

# GPO's System of Online Access

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## Collection Development Plan

Office of the Superintendent of Documents  
U.S. Government Publishing Office

September 30, 2017



**U.S. GOVERNMENT PUBLISHING OFFICE**

Keeping America Informed | OFFICIAL | DIGITAL | SECURE





*“This collection development plan supports GPO’s ongoing commitment to an open and transparent government by making more authentic digital content accessible through **govinfo.gov**.”*

*Davita Vance-Cooks  
GPO Director*

## Table of Contents

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Executive Summary .....	1
Introduction .....	4
Background .....	6
GPO’s System of Online Access .....	9
Developing the Online Collection .....	13
Collection Development Plan Review and Revision .....	18
Appendix A: Conspectus Collection Depth Indicator Definitions .....	19
Appendix B: Current FDsys/ <b>govinfo</b> Collections .....	21
Appendix C: Ingest Priorities for the System of Online Access .....	24

## Executive Summary

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The mission of the U.S. Government Publishing Office (GPO) is *Keeping America Informed* as the Official, Digital, and Secure source for producing, protecting, preserving, and distributing the official publications and information products of the Federal Government. The distribution of tangible publications through the Federal Depository Library Program (FDLP) is steeped in GPO's history.

Today GPO ensures permanent public access to Federal Government information at no charge through FDsys, and its successor system, **govinfo**, hereafter referred to as "the system"; partnerships with approximately 1,150 libraries nationwide participating in the FDLP; and its Cataloging & Indexing Program (C&I) that acquires and creates a comprehensive index of public documents.

This collection development plan for GPO's system of online access accomplishes multiple purposes. It:

- Provides guidance for:
  - ◆ Ingesting content into the system.
  - ◆ Determining collection priorities.
  - ◆ Planning resource allocations.
- Supports GPO's strategic plan by demonstrating a commitment to and accountability for agreed upon goals.
- Serves as a means of communicating collection priorities to the depository library community and to other users of the system so they can be assured their Government information needs are being met.
- Functions as a collection development tool for a Federal depository library, or for multiple depositories working cooperatively to build online collections or manage tangible collections of Federal publications.
- Conveys opportunities for partnering with GPO to increase the content accessible and preserved through the system.

Building the system's collection to make it the "most comprehensive information repository serving the information needs of Congress, Federal agencies, and the public" entails the ingest of **current and historical content**. While the scope of content for it is very broad, making it a useful resource to consult requires deliberate priority setting and planned collecting activities and goals.

The collection activities and goals are conveyed through collection depth indicators that have been revised, adapted, and seen wide-spread implementation by libraries throughout the United States as well as by other countries.

Collection depth indicators provide acquisitions commitments, collecting goals, and preservation commitments. In this Plan, the indicators are modified in order to be applied to a collection made up of solely publicly accessible Government information dissemination products by branches of Government or Government organizations, rather than the traditional subject approach to collecting. With GPO's responsibility for preservation, it is recognized that content ingested into GPO's system of online access will remain permanently publicly accessible, except under very rare and specific circumstances, and therefore not reflected in the collection depth indicators. Appendix A contains the definitions of the collection depth indicators listed here:

- Out of Scope;
- Minimal Information Level;
- Basic Information Level;
- Study or Instructional Support Level;
- Research Level; and
- Comprehensive Level.

While [44 U.S.C. §4101](#) sets parameters for content for GPO's system of online access, there is flexibility. The Superintendent of Documents takes a broad view of how "other appropriate publications" is interpreted in order to better support user needs as well as the Principle of Government Information that is so vital to our democracy, the public's right of access to their government's information.

As the official handbook of the Federal Government, the [United States Government Manual](#) is to be used as a guide to agencies whose information products are in-scope for ingest into the system of online access. The Manual provides comprehensive listings of the agencies of the legislative, judicial, and executive branches. It also includes information on quasi-official agencies; international organizations in which the United States participates; and boards, commissions, and committees. [Superintendent of Documents policy](#) defines the scope of content for the system as:

- Born digital and converted content or harvested and deposited content.
- All, with few exceptions, official Government publications, information, or information dissemination products paid for with Federal funds originating from agencies of the U.S. Government.
- Government content converted by parties with whom GPO has a formally signed partnership agreement that contemplates ingest of such content are also within scope.
- The Congressional Record, the Federal Register, and other core legislative and regulatory information dissemination products will be ingested, as well as their historical issues or editions.

[44 U.S.C. §1902](#) does exclude publications determined by their issuing components to be required for official use only or for strictly administrative or operational purposes, or which are classified for reasons of national security, and thus they are outside of the Superintendent of Documents distribution program. Also outside the scope of the program are cooperative

publications which are sold in order to be self-sustaining ([44 U.S.C. §1903](#)). However, any document made accessible on the issuing component's public Web site, Superintendent of Documents' approach is that the issuing component has determined that the publication does have public interest or educational value, or it does not have to be sold, and therefore it is appropriately harvested and ingested. In addition, unless impracticable, any request by the head of a department or agency to include their information in GPO's system of online access will be accommodated ([44 U.S.C. §4101\(b\)](#)).

Continuing to add to the collections currently available on the system is of the **highest priority**. We must continue to add current content to those titles and series identified in Appendix B, Current FDsys/**govinfo** Collections.

In order to better meet the Government information needs of current and future users, GPO must increase the availability of historical content in the system. To this end ingest priorities include, but are not limited to, earlier editions of titles currently available through FDsys/**govinfo** so as to have complete and historic holdings. The historical content of executive and judicial branch agency collections must be developed as well. Digitization of this content may originate from GPO, other Federal agencies, or from parties with whom GPO has formally signed agreements, such as Federal depository libraries.

This plan will be reviewed annually with modifications being made to Appendix B and to Appendix C, Ingest Priorities for the System of Online Access.

# Introduction

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The mission of the U.S. Government Publishing Office (GPO) is *Keeping America Informed* as the Official, Digital, and Secure source for producing, protecting, preserving, and distributing the official publications and information products of the Federal Government.

GPO was established in 1861, and its mission can be traced to the requirement in Article I of the Constitution that Congress “keep a journal of its proceedings and from time to time publish the same.” For more than 150 years, GPO has been the Federal Government’s source for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of all three branches of the U.S. Government.

