined on a case-by-case basis, and will consider both anticipated demand for the title, and the expense to print and distribute the publication via the FDLP.

## Questionnaires for Federal Depository Libraries

LSCM was committed to incorporating feedback and input from depository libraries into plans for the limited print distribution framework and allocation process. This was accomplished through questionnaires for depository library coordinators to submit and meetings for LSCM to provide follow-up. There were three such questionnaires:

- *Print Distribution Titles Information Questionnaire.*
- *Determining Criteria for Distributing Print Titles.*
- *Print Distribution Titles (PDT) Questionnaire.*

### Print Distribution Titles Information Questionnaire

An initial meeting about the limited print distribution framework was held on September 19, 2023, with a subset of Federal depositories that included coordinators from regional depositories, Preservation Steward partners, and libraries that receive regional copies. Of the 84 libraries invited to the virtual meeting, 89 library staff attended.

LSCM used this meeting to address the planned limited print distribution framework and to introduce the [PDT List](#). This was the first opportunity for librarians to learn and absorb this content. There was open discussion about upcoming changes to the FDLF and the potential impact on libraries.

There was time for questions and feedback from the attendees. Concern was expressed about enduring digital access, digital literacy of users, how GPO is going to increase digital content, and a few questions about the logistics of the implementation process moving forward.

LSCM decided meetings would be held with all FDLs, by NCSA. The meeting closed with a request for the participants to complete a questionnaire about the prospective titles that LSCM would use to preliminarily assess demand for the print format from FDLs. This questionnaire was for informational purposes only, and it was stressed that no responses were binding. There were 76 respondents to the *Print Distribution Titles Information Questionnaire*; the [results](#) were analyzed, and posted to FDLF.gov on October 31, 2023.

### Determining Criteria for Distributing Print Titles

The criteria used to decide the print allocations to depository libraries were determined by each NCSA. Following meetings held in November 2023 with NCSAs to discuss distribution criteria, depository library coordinators were asked to complete a questionnaire, *Determining Criteria for Distributing Print Titles*, which was open from November 20-30, 2023. The purpose was to allow depository coordinators

to provide input on their preferences for how criteria should be applied by LSCM when making PDT allocations within their NCSA. With 618 submissions, there was an overall response rate of 56%. The NCSA response rates were:

- Midwest: 57%
- Northeast: 55%
- South: 58%
- West: 50%

Depository coordinators were asked to rank the importance of each criterion by assigning it a number from 0-100 with the sum totaling 100. They also had the opportunity to add additional criteria by completing a free text box. The following heat map shows the resulting criteria weights for each of the NCSAs, with green representing criteria with the highest weights and red with the lowest.

<b>Table 3: Weighting of Distribution Criteria by National Collection Service Area</b>				
<b>Criteria</b>	<b>Midwest</b>	<b>Northeast</b>	<b>South</b>	<b>West</b>
Commitment to print preservation	17.08	16.76	16.26	13.19
Interlibrary Loan (ILL)	13.27	11.25	12.35	13.23
User need for print	11.30	10.45	8.23	8.56
Extensive run	8.35	12.01	9.17	7.78
Limited internet connectivity	7.89	7.22	7.61	8.69
Government information expertise	7.58	8.51	8.66	7.16
Reference services	7.26	7.33	7.11	6.14
Library type	5.89	6.72	6.21	6.40
Depository type	5.55	5.31	7.42	6.23
Geographically dispersed	5.45	5.56	5.99	8.03
NCSA subregions	4.72	4.57	6.41	9.58
Circulates	4.42	4.23	3.63	4.46

The *Determining Criteria for Distributing Print Titles* questionnaire gave respondents two opportunities to provide open feedback. Respondents were asked, “What do you think ‘equitable distribution’ means across your NCSA?” Respondents were also asked, “Please share any additional thoughts on why criteria are important to your library and patrons or notes on which ones may impact equitable distribution.”

For the first question, respondents typically gave multiple answers. These qualitative responses were categorized and defined into codes to quantify the results. Responses such as “no opinion” or “don’t know” were excluded from coding. The total number of responses varied by NCSA. The South had the largest number of responses at 128, followed by the Midwest at 117, the Northeast at 93, and the West at 79. Many respondents provided several responses within the text box, so the number of responses is not equal to the total number of respondents. Coded responses are found in Appendix III.



The responses to the second question were fewer in number than the question about equity. Some respondents simply repeated their justification for the titles they selected in the survey questionnaire. Comments such as “nothing more to say” or similar expressions were not recorded. Due to the small number of overall responses, the number of topics were not counted by individual respondent.

### Print Distribution Titles Questionnaire

The *Print Distribution Titles (PDT) Questionnaire* was instrumental in determining the allocation of titles to depository libraries. It provided depository coordinators an opportunity to indicate their interest or need to receive 20- or 50-quantity titles from the PDT List, or they could indicate their desire not to receive any print publications. Additionally, libraries were asked to justify their need for print by identifying the supporting criteria.

Through an FDLP News Alert on December 6, 2023, the [questionnaire](#) was released to FDLs, with a December 22 submission deadline. To get the best possible response to the questionnaire, an email was sent to depository coordinators who at that time were selecting titles on the PDT List but had not yet responded to the questionnaire. The questionnaire remained open until December 26, 2023.

### Quality Control

When the questionnaire closed, there were 747 responses. A quality check was conducted by comparing the submissions with the Federal Depository Library Directory (FDL Directory) entries. More than 40 depository library numbers were entered incorrectly and were fixed. NCSAs also were compared and adjusted as needed. Further quality control was conducted to ensure there were no duplicate submissions. Fifteen duplicate depository library numbers were identified. The latest submissions were retained; the others were removed from the data set. An LSCM test submission was also removed.

### Response Analysis

When the questionnaire was launched, there were 1,106 libraries in the FDLP. Of those, 731 (66%) responded to the *PDT Questionnaire*. Of the 731 libraries that responded, 400 (55%) indicated they did not want to receive any print publications.

