

2002 Highlights

In fiscal year 2002, the resources available through **GPO Access**, covering all three branches of the Federal Government, grew to encompass more than 2,800 separate databases through more than 80 applications. In total, more than 145,000 titles were made available on GPO servers, and more than 92,000 titles were linked from **GPO Access**. As a measure of GPO's success in disseminating electronic Government information, GPO monitored the number of document retrievals by users and by the end of the year, **GPO Access** averaged nearly 31 million documents downloaded per month.

***GPO Access
Remained One of
the Leading Online
Sources of Free,
Official Government
Information***

During fiscal year 2002, GPO introduced GPOLISTSERV, an opt-in service that sends email notifications of various new and updated products and services provided by GPO and its agency partners. More than 30,000 U.S. Government Online Bookstore customers are notified by the New Titles By Topic Email Alert Service when new publications in various topical areas such as military history, health care, and business become available for purchase. In response to the Federal depository library community's request, the FDLP Electronic Only list provides libraries with a notice of publications that are no longer distributed in paper format, but are available for sale from GPO. More than 7,000 users have the Federal Register table of contents delivered to their email inbox everyday. In addition, partner agencies such as the U.S. Merit Systems Protection Board, are able to use the GPOLISTSERV on a reimbursable basis to deliver content to their users. Currently there are 16 different GPOLISTSERV services with plans to expand this list which will further our commitment to disseminate content to users.

During this fiscal period, Federal Business Opportunities (FedBizOpps) was designated as the single point of universal electronic public access on the Internet for Government-

wide Federal procurement opportunities that exceed \$25,000. Therefore, CBDNet ceased to accept notices as of midnight, January 1, 2002. The FDLP Electronic Collection now makes the old CBDNet available as an archival source of prior procurement notices. In response to the continued need to ensure permanent public access to the Government information contained on GPO servers, plans towards establishing a geographically separate mirror site and backup facility for **GPO Access** in Pueblo, Colorado, were developed. Once completed, GPO will steadily add to the resources and data at this facility until it is a complete mirror site for **GPO Access**.

One notable measure of the recognition and appreciation of the **GPO Access** service is the reception of awards and recognitions. In recognition of the growth and accomplishments of the service, **GPO Access** received numerous awards and recognitions in fiscal year 2002. These included various articles of praise from noted sources, such as the National Coordinating Committee (NCC), Washington Update, and Personal Computer (PC) World Magazine.

Of the metrics available for measuring Web site usage, GPO uses document retrievals because they represent units of actual content delivered to users. Document retrievals indicate the number of downloads of both documents within databases and files outside of databases that have been identified as containing Government information content.

The more than 33 million retrievals in March 2002 propelled total usage of **GPO Access** to over 1.5 billion documents retrieved since the service premiered in 1994. October 2001 produced the highest total retrievals to date with more than 36 million documents downloaded. *Ben's Guide to U.S. Government for Kids*, the educational component of **GPO Access**, has received almost 17 million retrievals since its debut in December 1999. Its peak was in March 2002 with over 950,000 retrievals.

For fiscal year 2002, the average number of monthly retrievals from **GPO Access** was 31 million and the average size of these documents was about 49KB. With 2KB equaling roughly one typewritten page, the average size of a document retrieved from **GPO Access** equates to some 24.5 typewritten pages and costs less than one penny

per retrieval. In turn, the average number of monthly retrievals from **GPO Access** measures over 1.5 terabytes in size and is equivalent to over 759 million typewritten pages.

The Transition to Electronic Federal Depository Library Program Continued

The transition to a predominantly electronic FDLP, begun in 1996 at the direction of Congress, continued throughout fiscal year 2002. The mix of product formats distributed to libraries or made directly accessible to the public stabilized at the fiscal year 2001 level, with about 60 percent of new FDLP titles being available online. However, behind the scenes, GPO's Library Programs Service (LPS) made significant progress in revamping its workforce to deal with the challenges of electronic information and moving toward the acquisition of an Integrated Library System (ILS).

Long recognized as the national authority for cataloging Government publications, LPS is gaining recognition as a center of excellence in other aspects of managing an electronic collection for permanent public access. LPS' management of the FDLP Electronic Collection was notable in fiscal year 2002 for expanded use of the GPO archive servers and participation in the beta test phase of the OCLC Web Document Digital Archive initiative.

