

GPO's System of Online Access

Collection Development Plan

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

Version 10
September 30, 2025



U.S. GOVERNMENT PUBLISHING OFFICE
Keeping America Informed | OFFICIAL | DIGITAL | SECURE

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Executive Summary

The mission of the U.S. Government Publishing Office (GPO) is to publish trusted information for the Federal Government to the American people. 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: GovInfo, hereafter referred to as "the system"; tangible FDLP collections held by approximately 1,100 libraries nationwide; and its Cataloging & Indexing (C&I) Program that endeavors to create 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public”¹ entails the ingest of ***current and historical content***.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.

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 first 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](#) excludes 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, for any document made accessible on the

¹ “GPO’S Federal Digital System Hits One Billion Retrievals,” GPO.gov, April 8, 2014, <https://www.gpo.gov/docs/default-source/news-content-pdf-files/2014/14news10.pdf>.

issuing component's public website, 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 appropriate to harvest and ingest. 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 A, Current 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 GovInfo so as to have complete and historic holdings. The historical content of executive and judicial branch agency collections must be developed as well. Digital imaging 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.

A review of this collection development plan will be conducted annually and revised as needed.

Introduction

The mission of the U.S. Government Publishing Office (GPO) is to publish trusted information for the Federal Government to the American people.

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 included a content management system, preservation repository, and search engine. In February 2016, GPO launched GovInfo to replace the public web component of the system. GovInfo offers a new look and new features and is currently GPO’s system of online access. In December 2018, GovInfo was certified as a Trusted Digital Repository under the ISO 16363 standard.

Today GPO ensures permanent public access to Federal Government information at no charge through: GovInfo; tangible FDLP collections held by approximately 1,100 libraries nationwide; and its Cataloging & Indexing (C&I) Program that endeavors to create a comprehensive index of public documents.

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

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- 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.

Background

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—

(1) maintain an electronic directory of Federal electronic information;

(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

(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:

1. The public has the right of access to Government information.
2. The Government has an obligation to disseminate and provide broad public access to its information.
3. The Government has an obligation to guarantee the authenticity and integrity of its information.
4. The Government has an obligation to preserve its information.
5. 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-PPS 2019-1 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.

[SOD-PPS 2016-5 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 websites 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-PPS 2020-2 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-PPS 2016-4 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.

[SOD-PPS 8-2024 Withdrawal of Federal information products from the National Collection of U.S. Government Public Information and GPO's online U.S. Government Bookstore](#) provides guidance for when Congress or a publishing Federal agency requests the withdrawal, withholding, or restriction of access to information products or services available from the Superintendent of Documents' Public Information Programs.

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

NATIONAL ARCHIVES AND RECORDS ADMINISTRATION AFFILIATE 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, GPO's first system of online access. The MOU was amended in October 2012 when the content was successfully migrated to FDsys, and fully revised in September 2023 to cover content in GovInfo and any successor systems.

The content and metadata files in GovInfo Archival Information Packages constitute a distinct series of federal records. As an Affiliate Archive, GPO agrees to maintain physical custody of these records after legal custody is transferred to NARA, and provide public access to them at standards comparable to those maintained by NARA for electronic records. NARA serves as long term backup for the system content, assuming physical custody if GPO can no longer maintain the records.

Current and superseded Affiliate Archive MOUs are available on the [GovInfo Policies](#) page.

OFFICE OF MANAGEMENT AND BUDGET GUIDANCE

[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-17-06 Policies for Federal Agency Public Websites and Digital Services](#) specifies that Federal agency public websites are information dissemination products, part of their information resource program to be managed following the guidance in OMB Circular A-130.

[M-23-17 "Access to Congressionally Mandated Reports Act" Implementation Guidance](#) provides detailed instructions for how agencies are to comply with the Access to Congressionally Mandated Reports Act.

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 digital imaging and ingest into its preservation repository, GovInfo.

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

NATIONAL COLLECTION OF U.S. GOVERNMENT PUBLIC INFORMATION

The [National Collection of U.S. Government Public Information](#) is a geographically dispersed collection of the corpus of Federal Government public information, accessible to the public at no cost. The digital National Collection includes GovInfo, content harvested by GPO, and content hosted on Federal agency websites. GPO [partners](#) also help build the digital collection by contributing digitally reformatted content for ingest into GovInfo or hosting digital content in their own repositories.