The response data revealed that the library types Academic, General; State; Academic, Law; Public; and Highest State Court Library expressed the most interest in receiving print publications. The table below shows the results for all library types broken out by NCSA.

<b>Table 4: Number of Title Requests by Library Type and NCSA</b>					
<b>Library Type</b>	<b>Midwest</b>	<b>Northeast</b>	<b>South</b>	<b>West</b>	<b>Total</b>
Academic General	311	233	578	436	<b>1558</b>
Academic, Community College	6	3	0	10	<b>19</b>
Academic, Law Library	104	62	126	58	<b>350</b>
Federal Agency Library	0	53	0	18	<b>71</b>
Federal Court Library	2	51	3	0	<b>56</b>
Highest State Court Library	9	31	24	50	<b>114</b>
Public Library	100	103	29	109	<b>341</b>
Service Academy	0	3	0	0	<b>3</b>
Special Library	2	17	0	24	<b>43</b>
State Library	95	104	39	150	<b>388</b>

The top ten titles that were most requested are shown below by NCSA. The complete list of titles requested by demand can be found in Appendix IV.

<b>Table 5: Top Ten Titles Requested</b>					
<b>Title</b>	<b>Midwest</b>	<b>Northeast</b>	<b>South</b>	<b>West</b>	<b>Total</b>
Code of Federal Regulations	33	42	48	37	<b>160</b>
CFR Index and Finding Aids	33	42	51	34	<b>160</b>
Economic Report of the President	27	36	38	36	<b>137</b>
Budget of the United States Government / Appendix	28	30	38	29	<b>125</b>
Congressional Directory	29	32	34	30	<b>125</b>
Foreign Relations of the United States	23	27	34	24	<b>108</b>
Budget of the U.S. Government, Major Savings and Reforms	20	25	28	25	<b>98</b>
Analytical Perspectives	24	22	26	25	<b>97</b>
Astronomical Almanac	24	26	21	25	<b>96</b>
Health, United States*	25	16	26	22	<b>89</b>

\* Agency discontinued print publication of title.

### Open Text Analysis

To allow respondents an opportunity to submit further explanations or remarks, a free text box was provided on the questionnaire: "Please share any other comments you have about the new print distribution framework."

There were 88 responses after the "none," "NA," "not at this time," and similar entries were removed. All comments were reviewed and categorized by topic. Several of the responses included multiple topics. Those comments were divided and incorporated into the appropriate topics, making a total of 123 separate comments.

Table 6 conveys the topics and the number of comments that were categorized in each. Topics with asterisks indicate these were also listed as criteria within the questionnaire. When the free text comment matched criteria already included in the questionnaire, LSCM staff checked to confirm they had selected the option.

<b>Table 6: Number of Comments per Topic</b>	
<b># COMMENTS</b>	<b>TOPICS</b>
26	About the new print distribution framework
16	Additional explanation for print need
10	Consulted with other libraries or in an existing agreement
10	Possible FAQ or outreach needed
10	*Preservation Stewards
9	Need for the "official" version / Legal community
7	*Geographic distribution
7	Want print "just-in-case"
6	*Preservation
4	*Teaching / Classroom Use
3	Access
3	*Digital Divide
3	Regional depository libraries
2	*Library types and expert service
2	No digital equivalent
2	Possible Special Selection Offers
2	Not superseding print
1	Legality of reduction of print distribution questioned

The questionnaire responses made clear the importance of access and preservation to depository libraries, as well as a desire to know more about how the limited print distribution framework would work.

## Library Allocations of Print Titles

### Determining Library Allocations

A decision process was developed to determine print allocations to depository libraries once the *PDT Questionnaire* results were received. To meet existing directives and policies and ensure fair and equitable library allocations, these factors were prioritized:

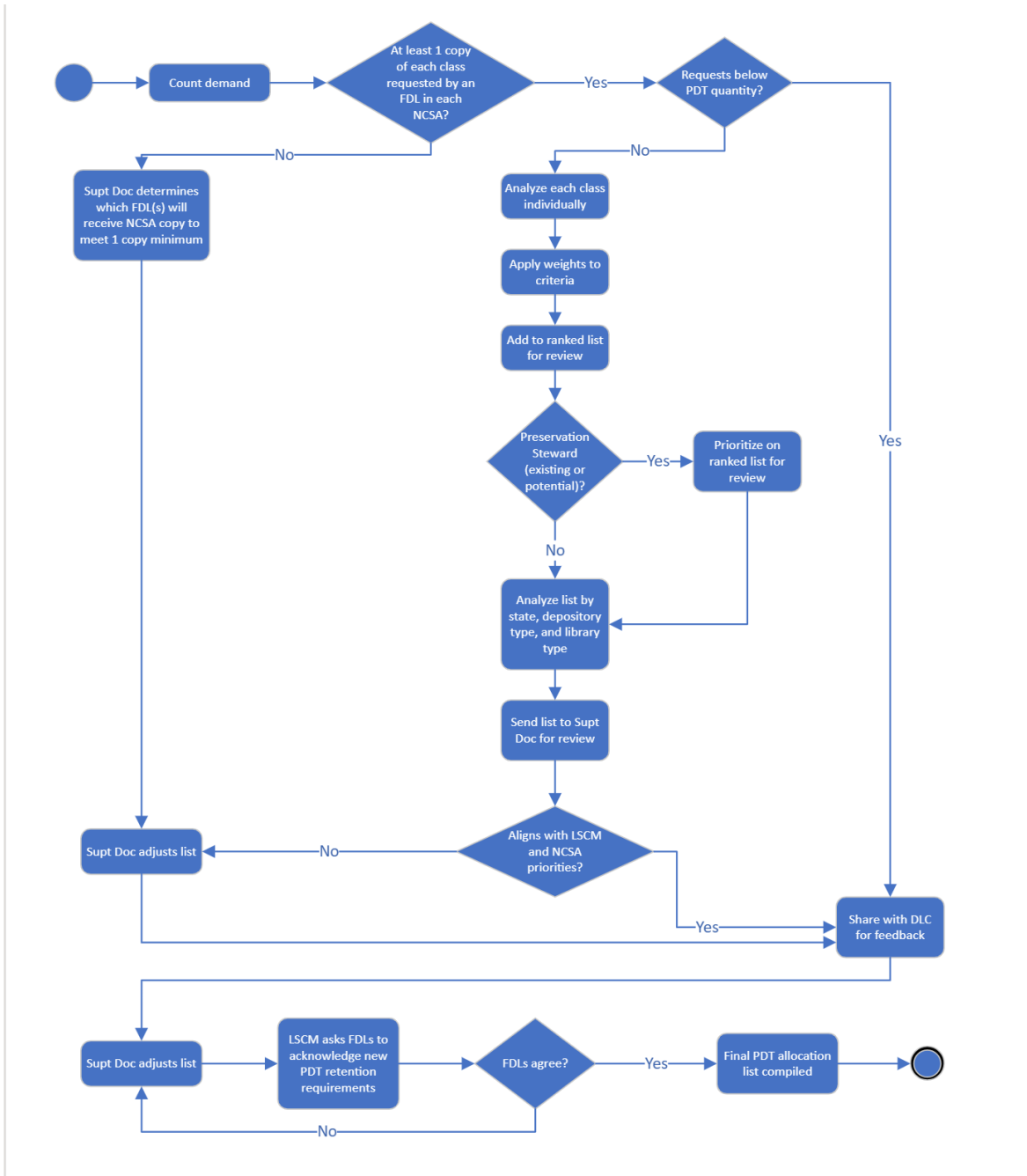
- Favor libraries with strong and compliant public access.
- Prioritize existing Preservation Stewards.
- Favor libraries with support for ILL.
- No duplication of titles at libraries on the same campus.
- Libraries receiving the bound Congressional Serial Set will not receive the individual House and Senate Documents or House and Senate Reports.

- Each of the following titles will be sent to allocated libraries as a set:
  - *Code of Federal Regulations* and the *Finding Aids and Index*.
  - *Budget of the United States, Analytical Perspectives, and Major Savings and Reforms*.
  - *Congressional Record Proceedings and Debate* and *Daily Digest* (bound).

The flowchart below presents the process to determine library print allocations in detail.

The questions needing a “Yes” response to move forward were:

- Are all the titles on the PDT List requested by at least one depository library in each of the NCSAs?
- Is there a Preservation Steward or an expressed potential for one?
- Do the recommended allocations align with LSCM and NCSA priorities?
- Does the Superintendent of Documents agree with Depository Library Council feedback?
- Do the libraries chosen to receive print publications agree to the terms?



## Preliminary Library Allocations

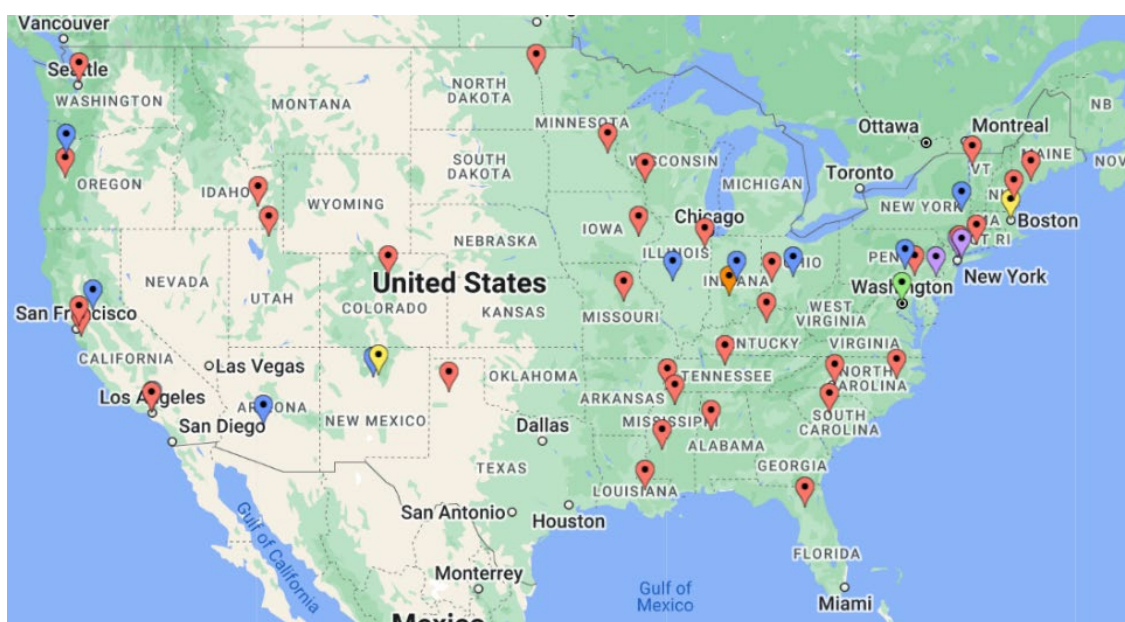
In late January, all recipients selected to receive titles on the new limited PDT allocation list were notified by email of the titles they would receive. LSCM requested a reply email confirming they still wanted to receive the titles and acknowledging they were aware of the new retention requirements for the titles.

Twenty-two FDLs declined one or more titles despite having requested them in the *PDT Questionnaire* in December. A total of 62 copies across 23 titles were reallocated during this acknowledgement.

