



U.S. GOVERNMENT PUBLISHING OFFICE

OFFICE OF INSPECTOR GENERAL

**AUDIT REPORT
REPORT NUMBER 18-01**

**Additional Information Needed
for Ensuring Availability of Government Information
Through the Federal Depository Library Program**

October 12, 2017



U.S. GOVERNMENT PUBLISHING OFFICE

OFFICE OF INSPECTOR GENERAL

Date

October 12, 2017

To

Acting Superintendent of Documents

From

Inspector General

Subject: Audit Report—Additional Information Needed for Ensuring Availability of Government Information Through the FDL P
Report Number 18-01

Enclosed please find the subject final report. Please refer to the “Results in Brief” for the overall audit results. Our evaluation of your response has been incorporated into the body of the report. We consider management’s comments responsive to the three recommendations, which are considered resolved but will remain open until implementation of the proposed corrective actions.

We appreciate the courtesies extended to the staff during our audit. If you have any questions or comments about this report, please do not hesitate to contact me at (202) 512-0039.

A handwritten signature in black ink that reads "Michael A. Raponi".

MICHAEL A. RAPONI
Inspector General

Attachment

cc:

Director, GPO

Deputy Director, GPO

Acting General Counsel

Chief of Staff

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Office of Inspector General

Report Number 18-01

October 12, 2017

Additional Information Needed for Ensuring Availability of Government Information Through the Federal Depository Library Program

Introduction

Congress established the Federal Depository Library Program (FDLP) to provide free public access to Federal Government information. Creation, distribution, retention, and preservation of information has evolved from a simple tangible, paper-based process to now include digital processes managed primarily through various information technologies. Regardless of format, FDLP publications must conform to the definition of Government publications as defined in section 1902, title 44 of the United States Code (44 U.S.C. § 1901), GPO policy, and the Office of Management and Budget (OMB) Circular A-130, that is, generally all published Federal information products, regardless of format or medium, that are of public interest or educational value or produced using Federal funds.

The transition to digital information raises a number of issues resulting in more diverse responsibilities for GPO. In that context, the Office of Inspector General (OIG) conducted a review to determine the steps GPO took for ensuring information developed at the expense of taxpayers was made available to the public through the FDLP. To address our objective, in general, we tested compliance with select sections of Title 44, reviewed program goals and achievements, and tested processes used to capture Government publications at a select agency—the U.S. Department of Agriculture (USDA).

Results in Brief

GPO took a number of steps for ensuring information developed at the expense of taxpayers was available to the public through the FDLP. For example, GPO reports that more than 1 million Federal titles are made online from both GPO and links to servers in other agencies. GPO also provides both tangible and digital information products obtained from the three branches of the Federal Government through 1,159 Federal, academic, public, law, and other libraries nationwide participating in the FDLP.

While those efforts were prominent, GPO did not identify outcome-oriented goals and metrics that would more clearly define what achievements it sought through those efforts. We noted: (1) agencies did not provide a list of publications to GPO, as

required by law, (2) policies and procedures were not detailed to support program goals, and (3) processes to capture Government publications needs strengthening.

Without clear goals and metrics, the effectiveness and efficiency of the FDLP is difficult to measure. In Fiscal Years (FYs) 2016 and 2017, GPO was appropriated \$21.3 million and \$20.6 million respectively to disseminate information products to participating libraries in the FDLP. The costs of the program are related to identifying, acquiring, cataloging, linking to, authenticating, modernizing, and providing permanent public access to digital Government information. The costs include on-going maintenance and update expenses for digital resources.

Recommendations

OIG recommends that the Acting Superintendent of Documents: 1) strengthening policies, procedures, and processes to capture Government publications, and 2) define goals and metrics to provide a basis for assessing and reporting on the status of the accuracy and completeness of the FDLP.

Management's Response

Management concurred with the recommendations. The complete text of management's response is in Appendix D.

Background

GPO administers the Federal Depository Library Program (FDLP)¹ to provide free public access to Federal Government information through a network of depository libraries. The structure of FDLP is largely based on a tangible, paper-based information. FDLP consists of a network of approximately 1,159 public, academic, law, and other libraries located across the United States.

Creation, distribution, retention, and preservation of Government information has expanded from a tangible paper-based process to now include digital processes managed through computerized information technologies. The Office of Management and Budget (OMB) Revision of OMB Circular A-130, *Managing Information as a Strategic Resource*, July 28, 2016, defines the term “information dissemination product” as any recorded information, regardless of physical form or characteristics, disseminated by an agency, or contractor thereof, to the public. GPO policy² states:

Not all Government publications are distributed to depository libraries. The scope for inclusion in the FDLP is narrower than that of the Cataloging and Indexing Program (C&I). Criteria for disseminating U.S. Government information products through the FDLP are defined in 44 U.S.C. § 1902. Regardless of format, all FDLP publications must conform to the definition of Government publication in 44 U.S.C. § 1901, that is, informational matter which is published as an individual document at Government expense, or as required by law.

The scope of tangible materials for the FDLP includes all published Federal information products, regardless of format or medium, which are of public interest or educational value or produced using Federal funds. It further states that “all Federal information dissemination products published on an agency’s (or an agency’s official partner’s) publicly accessible Web site and originating from or funded by the agency are intended for public use and are to be considered in scope for both the FDLP and C&I.”

Federal Digital System (FDsys) and Other Digital Resources³

Some tangible Government publications are still distributed to depository libraries. However, much of the content previously provided in tangible formats is available in digital formats through GPO’s FDLP Electronic Collection, which provides access to Government information to internet users without cost. In general, information includes the following:

¹ FDLP is administered under the provisions of chapter 19, title 44 of the United States Code by the Superintendent of Documents.

² Superintendent of Documents Public Policy Statement 2016-1, *Scope of Government Information Products Included in the Cataloging and Indexing Program and Disseminated Through the Federal Depository Library Program*, dated February 5, 2008

³ Examples of born digital content include word processing documents, spreadsheets, websites, blogs, databases, audio and video content.

- Core legislative and regulatory products⁴ that reside permanently on GPO servers and are made available through GPO's FDSys
- Materials through the Catalog of U.S. Government Publications (CGP)⁵
- Tangible electronic Government information products distributed to Federal Depository Libraries
- Remotely accessible electronic Government information products that remain under the control of the originating agencies that GPO identifies, describes, and to which it provides links

Funding

For FY 2017, the legislative branch appropriations bill provided GPO with an appropriation of \$117.1 million, of which \$29.5 million was for Public Information Programs of the Superintendent of Documents (salaries and expenses).⁶ The appropriation was for cataloging and indexing of Government publications and distribution to the public, Members of Congress, other Government agencies, and designated depository and international exchange libraries as authorized by law. For FY 2016, \$21.3 million was appropriated for FDLP and \$20.6 million in FY 2017.

GPO bears the expense of distributing copies to the depository libraries. For FY 2016, GPO paid \$512,806 worth of transportation expenses (freight charged to jackets, commercial mail services, and parcel postage) for copies distributed to depository libraries.

Related OIG Work

OIG previously issued a report⁷ related to commercial printing and dissemination of Government information at the National Institutes of Health (NIH). To access the full text of the OIG reports, visit <http://www.gpo.gov/oig/>. In part, OIG found that although it did not provide information required to (1) identify information dissemination products for inclusion into the FDLP, and (2) catalog and index information dissemination products, GPO could strengthen its monitoring of key aspects of its related operations. For example, a review of the annual commercial

⁴ Examples include the daily edition of the *Congressional Record* and the *Federal Register*.

⁵ See <http://catalog.gpo.gov>.

⁶ The FY 2015 act renamed the former Office of Superintendent of Documents (salaries and expenses) account to Public Information Programs of the Superintendent of Documents (salaries and expenses).