In June 1993 the Government Printing Office Electronic Information Access Enhancement Act of 1993 (GPO Access Act) was enacted to provide within GPO a means of enhancing electronic public access to a wide range of Federal electronic information. The GPO Access Act mandates that the enhanced public access be achieved through a “system of online access.”

In accordance with the law, a year later GPO Access was launched and in 2009 it was replaced by GPO’s Federal Digital System (FDsys), which is currently GPO’s system of online access. In February 2016, GPO launched **govinfo** in beta and it is the successor system to FDsys.

Today GPO ensures permanent public access to Federal Government information at no charge through FDsys/**govinfo**, partnerships with approximately 1,150 libraries nationwide participating in the Federal Depository Library Program (FDLP), and its Cataloging & Indexing Program (C&I) that acquires and creates a comprehensive index of public documents – including every document issued or published that is not confidential in character.

This collection development plan for GPO’s system of online access accomplishes multiple purposes. It:

- Provides guidance for:
  - ◆ Ingesting content into the system.
  - ◆ Determining collection priorities.
  - ◆ Planning resource allocations.
- Supports GPO’s strategic plan by demonstrating a commitment to and accountability for agreed upon goals.
- Serves as a means of communicating collection priorities to the depository library community and to other users of the system so they can be assured their Government information needs are being met.
- Functions as a collection development tool for a Federal depository library, or for multiple depositories working cooperatively to build online collections or manage tangible collections of Federal publications.



- Conveys opportunities for partnering with GPO to increase the content accessible and preserved through the system.

A review of this collection development plan will be conducted annually and revised as needed. In order to ensure appropriate financial resources are sought, the review will be conducted prior to the preparation of the GPO budget request.

A separate document, *Digital Collection Management Plan*, contains processes and procedures for handling, storing, and preserving the digital assets.

## Background

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The purpose of GPO's system of online access is to ingest, authenticate, preserve, and to provide version control to the information products of the Legislative, Judicial, and Executive branches of the U.S. Government. Access to this content is facilitated by the creation of extensive metadata and use of advanced search technology. In addition to the statutory authority of the system there are other elements that affect or help define the content that is ingested into the system of online access.

### AUTHORITY

The authority for GPO's system of online access is in the *Government Printing Office Electronic Information Access Enhancement Act of 1993* (P.L. 103-40), more commonly known as the GPO Access Act. The GPO Access Act is codified in [44 United States Code Chapter 41](#). In part it states:

§4101(a) IN GENERAL.—The Superintendent of Documents, under the direction of the Public Printer, shall—

§4101(a)(1) maintain an electronic directory of Federal electronic information;

§4101(a)(2) provide a system of online access to the Congressional Record, the Federal Register, and, as determined by the Superintendent of Documents, other appropriate publications distributed by the Superintendent of Documents

§4101(a)(3) operate an electronic storage facility for Federal electronic information to which online access is made available under paragraph (2).

§4101(b) DEPARTMENTAL REQUESTS.—To the extent practicable, the Superintendent of Documents shall accommodate any request by the head of a department or agency to include in the system of access referred to in subsection (a)(2) information that is under the control of the department or agency involved.

§4101(c) CONSULTATION. —In carrying out this section, the Superintendent of Documents shall consult—

- (1) users of the directory and the system of access provided for under subsection (a); and
- (2) other providers of similar information services.

### PRINCIPLES OF GOVERNMENT INFORMATION

The Superintendent of Documents' tactical and strategic planning for the future are guided by fundamental principles regarding Government information. They were developed, adopted, and first disseminated in GPO's June 1996 report to Congress, [Study to Identify Measures Necessary for a Successful Transition to a More Electronic Federal Depository Library Program As Required by Legislative Branch Appropriations Act, 1996 Public Law 104-53](#).

Over the years, these principles have been expressed by a wide variety of organizations many times and in many different ways. The Principles of Government Information that GPO adopted almost 20 years ago are just as valid today:

- The public has the right of access to Government information.
- The Government has an obligation to disseminate and provide broad public access to its information.
- The Government has an obligation to guarantee the authenticity and integrity of its information.
- The Government has an obligation to preserve its information.
- Government information created or compiled by Government employees or at Government expense should remain in the public domain.

## **SUPERINTENDENT OF DOCUMENTS POLICY**

There are Superintendent of Documents policy (SOD) and public policy statements (SOD-PPS) that affect or relate to system content:

SOD 300, Scope of Government Information Products Included in the Cataloging and Indexing Program and Disseminated through the Federal Depository Library Program, defines the content eligible for inclusion in the Cataloging & Indexing and Federal depository library programs, as well as content that is excluded. Also [SOD-PPS 2016-1](#).

SOD 304, Harvesting Federal Digital Publications for GPO's Information Dissemination Programs, provides guidance for manual and automated harvesting of publications and information dissemination products from Federal agency Web sites for the Federal Depository Library Program (FDLP) and Cataloging and Indexing Program (C&I), public information and dissemination programs administered by the Superintendent of Documents.

SOD 306, Authentication of Online Publications, provides guidance and instruction for the authentication of Government publications accessible through GPO's System of Online Access.

SOD 321, Digital Dissemination of Access Content Packages for FDLP Digital Depository, provides for GPO's dissemination of digital access content packages (ACPs) through the system of online access to Federal depository libraries. GPO will not push content to libraries, rather they will download and store the ACPs.

SOD 324, Permanent Public Access to U.S. Government Information through Preservation, acknowledges GPO's responsibility for preservation of U.S. Federal Government publications and information dissemination products to ensure permanent public access for future generations. Also [SOD-PPS 2016-4](#).

SOD 325, Content Scope for GPO's System of Online Access, clarifies content to be ingested into GPO's System of Online Access. Also [SOD-PPS 2016-2](#).

## NATIONAL ARCHIVES AND RECORDS ADMINISTRATION AFFILIATED ARCHIVE

GPO became an Affiliate Archive of the National Archives and Records Administration (NARA) in August 2003 through a Memorandum of Understanding (MOU) that was signed by Public Printer of the United States Bruce James and the Archivist of the United States John Carlan. GPO was the first Affiliate Archive for online content.

The MOU encompassed the content of *GPO Access*, the FDsys predecessor system of online access. The MOU was amended in October 2012 when the content from *GPO Access* was successfully migrated to FDsys. Today as an Affiliate Archive, GPO acts as NARA's agent in arranging, describing, preserving, and providing reference and access services for FDsys/**govinfo** content. Also in accordance with the MOU, NARA serves as long term backup for the system content.