## Final Library Allocations

After Federal depository libraries confirmed the preliminary title allocations for 20-copy and 50-copy titles, and acknowledged the acceptance of the new retention requirements, the list of final allocations was announced to the community via an [FDLP News Alert](#) on February 1, 2024. The spreadsheet listing the [Print Distribution Titles List, Library Allocations](#) was posted to [FDLP.gov](#) the same day.

The spreadsheet lists depository libraries and the limited distribution titles they will receive in print. The data is presented both by library and by title. To visualize the geographic distribution, interactive maps for each title were created. Below is an example for the Economic Report of the President. The different color pins on the map represent different types of recipient libraries.



## Collaborating with the Depository Library Council

The Depository Library Council (DLC) was kept abreast of the progress in implementing the limited print distribution framework and offered suggestions through monthly information sharing calls with the Superintendent of Documents, the LSCM Managing Director, LSCM Chiefs, and others.

The TSD Working Group coordinated with the DLC from October 2023 through January 2024, seeking guidance from that advisory body on this major program transition. Four members of the DLC representing each of the four NCSAs began meeting regularly with LSCM to review and provide feedback on the work of the TSD Working Group. These DLC members were:

- Midwest: Richard Leiter, University of Nebraska, Lincoln, Schmid Law Library.

- Northeast: Joshua Finnell, Colgate University, Case Library.
- South: Valerie Glenn, Virginia Commonwealth University, James Branch Cabell Library.
- West: Jen Kirk, Utah State University, Merrill Cazier Library.

All DLC members reviewed both the November 2023 criteria questionnaire and the December 2023 PDT questionnaire responses and analysis that informed the Superintendent of Documents' PDT allocation decisions.

In early January 2024, DLC members reviewed the Superintendent of Documents' preliminary PDT allocations. They offered their perspective on how those allocations did or did not support the ranked criteria for equitable distribution of print in each NCSA, as derived from the November criteria questionnaire. The Superintendent of Documents incorporated DLC's feedback by changing the allocation of eight copies across six titles.

## Communicating the Limited Print Distribution Framework

The introduction of a new limited print distribution framework necessitated communication via a variety of channels within the FDLP community: meetings, FAQs, News Alerts, and web pages. The effort began in August 2023 with the publication of the [FDLP digital transition timeline](#) on FDLP.gov and a [letter](#) from the Superintendent of Documents to Federal depository library directors and depository coordinators announcing plans to reduce tangible distribution.

### Meetings with the FDLP Community

Meetings with depository library personnel allowed LSCM to provide updates on progress, notify depository libraries of upcoming changes, share ways to get involved and provide feedback, and for LSCM to note outstanding questions that were still being worked through.

### September 2023 NCSA Meetings

Following the September 19, 2023, information gathering meeting with limited invitees, LSCM arranged subsequent meetings for each of the four NCSAs. These meetings focused on engaging with all Federal depository libraries in a discussion of the limited print framework and the PDT List. Participation figures from the depository library community for each of the NCSA meetings is provided below:

- Northeast (09/26): 129 attendees.
- South (09/27): 123 attendees.

- West (09/27): 133 attendees.
- Midwest (09/29): 158 attendees.

The feedback and information gathered at these four meetings informed LSCM's direction and next steps. This included planning additional programming at the 2023 Federal Depository Library Conference (FDLC) and continuing to update the documentation and messaging available to libraries about the limited print distribution framework.

### Limited Print Framework at the Fall FDL Conference

LSCM incorporated the limited print framework transition into the [LSCM Pre-Conference](#) to the annual FDLC. There were about 350 people from the depository library community in attendance at the October 12, 2023, pre-conference.

A portion of time was spent on the implementation of a limited print distribution framework, which was most beneficial to attendees who had not had a chance to join any of the previous meetings. It also offered an additional opportunity for the community to provide feedback. The chat comments coalesced around:

- Concern of the 20- and 50-copy quantities not being enough for some titles, and the Code of Federal Regulations in particular.
- A desire for more clarity around how selection and distribution will work for the PDT.
- Questions about online availability of certain formats and publications.

The FDLC took place October 16-18, 2023. During the first day, the Superintendent of Documents and the Chief of Federal Depository Support Services held a [digital FDLP community conversation](#), where they provided updates and had an open discussion about the limited print distribution framework implementation. Like the NCSA meetings, this session outlined the plans for the FDLP to transition to a digital-first program with a reduction in print, followed by open Q&A with the 398 attendees from the depository library community.

Via the chat, attendees touched on various topics and concerns including:

- Usability, preservation, and access to digital Government information.
- Coordination of more collaborative collection development within the NCSAs customized to the needs of the region.
- Specific print needs from various library types, e.g., public, law, and court libraries.

Separately, during the DLC meeting session, Council hosted an [open discussion](#) and gathered additional feedback and information from 322 depository library community attendees.



The DLC submitted recommendations to the GPO Director following their fall business meeting on October 18, 2023. There were two recommendations for LSCM regarding the implementation of the new limited print distribution framework:

- Share the [information gathering questionnaire results](#) with DLC and with the wider depository library community.
- Update the [digital FDLP Implementation FAQs](#) to include the methodology used to determine the titles included on the PDT List; the criteria used to determine which FDLs will receive the available print titles; the minimum requirements for those FDLs that are allocated print titles; and how reducing print distribution will allow a shift in resources to support print and digital collection management.

The results of the information gathering questionnaire were posted to FDLP.gov on October 31, 2023. The FAQs were updated and posted to FDLP.gov in April 2024, and the FAQs were also included in the [askGPO knowledgebase](#). Additional information regarding these questions can be found in the [GPO Responses](#) to the Council's fall 2023 recommendations.

### November NCSA Meetings About Allocation Criteria

Another series of NCSA-wide meetings was held the week of November 13, 2023, to review suggested equitable distribution criteria and brainstorm additional allocation criteria. During these meetings, LSCM described an NCSA model that will:

- Ensure permanent public access to geographically dispersed tangible FDLP resources.
- Encourage resource sharing among depository libraries beyond the more traditional FDLP state boundaries.
- Foster collaboration to provide services to patrons.
- Serve as the basis for LSCM services to depository libraries.
- Strengthen the [National Collection of U.S. Government Public Information](#).