⁷ Report Number 14-02, *Commercial Printing and Dissemination of Government Information at the National Institutes of Health*, dated November 29, 2013.

printing activity NIH reported compared to GPO cost estimates, FDLP, and cataloging and indexing requirements disclosed:

- 208 of 500 (41 percent) of products NIH obtained from sources other than GPO met the criteria for inclusion in FDLP but were not included. While 173 of the 208 products were available via the internet, 35 (17 percent) were not made available through either FDLP or the internet.
- GPO did not catalog and index the same 208 products.

For that audit we recommended the Superintendent of Documents strengthen guidance to provide sufficient detail for identifying and acquiring information dissemination products for inclusion in the FDLP and catalog and index programs. The recommendation was subsequently closed based on GPO's report that the recommendation was complete.

Interagency Agreement with the Library of Congress

GPO is working on a project with the Library of Congress that will identify:

- Top-level stakeholders in agency publishing
- Agency communication principles and strategies for sharing information with the public
- Trends in agency investment or prioritization of publication/communication initiatives
- Top-level workflows for publishing agency content
- Strategies and operational goals governing web publishing initiatives
- Preservation policies for publications especially born-digital materials
- Awareness of Title 44 requirements, OMB Circular No. A-130, and other governing compliance requirements
- Use of metrics to measure communication strategies or initiatives

The Interagency Agreement calls for completion by September 30, 2017, at a cost of \$275,000. GPO stated that it will be able to develop new strategies for increasing discovery and access to Government information.

Results and Recommendations

GPO took the steps necessary for ensuring information developed at the expense of taxpayers is available to the public through the FDLP. GPO disseminates information products from the three branches of the Federal Government through 1,159 Federal, academic, public, law, and other libraries nationwide participating in the FDLP. The Agency makes more than 1 million Federal titles available online from both GPO and links to servers in other agencies. GPO has a framework for the general administration of the FDLP, conducts outreach, has interagency agreements supporting content discovery, executed a technical support contract, entered into a letter of agreement to provide public access to a select database, and has staff dedicated to the FDLP.

GPO did not, however, identify outcome-oriented goals and metrics that would clearly define its aims for achieving the value and benefits. Without clear goals and metrics, GPO cannot easily demonstrate improved effectiveness and efficiency of FDLP operations for the \$21.9 million and \$20.6 million in FYs 2016 and 2017 respectively it was appropriated to disseminate information products from each branch of Government to the FDLP.

Some Agencies Did Not Provide List of Publications to GPO, as Required

For print orders placed outside of GPO's print procurement program, agencies did not provide GPO with a list of publications it issued as 44 U.S.C. § 1902 requires. Agencies must⁸ transfer to GPO all Government publications of public interest and/or educational value, except those that are classified, contain personally identifiable information (PII), or those that are for strictly administrative use, to depository libraries for public use—both print and electronic.

Policies and Procedures Need to be Detailed to Support Program Goals

GPO's guidance⁹ lacks sufficient detail. The guidance does not provide for the measurement of the effectiveness of its web presence or the methods for agencies to electronically notify GPO of their publishing output.

⁸ 44 U.S.C. § 1902, states that each component of the Government shall furnish the Superintendent of Documents a list of publications, issued during the previous month, that were obtained from sources other than the GPO.

⁹ Key GPO Policy Governing FDLP:

- Circular Letter No. 794, *Disseminating Information Products to the Public through GPO's Federal Depository Library Program*, October 19, 2010.
- Superintendent of Documents Public Policy Statement 2016-5, *Harvesting Digital Federal Government Information dissemination Products for GPO's Superintendent of Documents Program*, December 19, 2016.
- Superintendent of Documents Public Policy Statement 2016-4, *Permanent Public Access to U.S. Government Information through Preservation*, July 5, 2016.

In addition, the guidance does not provide criteria about determining the effectiveness of outreach efforts such as directly contacting agency representatives, training, and/or events. And lastly, the guidance does not effectively detail how the agency should establish partnerships, identify online document, or determine if program goals and objectives are achieved.

GPO policy¹⁰ requires that the agency maintain effective systems of accounting and management control. The policy states that internal controls are the organization, policies, and procedures used to reasonably ensure that:

- Intended results are achieved from programs.
- Resources are used consistent with agency mission.
- Programs and resources are protected from waste, fraud, and mismanagement.
- Laws and regulations are followed.
- Reliable and timely information is obtained, maintained, reported, and used for decision-making.

The policy further requires internal control documentation such as written policies, organization charts, procedural write-ups, manuals, memoranda, flowcharts, software, and related written materials used describe the internal control methods and measures and serve as a reference for individuals reviewing the internal controls and their functioning.

GAO *Standards for Internal Controls in the Federal Government*, September 2014, provides components, principles, and attributes to guide Federal agencies in designing, implementing, and operating internal controls to achieve its objectives related to operations, reporting, and compliance. Some of the concepts included in those standards include: 1) Control Environment in which management establishes and maintains an environment throughout the entity that sets a positive attitude toward internal control, 2) management review, 3) ongoing monitoring, 4) segregation of duties, and 5) appropriate documentation.

OMB Circular No. A-123, *Management's Responsibility for Enterprise Risk Management and Internal Control*, July 15, 2016, states that Federal leaders and managers are responsible for establishing and achieving goals and objectives,

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- Superintendent of Documents Public Policy Statement 2016-3, *Government Publications Authorized for Discard by Regional Depository Libraries*, May 31, 2016.
 - Superintendent of Documents Public Policy Statement 2016-2, *Content Scope for GPO's System of Online Access*, March 29, 2016.
 - Superintendent of Documents Public Policy Statement 2016-1, *Scope of Government Information Products Included in the Cataloging and Indexing Program and Disseminated Through the Federal Depository Library Program*, dated February 5, 2008.
 - Circular Letter No. 793, Use of GPO Form 3868, *Notification of Intent to Publish*, October 6, 2010.

¹⁰ GPO Instruction 825.18A, *Internal Control Program*, dated May 28, 1997.

seizing opportunities to improve effectiveness and efficiency of operations, providing reliable reporting, and maintaining compliance with relevant laws and regulations. OMB Circular No. A-123 further states that Federal managers are also responsible for implementing management practices that effectively identify, assess, respond, and report on risks. The Circular defines risk management as a series of coordinated activities to direct and control challenges or threats to achieving an organization’s goals and objectives.

Strengthening Processes that Capture Government Publications—Select Agency

OIG selected one large Federal agency—USDA—to review processes for identifying published documents to include in the FDLP. USDA provides leadership on food, agriculture, natural resources, rural development, nutrition, and related issues based on public policy, the best available science, and effective management. USDA is generally comprised of 29 agencies and offices and generates thousands of publications.

OIG asked GPO officials to determine the number of USDA publications in the FDLP. The officials stated that although the exact number of USDA publications could not be determined, the amount would be a small percentage because GPO focuses most of its efforts on congressional publications. We queried a number of GPO-supported websites to identify USDA publications held. The results are depicted in the table below.

Table 1. GPO’s Record of USDA Publications by Various Sources

GPO Source	Number of USDA Publications
National Bibliography of US Publications	58,849
Congressional Serial Set	642
Congressional Publications	6,123
Historic Shelflist	22,965
Electronic Titles	7,522
Serials	5,049
Government eBooks	10
FDLP Web Archive	6

According to GPO, the approach it takes in finding agency publications is a proactive approach. In general, the approach¹¹ consists of: (1) providing a web presence and means for agencies to notify GPO of published documents; (2) directly contacting agency representatives, (3) reaching out to agency customers, and (4) web harvesting. Our review is detailed below.

¹¹ Document Discovery <https://www.fdlp.gov/all-newsletters/featured-articles/1307-doc-discovery>

Web Presence

GPO's web presence includes its websites—gpo.gov, facebook.com/USGPO, twitter.com/USGPO, youtube.com/user/gpoprinter, instagram.com/usgpo, linkedin.com/company/u.s.-government-printing-office, and pinterest.com/usgpo/.

GPO's website provides FDLP information that includes a web-based document discovery form¹² that allows a publishing agency to input information such as the title, publisher, date of publication, internet address, an option for the publishing agency to have GPO consider the document for inclusion in FDsys, whether the publication is new, revised, or reissued content, format of the document, restrictions or copyright protection, and whether the document contains personally identifiable information.