Cataloging: Gateway to the E-FDLP

With the advent of a more electronic FDLP, the LPS cataloging staff has expanded the range of its cataloging and locator services efforts, and moved beyond the traditional Monthly Catalog as its principal output. Cataloging now functions as a gateway for bringing online titles into the FDLP Electronic Collection, and then for disseminating them under the program's auspices. The Cataloging and Indexing Program provides access to online, as well as tangible, resources through bibliographic control.

LPS catalogers discover, evaluate, select, and archive most online resources, in addition to creating

bibliographic records that enable the public to search for, identify, and obtain access to all program publications. Locating and describing online resources for the FDLP has significantly broadened the range of decision-making required of the cataloging staff. Catalogers now play a critical role in enhancing current and permanent public access to the FDLP Electronic Collection. In fiscal year 2002, nearly 14,000 titles were catalogued, compared to about 15,400 the previous year. The loss of experienced cataloging staff in the past 2 years, coupled with the increasing complexity of the work, had a marked impact on cataloging production.

Digital Archiving

GPO guarantees the public will have permanent access to the online titles in the FDLP, in similar fashion to the assurance that physical products in the FDLP will be permanently accessible at the regional depository libraries. Permanent public access for online electronic files entails an organizational commitment to preserving and maintaining the data, beginning with capturing the non-GPO Access content, and including refreshing files to prevent deterioration of storage media, migrating files to newer file formats to prevent technological obsolescence, managing backup and mirror sites, and other ongoing activities.

GPO's responsibilities for permanent public access are described in LPS' 1998 report, *Managing the FDLP Electronic Collection: A Policy and Planning Document* <http://www.access.gpo.gov/su_docs/fdlp/pubs/ecplan.html>. LPS has pursued three approaches to provide permanent public access:

1. Digital archiving using partner sites, through contractual partnership agreements with depository libraries and/or publishing agencies.
2. Digital archiving on GPO servers.
3. Developing a processing "tool kit" of software for archiving digital objects, and an off-site archival storage capability with the Online Computer Library Center, Inc. (OCLC).

Presently all three approaches are underway. LPS' own archive of electronic publications provides a first level of security for agency publications that are primarily textual or images of text, and which have no tangible counterpart in the FDLP.

Information about the operation of the FDLP/EC Archive can be found at <www.gpo.gov/ppa/resources.html>.

LPS staff routinely downloads copies of online titles for which there are no analogous print versions in the FDLP. These files are eventually stored on GPO's archive server, as a security measure. Their active use begins only when the original agency version is no longer available. As of August, there are approximately 4,750 titles stored in the archive server, with 77 archived titles being served up to users.

GPO and OCLC, Inc. have completed the first phases of testing of a system to locate, identify, process, describe, and archive electronic publications. The Web Document Digital Archive Pilot Project includes several other partners, including the state libraries of Connecticut, Michigan, Arizona, and Ohio, and the University of Edinburgh in Scotland. The system incorporates a mix of new and existing solutions in an effort to refine and integrate LPS workflow and routines for processing and storing e-titles for the long term.

GPO is a full partner in this project, and staff has worked closely with OCLC, providing input in the development process. LPS' Director and Electronic Collection Manager were instrumental in conceptualizing this project, convincing OCLC of the value and importance of digital archiving, and in prototyping the features and the user interface. The resulting product, while initially a reflection of GPO's high-level requirements for an archiving system, is making a significant contribution to the ability of libraries worldwide to manage and expand access to digital resources.

As an outgrowth of the digital archive project, GPO is a charter member of the OCLC Digital and Preservation Cooperative, which advances research and development of digital preservation/archiving solutions for libraries worldwide.

Business Development Activities

GPO's business development work continued to increase in fiscal year 2002 as Superintendent of Documents' staff worked closely with the Federal publishing community. The staff assisted agencies both with Web site development and hosting, as well as with CD-ROM services. In addition to assisting agencies with defining their electronic dissemination requirements, they also worked in conjunction with the agencies to improve the marketing, sales, and dissemination of their products. A sampling of the CD-

ROMs that were brought into the program included: (1) Federal Tax Products, (2) United States Code: Containing the General and Permanent Laws of the United States in Force on January 23, 2000, (3) Annual Report on International Religious Freedom, (4) Occupational Outlook Handbook, and (5) NIOSH Pocket Guide to Chemical Hazards.