## OFFICE OF MANAGEMENT AND BUDGET

Circular A-130, [Managing Federal Information as a Strategic Resource](#), establishes policy that applies to the information activities of all executive branch agencies. It also provides guidelines for implementing certain aspects of the policies.

M-05-04, [Policies for Federal Agency Public Websites](#), specifies that Federal agency public Web sites are information dissemination products, part of their information resource program to be managed following the guidance in OMB Circular A-130.

## REPORT OF THE NATIONAL ACADEMY OF PUBLIC ADMINISTRATION

In January 2013 the National Academy of Public Administration (NAPA) issued its report, [Rebooting the Government Printing Office: Keeping America Informed in the Digital Age](#). It was concluded that “GPO has played a critical role in keeping America informed for over 150 years, and its core mission remains valid to this day.” Recommendations to strengthen GPO for the digital age were offered. Among them was for GPO to develop a comprehensive plan to preserve the historical print collection of Government documents through digitization and ingest into FDsys, a preservation repository.

GPO accepted the NAPA recommendations and is committed to implementing them.

## FINANCIAL RESOURCES

The lifecycle management of digital Government publications or information dissemination products are funded through the annual appropriations for the Public Information Programs of the Superintendent of Documents. This includes funding for ingest into the system of online access new content digitized by GPO under this plan, requests from Federal agencies, or through official partnerships between GPO and a Federal depository library, or other organizations.

# GPO's System of Online Access

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## ABOUT THE SYSTEM

The authority for GPO's system of online access resides in the GPO Access Act of 2003, which is codified in [44 United States Code Chapter 41](#). The statute sets the parameters for content of the online system:

§4101(a)(2) provide a system of online access to the Congressional Record, the Federal Register, and, as determined by the Superintendent of Documents, other appropriate publications distributed by the Superintendent of Documents.

§4101(b) Departmental Requests.—To the extent practicable, the Superintendent of Documents shall accommodate any request by the head of a department or agency to include in the system of access referred to in subsection (a)(2) information that is under the control of the department or agency involved.

FDsys was launched in 2009 as the successor to GPO Access, the original GPO system of online access. FDsys, now the online access system of record, is a content management system, a preservation repository, and a public access website that combines extensive metadata and modern search technology. FDsys conforms to ISO 14721, the Open Archival Information System (OAIS) Reference Model for preservation and access.

With more than 50 collections of content and almost one million titles (and growing every day), the system of online access provides official and authentic published information from the three branches of the Federal Government. In April 2014 FDsys achieved a milestone of one billion retrievals. Retrievals are measured by the number of times content is viewed or downloaded from the system. As GPO Director Davita Vance-Cooks said on the occasion of the one billionth retrieval, "GPO will continue to add content to FDsys, making it the most comprehensive information repository serving the information needs of Congress, Federal agencies, and the public."

GPO launched **govinfo** in February 2016. It is the next generation of FDsys, and it conforms to ISO 14721 for preservation and access as well. Currently in beta, **govinfo** is scheduled to replace FDsys as GPO's official system of record in 2017.

## DESIGNATED COMMUNITIES AND STAKEHOLDERS

GPO's system of online access is accessible to anyone around the globe with Internet access. The mission of GPO, however, is *Keeping America Informed*. As such, system content is driven by the needs of those who reside in the United States or are Americans working or stationed abroad.

Designated Communities have been identified for the system. Per ISO 14721, which defines the OAIS (open archival information system) reference model, a Designated Community is "an

identified group of potential Consumers who should be able to understand a particular set of information.” The Designated Community for the system includes staff members in Federal depository libraries, the United States Senate, the House of Representatives, the Administrative Office of the United States Courts, and the Office of the Federal Register. Members of the Designated Community are familiar with the organizations, documents, publications, and processes of the legislative, executive, and judicial branches of the United States Federal Government. The Designated Community is able to access content information from the system and render it electronically.

The Designated Communities are a representative subset of the broader groups who provide content to and consume information from the system of online access including but not limited to the stakeholder groups listed below:

- Academic (education/research)
- Data Consumer
- Federal depository, and non-depository libraries
- Government (Federal, state, and local)
- Interested Citizen
- Internal GPO
- Legal
- News Media
- Non-profits
- Private Industry
- Transparency Organizations

The stakeholder communities have diverse needs; varying levels of knowledge of the legislative and regulatory processes, resources, or subject of their search; and different approaches and skills to finding Government information. GPO provides extensive introductory, advanced, and specialized training in the use of the system through multiple channels for its communities of users. GPO also conducts user surveys and focus groups to ensure user needs are being met.

## SCOPE OF CONTENT

While [44 U.S.C. §4101](#) sets parameters for content for GPO’s system of online access, there is some flexibility. The statute is clear that the *Congressional Record* and *Federal Register* are to be included in the system of online access. And the Superintendent of Documents shall accommodate, to the extent practicable, requests by the head of a department or agency to include their information in the system.

Flexibility that allows additional content to be ingested into the system is derived from the phrase, “and, as determined by the Superintendent of Documents, other appropriate publications distributed by the Superintendent of Documents”. The Superintendent of Documents takes a broad view of how “other appropriate publications” is interpreted to better support the Principle of Government Information that is so vital to our democracy, the public’s right of access to their government’s information.

The Superintendent of Documents determined that “*other appropriate publications distributed by the Superintendent of Documents*” means the corpus of Federal Government information dissemination products paid for with Federal funds regardless of format or medium, which are within scope of the FDLP and the Cataloging & Indexing Program (C&I). Excluded from this scope are materials or publications classified for reasons of national security, until such time they are declassified and materials or publications that have privacy restrictions or concerns, until such privacy considerations expire.

The system of online access supports the Government obligations found in the Principles of Government information. It is a preservation repository, its content is authenticated, and it is freely available for anyone to use – providing broad public access to its information.

The Office of Management and Budget’s (OMB) Office of Information and Regulatory Affairs provides guidance to executive branch agencies to work with GPO to ensure availability of electronic information dissemination products to depository libraries and the public. Further, taking this more inclusive approach best serves the system’s user communities by increasing the findability of and access to Government publications and information dissemination products; it helps GPO achieve its mission of *Keeping America Informed*. It also incorporates suggestions and recommendations GPO received from the Federal depository library community and NAPA.