LSCM crafted a set of sample criteria to spark meeting discussion and encouraged libraries to further deliberate and identify additional criteria. Some examples of the initial criteria included:

- Commitment to preservation of the title.
- Possession of a complete or extensive run of a title preserved in their collection.
- ILL availability.
- Demonstrated user need of the title in print.
- Geographic proximity.

These meetings incorporated ample time for discussion of potential print distribution criteria in that NCSA. DLC representatives helped plan these meetings and facilitated the discussion.

Attendees also provided feedback via the chat, and each meeting garnered different kinds of discussion and perspective. For example, a few attendees of the Northeast NCSA meeting highlighted the tension between criteria for preservation and criteria for access. The South NCSA discussed a need for a criterion for dedicated library staff with expertise in Government information, and the Midwest similarly discussed a criterion for libraries willing to provide reference assistance. South NCSA attendees noted that certain types of libraries see higher need for print (law and public libraries in particular) and emphasized the ease of use with print vs digital for certain types of documents. Both the South and West NCSAs discussed the idea of sub-regions within the NCSA to ensure copies are geographically distributed through these large regions with more rural and remote areas.

Participation from the depository library community for each of the November 2023 NCSA meetings is provided below:

- Midwest (11/14): 107 attendees.
- West (11/14): 77 attendees.
- South (11/15): 120 attendees.
- Northeast (11/17): 75 attendees.

## Outreach Strategies to the FDL Community

The Superintendent of Documents, LSCM leadership, and the TSD Working Group are aware that engagement and outreach to the FDL community is key to the success of re-envisioning the FDLP for a digital-first environment. The limited print distribution implementation moved rapidly, and LSCM strove for an open and transparent process with ample opportunities for the library community's involvement along the way. Throughout this process, LSCM was able to gather feedback, learn what librarians were concerned or confused about, and gauge where guidance and additional communication was needed.

Various modalities of outreach were employed from August 2023 to February 2024, including mailed and emailed letters, virtual meetings, surveys, News Alerts, targeted emails, and email distribution lists for each NCSA. Throughout this process LSCM encouraged depository staff to submit questions via askGPO through a new category, digital FDLP.

## Letters and Email

As coordinators and library directors change over time and library staff take on more duties, they have less time to devote to keeping up with these rapidly evolving changes to the FDLP. LSCM acknowledged that the transition to a digital-first FDLP is a significant shift and wanted to ensure libraries received messages about program changes, as well as how library staff would be impacted and how they could be involved.

The first announcement about the FDLP changes was [a letter](#) sent via email to all Federal depository library coordinators and directors from Superintendent of Documents Matheson on August 17, 2023. The letter touched upon the strategic imperatives necessary to implement a digital FDLP – specifically a reduction in print format distribution starting early in 2024.

Later in the limited print distribution implementation, LSCM mailed a physical letter to libraries to ensure communication reached library directors and coordinators whose contact information was out of date in the FDL Directory, or who had not received or taken notice of email communications or News Alerts. This letter was particularly important because it advised libraries that to receive any of the 20 or 50-copy titles on the PDT List, they needed to fill out and submit the *PDT Questionnaire*. No submission meant they would not be considered to receive print copies. The letter was mailed on December 6, 2023, in time for depository libraries to meet the December 22, 2023, *PDT Questionnaire* deadline.

## NCSA Distribution Lists

In anticipation of the NCSA meetings in mid-November, email distribution lists were set up for each NCSA so depository coordinators in that area would have a venue to foster discussion and communication about collections and services. Library coordinators were automatically subscribed based on the FDL Directory, and the lists are updated as needed. Some NCSAs used these distribution lists for discussion, especially about the initial PDT List and the criteria for print allocation. The DLC representatives for each NCSA, as well as GPO, could also use these discussion lists to convey activities and information to the libraries within individual NCSAs. For example, information and reminders about the various questionnaires and meetings were shared via this communication method.

## Direct Email Communication

Using the FDL Directory contact information, LSCM was able to send out communications directly to all active depository libraries or subsets of the community. For example, the regional depository and Preservation Steward meeting on September 19, 2023, was announced via direct emails.

In addition, LSCM conducted some targeted email outreach to individual libraries. During the month of October, the Partnerships team in LSCM conducted individual email outreach to the Preservation Stewards to make them aware of how limited print distribution would affect their agreements moving forward. For example, a Preservation Steward agreement for a title that was not on the PDT List would now need the agreement timeframe revised to indicate that collection would no longer receive current (or day-forward) print additions.

LSCM was also concerned about the response rate for specific groups of libraries regarding the *PDT Questionnaire*. With three days until the December 22, 2023, deadline to request PDT copies, LSCM sent tailored emails to three categories of non-responders: Preservation Stewards for PDT item numbers, regional depositories, and libraries that currently selected a PDT item number. This amounted to 535 targeted emails to ensure these libraries received the questionnaire and did not have any questions or concerns before submitting their response.

## Supporting Documents

Throughout the implementation of a limited print distribution framework, various supporting documents were created to assist libraries in digesting the barrage of information and communication. When the program changes were first introduced in September 2023, an [Executive Summary of the program changes](#) was shared for libraries to use in conversations with other library staff and administrators. It also served as a reference for new coordinators and libraries looking for a quick way to learn the highlights of the changes.

To help libraries prepare for the NCSA meetings, LSCM put together a [one-page document](#) outlining the highlights of the limited print distribution model and what the libraries would be discussing during the mid-November NCSA meetings: namely the criteria for print distribution in each NCSA and the new retention requirements for PDT material. This document was the first to outline the changing requirements and commitments that libraries would need to agree to in order to receive print copies moving forward.