In fiscal year 2002, GPO worked closely with General Services Administration to publish an audio eBook version of the Federal Architecture and Infrastructure Committee of the CIO Council publication, "Extending Digital Dividends: Public Goods and Services that Work for All." The audio eBook on CD-ROM accompanied the print publication, and was the first eBook available for sale through the Superintendent of Documents as well as distributed through the FDLP. In addition to the aforementioned business development activities, GPO worked with other Federal agencies with Web site development and hosting. Hosted Federal Web sites added to **GPO Access** in fiscal year 2002 included the U.S. Capitol Police and the Millennial Housing Commission.

Depository Library Conference

Joint Committee on Printing Chairman Mark Dayton addressed the audience of more than 400 Federal depository librarians and Federal agency representatives to open the 11th Annual Federal Depository Library Conference, the Nation's premier event for Government information librarians. Sponsored by GPO, the conference was held October 21-23, 2002, in Arlington, VA.

Chairman Dayton spoke about the OMB memorandum that sought to authorize printing outside of the GPO. He said Congress had placed language that prohibited OMB from promulgating any rule counter to Title 44 in the four Continuing Resolutions that allowed the Government to temporarily operate without signed appropriations bills. Remarking on the fact that virtually no other qualifying language was incorporated into the resolutions, he said the language "is very unusual and shows the consensus of Democrats and Republicans that the law is the law."

Other highlights of the 3-day conference included discussions on electronic reference, genealogy resources in depository libraries, development of electronic competencies standards, Government sites for kids, and partnerships between academic and public libraries to improve service and

public access to Federal information. The Census Bureau, Patent & Trademark Office, Centers for Disease Control, and Consumer Product Safety Commission are just a few of the many agencies that presented updates on their public information activities and products.

Partnerships

A guiding principle of LPS' transition efforts has been that a system of shared responsibility for building capacity, storing, disseminating, and preserving Government information will produce the greatest benefit in return for resources invested. The goal of establishing partnerships with agencies, depository libraries, and other organizations builds on the successful model of the FDLP sharing responsibility for access and preservation.

Partnerships have taken various forms. Six libraries provide services or tools for locating Government information or managing depository library collections. In fiscal year 2002, responsibility for one of GPO's original Pathway locators, Browse Topics, shifted to Oklahoma State University.

Nine partners manage content with specific permanent public access safeguards contractually defined. Among these are depository libraries including: the University of Illinois at Chicago, which hosts Department of State material; Indiana University, which hosts an online server of publications previously distributed in the FDLP on unstable floppy disk media, and the University of North Texas, which houses the Cybercemetery, a site which collects and preserves the Web sites of Government agencies and commissions that have ceased operation.

In the past year, the Cybercemetery has been averaging 510,160 hits per month. Several Government agencies, including the National Renewable Energy Laboratory and the National Library of Medicine, maintain agreements through which GPO is assured that Web content will be maintained on agency servers permanently, thus relieving GPO of the burden of capturing and archiving their content.

In late 2002, a content partnership between the U.S. Census Bureau, GPO, and the Case Western Reserve University Libraries (CWRU) was begun. CWRU will operate a site specifically geared to depository libraries offering the 2000 Census Summary Files for download by File Transfer Protocol (ftp).

Testimony on OMB Printing Proposal

GPO appeared July 10, 2002, at a hearing of the Joint Committee on Printing (JCP) that had been called to review the OMB Memorandum M-02-07, "*Printing and Duplicating Through the Government Printing Office*," that instructed the heads of executive branch departments and agencies to produce or procure their printing work wherever they wish, without regard to the law requiring those agencies to send printing work to GPO. The Public Printer provided extensive testimony on the weaknesses in the proposal, noting that the OMB memorandum echoed earlier unsuccessful efforts in 1987 and 1994 to transfer printing authority to executive branch agencies. Congress did not support the change either time for fear of increased costs in Federal printing, lost contracting opportunities by small businesses in the printing industry, and reduced public access to Government information.