With the above in mind, [Superintendent of Documents policy](#) defines the scope of content as:

GPO’s System of Online Access is the repository for the Government’s official content, which may include born digital and converted content or harvested and deposited content. With the exception of materials classified for national security, all official Government publications, information, or information dissemination products paid for with Federal funds originating from agencies of the legislative, executive, and judicial branches of the U.S. Government are within scope for ingest into GPO’s system of online access. Government content converted by parties with whom GPO has a formally signed partnership agreement that contemplates ingest of such content are also within scope.

The Congressional Record, the Federal Register, and other core legislative and regulatory information dissemination products will be ingested, as well as their historical issues or editions.

[44 U.S.C. §1902](#) does exclude publications determined by their issuing components to be required for official use only or for strictly administrative or operational purposes, or which are classified for reasons of national security, and thus they are outside of the SuDocs distribution program. Also outside the scope of the program are cooperative publications which are sold in order to be self-sustaining ([44 U.S.C. §1903](#)). However, any document made accessible on the issuing component’s public Web site, Superintendent of Documents’ approach is that the issuing component has determined that the publication does have public interest or educational value, or it does not have to be sold,

and therefore it is appropriately harvested and ingested. In addition, unless impracticable, any request by the head of a department or agency to include their information in GPO's system of online access will be accommodated ([44 U.S.C. §4101\(b\)](#)).



## Developing the Online Collection

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Building the system's collection to make it the "most comprehensive information repository serving the information needs of Congress, Federal agencies, and the public" entails the ingest of **current and historical content**. While the scope of content for GPO's system of online access is very broad, making it a useful resource to consult requires deliberate priority setting and planned collecting activities and goals.

At the same time more Government digital content is ingested into the system, GPO will reach out to Federal agencies to work collaboratively to reduce the duplication of efforts. GPO will seek partnerships that ensure the preservation of and permanent public access to digital Government information. While some agency content may not be ingested into the system, it will be accessible from it.

As the official handbook of the Federal Government, the [United States Government Manual](#) is to be used as a guide to agencies whose information products are in-scope for ingest into the system of online access. It provides comprehensive coverage of the agencies of the legislative, judicial, and executive branches. It also includes information on quasi-official agencies; international organizations in which the United States participates; and boards, commissions, and committees. Not to be forgotten is that portion of the Manual, the History of Agency Organizational Changes, which identifies obsolete agencies, organizations, and programs. Content from them is very suitable for digitization and preservation.

### COLLECTION DEPTH INDICATORS

The collection activities and goals are conveyed through collection depth indicators that were originally devised by the Research Library Group (RLG). Over time they have been revised, adapted, and implemented by other organizations such as the Library of Congress and the International Federation of Library Associations (IFLA) as well as by other countries.

Collection depth indicators are traditionally applied to library classification schemes, that is, a subject approach to collection development. And they provide the library with an acquisitions commitment, a collecting goal, and a preservation commitment. In this Plan, the indicators are modified in order to be applied to a collection made up of solely publicly accessible Government information dissemination products by branches of Government or Government organizations. With GPO's responsibility for preservation, it is recognized that content ingested into the system of online access will remain permanently publicly accessible, except under very rare and specific circumstances (e.g., the recall of content by an agency) and therefore not reflected in the collection depth indicators.<sup>1</sup>

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<sup>1</sup> See Appendix A for the collection depth indicator definitions.

Government information dissemination products that are classified for national security or that violate privacy concerns are *out of scope* and not ingested into the system, regardless of their agency of origin.

## **LEGISLATIVE BRANCH**

GPO will collect CONGRESSIONAL resources at a *comprehensive level*. This includes current and converted historical content from the House, Senate, committees, caucuses, or other working unit of the Congress.

The U.S. GOVERNMENT PUBLISHING OFFICE and the CONGRESSIONAL BUDGET OFFICE information dissemination products also will be collected at the *comprehensive level*.

The information dissemination products of all other agencies of the Legislative Branch will be collected at the *research level*.

## **EXECUTIVE BRANCH**

The national libraries (Agricultural, Education, Medicine, and Transportation) have mandates to preserve and make accessible their comprehensive subject-focused collections. GPO will not duplicate these efforts, but GPO will collect information products from Executive Branch agencies at the *study or instructional support level*.

Both current and digitized historical administrative law information resources from all Executive Branch agencies will be collected at the *comprehensive level*.

Information dissemination products from the OFFICES OF THE PRESIDENT AND VICE PRESIDENT, the EXECUTIVE OFFICE OF THE PRESIDENT, and the OFFICE OF THE FEDERAL REGISTER will be collected at the *comprehensive level*.

Unless mentioned above, the information dissemination products from all other Executive Branch agencies will be collected at the *research level*.

## **JUDICIAL BRANCH**

Opinions of the United States Supreme Court, lower Federal courts, and special courts will be collected at the *comprehensive level*. Other information dissemination products from Judicial Branch agencies will be collected at the *research level*.

## **INDEPENDENT ESTABLISHMENTS AND GOVERNMENT CORPORATIONS**

These Government agencies are established by Congress, and though constitutionally part of the Executive Branch, they exist outside of executive departments. Their information products will be collected at the *research level*.

## **BOARDS, COMMISSIONS, AND COMMITTEES**

This category of Government entities includes boards, commissions, and committees that were established by congressional or Presidential action, and their functions are not tied to the internal operations of a parent department or agency. The information dissemination products of these Government entities will be collected at the *study or instructional support level*.

## **QUASI-OFFICIAL AGENCIES**

Quasi-official entities are not executive agencies, but they are required to publish information about their programs in the *Federal Register*. Congressionally chartered nonprofit organizations are also quasi-official agencies. They may exist between the governmental and private sectors, but are supported, in part, by Federal funds. The information dissemination products of these Government entities will be collected at the *study or instructional support level*.

## **INTERNATIONAL ORGANIZATIONS**

The U.S. has memberships in many international organizations, such as the United Nations, and participates in these organizations in accordance with the provisions of treaties, other international agreements, congressional legislation, or executive arrangements. In some cases, no financial contribution is involved. The information dissemination products of these organizations will be collected at the *minimal information level*, including only those information products for which the U.S. has contributed to its creation and the U.S. is contained in the statement of responsibility.

## **DIGITIZATION FOR PRESERVATION**

Digitization is a valid reformatting method for preservation when best practices and guidelines for the selection of file types, bit depth, resolution, and metadata are followed; a well thought out lifecycle management workflow and processes are applied; and the files are ingested into a trusted digital repository. Reformatting and storing the files in this manner creates digital assets that can be preserved for permanent public access.