Upon the announcement of the new limited print distribution framework and subsequent meetings with segments of the FDL community, LSCM received several questions via open meeting discussion, email, and askGPO. There were some repeat questions and areas of general confusion, which led LSCM to draft a [Frequently Asked Questions \(FAQ\) document](#) that also was populated into the [askGPO Knowledge Base](#). The first version of the FAQs and the Executive Summary were shared in a follow-up email to the regional depositories and Preservation Stewards after the September 19, 2023, meeting. These documents were also posted to

FDLP.gov alongside other digital FDLF information and resources for any library to access. The [FAQs](#) were updated in mid-November 2023 and again in April 2024 as the limited print distribution implementation continued to evolve.

### Web Presence & News Alerts

The FDLF.gov site is a hub for libraries to find information about the FDLF and the new limited print distribution framework. A page already existed on the website for the digital FDLF Task Force, which finished their work in January 2023. To assist in information sharing and transparency, LSCM updated the digital transition timeline and NCSA pages while also adding new pages about the new limited print distribution framework. The Task Force on a digital FDLF recommendations and National Collection Strategic Plan objectives were also mapped to action items with quarterly status updates that have continued to be updated.

Throughout the transition period from July 2023 into spring 2024, News Alerts served as a main vehicle to provide progress updates; outline upcoming changes and library impacts; and notify libraries about scheduled meetings, presentations, surveys, and other avenues to learn more or provide feedback.

Implementation activities for the limited print distribution framework became more visible to the community once the allocation decisions were finalized. Item selection profiles were updated to reflect those libraries chosen to receive the 20-copy and 50-copy titles on the PDT List. Starting in February 2024, materials ordered at the limited 20- or 50-copy quantities began distribution. This updated and new information was summarized for the community in a News Alert on February 22, 2024.

Implementing changes to the program to support a limited print distribution framework is an ongoing process. Communicating these changes clearly and frequently to the community remains an LSCM priority.

## Next Steps

NCSAs provide a means of ensuring geographically dispersed permanent public access to Government publications, sharing resources among depository libraries, and receiving services from LSCM. Steering committees were established for each NCSA to foster discussion and collaboration as depository libraries grapple with programmatic change within the FDLP.

With the implementation of the limited print distribution framework, the steering committees also will develop collection management plans that will ensure access to and preservation of the National Collection of U.S. Government Public Information that resides within the NCSA. Among the actions in the plan will be processes for what to do when a library's print allocation changes, or when a library no longer can or wants to receive or retain their print copies. A last copy policy and corresponding procedures will be developed to ensure at least one copy of tangible Government publications will remain in each NCSA.

Communication is key. In addition to the communication streams between LSCM and FDLs, steering committees will communicate with the depository libraries in their NCSA, with the DLC, with LSCM, and with each other. Outreach to depository libraries will continue through multiple methods. Structured and open meetings with the FDL community will continue as an avenue for LSCM to inform and to obtain feedback and ideas. The limited print distribution framework is a key step in transitioning to a digital FDLP for an *America Informed*.

## Appendices

### Appendix I: List of TSD Working Group Members

- Katherine Pitcher, Chief of Federal Depository Services
- Benjamin Petersen, Chief of Projects and Systems
- Ashley Dahlen, Senior Outreach Librarian
- Cynthia Etkin, Sr. Program Planning Specialist (Librarian)
- David Isaak, User Support Librarian
- Alicia Kubas, Supervisory Outreach Librarian
- Jennifer Lindley, Supervisory Technical Services Librarian
- Abigail McDermott, Collection Development Librarian
- Megan Minta, Collection Development Librarian
- Lisa Russell, Program Analyst
- Kelly Seifert, Strategic Communications Coordinator
- David Walls, Preservation Librarian

### Appendix II: PDT List Titles & Quantities

	SuDoc #	Title	Item #	Quantity
1	AE 2.11:	United States Statues at Large	0576	Unlimited
2	JU 6.8:	United States Reports	0741	Unlimited
3	X 1.1: [Index]	Congressional Record (bound – index)	0993-B	Unlimited
4	XJH:	House Journal	1030-A	Unlimited
5	XJS:	Senate Journal	1047-A	Unlimited
6	Y 1.1/3: [Constitution P]	Constitution of the United States, analysis and interpretation (including supplements)	1004-E-01	Unlimited
7	Y 1.2/5:	United States Code	0991-A	Unlimited
8	A 1.47:	Agricultural Statistics	0001	50 copies
9	AE 2.06/3:	Code of Federal Regulations, Titles 1-50 <sup>2</sup>	0572-D-01 – 0572-D-50	50 copies
10	AE 2.106/3-2:	CFR Index and Finding Aids	0572	50 copies
11	CC 1.12/3:	FCC Record	0284	50 copies
12	D 213.8:	Astronomical Almanac (bound volumes)	0394	50 copies
13	D 213.8/3:	Astronomical Phenomena	0396-A	50 copies
14	D 213.11:	Nautical Almanac	0395	50 copies
15	I 19.165:	Minerals Yearbook	0639-J-01	50 copies

<sup>2</sup> Code of Federal Regulations, Titles 1-50, print, are in the List of Classes as separate item numbers. Note there is no Title 35.