The Public Printer, in his current testimony, noted the savings that are achieved annually by GPO's Printing Procurement Program, working in partnership with nearly 16,000 private sector printers, the majority of whom are small businesses. He further discussed the potential impact on the Federal Depository Library Program, observing, "there is no way to escape the conclusion that OMB's policy will seriously impair public access to Government information." He said, although OMB would require agencies to continue providing publications for depository distribution, compliance with this requirement would be low.

In response to the latest challenge, the Senate Appropriations Committee has directed that the U.S. General Accounting Office (GAO) conduct a comprehensive and critical assessment of printing, publishing, copying, and disseminating information within the Federal Government in 2003. This assessment is intended to provide the Congress and the new Public Printer with useful information that will be needed to formulate a long-term strategic plan for the GPO and to develop effective, efficient, and economical means for printing and disseminating Federal Government information. The Committee has requested the GAO to place special emphasis on GPO's congressional printing and binding services, the Federal Depository Library Program, and contracting out executive branch printing.

Further, the assessment should examine Federal agencies' current printing needs and requirements and GAO's

assessment of the costs and benefits of using GPO for printing needs; the extent to which agencies bypass the requirement to use GPO without appropriate waivers; an inventory of agencies' large-scale printing/copying equipment; the appropriateness of GPO charges to agencies; and GPO overhead costs. GAO should also examine the GPO's bookstore program; the purpose and utility of the Federal Depository Loan Program; and use of the Internet for ensuring that Federal Government information and publications are widely available to the public.

In addition, GAO's report should also include strategic options for GPO to enhance the efficiency, economy, and effectiveness of printing and disseminating Federal Government information to the public. The Committee is seeking recommendations concerning how the international exchange program and the Library's collections will be ensured full receipt of executive branch documents should there be a change to the current system. In conducting this study, GAO should work closely with the Public Printer, the Superintendent of Documents, and the Librarian of Congress. GAO shall report its findings and recommendations no later than December 1, 2003, so that the Committee may fully consider GAO's findings and recommendations in deliberating the fiscal year 2005 appropriations for the Legislative Branch.

Analysis Showed Potential Negative Impact of OMB's Printing Policy Proposal

At the request of the Senate Subcommittee on Legislative Branch Appropriations, GPO prepared an analysis of the impact that OMB's proposal would have on GPO's operations and Federal printing and information dissemination in general.

Title 44 of the United States Code generally requires all executive branch agencies to obtain printing through GPO. The OMB memorandum would transfer printing authority to executive branch agencies. GPO's analysis found that the OMB policy change would raise Government printing costs significantly, jeopardize the

ability of small businesses to compete for Government printing contracts, and reduce public access to Government information. OMB claimed savings between \$50 million and \$70 million would be realized annually by permitting agencies to perform or procure their own printing.

GPO took a different position. If all executive branch printing were to be removed from GPO, the analysis showed that the cost to the Government could potentially increase over current levels by a range of \$231.5 million to \$335.2 million in the first year, and from \$152.8 million to \$256.5 million annually thereafter. In addition, if agencies were to comply with OMB's requirement to provide copies of their publications to the Superintendent of Documents for distribution to depository libraries, there would be a net transfer of about \$4 million in depository printing costs from the legislative branch to the executive branch.

GPO's analysis showed that, in addition to increased printing costs, the OMB memorandum could also lead to a number of non-quantifiable cost impacts on Government printing, such as loss of the capability to enforce Federal laws and regulations requiring the use of recycled and permanent papers and vegetable oil-based printing inks. There are also likely to be negative economic impacts on the private sector printing industry, especially small businesses including small disadvantaged businesses that currently handle more than 70 percent of the printing orders procured by GPO each year.

Finally, there could be serious adverse impacts on the public's ability to access Government information through Federal depository libraries if executive branch agencies failed to provide copies of their publications for depository distribution, as previous studies have shown.

GPO Produced Largest *Federal Register*

The *Federal Register* issued for Friday, May 3, 2002, was the largest single issue of that publication since its origin in 1936. Published by the National Archives and Records Administration, the *Federal Register* is issued every business day. The publication provides the official public notice of proposed and final rules issued by the departments and agencies of the U.S. Government, and includes information about opportunities for public comments relative to Federal rulemaking and other matters of public interest. Federal departments and agencies are required to publish information about new regulations, and changes to existing regulation, in this publication.