CENDI, of which GPO is a voting member, adopted the technical statement, “Digitization as a Reformatting Method for Preservation and Public Access” in July 2007. In part it states:

CENDI agencies support digitization as a preservation methodology for Federal Government information when:

- Long term preservation includes the responsibility to create and maintain an archival acceptable digital repository for the digital assets or preserve the original paper based materials permanently (or according to scheduled disposition);
- Periodic migrations are undertaken to achieve permanence; and

- Quality metadata, including preservation metadata, is created and maintained to facilitate access and document formats and migration.

Since part of GPO's mission is to preserve official publications and information products of the Federal Government, and because GPO is committed to implementing the recommendations from the NAPA report, digitized content will be included in the system of online access. Digitized content may originate at GPO, other Federal agencies, or from parties with whom GPO has formally signed agreements.

Content that is digitized for preservation must be considered and prioritized for ingest into the system based upon the rarity, physical condition, and age of the item; and the needs of communities of users.

### **FEDERAL AGENCIES DIGITAL GUIDELINES INITIATIVE (FADGI)**

GPO participates in FADGI, and has since its onset. This initiative is a collaborative effort by Federal agencies to define common sustainable guidelines and practices for digitized and born digital historical, archival and cultural content in a sustainable manner. The participating agencies share the belief that common guidelines will enhance the exchange of research results and developments, encourage collaborative practices and projects for digital material among federal agencies and institutions, and provide the public with a product of uniform quality. FADGI guidelines are available from their Web site at: <http://www.digitizationguidelines.gov/>.

### **OTHER COLLECTION BUILDING ACTIVITIES**

To the extent practicable, meaning if funding permits, Government departmental and agency requests to include their information content in GPO's system of online access will be accommodated in accordance with [44 United States Code §4101\(b\)](#). GPO staff will work with the agency to determine their needs and how best to make their content accessible.

From time to time GPO receives guidance from Congress regarding the digitization of specified Government content for ingest into the system. When such requests are received, they become processing priorities.

Content converted by GPO's official partners (Federal agencies, Federal depository libraries, or other organizations) that is digitized in accordance with agreed upon terms may be ingested into the system, authenticated, and preserved. Many libraries digitize content that is of local interest, often it is topic oriented or related to a particular event. Libraries frequently collect comprehensively in these areas, including in-scope content that often was never distributed through the Federal Depository Library Program. The Federal depository library user community views GPO's system as a repository for the long-term preservation and access needs of their digitized content. If they collect at a conspectus level beyond or higher than GPO's prescribed level, we will respond to and accommodate their needs by ingesting their content into the system. Partners or those interested in becoming Federal Information Preservation Network (FIPNet) digitization partners, can contact GPO by email at [PreserveFedInfo@gpo.gov](mailto:PreserveFedInfo@gpo.gov) for more

information and to begin discussions about having their digitization efforts ingested into the system.

As much as possible, content harvested from Federal agency Web sites and housed on the LSCM “permanent server” will be migrated to the system. A longer term goal is to migrate content from Archive-it!, where GPO harvested Web sites reside.

Materials classified for national security or that violate privacy concerns are out of scope and not to be ingested into the system.

To meet user needs and GPO’s responsibilities, ingest into the system requires a balance of current born digital content and converted content for preservation. As well, there needs to be new content to showcase at least quarterly that celebrates or commemorates an important event or topic of current public interest for community engagement, marketing, and public relations value. The events or topics to showcase are recommended by a committee made up of representatives from the Office of Public Relations and Library Services and Content Management. Once approved, their recommendations are operationalized by the Collection Development and Management Working Group, that is, they will identify and ensure the materials are integrated into the workflow processes for ingest into the system.

# Collection Development Plan Review and Revision

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This document shall be reviewed on an annual basis and revised as needed. The review is to take place in the fall of each year, prior to the preparation of budget requests for the next fiscal year. It is expected that the priorities for ingest identified in Appendices B and C will be revised annually. Revisions are noted in the table below.

Review/Revision Date	Summary of Actions	Author/Reviewer
09/30/2016	Final review	Laurie Hall
09/29/2017	Annual review and update	Laurie Hall

## Appendix A: Conspectus Collection Depth Indicator Definitions

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The collection depth indicators below were modified to enable their application to digital content originating from specific Federal Government agencies or topical collections of born digital or digitized Government information dissemination products.

### **OUT OF SCOPE**

Materials are not collected for inclusion in the system.

### **MINIMAL INFORMATION LEVEL**

Collections that support minimal inquiries about this agency and include:

- A very limited collection of general materials, including monographs and reference works.

### **BASIC INFORMATION LEVEL**

Collections that serve to introduce and define an agency, to indicate the varieties of information available elsewhere, and to support the needs of general library users through the first two years of college instruction include:

- A limited collection of monographs and reference works.
- A limited collection of representative general periodicals.

### **STUDY OR INSTRUCTIONAL SUPPORT LEVEL**

Collections that provide information about an agency in a systematic way, but at a level of less than research intensity, and support the needs of general library users through college and beginning graduate instruction include:

- An extensive collection of general monographs and reference works and selected specialized monographs and reference works.
- An extensive collection of general periodicals and a representative collection of specialized periodicals.
- Limited collections of appropriate foreign language materials, e.g. foreign language learning materials for non-native speakers or foreign language materials about a topic such as Kamchatskaia gruppa reagironvaniia na vulkanicheskie izverzheniia, the Russian version of Kamchatkan Volcanic Eruption Response Team.

### **RESEARCH LEVEL**

A collection that contains the major Government information dissemination products from an agency or in a specifically defined field of knowledge required for doctoral study and independent research includes:

- A very extensive collection of general and specialized monographs and reference works.
- A very extensive collection of general and specialized periodicals.
- Extensive collections of appropriate foreign language materials.

## **COMPREHENSIVE LEVEL**

An exhaustive collection of Government information dissemination products, as far as is reasonably possible (i.e., a "special collection"), from an agency or in a specifically defined field of knowledge that includes:

- Exhaustive collections of current and historical published materials.
- Very extensive manuscript collections.
- Very extensive collections in all other pertinent formats.
- Government works in foreign languages.
- A comprehensive level collection may serve as a national or international resource.