The [National Collection of U.S. Government Public Information, Strategic Plan for FY 2023 – FY 2027](#), published September 2022, presented three strategic themes for the National Collection:

ENRICH	The National Collection of U.S. Government Public Information
EXPAND	Access to Government information, services to depository libraries, Partnerships, and Collaborations
ENGAGE	With Depository Libraries, Federal Agencies, the General Public, and Other Stakeholders

Goals for FY 2023 – 2027 that pertain to collection development for GPO’s System of Online Access include:

- Increase efforts to digitize, and ingest into GovInfo, at-risk titles from the historical tangible collections in depository libraries.

- Explore the feasibility of implementing additional formats for downloading publications from GovInfo, e.g., eBook formats.
- Explore and test non-print centric content for ingest into GovInfo, e.g., video.
- Digitize the Silver-Halide microfiche that was distributed through the FDLF. Begin by conducting a pilot to establish and document procedures.
- Foster program partnerships with depository libraries and other stakeholders in all four of the [National Collection Service Areas \(NCSAs\)](#).

TASK FORCE ON A DIGITAL FEDERAL DEPOSITORY LIBRARY PROGRAM

In response to a recommendation from the Depository Library Council (DLC), GPO Director Hugh Nathaniel Halpern established a Task Force to study the feasibility of a digital FDLF. The 23-member Task Force included representation from the DLC, FDLs of different types and sizes, Federal agencies, and library associations.

The Task Force focused its efforts in six (6) specific areas and created working groups to study each area of investigation:

1. **Impact on Access:** internet access, ADA, Section 508, and preservation within the context of the “Impact on the Public” of a digital FDLF.
2. **Impact on Depository Libraries:** impact on the depository library community, including staffing, training, services, operations, and participation.
3. **Impact on Federal Agencies:** notification of digital content and partnerships.
4. **Impact on GPO and Library Services and Content Management:** program administration, staffing, training, infrastructure changes, appropriations/budget, and security and disaster recovery issues.
5. **Title 44, Legislative and Policy Issues:** GPO, Superintendent of Documents policy review, digital content management requirements across Federal agencies, and impact on requirement to print.
6. **Strategic Framework and Implementation:** recommendations as to how to implement and operate a digital FDLF, including a strategic framework and implementation plan, should the recommendations of the Task Force support moving toward a digital FDLF.

The Task Force delivered its final report, [Feasibility of a Digital Federal Depository Library Program: Report of the GPO Director's Task Force Task Force](#), to Director Halpern in December 2022. Task Force recommendations that pertain to building collections in GPO's System of Online Access include:

- Develop partnerships and cooperative agreements with Federal agencies to create new ways to automate compliance with Title 44, and explore other potential legislative, administrative, and discretionary options to increase agency engagement with the FDLDP.
- Work to develop a Government-wide network of digital repositories to ensure permanent, free public access to all Government information. GovInfo will be a key component of this network.

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 and an appropriation to the Business Operations Revolving Fund for GovInfo development. This includes funding for ingest into the system of online access new content digitally imaged 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

ABOUT THE SYSTEM

The authority for GPO's system of online access resides in the GPO Access Act of 1993, 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 was a content management system, a preservation repository, and a public access website that combined extensive metadata and modern search technology. FDsys conformed to ISO 14721, the Open Archival Information System (OAIS) Reference Model for preservation and access.

GPO launched GovInfo in February 2016. It is the next generation of FDsys, and like FDsys conforms to ISO 14721 for preservation and access. In December 2018 and December 2021, GovInfo was certified under the ISO 16363 standard as a Trusted Digital Repository. With numerous collections of content and millions of titles (and growing every day), the system of online access provides official and authentic published information from the three branches of the Federal Government.

DESIGNATED COMMUNITIES

GPO's system of online access is accessible to anyone around the globe with Internet access. The mission of GPO, however, is to publish trusted information for the Federal Government to the American people. As such, system content is driven by the needs of the American public.

Designated Communities have been identified for the system. Per ISO 14721, which defines the OAIS 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 user groups listed below:

- Academic (education/research)
- Data consumer
- Federal depository libraries, and non-depository libraries
- Government (Federal, state, and local)
- Interested citizen
- Internal GPO
- Legal
- News media
- Non-profits
- Private industry
- Transparency organizations

The designated communities have diverse needs; varying levels of knowledge of the legislative and regulatory processes, resources, or subjects 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 first 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 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 publishing trusted information for the Federal Government to the American people. 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 website, 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\(b\)](#)).

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.