	SuDoc #	Title	Item #	Quantity
16	J 1.5/4	Opinions of the Office of Legal Counsel of the United States Department of Justice	0717-C-04	50 copies
17	JU 9.5/2:	U.S. Court of International Trade Reports	0736	50 copies
18	JU 11.7:	Reports [Tax Court]	0742	50 copies
19	LR 1.8:	Decisions and Orders	0826	50 copies
20	PREX 1.30:	Economic Report of the President	0766-C-43	50 copies
21	PREX 2.8:	Budget of the United States Government / Appendix	0853	50 copies
22	PREX 2.8/5:	Analytical Perspectives	0855-B	50 copies
23	PREX 2.8/13:	Budget of the U.S. Government, Major Savings and Reforms	0853-C-03	50 copies
24	S 1.1:	Foreign Relations of the United States	0872-B	50 copies
25	Y 4.EC 7:EC 7	Economic Indicators	0997	50 copies
26	Y 4.P 93/1:1	Congressional Directory	0992	50 copies
27	A 13.28:	Maps and Charts	0086-G	20 copies
28	A 13.28/6:	7.5-Minute Series	0080-G-03	20 copies
29	A 13.36/2-6:	Recreation/Visitors Guides (National Forests and Regions) (RG series)	0086-C-05	20 copies
30	A 13.182:	Forest Atlas of the United States	0084-A-26	20 copies
31	C 3.62/2:	Maps	0146-K-01	20 copies
32	I 19.91/3:	Scientific Investigations Maps (series)	0619-G-35	20 copies
33	I 29.8:	Maps	0651-A	20 copies
34	I 49.9:	Maps and Charts	0612-A-07	20 copies
35	I 53.11:	Maps & Map Folders	0629-B	20 copies
36	I 53.11/4:	BLM 1:100,000 Scale Maps, Surface Management Status	0619-G-16	20 copies
37	X 1.1:	Congressional Record (bound) (Proceedings and Debate)	0993-A-01	20 copies
38	X 1.1: [P]	Congressional Record (bound – Daily Digest)	0993-B-01	20 copies
39	Y 1.1/2:	Serial Set (bound) 105 <sup>th</sup> Congress and forward	1008-F	20 copies
40	Y 1.1/3:	Senate Documents	0996-A	20 copies
41	Y 1.1/4:	Senate Treaty Documents	0996-A-01	20 copies
42	Y 1.1/5:	Senate Reports	1008-C	20 copies
43	Y 1.1/6:	Senate Executive Reports	1008-C-01	20 copies
44	Y 1.1/7:	House Documents	0996-A-02	20 copies



	SuDoc #	Title	Item #	Quantity
45	Y 1.1/7-2:	Precedents of the United States House of Representatives (House Document) (bound)	0996-A-03	20 copies
46	Y 1.1/8:	House Reports	1008-C-02	20 copies
47	Y 1.3/4:	Journal of Executive Proceedings of U.S. Senate	1047-C	20 copies

## Appendix III: Criteria Questionnaire Open Text Responses

### Equitable Distribution Comments

Question: What do you think “equitable distribution” means across your NCSA?

Most codes are self-explanatory. However, two codes need additional explanation. “Geographic distribution” is defined as GPO’s efforts to mitigate issues with the geographic distance between collections as well as types of libraries holding specific types of collections, such as law libraries. The response “Digital divide” is defined as GPO outreach efforts to those areas. The response does not suggest that GPO should lobby to increase internet access in rural areas.

MIDWEST NCSA – 117 Respondents	
Category Codes	Response Number
Interlibrary Loan	38
The collection shared across an NCSA	21
Demonstrated need for print	18
Digital divide	16
Timely delivery and access	13
Shared retention and preservation	11
Government document expertise is available	10
Online access to achieve equitable access	9
Current Regional model	7
Distribution based on the number of users served	5
Libraries in each NCSA should be treated equally	4
One comprehensive collection in each NCSA	3
Collection development plans for NCSAs	2
Need for more print copies	2
Shared reference services	1
Trust in GPO and the FDLP to distribute equally	1
More online content	1

Geographic distribution	1
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<b>NORTHEAST NCSA – 93 Respondents</b>	
<b>Category Codes</b>	<b>Response Number</b>
Interlibrary Loan	22
Geographic distribution	21
Demonstrated need for print	18
Distribution based on the number of users served	13
Shared retention and preservation	11
Timely delivery and access	10
Libraries are treated equally	9
Digital divide	7
Shared reference services	7
Current Regional model	7
Data driven distribution	5
Online access is a way to achieve equitable access	3
Collection shared equally across an NCSA	3
Government document expertise is available	2
Trust in GPO and the FDLP to ensure equitable access	2
One comprehensive collection in each region	1
Distribution based on public need for the topic or subject	1

<b>SOUTH NCSA – 128 Respondents</b>	
<b>Response Categories</b>	<b>Response Number</b>
Interlibrary Loan	39
Geographic distribution	36
Need for more print copies	17
Shared retention and preservation	15
Timely delivery and access	15
Demonstrated need for print	14
Digital divide	12
Current Regional model	12
Distribution based on the number of users served	8
Shared reference services	7
More online content	7
Need for more print copies	7
One comprehensive collection in each region	3
Online access is a way to achieve equitable access	3
Data driven distribution	3
Government document expertise is available	2

<b>SOUTH NCSA – 128 Respondents</b>	
<b>Response Categories</b>	<b>Response Number</b>
Libraries within an NCSA should be treated equally	1
Based on the libraries budget	1

<b>WEST NCSA – 79 Respondents</b>	
<b>Response Categories</b>	<b>Response Number</b>
Geographic distribution	22
Interlibrary loan	18
Timely delivery and access	14
Need for more print copies	13
Demonstrated need for print	11
Distribution based on the number of users served	10
Shared retention and preservation	9
Digital divide	6
One comprehensive collection in each region	6
Government document expertise is available	4
Current Regional model	4
Publications distributed across an NCSA	4
More online content	2
Data driven distribution	2
Shared reference services	1
Collection Development for each NCSA	1
Libraries within an NCSA should be treated equally	1

### Additional Thoughts on Criteria

Question: Please share any additional thoughts on why criteria are important to your library and patrons or notes on which ones may impact equitable distribution.

“Please share any additional thoughts on why criteria are important to your library and patrons or notes on which ones may impact equitable distribution.”