## Appendix B: Current FDsys/govinfo Collections

TITLE	DATES OF COVERAGE
Annual Report of the Public Printer	1861 to 2014
Administrative Notes (monthly)	1980 to 2009
Budget of the United States Government	Fiscal Years 1996 to Present
Coastal Zone Information Center	1951 to 1999
Code of Federal Regulations	1996 to Present
Commerce Business Daily	1996 to 2001
Compilation of Presidential Documents	1993 to Present
Congressional Bills	103rd Congress (1993-94) to Present
Congressional Calendars	104th Congress (1995-96) to Present
Congressional Committee Prints including Ways and Means Committee Prints	104th Congress (1995-96) to Present
Congressional Directory	104th Congress (1995-96) to Present
Congressional Documents	104th Congress (1995-96) to Present
Congressional Hearings including House and Senate Appropriations Hearings	104th Congress (1995-96) to Present (holdings incomplete)
Congressional Pictorial Directory including New Member Pictorial Directory	105th Congress (1997-98) to Present
Congressional Record (Bound)	1921 to 2001
Congressional Record (Daily)	1994 to Present
Congressional Record Index (Daily)	1983 to Present
Congressional Reports including Conference Reports	104th Congress (1995-96) to Present
Constitution of the United States of America: Analysis and Interpretation	1992, 2002, 2012 (and supplements)
Economic Indicators	1995 to Present
Economic Report of the President	1995 to Present
Education Reports from ERIC	1995 to 2004
Federal Register	1980 to Present
GAO Reports and Comptroller General Decisions	1994 to 2008
History of Bills	1983 to Present
House Practice	104th, 108th, 112th, and 115th Congresses

TITLE	DATES OF COVERAGE
House Rules and Manual	104th Congress (1995-96) to Present
Independent Counsel Investigations	1998 to 2002
Journal of the House of Representatives	1992 to 2014
List of CFR Sections Affected	1997 to Present
Panama Canal Commission and Its Predecessor Agencies	1867 to 1992
Precedents of the U.S. House of Representatives	Cannon, Deschler, and Hinds
Privacy Act Issuances	1995 to 2005, 2009 to 2015
Public and Private Laws	104th Congress (1995-96) to Present
Public Documents Highlights	1973 to 1983
Public Papers of the Presidents of the United States	1991 to 2012
Riddick's Senate Procedure	101st Congress (1992)
Senate Manual	104th, 106th, 107th, 110th to 113th Congresses
Supreme Court Decisions (FLITE)	1937 to 1975
Treasury Department Treasury Combined Statement of Receipts Treasury Reporting Rates of Exchange Official Register of the United States Account of the Receipts and Expenditures Internal Revenue Cumulative Bulletin to the Treasury Department	
Unified Agenda	1994 to Present
United States Code	1994 to Present
U.S. Courts Opinions Appellate Courts District Courts Bankruptcy Courts U.S. Court of International Trade	Predominantly from 2004 to Present
United States Government Manual	1995 to Present
United States Government Policy and Supporting Positions (Plum Book)	1996 to 2016
U.S. Government Printing Office Style Manual	2000, 2008
U.S. Government Publishing Office Style Manual	2016

TITLE	DATES OF COVERAGE
United States Statutes at Large	1951 to 2011

# Appendix C: Ingest Priorities for the System of Online Access

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## Fiscal Years 2017-2022

Continuing to add to the collections currently available on GPO’s system is of the highest priority. We must continue to add current content to those titles and series identified in Appendix B.

In order to better meet the Government information needs of current and future users, GPO must increase the availability of historical content in the system. To this end ingest priorities include, but are not limited to, earlier editions of titles currently available through FDsys/**govinfo** so as to have complete and historic holdings. The historical content of executive and judicial branch agency collections needs to be developed as well. Digitization of this content may originate from GPO, other Federal agencies, or from parties with whom GPO has formally signed agreements, such as Federal depository libraries.

### SHORT-TERM COLLECTION DEVELOPMENT PROJECTS

- Library Services and Content Management will determine new content to showcase semi-annually that celebrates or commemorates an important event or topic of current public interest for community engagement, marketing and public relations value.
- Develop a plan to migrate content from the “permanent” server of harvested publications to the system, and conduct a proof of concept to establish the viability of the plan.

### LONGER-TERM COLLECTION DEVELOPMENT ACTIVITIES

Ingesting the content listed below will complete the historical holdings of the current system collections as well as adding new collections. Priorities are ranked 1 – 3, with 1 being the highest priority.

The titles that are known to have been digitized by Federal depository libraries or the originating agencies are indicated with \* after the priority rank. GPO will investigate the possibility of entering into partnerships with these organizations. Though already digitized, they are still a body of content scoped for ingest into the system to ensure authenticated versions are accessible for permanent public access to the American public. However, given the existence of accessible digital files, they are ranked at a lower priority for ingest.

### LEGISLATIVE BRANCH

CONGRESS (Comprehensive level)

TITLE	SuDoc #	DATES	PRIORITY
Annals of Congress (1 <sup>st</sup> -18 <sup>th</sup> Congresses)	X 1 – X 42	1789 - 1824	3*
Register of Debates (18 <sup>th</sup> Congress, 2 <sup>nd</sup> Session - 25 <sup>th</sup> Congress 1 <sup>st</sup> Session)	X 43 – X 71	1824 - 1837	3*

Congressional Globe (23 <sup>rd</sup> – 42 <sup>nd</sup> Congresses)	X 72 – X 180	1833 - 1873	3*
Bound Congressional Record (43 <sup>rd</sup> – 144 <sup>th</sup> Congresses)	X	1873 - 1920	In process
Congressional Record (Daily)	X 1.1/A		3
Congressional Record Index	X 1.1	1873 - 1982	2
Congressional Directory (annual)	Y 4.P 93/1:1	1809 - 1995/96	2
Journal of the House of Representatives (annual)	XJH	1789 - 1875	3*
Journal of the House of Representatives (annual)	XJH	1876 - 1950	1
Journal of the House of Representatives (annual)	XJH	1951 - 1991	2
Journal of the Senate (annual)	XJS	1789 - 1875	3*
Journal of the Senate (annual)	XJS	1876 - 1950	1
Journal of the Senate (annual)	XJS	1951 -	2
Economic Indicators (monthly)	Y 4.Ec 7:Ec 7	1948 - 1994	3*
U.S. Code (every six years after 1934)	Y 1.2/5	1926, 1934 - 1988	1
Reports, Documents, and Hearings	Various	1789 -	1
Caucus Reports	Various	Various	3
Congressionally Mandated Reports	Various	Various	3
American State Papers (38 volumes)	Z 3.1 – Z 3.5	1789 - 1838	3*
U.S. Congressional Serial Set	Y 1.1/2:nos.	1817 - 1950	1
U.S. Congressional Serial Set	Y 1.1/2:nos.	1951 -	1
A Descriptive Catalogue of The Government Publications of the United States, September 5, 1774-March 4, 1881 (Poore's)		1885	3*
Comprehensive Index to the Publications of the United States Government, 1881-1893, 2 Volumes (58 <sup>th</sup> Congress, 2d Session, H. Doc 754)		1905	3*