Developing the Online Collection

Building the system's collection to make it the “most comprehensive information repository serving the information needs of Congress, Federal agencies, and the public”² entails the ingest of **current and historical content**. GPO publishes documents to GPO's system of online access for GPO customers, which include Congress, the Office of the Federal Register, the Office of Management and Budget, and the Administrative Office of the United States Courts. To increase the amount of content published first-run on GovInfo, and thus facilitating automatic inclusion in the National Collection, GPO is looking to collaborate with more agencies, especially agencies in the executive branch. In 2024, GPO worked with the Federal Communications Commission to publish the [FCC Record](#) on GovInfo, making it available online in compiled form for the first time from a government source.

As documented in the [National Collection of U.S. Government Public Information, Strategic Plan for FY 2023 – FY 2027](#), a long-term goal for the National Collection is for the tangible holdings in Federal depository libraries to have digital versions accessible through the [Catalog of U.S. Government Publications \(CGP\)](#). To that end, GPO is increasing efforts to digitally reformat, and ingest into GovInfo, at-risk titles from the historical tangible collections in depository libraries, while simultaneously adding online version records for those digital surrogates to the CGP. In this context, “at-risk” refers to publications from the beginning of the Republic to 1950, and 1950-1980 for select topics of high public interest (e.g., Vietnam War, Civil Rights Movement). Materials from agencies that no longer exist are also a priority to obtain, to make accessible, and to preserve.

Many Federal agencies have mandates to preserve and make accessible publications of the U.S. Government, including the national libraries (Agricultural, Education, Medicine, and Transportation), and agencies required to have Public Access Plans under the Office of Science and Technology Policy (OSTP) memoranda [Increasing Access to the Results of Federally Funded Scientific Research](#) (2013) and [Ensuring Free, Immediate, and Equitable Access to Federally Funded Research](#) (2022). GPO seeks to work collaboratively with Federal agencies to minimize duplication of effort, and will establish partnerships that ensure the preservation of

² “GPO'S Federal Digital System Hits One Billion Retrievals,” GPO.gov, April 8, 2014, <https://www.gpo.gov/docs/default-source/news-content-pdf-files/2014/14news10.pdf>.

and permanent public access to born-digital Government information and digitally imaged historic agency content. While some agency content may not be ingested into the system, it will be accessible from the CGP.

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, whose content is also suitable for digital imaging and preservation.

DIGITAL IMAGING FOR PRESERVATION

Digital imaging 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 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, digitally imaged content will be included in the system of online access. Digitally imaged content may originate at GPO, other Federal agencies, or from parties with whom GPO has formally signed agreements.

Content that is digitally imaged 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 digitally imaged 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 website at:

<http://www.digitizationguidelines.gov/>.

DIGITAL CONTENT CONTRIBUTORS

Content converted by GPO's official partners (Federal agencies, Federal depository libraries, or other organizations) that is digitally imaged in accordance with agreed upon terms may be ingested into the system, authenticated, and preserved. Many libraries digitize content that is of local interest, on a specific topic, 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 digitally imaged content.

DIGITAL CONTENT CONTRIBUTOR	NCSA	CONTRIBUTIONS
Albertsons Library, Boise State University	West	Idaho related publications
Boston Public Library	Northeast	Various publications
Cecil H. Green Library, Stanford University	West	Various publications
George A. Smathers Libraries, University of Florida	South	Panama Canal related publications, National Recovery Administration publications, Agriculture related publications
Indiana State Library	Midwest	Decisions of the Department of the Interior and the General Land Office in Cases Related to the Public Lands
Law Library of Congress	Northeast	U.S. Congressional Serial Set
Ned R. McWherter Library, University of Memphis	South	Peace Corps publications
Suzzallo Library, University of Washington	West	International Cooperation Administration publication
Washington State Library	West	Various publications
William & Mary Libraries	South	Amerika Illustrated

Federal agencies, Federal depository libraries, or other institutions interested in contributing content to GovInfo can learn more on the [Digital Content Contributor](#) page and contact GPO via [askGPO](#) to begin a partnership discussion.

OTHER COLLECTION BUILDING ACTIVITIES

The [James M. Inhofe National Defense Authorization Act for Fiscal Year 2023](#), enacted as Pub. L. No. 117-263 on December 23, 2022, included sections 7241-7248, the "Access to Congressionally Mandated Reports Act." That Act instructed the

GPO Director to establish a centralized repository for Federal agencies to submit congressionally mandated reports that are required to be submitted to Congress, committees, or subcommittees so they may be accessible to the public. Following submission by hard copy to either House of Congress or to any congressional committee or subcommittee, Federal agencies are required, no earlier than 30 days but no later than 60 days, to electronically submit their congressionally mandated reports to GPO for publication in GovInfo, with limited exceptions.