The table below details the number of submissions from June 2016 through June 2017.

Table 2. Submissions by Agency

Agency	Number of Submissions
<i>Department of Agriculture</i>	113
Department of Commerce	2
Department of Defense	7
Department of Health and Human Services	8
Department of State	1
Environmental Protection Agency	46
Publisher Name Absent from Document	79
Total	256

Officials stated that for the beta.gpo.gov, GPO is replacing the Document Discovery form with a link redirecting agencies to submit their requests for dissemination of their publications via *askGPO*.

Also, GPO Circular Letter No. 793, *Use of GPO Form 3868, Notification of Intent to Publish*, October 6, 2010, states the primary means of notifying the Superintendent of Documents of a forthcoming publication is the "Notification of Intent to Publish," GPO Form 3868. The form is to be sent to IntentToPublishe@gpo.gov. From June 2016 through July 2017, GPO received 108 Form 3868s, *Notification of Intent to Publish from USDA*. The 108 notifications were submitted by the Forest Service.

¹² <http://usgpo.wufoo.com/forms/document-discovery/>

Direct Contact of Agency Representatives

GPO has dedicated staff to directly contact agency representatives. GPO committed resources based on the List of Classes¹³. The List of Classes is the listing of publications grouped by Government author. Class “A” represents the Department of Agriculture. GPO has five employees assigned to class “A.” Classification specialties include:

- Technical Information Specialist – (1 employee)
- Librarians (Technical Services) – (3 employees)
- Cataloging and Metadata Librarian – (1 employee)

GPO staff members are not, however, restricted to agency assignments, but web harvesting is a primary responsibility. Also, class assignments may be supplemented with document discovery, askGPO incidents, prior catalog record codes, and/or special projects.

GPO awarded a contract to Zimmerman Associates, Inc., (Zimmerman) to provide library staffing services. Under the agreement, Zimmerman provides two employees to support GPO’s web harvesting activities.

In July 2017, we discussed with USDA’s Director of Printing Services its efforts to provide USDA publications for inclusion in FDLP. GPO identified the Director of Printing Services as the USDA point of contact for obtaining information or assistance concerning FDLP. The Director stated that she was not familiar with the monthly requirement to provide GPO publication information and indicated that no discussions have occurred with GPO about providing a list.

We received a similar comment from the Chief Collection Development Librarian for the U.S. National Agricultural Library. The Librarian identified and provided OIG with a list of 3,299 publications he believed should be included in the FDLP. The Librarian told us the information was not provided to GPO and that GPO had not contacted the Library for a list of issued publications. The table below details the 3,299 USDA publications by agency identified by the Librarian.

¹³ List of Classes of U.S. Government Publications Available for Selection by Depository Libraries, Library Technical Services, Superintendent of Documents, U.S. Government Publishing Office, ISSN 0882-4045, Revised October 2015.

Table 3. U.S. National Agricultural Library Publications by Agency

Agency Name	Agency Abbreviation	Number of Publications
Agricultural Marketing Service	AMS	1
Animal and Plant Health Inspection Service	APHIS	258
Agricultural Research Service	ARS	1
Center for Nutrition Policy and Promotion	CNPP	82
Economic Research Service	ERS	0
Foreign Agricultural Service	FAS	22
Food and Nutrition Service	FNS	21
Forest Service	FS	2569
Farm Service Agency	FSA	85
Food Safety Inspection Service	FSIS	214
Grain Inspection, Packers and Stockyards Administration	GSPSA	0
National Agricultural Statistics Service	NASS	0
Natural Resources and Conservation Service	NRCS	46
Office of the Chief Economics	OCE	0
Rural Development	RD	0
Risk Management Agency	RMA	0
Total		3,299

OIG selected 326 of the 3,299 publications (15 of the 326 were invalid and removed from the sample). Of the remaining 311 publications, 258 were not included and should have been included in the FDLP. Appendix B details the 326 publications.

Outreach Activities

USDA did not attend the most recent FDLP Conference. Each year, GPO hosts the Depository Library Council and Federal Depository Library Conference. In part, educational sessions are presented pertaining to the FDLP. For the most recent conference, October 17-19, 2016, USDA was not registered to attend the conference. GPO documents disclose that USDA registered for the October 19-21, 2015, conference.

Outreach efforts also included webinars and webcasts. GPO identified 268 webinars and webcasts¹⁴ pertaining to: (1) various topics conducted by FDLP community members, (2) recordings of Federal agency personnel conducting webinars for the FDLP community, (3) webinars conducted by GPO staff about depository library operations, collections, and services, cataloging and indexing and lifecycle management of Government information resources topics, and (4) FDsys and govinfo. As of August 16, 2017, there were 66,978 webcast views. The last viewed dates ranged from July 18, 2014, through August 10, 2017. The average number of views was 250 with a range from 16 to 1,906 views. GPO reported the 268 webinars and webcasts generally do not include content originators as a primary audience.

¹⁴ <http://login.icohere.com/public/topics.cfm?cseq=1172>

Web Harvesting

In the GPO FY 2018 Annual Performance Plan and its FY 2016 Annual Performance Report, GPO reports that in FY 2016 it:

- Increased the size of the FDLP Web Archive collection to 8.5 terabyte (TB) with 46,500,000 documents crawled
- Increased website collections available on the FDLP Web Archive on Archive-It to 145 (an increase of 20) and 145 records available through the CGP (an increase of 45 records)

Through an Interagency Agreement with the Library of Congress (Federal Library and Information Network—FEDLINK), Internet Archive—a 501(c)(3) nonprofit organization—provides GPO web harvesting services through its Archive-It system.

Although it reported results, GPO did not have a documented approach for analyzing and selecting URLs used in the web harvesting activities. To demonstrate the impact, OIG compared the results of the most recent GPO web harvesting activities (see Table 4) to OIG scanned results of URLs provided by USDA's Chief Collection Development Librarian (see Table 5 and Table 6). That comparison revealed differences.

Table 4. GPO Scan Results

URL: choosemyplate.gov		
FaceBook	991 videos	https://www.facebook.com/MyPlate
YouTube	376 videos	5 URLs to Youtube
Twitter	12 videos	https://twitter.com/MyPlate
Flickr	614 photos	https://www.flickr.com/groups/choosemyplate/
Pinterest	7 videos	https://www.pinterest.com/MyPlateRecipes/choosemyplate.gov
Federal Website	1 website and 479 videos captured by GPO	
URL: childstats.gov		
Federal Website	1 site captured	childstats.gov
URL: foodsafety.gov		
FaceBook	133 videos	facebook.com/FoodSafety.gov
YouTube	87 videos	8 URLs to Youtube
Twitter	310 photos and videos.	twitter.com/foodsafetygov/
	6 videos captured by GPO	
Pinterest	37 videos captured	pinterest.com/hhsgov/whats-cooking
Federal Website	2 websites and 276 videos captured	" https://www.foodsafety.gov
	www2c.cdc.gov/podcasts/createrss.asp?c=146	
URL: globalchange.gov		
FaceBook	19 videos	facebook.com/usgcrp
Twitter	6 videos	https://twitter.com/usgcrp
Federal Website	5 Websites and 143 videos captured	5 URLs to Federal Websites
URL: foodsafetyworkinggroup.gov/Home.htm		
Federal Website	1 site captured	http://www.foodsafetyworkinggroup.gov/Home.htm
URL: carboncyclescience.us		
FaceBook	No videos	facebook.com/USCarbonCycleScienceProgram
Twitter	130 videos	twitter.com/USCarbonProgram
LinkedIn	1 site captured	https://www.linkedin.com/company/us-carbon-cycle-science-program/
Amazon Website Hosting	1 site captured	Nothing Captured

USDA’s Chief Collection Development Librarian provided the following URLs he believed contained content that meets the criteria for inclusion to the FDLP. Table 5 below details the URLs.