<b>MIDWEST – 40 Responses</b>
<b>Major Themes</b>
The need for Geographically based distribution and geographic equity
Interlibrary loan
Priority for Preservation of a smaller number of distributed copies
Digital Divide
Rural vs. Urban libraries are an issue in our state
Regional libraries should have priority over Selectives
Libraries who demonstrated a need for print should get copies of what they need

<b>MIDWEST – 40 Responses</b>
<b>Major Themes</b>
The process of selecting titles shouldn't be made to be complicated
More print copies should be available
Libraries with complete collections, preservation, collection expertise, and Interlibrary loan should get the most copies.

<b>NORTHEAST – 37 Responses</b>
<b>Major Themes</b>
Interlibrary Loan
Digital Divide
Law Libraries should get the print copies they need
Libraries with commitment to print and print preservation should get copies
Geography should be a priority for distribution
GPO needs to do more research to ensure libraries are meeting the needs of the public
Print more copies
Current Regional model
Print provides access to a wider number of types of users
Our users prefer digital access
In an era when mistrust in government institutions is high, ready access to print has weight outside of equitable distribution

<b>SOUTH – 70 Responses</b>
<b>Major Themes</b>
Preservation of copies should be a priority
Knowledge and Access are barriers here not distance
Print is the best option for the largest number of people
ILL should be available
Shared print storage is needed
Government expertise at libraries in NCSAs is essential
Selective Libraries rely on Regionals to acquire materials
With greater loaning of materials and fewer copies, preservation should be a priority
GPO should create an NCSA Union List to help libraries know where copies are
It would be helpful to know why some libraries were selected to receive copies
Law schools should get the copies they need
Existing ASERL COE agreements should be a factor in distribution of copies

<b>WEST – 34 Responses</b>
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Major Themes
Networks for library collaboration take time to build, particularly at the regional level and in a large region like the West NCSA.
General criteria are helpful, but real decisions need to be based on on-the-ground conditions at individual libraries. Regional coordinators can help GPO assess the realities of accessibility in individual institutions and should be more involved in developing the plan.
GPO and Su Doc need to reconsider this plan
Please consider subregions to perhaps spread copies around our vast region.
The west has a more dispersed population than other regions. It already takes hours to drive to access documents.
Digital Divide
We need ILL and libraries who can digitize publications
Rural areas should get more attention
Preservation is critical to long term access
We need a preservation steward copy and an ILL copy for each region
Students prefer online access
This extreme limitation of Fed Docs in print is a violation of the goal of the FDLP to distribute information to U.S. citizens.
Forcing libraries to purchase copies they can't get through the GPO bookstore goes against FDLP principles

#### Appendix IV: Title Demand by NCSA

Title	SuDoc Class	Midwest	Northeast	South	West	Total
Code of Federal Regulations	AE 2.106/3:	33	42	48	37	160
CFR Index and Finding Aids	AE 2.106/3-2:	33	42	51	34	160
Economic Report of the President	PREX 1.30:	27	36	38	36	137
Budget of the United States Government / Appendix	PREX 2.8:	28	30	38	29	125
Congressional Directory	Y 4.P 93/1:1	29	32	34	30	125
Foreign Relations of the United States	S 1.1:	23	27	34	24	108
Budget of the U.S. Government, Major Savings and Reforms	PREX 2.8/13:	20	25	28	25	98
Analytical Perspectives	PREX 2.8/5:	24	22	26	25	97

Astronomical Almanac (bound volumes)	D 213.8:	24	26	21	25	96
Health United States*	HE 20.7042/6:	25	16	26	22	89
Agricultural Statistics	A 1.47:	23	13	30	20	86
Reports [Tax Court]	JU 11.7:	15	23	23	18	79
Astronomical Phenomena	D 213.8/3:	22	13	18	22	75
Nautical Almanac	D 213.11:	17	18	17	22	74
Congressional Record (bound) (Proceedings and Debate)	X 1.1:	16	16	22	19	73
Opinions of the Office of Legal Counsel of the United States Department of Justice	J 1.5/4:	14	20	22	15	71
Congressional Record (bound - Daily Digest)	X 1.1:[P]	14	20	18	17	69
Economic Indicators	Y 4.EC 7:EC 7	16	17	18	17	68
Forest Atlas of the United States	A 13.182:	12	15	17	20	64
Maps	I 29.8:	13	11	13	25	62
Minerals Yearbook	I 19.165:	10	10	14	28	62
Journal of Executive Proceedings of U.S. Senate	Y 1.3/4:	14	10	16	18	58
U.S. Court of International Trade Reports	JU 9.5/2:	11	17	17	12	57
Maps	C 3.62/2:	15	9	14	18	56
Maps and Charts	I 49.9:	11	11	11	23	56
Decisions and Orders	LR 1.8:	12	16	15	13	56
Precedents of the United States House of Representatives (House Document) (bound)	Y 1.1/7-2:	10	11	19	14	54
Scientific Investigations Maps (series)	I 19.91/3:	11	9	11	22	53
Serial Set (bound) 105th Congress and forward	Y 1.1/2:	11	9	17	13	50
Maps and Charts	A 13.28:	9	7	9	22	47
Recreation/Visitors Guides (National Forests and Regions) (RG series)	A 13.36/2- 6:	11	6	8	22	47
Senate Reports	Y 1.1/5:	7	10	13	17	47
Maps & Map Folders	I 53.11:	9	8	6	23	46

Senate Documents	Y 1.1/3:	7	8	15	16	46
House Documents	Y 1.1/7:	7	8	13	17	45
House Reports	Y 1.1/8:	7	9	12	17	45
BLM 1:100,000 Scale Maps, Surface and Minerals Management Status*	I 53.11/4:	9	7	5	23	44
Senate Treaty Documents	Y 1.1/4:	8	8	12	14	42
Senate Executive Reports	Y 1.1/6:	7	8	13	14	42
FCC Record	CC 1.12/3:	9	8	12	11	40
7.5-Minute Series	A 13.28/6:	6	8	5	16	35

*\*Agency discontinued print publication of title.*