GPO's [Digital Content Solutions](#) provide Federal agencies the opportunity to make their content available on GPO's award-winning system of online access on a cost-recovery basis. GPO's Agency Strategic Programs and GovInfo office works with the agency to determine their needs, and how best to make their content accessible. Current Digital Content Solutions customers include Bureau of Ocean Energy Management (BOEM), National Institute of Science and Technology (NIST), National Security Administration (NSA), and Railroad Retirement Board (RRB).

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

To the extent possible, content harvested from Federal agency websites and housed on the LSCM "permanent server" will be migrated to the system. Harvested monographs are added to GovInfo on a quarterly basis. This includes content that has a discrete record of description in the Catalog of Government Publications or other authorized source of bibliographic records. To date, 61,750 publications issued between 1832 and 2025 from over 200 government authors have been added to GovInfo as part of this process. Nearly 88% of these publications in GovInfo is information produced by the executive branch. Separately, GPO maintains a contract with Archive-It, where GPO harvested websites reside in a collection called the Federal Depository Library Program Web Archive. When websites are deemed as government information products, inclusion of websites in the system is considered only when the components of the webpage have been concatenated and combined as a file format specifically designed for web archives.

Collection Development Plan Review and Revision

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 A and B will be revised annually. Revisions are noted in the table below.

Review/Revision Date	Summary of Actions	Approver
09/30/2016	Final review	Laurie Hall
09/29/2017	Annual review and update	Laurie Hall
09/28/2018	Annual review and update	Laurie Hall
09/27/2019	Annual review and update	Laurie Hall
09/30/2020	Annual review and update	Laurie Hall
09/30/2021	Annual review and update	Laurie Hall
09/30/2022	Annual review and update	Laurie Hall
09/29/2023	Comprehensive revision to reflect (1) National Collection of U.S. Government Information, Strategic Plan for FY 2023 – FY 2027 goals, (2) the Access to Congressionally Mandated Reports Act, and (3) September 2023 NARA Affiliate Archive agreement	Scott Matheson
9/30/2024	Annual review and update	Scott Matheson
9/30/2025	Annual review and update	Scott Matheson

Appendix A: Current GovInfo Collections

TITLE	DATES OF COVERAGE
Annual Report of the Public Printer	1861 to Present
Administrative Notes (monthly)	1980 to 2009
Administrative Notes Technical Supplement	1994 to 2001
Budget of the United States Government	Fiscal Years 1996 to Present, plus select budgets from prior fiscal years
Bureau of Ocean Energy Management Environmental Studies	1974 to Present
CFR Index and Finding Aids	2017 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 (1993-1994) to Present
Congressional Calendars	104th Congress (1995-1996) to Present
Congressional Committee Prints (including Ways and Means Committee Prints)	104th Congress (1995-1996) to Present, plus select prints from prior Congresses
Congressional Directory	41st Congress (1869) to Present
Congressional Documents	104th Congress (1995-1996) to Present, plus select documents from prior Congresses
Congressional Hearings (including House and Senate Appropriations Hearings)	104th Congress (1995-1996) to Present, plus select hearings from prior Congresses

Congressional Pictorial Directory (including New Member Pictorial Directory)	82nd Congress (1951-1952) to Present
Congressional Record (Bound)	1873 to 2017
Congressional Record (Daily)	1994 to Present
Congressional Record Index (Daily)	1983 to Present
Congressional Reports (including Conference Reports)	104th Congress (1995-1996) to Present, plus select reports from prior Congresses
Constitution of the United States of America: Analysis and Interpretation (CONAN)	1992, 2002, 2012-2017, 2022 (and supplements)
Depository Invoices	1914, 1917 to 1942
Depository Shipping Lists	1980 to 1989
Economic Indicators	1995 to Present
Economic Report of the President	1996 to Present, plus selected reports from prior years
Education Reports from ERIC	1995 to 2004
Federal Communications Commission (FCC) Record	2023 to Present
Federal Register	1936 to Present
Federal Register Index	1936 to Present
GAO Reports and Comptroller General Decisions	1994 to 2008
Government Document Indexes Monthly Catalog of U.S. Government Publications Descriptive Catalogue of the Government Publications of the United States, September 5, 1774 – March 4, 1881 Comprehensive index of the	Varies by title