Table 5. Scanned USDA URL's

Agency	URL
Agricultural Marketing Service	https://www.ams.usda.gov/
Animal and Plant Health Inspection Service	https://www.aphis.usda.gov/aphis/home/
Agricultural Research Service	https://www.ars.usda.gov
Center for Nutrition Policy and Promotion	https://www.cnpp.usda.gov/
Economic Research Service	https://www.ers.usda.gov/
Foreign Agricultural Service	https://www.fas.usda.gov/
Food and Nutrition Service	https://www.fns.usda.gov/
Forest Service	https://www.fs.fed.us/
Farm Service Agency	https://www.fsa.usda.gov/
Food Safety Inspection Service	https://www.fsis.usda.gov/wps/portal/fsis/home
Grain Inspection, Packers and Stockyards Administration	https://www.gipsa.usda.gov/
National Agricultural Statistics Service	https://www.nass.usda.gov/
Natural Resources and Conservation Service	https://www.nrcs.usda.gov/wps/portal/nrcs/site/national/home/
Rural Development	https://www.rd.usda.gov/
Risk Management Agency	http://www.rma.usda.gov/

OIG scanned the URLs that USDA provided. As part of a review criteria, OIG scanned only for PDF formats, a publication file format widely used by internet publishers. The review yielded 20,921 PDF files at 9 USDA agencies. Table 6 below details the result by agency.

Table 6. OIG Scan Results of Select USDA URLs

Agency	Agency Abbreviation	No. of Documents
Agricultural Marketing Service	AMS	6
Animal and Plant Health Inspection Service	APHIS	0
Agricultural Research Service	ARS	133
Center for Nutrition Policy and Promotion	CNPP	0
Economic Research Service	ERS	6,967
Foreign Agricultural Service	FAS	0
Food and Nutrition Service	FNS	4
Forest Service	FS	11,558
Farm Service Agency	FSA	0
Food Safety Inspection Service	FSIS	0
Grain Inspection, Packers and Stockyards Administration	GSPSA	18
National Agricultural Statistics Service	NASS	16
Natural Resources and Conservation Service	NRCS	1,985
Office of the Chief Economics	OCE	0
Rural Development	RD	234
Risk Management Agency	RMA	0
Total		20,921

OIG selected 10 records from the 20,921 records in which GPO determined 9 of the 10 should have been included in the FDLP and were absent. Appendix C details the 10 publications.

Reports that Depository Libraries Identify Fugitive Documents

It has been reported¹⁵ that several depository libraries monitor specific agency websites to identify fugitive documents and report them to GPO. However, GPO does not have any performance-related data to quantify the effort, agreements with depository libraries, or associated procedures.

Letter Agreement with the Department of Energy

In January 2015, GPO executed a letter of agreement with the Department of Energy (DOE) to provide permanent public access to the National Renewable Energy Laboratory publications database. The agreement requires DOE to notify GPO when a new publication is added. From March 15, 2015 to August 25, 2017, GPO received 232 notifications. GPO did not have assurance the information provided represents all the new publications in DOE's the database.

¹⁵ Rebooting the Government Printing Office: Keeping America Informed in the Digital Age, Report by the National Academy of Public Administration, January 2013 (Page 35).

Recommendations

OIG recommends that the Acting Superintendent of Documents: 1) strengthening policies, procedures, and processes to capture Government publications, and 2) define goals and metrics to provide a basis for assessing and reporting on the status of the accuracy and completeness of the FDLP.

Management's Response

Management concurred with the recommendations. The complete text of management's response is in Appendix D.

Appendix A – Objectives, Scope, and Methodology

We performed fieldwork from October 2016 through August 2017 at the GPO Central Office in Washington, D.C. We planned and performed the review to obtain sufficient, appropriate evidence that will provide a reasonable basis for our findings and conclusions based on our objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our objectives.

Objective

The objective of the review was to determine the steps GPO took for ensuring information developed at taxpayer expense is made available to the public through the FDLP.

Scope and Methodology

To accomplish our audit objective, we

- Reviewed GPO's technology solutions for electronic web harvesting.
- Reviewed title 44 of the United States Code.
- Reviewed the JCP Regulations.
- Reviewed various laws.
- Reviewed the Office of Management and Budget (OMB) Circulars.
- Reviewed GPO policies and procedures.

We interviewed key management officials. We reviewed USDA websites for government publications and collaborated with responsible officials to analyze publications for inclusion in the FDLP.

Management Controls Reviewed

We determined that the following internal controls were relevant to our objective:

Program Operations – Policies and procedures GPO management implemented to reasonably ensure that processes met GPO's objectives.

Validity and Reliability of Data – Policies and procedures management implemented designed to reasonably ensure that valid and reliable data are obtained, maintained, and fairly disclosed in reports.

Compliance with Laws and Regulations – Policies and procedures management implemented that reasonably ensure resource use is consistent with laws and regulations.

The details of our examination of management controls, the results of our examination, and noted management control deficiencies are contained in the report narrative. Implementing the recommendations in this report should improve those management control deficiencies.

Computer-generated Data

We obtained data on USDA publications from several GPO websites. Since that data varied greatly among the various websites we were unable to rely on that data.

Appendix B – USDA Sample Results

No.	Document Title	Fugitive	No.	Document Title	Fugitive
1	Fall/Winter 2011 - Specialty Crops Program Newsletter	No	26	Firewood: Don't Destroy the Things You Love	No
2	Animal Welfare Act	Yes	27	Brown Tree Snake: An Invasive Reptile	No
3	Attention Shipowners: Where's Your Garbage Going? (Poster)	Yes	28	Screen Time and Body Weight: A Review of the Evidence	Yes
4	Receiving Foreign Plants, Food, and Other Agricultural Products in the Mail	Yes	29	Breakfast Consumption, Body Weight, and Nutrient Intake: A Review of the Evidence	Yes
5	Feral Swine Damage Control Strategies	Yes	30	USDA and HHS Announce the Appointment of the 2010 Dietary Guidelines Advisory Committee	No
6	Pest Alert: Spotted Lanternfly (<i>Lycorma delicatula</i>)	Yes	31	A Look at the Diet of Pregnant Women	Yes
7	Khapra Beetle: A Devastating Agricultural Pest (United Arab Emirates/Arabic)	Yes	32	Is Intake of Added Sugars Associated With Diet Quality?	Yes
8	National Wildlife Disease Program: Wildlife Tissue Archives	No	33	Backgrounder for Revision of Food Guide Pyramid Sept. 10, 2003	
9	Appeals Process	Yes	34	Diet Quality of Americans in 2001-02 and 2007-08 as Measured by the Healthy Eating Index-2010	Yes
10	European Gypsy Moth Survey in Progress	Yes	35	Dietary Guidelines for Americans, 2010 Consumer Brochure	No
11	Importing Foods into the United States (Spanish)	Yes	36	Eating Breakfast Greatly Improves Schoolchildren's Diet Quality	Yes
12	Corn: Sygenta's Rootworm-Resistant Corn (Event SYN 5307)	No	37	U.S.-Panama Trade Promotion Agreement	Yes
13	The National Veterinary Stockpile and 3D Response Support Services`	Yes	38	U.S.-Korea Trade Agreement	Yes
14	Animal Exhibitors	Yes	39	Agricultural Economic Fact Sheet: Angola	Yes
15	Assistance With Waterfowl Damage	Yes	40	SNAP: Examining the Evidence to Define Benefit Adequacy	Yes
16	APHIS Biotechnology Regulatory Services: Engaging Native American Communities in Biotechnology Regulation	Yes	41	Parents Support Healthier School Food Standards	No
17	Regulation of Dog/Cat Breeders and Dealers	Yes	42	Direct Verification Pilot Study	Yes
18	Reducing Mammalian Damage in Forested and Riparian Ecosystems	Yes	43	Dixie National Forest: Pine Valley and Cedar City Ranger District	No
19	How Many Asian Longhorned Beetles Can You Spot?	Yes	44	Cherokee National Forest: Tellico and Ocoee-Hiwassee Ranger Districts	No
20	Livestock Protection Dogs on Private Lands: Protecting Sheep From Predators (Brochure)	No	45	Cliff and Silvermine Arch Trails	No
21	Product Registration: Providing Tools for Wildlife Services	Yes	46	Warner Mountain Ranger District Map, Back	No
22	Attention Poultry Owners: Biosecurity Is Important!	Yes	47	Smith River National Recreation Area, Gasquet Ranger District MVUM* North	No
23	Ecology, Control, and Prevention of Terrestrial Rabies in Free-ranging Wildlife	Yes	48	Lakewood Ranger District: Aspen Stand Ages, Oak Stands, and Wildlife Openings	Yes
24	NAHLN Quality Management	No	49	Uinta-Wasatch-Cache National Forest: Salt Lake, Kamas, Evanston, Mountain View Ranger District	Yes
25	Smuggling Interdiction and Trade Compliance (SITC) - How You Can Help *Motor Vehicle Use Map	Yes	50	Mark Twain National Forest: Missouri Lane Spring Recreation Area	Yes

