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**Prepared Statement
before the Subcommittee
on Oversight, Committee
on House Administration
U.S. House of Representatives**

*GPO – Issues and Challenges:
How Will GPO Transition to the Future?*

Wednesday, May 11, 2011

**210 Cannon House Office Building
Washington, DC 20515**

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Mr. Chairman, Representative Lofgren, and Members of the Subcommittee on Oversight, it is an honor to be here today to discuss the U.S. Government Printing Office (GPO) – Issues and Challenges: How will GPO transition to the future?

Background

With just 2,200 employees, GPO is the Federal Government’s primary centralized resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the U.S. Government in digital and tangible forms. The agency is responsible for the production and distribution of information products for all three branches of the Federal Government, including U.S. passports for the Department of State as well as the official publications of Congress, the White House and other Federal agencies, and the courts.

Along with sales of publications in digital and tangible formats to the public, GPO supports openness and transparency in Government by providing permanent public access to Federal Government information at no charge through its Federal Digital System (www.fdsys.gov), which has more than 250,000 Federal titles online and sees more than 25 million documents downloaded every month, and through partnerships with approximately 1,220 libraries nationwide participating in the Federal Depository Library Program. In addition to GPO’s Web site, www.gpo.gov, we communicate with the public routinely via Twitter twitter.com/USGPO, YouTube www.youtube.com/user/gpoprinter, and Facebook www.facebook.com/USGPO.



We first opened our doors for business 150 years ago, on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President. Our mission can be traced to the requirement in Article I of the Constitution that each House shall keep a journal of its proceedings and from time to time publish the same. Representative Robert A. Brady put a statement in the *Congressional Record* recognizing GPO’s anniversary, which I’m pleased to attach to this statement.

Since President Lincoln’s time we have produced every great American state paper and an uncounted number of other Government publications, including the Emancipation Proclamation, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Iraq and Afghanistan, emergency documents like the ration cards and the “Buy Bonds” posters used during World War II, the Warren Commission Report on President Kennedy’s assassination, the Watergate transcripts, the 9/11 Commission Report, Presidential inaugural addresses, Supreme Court opinions, and the great acts of Congress that have shaped our society. All these as well as millions of other documents from the historic to the humble have been produced by GPO on their way to use by Congress, Federal agencies, and the American public.

For the Clerk of the House, the Secretary of the Senate, and the committees of the House and the Senate, we produce the documents and publications required by the legislative and oversight processes of Congress, including the daily *Congressional Record*, bills, reports,

legislative calendars, hearings, committee prints, and other documents, as well as stationery, franked envelopes, and other materials such as memorials and condolence books, programs and invitations, phone books, House and Senate Journals, inaugural materials, the *U.S. Code*, and the other products needed to conduct business of Congress. The printing we produce for Congress ranges from 5.5 cents per page on our high speed digital duplicating systems to a penny or less on our offset systems, compared with nearly 7 cents per page for documents printed from the kind of office printers typically used through the Government and Capitol Hill. We also detail expert staff to support the information product requirements of Senate and House committees and congressional offices such as the House Office of Legislative Counsel.

The production of the *Congressional Record* alone is a remarkable job, averaging about 170 pages per issue but ranging in size from a few pages to hundreds of pages per night depending on the amount of business transacted. No matter the size, each issue of the *Congressional Record* is formatted, paginated, proofed, corrected, uploaded for online access, printed, and delivered overnight, every night Congress is in session. The history of our Nation as revealed in the proceedings of Congress is preserved for generations to come in the permanent edition of the *Congressional Record* and in the *Congressional Serial Set*, containing all the numbered reports and documents of each Congress and published continuously since 1817, both produced by GPO.



Since taking office in early January, I've met with the Clerk of the House and the Secretary of the Senate and various Members and staff, and have heard repeatedly about the utility of the products and services we provide for Members and staff in performing the work of their offices and their committees. Ensuring that utility—supporting Congress in carrying out its constitutional legislative function—is our most important job. In addition, with the Library of Congress and the National Archives, the work we perform is a basic part of governmental openness and transparency, and an integral part of the creation and preservation of the record of our Government for the American people.

GPO and Digital Information Technologies

As Archivist of the United States David Ferriero recently said, GPO has not rested with drums of printer's ink and rolls of paper measured by the ton. Our present and future are clearly being defined by digital technology, and digital technology itself has radically changed the way printing is performed today.

This is especially true where the information products used by Congress are concerned. GPO's conversion to digital databases for the composition of congressional publications occurred more than a generation ago. Today the activities associated with creating congressional information databases comprise the majority of the work we perform for Congress. In addition to using them to produce printed products as required by Congress, we upload them to the Internet via our online information systems, known previously as *GPO Access* and today as GPO's Federal Digital System (FDsys). Since we first went online with congressional information in 1994, these systems have provided Congress and the public with the definitive source not only of legislative but executive and judicial information online, in real time, and free of charge to the user.

Our creation of digital databases of congressional information from which we can print and provide online public access has dramatically increased productivity and dramatically reduced costs to the taxpayer. Our digital production systems have reduced the cost of congressional printing by more than two-thirds in constant dollar terms since 1975 while expanding our information capabilities exponentially.