*\*Already digitized by either an agency or a Federal depository library*

#### CONGRESSIONAL BUDGET OFFICE REPORTS (Comprehensive level)

TITLE	SuDoc #	DATES	PRIORITY
Analysis of the President's Budgetary Proposals for Fiscal Year ... (annual)	Y 10.19	1979 -	3*
Sequestration Reports (semiannual)	Y 10.18	1986 -	3*
Congressional Budget Scorekeeping for Legislation	Y 10.10	1976 - 1979	1

Monthly Budget Review	Y 10.21/2		3*
Unauthorized Appropriations and Expiring Authorizations (Annual)	Y 10.22	1994 -	3*
Long-Term Budget Outlook	Y 10.13/2	1999 -	3*
Budget and Economic Outlook (Outlook for the Budget and the Economy)	Y 10.13	1979 -	3*
Budget Concepts and Processes	Y 10.2	1975 -	3*
Estimated Impact of the American Recovery and Reinvestment Act on Employment and Economic Output (quarterly)	Y 10.29	Sept 2009 -	3*
Review of CBO's Activities in ... Under the Unfunded Mandates Reform Act	Y 10.28	2001 -	3*
Cost Estimates		1974 -	2
Budget Issue Papers	Y 10.12	1976 -	2
Responsibilities and Organization (annual)	Y 10.20		2
Other CBO publications and digital content		1974 -	2

*\*Already digitized by either an agency or a Federal depository library*

U.S. GOVERNMENT PUBLISHING OFFICE (Comprehensive level)

TITLE	SuDoc #	DATES	PRIORITY
Annual Report of the Superintendent of Documents	GP 3.1	1895 -	2
GPO Style Manual	GP 1.23/4	Prior to 2000	2
Monthly Catalog of U.S. Government Publications	GP 3.8/8		1
Monthly Catalog of U.S. Government Publications Periodical/Serials Supplement	GP 3.8/5		1
U.S. Congressional Serial Set Supplement (annual)	GP 3.8/6		
Checklist U.S. Public Documents, 1789-1909		1911	3*
Catalogue of the Public Documents of the ... Congress, ... Session		1895 - 1907	1
Index to the Reports and Documents of the ... Congress, ... Session ... With Numerical lists and schedule of volumes	GP 3.7:no.		1
Numerical lists and schedule of volumes of reports and documents of Congress (annual)	GP 3.7/2	1933/34 -	1

U.S. Congressional Serial Set Catalog: Numerical Lists and Schedule of Volumes	GP 3.34	1983/84 - 2008	1
Catalog of the Public documents of the Congress and of all departments of the Government of the United States; the Comprehensive index provided for by the Act of Jan. 12, 1895		1895	1
Official list of depository libraries, consisting of designated, geological, and official gazette depositories, January 1909	GP 3.3:12	1909	2
US Government Depository Libraries Directory (annual)	Y 4.P 93/1-10:date		2
Superintendent of Documents Bulletins	GP 3.3:no.		3
Biennial Report of Depository Libraries: U.S. Summary	GP 3.33:date		3
Biennial Report of Depository Libraries: Summary Reports by State	GP 3.33/2		3
Administrative Notes Technical Supplement (monthly)	GP 3.16/3-3	1995 - 1999	3
Price Lists (superseded by GP 3.22/2:nos. except PL 36)	GP 3.9	1989 - 1974	3
Subject Bibliographies (preceded by Price Lists)	GP 3.22/2:	1975 -	3
Apprentice Series	GP 1.10		3
Apprentice Lectures	GP 1.13		3
Apprentice Training Series	GP 1.26:CT		3
Status Report: GPO Access A service of the U.S. Government Printing Office		June 30, 1994	1
Biennial report to Congress on the status of GPO Access	GP 1.1/2	1995 - 2001	1

*\*Already digitized by either an agency or a Federal depository library*

## EXECUTIVE BRANCH

### ANNUAL REPORTS FOR ALL CABINET LEVEL DEPARTMENTS

TITLE	SuDoc #	DATES	PRIORITY
Department of State. Foreign Relations of the United States (Prior to 1931 entitled Papers Relating to the Foreign Relations of the U.S.)	S 1.1	1861 -	1
Annual Report of the Secretary of the Treasury on the State of Finances	T 1.1	1790 -	3*
Department of Defense Annual Report (semiannual: July/Dec 1949 – Jan/June 1958)	D 1.1	1950 -	1
National Military Establishment Annual Report	M 1.1	1947 - 1949	1
Department of War Annual Report	W 1.1	1790 - 1947	1
Annual Report of the Attorney General of the U.S.	J 1.1	1870 -	1
Department of the Interior Annual Report	I 1.1	1849 -	1
Annual Report of the Secretary of Agriculture	A 1.1	1862 -	1
Annual Report on Agriculture began in 1837 as part of the annual report of the Commissioner of Patents	C 21.1/2	1837 - 1862	1
Commerce in [year]. Annual Report of the Secretary of Commerce (Reports for 1943-45 not issued)	C 1.1	1913 -	1
Annual Report of the Secretary, Department of Commerce and Labor (1 <sup>st</sup> – 10 <sup>th</sup> )	C 1.1	1903 - 1912	1
Department of Labor Annual Report	L 1.1	1914 -	1
Department of Health & Human Services	HE 1.1	1980 -	1
Department of Health, Education, Welfare	FS 1.1	1954 - 1979	1
Department of Housing & Urban Development Annual Report	HH 1.1	1965 -	1
Department of Transportation Annual Report	TD 1.1	1967 -	1
Department of Energy Annual Report	E 1.1	1978 -	1
Department of Education Annual Report	ED 1.1	1980 -	1
Department of Veterans Affairs Annual Report	VA 1.1	1988 -	1
Veterans Administration Annual Report	VA 1.1	1931 - 1988	1
Department of Homeland Security Annual Performance Report For Fiscal Year ... AND Agency Financial Report for Fiscal Year ...	HS 1.1/3-2 HS 1.1/7	2004 -	3*