No.	Document Title	Fugitive	No.	Document Title	Fugitive
51	Lewis and Clark National Forest, Highwood Mountains: MVUM	Yes	76	Northern Districts Recreation Zone Map	Yes
52	Channel Type Field Guide 2014	Yes	77	Beartooth (Pryors) MVUM	Yes
53	Arapaho and Roosevelt National Forest	No	78	Big Bear Valley Hiking Trails	Yes
54	Chippewa National Forest: Bald Eagles	Yes	79	Klamath National Forest Atlas	No
55	Alpine Loop Trail #520	Yes	80	Lakewood-Laona Ranger District: Map of the Rose Lake Area, Lakewood Half	Yes
56	Trees of Lassen	Yes	81	Richfield Ranger District MVUM, Winter Use	No
57	Nantahala National Forest, Cheoah District MVUM	No	82	Eldorado National Forest: Dru Barner Campground	Yes
58	Floodplain Process Group	Yes	83	Winding Stair Gap Trail #402	Yes
59	Huckleberry Mountain Walk-In Turkey Hunting Area	Yes	84	McKenzie River Ranger District (North) MVUM	No
60	Superior National Forest: Deepwater Lake	Yes	85	Mountain Home Ranger District: Groomed Snowmobile Trails - AREA 20	Yes
61	Randall Henderson Trail	Yes	86	Uinta-Wasatch-Cache National Forest: Salt Lake, Kamas, Evanston, Mountain View Ranger District	No
62	U.S. Forest Resource Facts and Historical Trends (Portuguese version)	Yes	87	Huckleberry Flats Motorized Trail System	Yes
63	Custer National Forest: Beartooth Ranger District	No	88	Rio Grande National Forest: Conejos Peak District	No
64	Idaho City Ranger District West Side MVUM	No	89	Wolf Creek Trail System	Yes
65	Manti-La Sal National Forest Visitor Guide	No	90	Portola Area MVUM	Yes
66	Tellico River Zone Map	Yes	91	Wakeley Lake Foot Travel Area	Yes
67	Alpine Picnic Area	Yes	92	Ocala National Forest Recreation Guide	Yes
68	Deseret Peak Wilderness	No	93	Bass Lake Ranger District: Firearms Regulations	Yes
69	Rogue River-Siskiyou National Forest: Wild Rivers Ranger District	No	94	River Road National Scenic Byway	Yes
70	Manti-La Sal National Forest - Moab and Monticello Ranger Districts	Yes	95	Significant Forest Mortality and Defoliation Detected through Aerial Survey	No
71	Superior National Forest: Island River	Yes	96	1877 Nez Perce Flight - Nez Perce National Historic Trail	No
72	Highway 4 Activities	Yes	97	Markers Arch Trail #603	Yes
73	Blue Mountain Walk-In Turkey Hunting Area	Yes	98	Douglas Ranger District, Spring Creek MVUM	No
74	High Sierra Ranger District: Dusy-Ershim OHV Route	Yes	99	Skykomish Ranger District MVUM	No
75	Willow Creek/Rocky Gap ATV trail	Yes	100	Use Propane Grills	Yes

No.	Document Title	Fugitive	No.	Document Title	Fugitive
101	Renfro Loop OHV Route #302	Yes	126	Lakewood-Laona Ranger District: Map of the Pine Lake Area, Laona Half	No
102	Forest Heritage National Scenic Byway	Yes	127	American Fork Canyon: Winter Recreation Map	Yes
103	Northwest Front MVUM	Yes	128	Bienville National Forest	No
104	South Back MVUM	Yes	129	Scuttle Hole Trail System #404	Yes
105	Chilhowee Recreation Area Guide	Yes	130	Cassia Division OHV Trail Guide`	Yes
106	Priest Lake Island and Lake Shore Camping	Yes	131	Superior National Forest: Kimball Lake	Yes
107	Mono Lake and Pizona: Montgomery Pass Map Side 2	No	132	Pisgah Ranger District: Roadside Camping	Yes
108	Angeles National Forest Plant A Tree	NR	133	Mt. Pinos Ranger District: Hiking Trails	Yes
109	Summit Ranger District South MVUM	No	134	High Sierra Ranger District: Kings River Special Management Area	Yes
110	Brush Creek/Hayden Ranger District, Sierra Madre MVUM	No	135	Chippewa National Forest: Pike Bay Canoe Route	Yes
111	Detroit Ranger District MVUM	No	136	Bear Swamp Trail	Yes
112	Woodland Trail	Yes	137	Lassen National Forest	No
113	Cement Creek: Winter Recreation Analysis Area	Yes	138	Umatilla National Forest MVUM 1	No
114	Gospel-Hump Wilderness	No	139	Craigs Creek Trail #420	Yes
115	Hillman Heritage National Recreation Trail	Yes	140	Great Meadows Campground	Yes
116	Ottawa National Forest, Bessemer District, East: Aspen Coverage Map: 2014	Yes	141	French Broad Zone Map	Yes
117	Rogue River-Siskiyou National Forest: High Cascades Ranger District (South Half)	No	142	Balsam Lake Lodge	Yes
118	Rockcastle Area Trails	Yes	143	Laurel Bridge Picnic Area	Yes
119	Southern Upper Lake Area MVO	No	144	Lake Tahoe: Campgrounds Map	Yes
120	Wedington MVUM	Bad URL	145	East Fork Unit	Yes
121	Carson-Iceberg Trail Distances	No	146	Bass Lake Ranger District: Lewis Creek Trail	Yes
122	Beaverhead-Deerlodge National Forest: Pioneer Mountains National Scenic Byway	Bad URL	147	Northeast Front MVUM	Yes
123	Land O' Lakes Cross Country Ski Trails	Yes	148	Ashley National Forest: Flaming Gorge & Vernal Ranger District	Yes
124	Superior National Forest: Honeymoon Bluff	Bad URL	149	Mt. Hood National Forest: Barlow Ranger District	Yes
125	Superior National Forest: Birch Lake Back Country	Yes	150	Superior National Forest: Devil Track Lake	Yes