<p>publications of the United States Government, 1881-1893</p> <p>Catalogue of United States Public Documents, 1893-1940</p> <p>Checklist of United States Public Documents, 1789-1909</p> <p>Tables of and Annotated Index to the Congressional Series of United States Public Documents</p> <p>Index to the Reports and Documents, 54th Congress-72nd Congress</p> <p>Numerical Lists and Schedule of Volumes of the Reports and Documents, 73rd Congress-96th Congress</p> <p>United States Congressional Serial Set Catalog, 98th Congress-105th Congress</p>	
History of Bills	1983 to Present
House Practice	104th, 108th, 112th, 115th, and 118th Congresses
House Rules and Manual	104th Congress (1995-96) to Present, plus select manuals from prior Congresses
Independent and Special Counsel Investigations	1998 to 2019
Journal of the House of Representatives	102nd Congress, 2nd session (1992) to Present, plus select journals from prior Congresses
Journal of the Senate	108th Congress, 2nd session (2004) to Present, plus select journals from prior Congresses
Kappler's Indian Affairs: Laws and Treaties	1902 to 1975

List of CFR Sections Affected	1997 to Present
National Institute of Standards and Technology (NIST) Publications	Varies by series
National Recovery Administration Publications	1933 to 1936
National Security Administration (NSA) The Next Wave	2008 to Present
Panama Canal Commission and Its Predecessor Agencies	1867 to 1992
Precedents of the U.S. House of Representatives	Hinds', Cannon's, Deschler's, 2017 series
Privacy Act Issuances	1995 to Present
Public and Private Laws	104th Congress (1995-1996) to Present
Public Documents Highlights	1973 to 1983
Public Papers of the Presidents of the United States	1929 to 1933, 1945 to 2015
Railroad Retirement Board (RRB) Board Coverage Decisions and Guidance Documents	1936 to Present
Riddick's Senate Procedure	101st Congress (1992)
Senate Manual	104th Congress (1995-1996) to Present, plus select manuals from prior Congresses
Statute Compilations	Available for select laws and updated through the "As amended" note on the first page of each Compilation
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
United States Congressional Serial Set	Select volumes from the 15th Congress to the 103rd Congress
U.S. Courts Opinions Appellate Courts District Courts Bankruptcy Courts U.S. Court of International Trade	Select Courts, predominantly from 2004 to Present
United States Government Manual	1935 to Present
United States Government Policy and Supporting Positions (Plum Book)	1996 to Present
U.S. Government Printing Office Style Manual	1908 to 2008
U.S. Government Publishing Office Style Manual	2016
United States Reports	1790 to 1991
United States Statutes at Large	1789 to Present

Appendix B: Ingest Priorities for the System of Online Access

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 A.

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 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. Digital imaging 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.

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 digitally imaged 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 digitally imaged, 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

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

Congressional Globe (23 rd - 42 nd Congresses)	X 72 - X 180	1833 - 1873	3*
Congressional Record (Daily)	X 1.1/A	1873 - 1993	3
Congressional Record Index	X 1.1	1873 - 1982	2
Congressional Directory (annual)	Y 4.P 93/1:1	1809 - 1868	In Process
Journal of the House of Representatives (annual)	XJH	1789 - 1816	3*
Journal of the House of Representatives (annual)	XJH	1817 - 1964	In Process
Journal of the House of Representatives (annual)	XJH	1965 - 1991	2
Journal of the Senate (annual)	XJS	1789 - 1816	3*
Journal of the Senate (annual)	XJS	1817 - 1965	In Process
Journal of the Senate (annual)	XJS	1966 - 2003	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	3*
Reports, Documents, Hearings, and Committee Prints	Various	1789 -	In Process
Caucus Reports	Various	Various	3
Congressionally Mandated Reports	Various	Various	2
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 -	In Process

**Already digitally imaged by either a Federal agency or a Federal depository library*

CONGRESSIONAL BUDGET OFFICE REPORTS

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

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U.S. GOVERNMENT PUBLISHING OFFICE

TITLE	SuDoc #	DATES	PRIORITY
Annual Report of the Superintendent of Documents	GP 3.1	1895 -	In Process