FOR ALL CABINET LEVEL DEPARTMENTS (Research level)

TITLE	SuDoc # & DATES	PRIORITY
All decisions, opinions and other administrative law resources	Varies w/agency	3
Major publications, reports, studies, periodicals	Varies w/agency	3

FOR ALL EXECUTIVE BRANCH AGENCIES AND BUREAUS (Research level)

TITLE	SuDoc # & DATES	PRIORITY
Annual Reports	Varies w/agency	3
Annual Performance Report and Agency Financial Report (Required for agencies with the enactment of the Government Performance Results Act in 1993)	Varies w/agency	3
All decisions and other administrative law resources	Varies w/agency	3
Major publications, reports, studies, periodicals	Varies w/agency	3

EXECUTIVE OFFICE OF THE PRESIDENT (Comprehensive level)

TITLE	SuDoc #	DATES	PRIORITY
Budget of the United States Government, Fiscal Year ... (annual)	PrEx 2.8	1922 - 1996	3*
Economic Report of the President (annual)	Pr [#].9	1950 - 1994	3*
Publications, reports, studies, periodicals	Varies	Varies	2

OFFICE OF THE FEDERAL REGISTER (Comprehensive level)

TITLE	SuDoc #	DATES	PRIORITY
Federal Register (including Index and the Unified Agenda)	AE 2.106 GS 4.107	1936 - 1979	In process
Code of Federal Regulations	AE 2.106/3 GS 4.108	1938 - 1995	1
Public Laws <sup>+</sup>	AE 2.110 GS 4.110		
Private Laws <sup>+</sup>	S 7.5/3 AE 2.110/2		
Public Papers of the President: Herbert C. Hoover	GS 4.113	1929 - 1933	1
Public Papers of the President: Harry S. Truman	GS 4.113	1945 - 1953	1
Public Papers of the President: Dwight D. Eisenhower	GS 4.113	1953 - 1961	1
Public Papers of the President: John F. Kennedy	GS 4.113	1961 - 1963	1

Public Papers of the President: Lyndon B. Johnson	GS 4.113	1963 - 1969	1
Public Papers of the President: Richard M. Nixon	GS 4.113	1969 - 1974	1
Public Papers of the President: Gerald R. Ford	GS 4.113	1974 - 1977	1
Public Papers of the President: James E. Carter, Jr.	GS 4.113	1977 - 1981	1
Public Papers of the President: Ronald W. Reagan	GS 4.113 AE 2.114	1981 - 1989	1
Public Papers of the President: George H.W. Bush	AE 2.114	1989 - 1990	1
U.S. Government Manual	AE 2.108/2 GS 4.109	1935 - 1994	1
United States Statutes at Large (annual)	S 7.9 GS 4.111	1876 - 1950	3*
United States Statutes at Large (annual)	S 7.9	1789 - 1875	3*

\*Already digitized by either an agency or a Federal depository library

+Ingest of the Public and Private Laws is only necessary if the Statutes at Large are not ingested.

#### DEPARTMENT OF STATE

TITLE	SuDoc #	DATES	PRIORITY
U.S. Treaties and Other International Agreements (UST) (Bound) [Last printed was v. 35, part 6, 1983-1984] (Comprehensive level)	S 9.12	1950 - 1983/84	2
Treaties and Other International Acts Series (TIAS). (Individual treaties and agreements later issued in bound form as UST)	S 9.10	1985 - 1995	2
International Agreements to which the US is a Party (TIAS). From 1996 online at <a href="http://www.state.gov/s/l/treaty/tias/index.htm">http://www.state.gov/s/l/treaty/tias/index.htm</a>	S 9.12	1996 -	3*
Treaties and Other International Agreements of United States, 1776-1949. 13 volumes.	S 9.12/2	1776 - 1949	2
Treaties in Force (All editions)	S 9.14		
Compilation of Treaties in Force. Prepared under act of July 7, 1898 (also issued as House Doc 276, 55 <sup>th</sup> Congress, 3 <sup>rd</sup> Session)		1898	2
Compilation of Treaties in Force. Prepared under resolution of the Senate of February 11, 1904.		1904	2
Compilation of Treaties in Force. Issue for Dec 31, 1932 published also as a supplement to U.S. Dept. of State. Treaty information bulletin, no. 39.		1932	2

Treaties in Force: a list of treaties and other international agreements of the United States in force on ... (annual from 1955)		1941, 1955 -	2
Multilateral Treaties (All) <a href="http://www.state.gov/s/l/treaty/depositary/index.htm">http://www.state.gov/s/l/treaty/depositary/index.htm</a>			3*

*\*Already digitized by either an agency or a Federal depository library*

## JUDICIAL BRANCH

TITLE	SuDoc #	DATES	PRIORITY
Court Opinions (All opinions)			
UNITED STATES SUPREME COURT			
• US Reports	JU 6.8	1790 - 1990	1
• US Reports	JU 6.8	1991 -	3*
• Supreme Court Slip Opinions	JU 6.8/B		1
LOWER FEDERAL COURTS			
• United States Courts of Appeals (12 of 13 complete)	JU 2.11		In process
• United States District Courts (51 of 94 complete)	JU 4.15		In process
• United States Bankruptcy Courts (49 of 94 complete)	JU 14.15		In process
• Judicial Panel on Multidistrict Litigation	JU 16.15		In process
SPECIAL COURTS			
• United States Court of Appeals for the Armed Forces	TBD	1996 -	1
• United States Court of Appeals for Veterans Claims	JU 15.15		1
• United States Court of Federal Claims	JU 3.15:		In process
• United States Tax Court Reports	JU 11.7	1969 -	1
○ Memoranda	JU 11.7/2		1
○ Summary Opinions	JU 11.		3
• Board of Tax Appeals	Y 3.T 19.6	1924 - 1942	
○ Reports of the United States Board of Tax Appeals		1924 - 1942	3
○ Board of Tax Appeals Memorandum Decisions		1929 - 1942	3

• Tax Court of the United States	TBD	1942 - 1969	2
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