No.	Document Title	Fugitive	No.	Document Title	Fugitive
151	Wranglers Trails Horse Map	Yes	176	Cedar Mountain: Snowmobile Complex Map Only	Yes
152	Little Missouri National Grassland: Maah Daah Hey Trail	Yes	177	Caney Ranger District	Yes
153	Swift Camp Creek & Wildcat Trails	Yes	178	Womble Trail	Yes
154	Crazy Mountains MVUM	Yes	179	Devil's Backbone Wilderness	Yes
155	Table Mountain Wilderness	Yes	180	Richfield Ranger District MVUM, Winter Use	Yes
156	Bass Lake: Miami (Front)	No	181	John Muir/Sequoia-Kings Canyon Wilderness	Yes
157	2011/2012 Forest Accomplishment Report	No	182	Cascade Lookout 2014	Yes
158	Humboldt-Toiyabe National Forest: Tonopah Ranger District	No	183	Shores Lake Recreation Area	Yes
159	Fremont River Ranger District MVUM, Winter Use	No	184	Gunnison District North MVUM	No
160	Yuba River Ranger District, North: Trails	Yes	185	SE Trails	Yes
161	Lakeside South Trail #412	Yes	186	Richfield (Monroe Section) MVUM	No
162	Giant Sequoia National Monument, Belknap Complex: McIntyre, Wheel Meadow, Bear Creek Groves	Bad URL	187	Hiawatha National Forest, St. Ignace District: Aspen Coverage Map: 2012	Yes
163	Kiowa and Rita Blanca National Grasslands	Yes	188	Rock Ridge OHV Route #506	Yes
164	Three Rivers Ranger District, North Half of Map	Yes	189	Mark Twain National Forest: Missouri Cole Creek Trail	Yes
165	Twin Knobs Recreation Area	Yes	190	High Sierra Ranger District: John Muir Wilderness	Yes
166	Athens Unit MVUM	Yes	191	Loon Lake Chalet	Yes
167	2009 Forest Accomplishment Report	no	192	Huron-Manistee National Forests: Wildlife Habitat Maps, 1-15	Yes
168	Selway Bitterroot Wilderness (North)	Yes	193	Billy Creek Trail	Yes
169	Superior National Forest: Cadotte Lake	Yes	194	North Sylamore Creek Trail	Yes
170	Gros Ventre Wilderness	Yes	195	Yakutat Ranger District	No
171	Moderate Gradient Contained Process Group	Yes	196	Feather River Ranger District: Sky High	Yes
172	Fremont-Winema National Forest MVUM 7	Bad URL	197	Sacramento Ranger District MVUM	Bad URL
173	Strawberry Reservoir: Summer Recreation	Yes	198	High Sierra: Kaiser (Front)	No
174	Bent Creek Trail Map	Yes	199	Ketchum Ranger District MVUM	No
175	Summit Ranger District North MVUM	No	200	Townsend RD Motor Vehicle Use Map 2	Yes

No.	Document Title	Fugitive	No.	Document Title	Fugitive
201	Minidoka Ranger District: Cassia Division MVUM	No	226	Pine Valley Mountain Wilderness	No
202	Welcome to the Angeles National Forest	Yes	227	Deschutes National Forest MVUM 8	No
203	Harvey West Cabin	Yes	228	Superior National Forest: Deepwater Lake	Yes
204	Pine Ridge Trails	No	229	Mission Mountains and Mission Mountains Tribal Wildernesses	Yes
205	Ashdown Gorge Wilderness	No	230	Umatilla National Forest MVUM 19	No
206	Juniper Springs Recreation Area	No	231	Superior National Forest, Dark Lake: Knuckey Lake and Clear Lake	Yes
207	Coker Creek Zone Map	No	232	Mountain bicycle Guide	Yes
208	Sioux - South Dakota Units	No	233	Holly Springs National Forest MVUM	No
209	Juniper Springs Run	Yes	234	McKenzie River Ranger District (North) MVUM	No
210	Superior National Forest: Holiday Greenery	Yes	235	Kiowa-Rita Blanca National Grasslands MVUM	No
211	Uwharrie National Forest MVUM	No	236	Coeur d'Alene River Ranger District MVUM Back	No
212	Unaka Ranger District MVUM	No	237	Libby Ranger District, South Half of Map	No
213	Lakewood-Laona Ranger District: Map of the Waubee Lake Area, Lakewood Half	Yes	238	Unaka Ranger District MVUM	No
214	Superior National Forest: Devil Track	Yes	239	Lakeside South Trail #412	Yes
215	Mark Twain National Forest: Missouri Brazil Creek	Yes	240	Jedediah Smith Wilderness Map	Yes
216	Giant Sequoia National Monument: Lower Peppermint Campground	Bad URL	241	Superior Ranger District OSVUM	Yes
217	Mt. Pinos Ranger District: OHV Trails	Yes	242	Selway Bitterroot Wilderness (South)	Yes
218	Idaho City Ranger District: Rental Cabins	Yes	243	Eldorado National Forest: Kirkwood Lake Campground	Yes
219	HC PG	Yes	244	Bitterroot National Forest MVUM	Yes
220	Russian Wilderness	Yes	245	ANF Recreation map (Rip & Run)	Yes
221	Little Lick Trail #502	Yes	246	Chippewa National Forest: Lost Forty	Yes
222	Chippewa National Forest: Fishing	Yes	247	Willamette National Forest: Detroit Ranger District	No
223	McCormick Wilderness	No	248	Mount St. Helens National Volcanic Monument	No
224	Westside (South) MVUM	No	249	Tiller Ranger District Recreation Guide	Bad URL
225	Arapeen OHV Trail System	No	250	Pebble Beach Trail #237	Yes

No.	Document Title	Fugitive	No.	Document Title	Fugitive
251	Southwest of the Forest: MVUM	No	276	Delta National Forest: Mississippi MVUM	No
252	Angeles National Forest: Picnic Areas	Yes	277	White Rock Recreation Area	Yes
253	Yuba River Ranger District (North) MVUM (Front)	No	278	Superior National Forest: Fall Color	Bad URL
254	Koomer Ridge Area Trails	Yes	279	Fairfield Ranger District MVUM	No
255	Huckleberry Mountain Walk-In Turkey Hunting Area	Yes	280	Pleasant Hill Ranger District MVUM	Bad URL
256	Grand Marais Area MVUM	Yes	281	Santa Fe National Forest East MVUM	No
257	Sequoia National Forest: Kern Plateau Mountain Bike Trail Guide	Bad URL	282	Rock Creek Recreation Area Guide	No
258	Ocala National Forest	No	283	Superior National Forest: Heritage	Bad URL
259	Wayne National Forest Trails	Yes	284	Mark Twain National Forest: Missouri Council Bluff Trail	Yes
260	San Juan National Forest Overview Map	Yes	285	Winter recreation tips from Tread Lightly!	Yes
261	Rogue River National Forest	Yes	286	Cherry Creek - Ojai Ranger District: Recreational Target Shooting Prohibited	Yes
262	Douglas Ranger District, Thunder Basin National Grassland MVUM	Yes	287	Pisgah National Forest, Pisgah District MVUM	No
263	Casa Diablo & Glass Mountain Map Side 2	Yes	288	Flathead National Forest: Hungry Horse and Spotted Bear Ranger District	Yes
264	Feather River Ranger District: Lakeshore	Yes	289	Idaho City Ranger District East Side MVUM	No
265	Mendenhall Glacier Visitor Center	Yes	290	Udell Rollways Disc Golf	Yes
266	Umatilla National Forest MVUM 20	No	291	Eldorado National Forest: Blue Lakes Area Campgrounds	Yes
267	The Highway 50 Corridor: America's Gateway to the West	Yes	292	Sacramento Ranger District MVUM	Bad URL
268	2016 Backcountry Camping Self-Service Camping, and General Camping Regulations	Yes	293	Mark Twain National Forest: Missouri Berryman Trail	Bad URL
269	Bridgers MVUM	Yes	294	San Geronio Wilderness	No
270	Energy Lake Campground at Land Between The Lakes	Yes	295	Bass Lake Ranger District: Mining in the National Forest	Yes
271	Upper Buffalo Mountain Bike Trail Map 11x17	Yes	296	Fremont River-Teasdale Portion MVUM	No
272	Libby Ranger District, South Half of Map	No	297	National Forest Recreation Trails, Chelan and Methow Valley Ranger Districts: Sawtooth Backcountry	Yes
273	Mt. Hood National Forest	Yes	298	Tahoe National Forest: Use of Metal Detectors	Yes
274	Eldorado National Forest: Middle Fork Cosumnes Campground	Yes	299	Osborne Bend & Lost Branch Trails	Yes
275	Giant Sequoia National Monument: Upper and Lower Coffee Camp Day Use Areas	Bad URL	300	Freedom of Information Act (FOIA) Requests	No