Official list of depository libraries, consisting of designated, geological, and official gazette depositories, January 1909	GP 3.3:12	1909	In Process
Directory of U.S. Government Depository Libraries	Y 4.P 93/1-10:date	1985 - 1994	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
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
Daily Depository Shipping Lists	GP 3.16/3:		In Process

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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 -	In Process
Annual Report of the Secretary of the Treasury on the State of Finances	T 1.1	1790 - 1816, 1969 -	3*

Annual Report of the Secretary of the Treasury on the State of Finances	T 1.1	1817 - 1968	In Process
Department of Defense Annual Report (semiannual: July/Dec 1949 – Jan/June 1958)	D 1.1	1950 -	3*
National Military Establishment Annual Report	M 1.1	1947 - 1949	3*
Department of War Annual Report	W 1.1	1790 - 1822, 1921-1947	1
Department of War Annual Report	W 1.1	1823 - 1920	In Process
Annual Report of the Attorney General of the U.S.	J 1.1	1870 -	In Process
Department of the Interior Annual Report	I 1.1	1849 -	In Process
Annual Report of the Secretary of Agriculture	A 1.1	1862 - 1871, 1880 - 1920, 1922 - 1923	In Process
Annual Report of the Secretary of Agriculture	A 1.1	1872 - 1879, 1921, 1924 -	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 -	In Process
Annual Report of the Secretary, Department of Commerce and Labor (1 st – 10 th)	C 1.1	1903 - 1912	In Process
Department of Labor Annual Report	L 1.1	1914 -	In Process

Department of Health & Human Services	HE 1.1	1980 -	1
Department of Health, Education, Welfare	FS 1.1	1954 - 1979	In Process
Department of Housing & Urban Development Annual Report	HH 1.1	1965 -	In Process
Department of Transportation Annual Report	TD 1.1	1967 -	In Process
Department of Energy Annual Report	E 1.1	1978 -	In Process
Department of Education Annual Report	ED 1.1	1980 -	1
Department of Veterans Affairs Annual Report	VA 1.1	1988 -	1
Administrator of Veterans Affairs, Annual Report	VA 1.1	1931 - 1987	In Process
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*

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FOR ALL CABINET LEVEL DEPARTMENTS

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

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

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

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OFFICE OF THE FEDERAL REGISTER

TITLE	SuDoc #	DATES	PRIORITY
Code of Federal Regulations	AE 2.106/3 GS 4.108	1938 - 1995	In Process
CFR Index and Finding Aids	AE 2.106/3-2 GS 4.108:IND.	1977 - 2016	1
List of CFR Sections Affected	AE 2.106/2 GS 4.108/3	1958 - 1996	3

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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]	S 9.12	1950 - 1983/84	3*
Treaties and Other International Acts Series (TIAS). (Individual treaties and agreements later issued in bound form as UST). From 1985 online at https://www.state.gov/tias/	S 9.10	1985 - 1995	2
International Agreements to which the US is a Party (TIAS). From 1996 online at https://www.state.gov/tias/	S 9.12	1996 -	3*
Treaties and Other International Agreements of United States, 1776-1949. 13 volumes.	S 9.12/2	1776 - 1949	3*
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 th Congress, 3 rd Session)		1899	Complete
Compilation of Treaties in Force. Prepared under resolution of the Senate of February 11, 1904. (also issued as Senate Doc 318, 58 th Congress, 2 nd Session)		1904	Complete
A List of Treaties and Other International Acts of the United States in Force on December 31, 1931 (published also as a supplement to U.S. Dept. of State. Treaty information bulletin, no. 39)		1933	2

A List of Treaties and Other International Acts of the United States in Force on December 31, 1941		1944	2
Treaties in Force: a list of treaties and other international agreements of the United States in force on January 1, ... (annual from 1955)		1955 -	2
Multilateral Treaties (All) http://www.state.gov/s/l/treaty/depositary/index.htm			3*

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JUDICIAL BRANCH

TITLE	SuDoc #	DATES	PRIORITY
Court Opinions (All opinions)			
UNITED STATES SUPREME COURT			
• US Reports	JU 6.8	1992 -	In Process
• Supreme Court Slip Opinions	JU 6.8/B		1
LOWER FEDERAL COURTS			
• United States Courts of Appeals (13 of 13 complete)	JU 2.11		Complete
• United States District Courts (74 of 94 complete)	JU 4.15		In Process
• United States Bankruptcy Courts (75 of 94 complete)	JU 14.15		In Process
• Judicial Panel on Multidistrict Litigation			Complete
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:		Complete
• 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