The 12-volume, 20-pound May 3 issue owes its unusual bulk to the inclusion of the public comments received by the Department of Justice on the proposed *United States v. Microsoft Corporation* settlement. Eleven volumes consist of those public comments, most

transmitted to the U.S. Department of Justice by e-mail. As required by the Department of Justice, the materials were published exactly as they were received. The 12th volume (actually the first in the set) consists of the regular *Federal Register* material for the day.

Manuscript was provided to GPO in both paper and electronic formats on March 28. The paper manuscript consisted of 11 cardboard cartons of typescript. The electronic format manuscript was tagged and converted to drive GPO's typesetting system, and the 43,394 galley proof pages that it produced were proofread against the paper manuscript to assure accuracy. When made up into pages, the job required 6,654 of the *Federal Register's* 3-column pages, or 11 books of 512 to 640 pages each. The regular material for May 3 required 184 pages, producing a total page count of 6,838 for the day's issue. In addition to the print edition, GPO provided an electronic edition on its Web site.

Clean Audit Opinions Received on GPO's Fiscal Year 2001-2002 Finances

GPO received two unqualified opinions from the comprehensive and independent audits of its financial operations by the nationally recognized accounting firm KPMG LLP for the 2 years presented in this report.

KPMG conducted thorough audits of GPO's financial statements for fiscal year 2001 and 2002, concluding that the statements "are presented fairly, in all material respects, in conformity with accounting principles generally accepted in the United States of America." An unqualified opinion is the highest level of assurance that an audit firm can give on an organization's financial statements. The audits "noted no instances of material noncompliance with laws and regulations we tested."

KPMG audits of GPO, over the recent past, followed a sweeping management audit of GPO by the internationally recognized firm of Booz-Allen & Hamilton, Inc., in 1998. In addition to validating strong customer support for



GPO's operations in Congress, Federal agencies, and the public, Booz-Allen concluded, "the financial management history at GPO demonstrates that the agency has had considerable experience as a business-oriented operation." Booz-Allen also said "GPO has been a leader in providing Congress accrual-based accounting and financial statements."

Appropriations Presentation for Fiscal Year 2003

GPO presented its fiscal year 2003 appropriations request to the Senate in May 2002, and to the House of Representatives in April. The Public Printer requested a total of \$129.3 million, of which \$95.2 million was for Congressional Printing and Binding and \$34.1 million for Salaries and Expenses of the Superintendent of Documents.

The request represented an increase of \$14.7 million over the fiscal year 2002 level of funding. The increase included \$6.9 million to cover the cost of post-retirement benefits for employees covered by the two appropriations, in compliance with an Office of Management and Budget (OMB) directive. It also included approximately \$5.9 million for Congressional printing to fund a fiscal year 2001 shortfall in that appropriation.

Notwithstanding these amounts, GPO's request represented an increase of only \$1.9 million, less than 2 percent over the amount approved for fiscal year 2002.

During the hearing, the Public Printer was questioned about the impact of the OMB Memorandum (M-02-07, "Printing and Duplicating Through the Government Printing Office"), dated May 3, 2002, concerning the procurement of printing and duplicating through GPO. The Public Printer noted that any policy change would have to be processed as a revision to the Federal Acquisition Regulation affecting the executive branch, and that there would be no immediate impact. If the change were made, however, there would be many negative results, including an impairment of public access to Government documents through Federal depository libraries.

The Congressional Printing and Binding Appropriation covers the costs of producing the *Congressional Record*, bills, reports, hearings, documents, and related legislative products. Each year, a substantial volume of this work is requisitioned from GPO. This appropriation also covers the cost of building Congressional information databases for dissemination via *GPO Access*. A noteworthy component of the Superintendent of Documents' request was a plan to commit approximately \$2.6 million to the replacement of obsolete formats, servers, and other equipment, and for improvements to enhance online services provided through *GPO Access*.

The majority of the Superintendent of Documents' appropriation is for the depository libraries, under which Government publications are distributed in print, microfiche, or electronic formats to approximately 1,300 libraries nationwide for the free use of the public. It also funds the cataloging and indexing of Government publications, the distribution of Government publications as required by law, and the distribution of U.S. Government publications to

foreign libraries, which in turn agree to provide copies of their official publications to the Library of Congress. In addition, this appropriation provides the majority of funding for *GPO Access*.

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