No.	Document Title	Fugitive	No.	Document Title	Fugitive
301	Shell Eggs from Farm to Table	No	326	Soil Quality as an Indicator of Sustainability	Yes
302	Water in Meat and Poultry	No			
303	Principios Básicos de la Preparación del Pavo: El Relleno	No			
304	Contenido de Agua en Carnes y Aves	No			
305	Turkey Basics: Handling Cooked Dinners	No			
306	Inspección y Asignación de Categorías: ¿Cuál es la diferencia?	No			
307	FSIS's PHIS: Improving the Safety of Imported & Exported Meat, Poultry, & Processed Egg Products	No			
308	La Inocuidad de los Alimentos y Pedidos por Correo	Yes			
309	Inocuidad Alimentaria y Seguridad Alimentaria: Lo que Deben Saber los Consumidores	No			
310	Saborizantes Naturales en las Etiquetas de Carnes y Aves	Yes			
311	¿Los Nuevos Productos Para Consumidores Mejoran o Empeoran los Alimentos?	Yes			
312	Washing Food: Does It Promote Food Safety?	No			
313	Food Safety While Hiking, Camping and Boating	No			
314	Door-to-Door Meat Sales	No			
315	Hock Locks & Other Accoutrements	No			
316	Microwave Ovens and Food Safety	Yes			
317	Inocuidad Alimentaria: Cómo Eliminare el Mal Olor de Refrigeradores y Congeladores	Yes			
318	Inocuidad de los Alimentos Cocidos en la Barbacoa	Yes			
319	Molds On Food: Are They Dangerous?	Yes			
320	Allergies and Food Safety	No			
321	Humane Handling Ombudsman	Yes			
322	Soil Health: unlock your farm's potential	No			
323	Web Soil Survey Brochure- Spanish	Yes			
324	Soil Health fact sheet 1	No			
325	Your guide to the new Farm Bill Conservation Programs	Yes			

Appendix C – Sample Result from OIG Web Scan

Item	URL	Title	In Scope of the FDLP	Contained in FDLP	OIG Comment
1	https://www.ams.usda.gov/sites/default/files/media/Official%20ListingPVP.pdf	Official Listing of Approved USDA Process Verified Programs	No	No	
2	https://www.ars.usda.gov/ARUserFiles/00000000/1890LandGrantSabbatical/FRFP.pdf	Faculty Research Fellowships for Capacity Building at 1890 Land-Grant Universities	Yes	No	Serial - several issues found online
3	https://www.ers.usda.gov/media/Import/1734342/2015-cipsea-report-to-omb-for-usda-economicresearchservice.pdf	2015 CIPSEA Report to OMB for USDA's Economic Research Service	Yes	No	Annual Report (serial)
4	https://www.fns.usda.gov/sites/default/files/foodsafety/schools_infographic.pdf	Food Safety In Schools	Yes	No	
5	https://www.fs.fed.us/air/documents/USFS-DRAFT-MOU-Implementation.pdf	United States Forest Service Implementation Plan for the NEPA Air Quality MOU	No	No	Editing drafts are out of scope
6	https://www.gipsa.usda.gov/psp/publication/ar/2013_psp_annual_report.pdf	2013 Annual Report Packers and Stockyards Program	Yes	No	Annual Report (serial)
7	https://www.nass.usda.gov/About_NASS/pdf/ScientificIntegrityStatement.pdf	Statement of Commitment to Scientific Integrity by Principal Statistical Agencies	Yes	Yes	This document was posted by several of the Principal Statistical Agencies. The copy harvested was from USDA, Economic Research Service http://www.ers.usda.gov/media/910103/ap059.pdf
8	https://www.nrcs.usda.gov/Internet/FSE_PLANTMATERIALS/publications/wapmctn6333.pdf	Terminology and Definitions Associated with Revegetation	Yes	No	
9	https://www.rd.usda.gov/recovery/RDupdatedplansApp-OMBOBPAJun2010.pdf	American Recovery and Reinvestment Act Implementation Plan 2010	Yes	No	
10	https://www.ars.usda.gov/ARUserFiles/80420580/Gagne_2014_World_Cecidomyiidae_Catalog_3rd_Edition.pdf	A Catalog of the Cecidomyiidae (DIPTERA) of the World	Yes	No	

Appendix D – Management’s Response

ANDREW M. SHERMAN
Chief of Staff



Date: October 11, 2017

To: Inspector General

Subj: Management comments on OIG draft report, “Additional Information Needed for Ensuring Availability of Government Information through the FDLP” (Rpt. No. 18-01), October 2, 2017

From: Chief of Staff

Thank you for the opportunity to review the subject draft report. Management concurs with the OIG recommendation that the Acting Superintendent of Documents (1) strengthen policies, procedures, and processes to capture Government publications, and (2) define goals and metrics to provide a basis for assessing and reporting on the status of the accuracy and completeness of the Federal Depository Library Program (FDLP).

The outcome of GPO’s action on the OIG’s recommendations, however, may depend on the result of legislative oversight of GPO, including the FDLP, currently being conducted by the Committee on House Administration of the U.S. House of Representatives. Indeed, the subject of this report coincides with information that has resulted from this process. Independent of input from the OIG, GPO has reported to the Committee on the absence of “lists of publications” from Federal agencies, as required by 44 U.S.C. 1902, which were intended by the framers of the Depository Library Act of 1962 to serve as the sources of the publications selected for inclusion in the FDLP. GPO has also independently reported to the Committee and other committees previously on the problem of fugitive documents and their impact on the FDLP.

GPO recently provided the Committee on House Administration with the following information:

44 U.S.C. 1902, enacted in 1962, requires each Federal agency to provide GPO with a “list of publications” produced each month. Today, because many Federal agencies do not carry out this task, the FDLP cannot depend on the production of such lists to ensure the inclusion of publications and other information products in the program. It would be helpful to change 44 U.S.C. 1902 to allow other options instead of a “list” to notify GPO of published titles.

Because agencies are frequently unaware of or otherwise do not supply GPO with notification of publishing activities, we work with agency printing officers, the newly formed Federal Publishing Council, staff at GPO’s regional offices, and with direct agency contacts to share information about the requirements of the FDLP and the benefits of including agency publications in the FDLP. All notifications, in whatever format, are reviewed by staff located in GPO’s headquarters for appropriateness and inclusion in the FDLP.

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732 North Capitol Street, NW, Washington, DC 20401-0001 www.gpo.gov | facebook.com/USGPO | twitter.com/usgpo

GPO continues to share copies of tangible publications when available to depository libraries; these are sent to libraries generally on a weekly basis. For libraries that prefer to select materials in digital format only, new titles are included in the *Catalog of U.S. Government Publications* and libraries are able to download bibliographic records for publications in all formats. Libraries are able to update their selection profile throughout the year for tangible and digital publications, with the tangible publications being added to the libraries' profiles at the beginning of each fiscal year, and digital items are added immediately.

GPO values its responsibility for identifying, cataloging, and distributing in-scope publications for dissemination to the libraries participating in the FDLP as core functions of the Superintendent of Documents organization, regardless of publication format. With the amount of material now in-scope for the FDLP having increased greatly with Federal agencies publishing directly to the internet, GPO works in many ways to make this information available to Federal depository libraries. The methods used by GPO to ensure agency publications (both print and online) are identified at the start of the publishing process include the following resources, which all include spaces for format and for hyperlinks for electronic documents:

- Intent to Publish, Form 3868 (IntentToPublish@gpo.gov)
- SF-1 (<https://www.gpo.gov/customers/sfas1.htm>)
- Document Discovery process for Federal agencies to notify GPO of online resources when the initial publication was not developed through or with GPO (<https://beta.gpo.gov/how-to-work-with-us/agency/services-for-agencies/dissemination-program>)

For publications that are not identified through these means and for reporting publications that are available in depository libraries and other institutions, but which have not been included in GPO's *Catalog of U.S. Government Publications*, GPO uses the Lost Docs Reporting tool:
<https://www.fdlp.gov/collection-tools/lostdocs>.

GPO has established the FDLP Web Archive, which comprises selected Federal websites, harvested and archived in their entirety to create working "snapshots" of the websites at various points in time. The aim is to provide permanent public access to Federal agency web content. Federal websites have become an important way that agencies communicate information to the public. However, web content often appears or disappears without warning. Archiving these websites is part of fulfilling GPO's mission to provide permanent public access to Government information. In addition, GPO is working on a project with the Federal Research Division of the Library of Congress, through an interagency agreement, to learn more about how agency information products, the dissemination of them, and their preservation practices have changed in the digital age (Response to Question for the Record #15 (majority) of the hearing

before the Committee on House Administration, “Transforming GPO for the 21st Century and Beyond, Part 2,” July 18, 2017).

GPO has also reported to the Committee that:

The *Catalog of U.S. Government Publications* (CGP) is intended to be the National Bibliography of U.S. Government Publications and the finding tool for electronic and print publications from the legislative, executive, and judicial branches of the U.S. Government. The CGP contains descriptive records for historical and current publications and provides direct links to those that are available online. The CGP is updated daily and it includes records for publications dating back to the late 1800s, making the CGP the central point for locating new and historical Federal Government publications. While the CGP does not include records for all historical publications, those publications are indexed in the CGP’s predecessor, the *Monthly Catalog of U.S. Government Publications*, which is a print index, and had been printed since the passage of the Printing Act of 1895.

As discussed in detail [previously], the Historic Shelflist is GPO’s historic card catalog, containing information on publications dating back to the 1870s, and it represents the earliest bibliographic records held by the agency. Incorporating these records into the CGP is a major step to create a comprehensive online bibliography of Government publications. Using a multi-prong approach, historic records are being added to the CGP in an effort to achieve this goal:

- To date, GPO staff and contractors have manually transcribed and enhanced more than 186,000 records and work on the transcription of the Historic Shelflist is 60% complete.
- GPO has established several cooperative cataloging efforts focusing on historic titles with depository libraries and seeks to grow this “collective-effort” approach by expanding the number of participating volunteer partners. Additionally GPO has made cataloging records available through the CGP for historic titles digitized by a Federal depository. To date, more than 14,400 records for historic titles have been added and 5 partnerships with libraries are currently underway.
- Between 1895 and 2004, GPO produced the *Monthly Catalog of U.S. Government Publications*. Transcription of the 1895-1898 monthly catalogs was completed in 2015 and produced approximately 9,600 records in the CGP.

Additionally, we are cataloging a collection of congressional prints and hearings from Kansas State University. The University weeded its collection of congressional material and GPO acquired it to use for cataloging of the historic

titles. This effort added over 17,600 records for historic hearings and prints to the CGP.

As we have reported previously to the Committee in the information regarding our strategic initiatives for FY 2017 and elsewhere, GPO is already actively digitizing historic materials, and priorities are outlined in GPO's System of Online Access, Collection Development Plan (<https://www.fdlp.gov/file-repository/about-the-fdlp/gpo-projects/trustworthy-digital-reports/2812-gpo-s-system-of-online-access-collection-development-plan>). GPO also partners with Federal agencies or depository libraries to ingest previously digitized content into FDSys. The efforts underway to digitize and make available digitized versions of historic titles include the following:

- We digitized and created metadata for the permanent edition of the *Congressional Record* in partnership with the Library of Congress. The digital versions are being released in decade batches. Volumes from 1921-1989 resulting from this process are currently available on Fdsys/**govinfo**. Additional volumes will be released in the coming weeks.
- We are digitizing historic issues of the *Federal Register* from 1994 back to 1936, in partnership with the Office of the Federal Register. Digital copies for issues from 1980-the present are currently available on Fdsys/**govinfo**. The remaining issues will be publicly available as digitization is completed in the coming months.
- GPO is also partnering with Federal depository libraries to make historic titles digitized by the libraries available through **govinfo**. To date, historic material digitized by others includes:
 - Panama Canal related publications:
<https://www.govinfo.gov/collection/panama-canal> from the University of Florida;
 - Historic Treasury Department publications:
<https://www.govinfo.gov/collection/treasury-department>; and
 - The Warren Commission Hearings:
<https://www.govinfo.gov/features/warren-commission-report-and-hearings> from Boston Public Library.

Guidance for libraries interested in potentially providing digitized content for ingest into **govinfo** is available at <https://www.fdlp.gov/about-the-fdlp/partnerships>.

- GPO has developed and awarded a blanket purchase agreement for digitization and related services. This contract will be used to digitize historic titles based on the collection development plan for **govinfo**.

To achieve comprehensiveness, GPO will continue working on the efforts described above. This includes working closely with regional and selective libraries to identify their unique collections and incorporate the identified titles into CGP to fill in gaps through additional partnerships. To provide more immediate access to historic cataloging records (1774-2004), GPO will digitize *Monthly Catalog* volumes (1895-2004), its predecessor and related titles, and make that content searchable through Fdsys/**govinfo** (Response to Question for the Record #17 (majority) of the hearing before the Committee on House Administration, “Transforming GPO for the 21st Century and Beyond, Part 2,” July 18, 2017).

The information above details the tools GPO has been employing to search for and collect in-scope information for the FDLP. But the absence of publishing information from the agencies themselves remains an issue. As part of the ongoing legislative review process, GPO has proposed the following changes to chapter 19 of Title 44, U.S.C., to help address that problem:

GPO should be made responsible for the lifecycle management of digital and tangible Government information (identify, acquire, catalog, preserve, disseminate, reformat) from all three branches of the Federal Government.

The definition of a Government publication found in 44 U.S.C. 1901 should indicate “regardless of form or format,” which will codify digital content and successor formats. The term “Government publication” should be revised to refer instead to “Government information dissemination product” or a comparable description. Further change to section 1901 is needed to remove the language of “published as an individual document” as online content is not always conveyed as one file.

Recognition that GPO administers a distributed “National Collection of Government Information,” or “National Library of Government Information” housed in Federal depository libraries, and works in collaboration with other national libraries (Agriculture, Medicine, Education, Transportation, and the Library of Congress).

The requirement for Federal agencies to supply GPO with lists of publications in section 1902 should be updated through a mechanism that ensures agency notification and supply of digital and tangible content to GPO (Response to Question for the Record # 2 (minority) of the hearing before the Committee on House Administration, “Transforming GPO for the 21st Century and Beyond, Part 2,” July 18, 2017).

Additionally, in response to a question for the record to the Committee, GPO has also strongly argued against the suggestion that Federal agencies be permitted to procure their own printing below a certain dollar value, as the result will most likely be an increase in documents that are fugitive from the FDLP, as previous studies have shown (*see* GPO OIG, Commercial Printing

and Dissemination of Government Information at the National Institutes of Health, Nov. 29, 2013, Audit Report No. 14-0; letter from Thomas J. Muldoon, Acting Inspector General, GPO, to Joseph J. Green, Assistant IG for Public Health Service Audits, HHS, September 24, 1997, pp. 1-2; and Department of Health and Human Services IG Report, "Review of the National Institutes of Health Printing Program,"(A-15-98-80001, March 1999).

While the outcome of the legislative review currently underway is unknown at this time, the recommendations of the OIG in the subject report will reinforce the need for the changes outlined above. Thank you again for the opportunity to review the subject draft report. If you need additional information, please do not hesitate to contact me on 202-512-1100.



ANDREW M. SHERMAN

Appendix E - Status of Recommendations

Recommendation	Resolved	Unresolved	Open/ECD*	Closed
1	x		TBD	
2	x		TBD	

*Estimated Completion Date.

Appendix F - Report Distribution

Director, GPO

Deputy Director, GPO

Chief of Staff

Acting General Counsel

Contributors to the Report

Karl Allen – Acting Assistant Inspector General for Information Technology Audits

Freddie Hall – Lead Auditor

Daniel Rose – Lead Information Technology Specialist