GPO's congressional database systems also form the basic building blocks of other information systems supporting Congress. We provide our congressional information databases directly to the Library of Congress where they are used in its THOMAS system as well as the legislative information systems the Library makes available to congressional offices. GPO and the Library are also collaborating today on the digitization of previously printed documents, such as historical issues of the *Congressional Record* and the *Statutes at Large*, to make them more broadly available to Congress and the public, and we are jointly developing a new process for updating the digital edition of the *Constitution Annotated*.

GPO's digital systems support other key Federal publications, including the *U.S. Budget* and, most importantly, the *Federal Register* and associated products, which we produce. Through GPO's efforts, the online *Federal Register* is being made available in extensible markup language (XML) to support bulk data downloads via www.data.gov, and with the Office of the *Federal Register* we developed the online *Federal Register 2.0*, an innovative approach to making information on Federal regulations and related documents available to the public. Our advanced authentication systems, supported by public key infrastructure (PKI), are an essential component for assuring the digital security of congressional and agency documents.



Other major products that GPO produces include U.S. passports for the Department of State, the premier component of our secure and intelligent documents business unit. At one time no more than a conventionally printed document, passports today incorporate a chip and antenna array capable of carrying biometric identification data, which with other security features has transformed this document into the most secure identification credential obtainable. We have also developed a line of secure identification "smart cards" to support the credential requirements of the Department of Homeland Security for certain border crossing documents and by other agencies, including the U.S. Capitol Police. Our secure credential unit has been certified as the only government-to-government provider of credentials meeting the requirements of Homeland Security Presidential Directive 12 (HSPD-12).

GPO in Partnership with Industry

Other than congressional and inherently governmental work such as the *Federal Register*, the *U.S. Budget*, and secure and intelligent documents, we produce virtually all other information product requirements via contracts through a longstanding partnership with the private sector printing industry. Our procurement operation handles approximately 75% of all work sent to GPO for production, amounting to \$450 million to \$500 million annually. This system is one of the Government's longest running and most successful programs of utilizing the private sector, which is represented by more than 16,600 individual firms registered to do business with us, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides great economic opportunity for the private sector.

GPO and Open, Transparent Government

Producing and distributing the official publications of our Government fulfills an informing role originally envisioned by the Founders, when James Madison said:

A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy, or perhaps both. Knowledge will forever govern ignorance, and a people who mean to be their own Governors, must arm themselves with the power which knowledge gives.

A key mechanism for this purpose is the Federal Depository Library Program, which today serves millions of Americans through a network of some 1,220 public, academic, law, and other libraries located in virtually every congressional district across the Nation. These libraries are critical links between “We the People” and the information provided by the Federal Government. GPO provides the libraries with information products in online or tangible formats, and the libraries in turn make these available to the public at no charge and provide additional help and assistance to depository library users. One of the other programs we operate is in fulfillment of an international treaty. Under it, we distribute certain Federal publications to other governments abroad as designated by the Library of Congress. In return, they send the Library their official publications, which the Library then makes available for the use of Congress and the public. This helps maintain the universal nature of the Library’s collections, as Librarian of Congress James Billington recently pointed out.



Along with these programs, we provide public access to the wealth of official Federal information through public sales featuring secure ordering through an online bookstore for GPO sales publications and a partnership with the private sector to offer Federal publications as e-Books. We also operate effective and efficient information distribution programs for other Federal agencies on a reimbursable basis, including the General Services Administration (GSA) Consumer Information Center publications.

Recent Actions

Since taking office on January 3 this year, my management team and I have worked to reduce spending and ensure that GPO’s finances remain sound in the face of ongoing constraints on the Federal budget. We cut our appropriations request for FY 2012 by more than \$5 million from what was originally submitted to OMB late last year. We cut GPO’s annual spending plan as previously submitted to the Joint Committee on Printing by \$15 million and implemented controls on hiring, travel, certain contractual services, and related discretionary accounts. We realigned GPO’s organization so the Chief Financial Officer reports directly to me rather than through subordinate officers, and created a task force on recovery of outstanding payments from Federal agencies. We have developed a strategic plan which has been posted to our Web site. We inaugurated a Facebook page for GPO, implemented a new project to make Federal court opinions publicly available online, and expanded our partnership with Google Books to include Federal consumer-oriented information made available by the GSA. We have surveyed GPO’s buildings and identified additional space we can make available for the use of legislative branch entities such as the Architect of the Capitol, which will help relieve the pressures on space Congress is experiencing in its own buildings, or the U.S. Capitol Police.

We are continuing ongoing initiatives such as the development of FDsys, support for our Oracle suite of business enterprise services, and planning for continuity of operations (COOP). These activities are essential to carrying out our mission to *Keep America Informed*, support our business operations, and assure essential support to Congress, the White House, and Federal agencies in the event of an emergency. We are pursuing additional revenue opportunities, particularly in the field of secure credentialing. We intend to expand utilization of our printing procurement capability by Federal agencies and have had preliminary discussions with the private sector on how best to accomplish that. In the Federal Depository Library Program, approximately 97% of publications are available in digital form. Our library partners make a significant investment to participate in the Program, viewing it as their civic responsibility for an informed citizenry. We are working with the Depository Library Council to the Public Printer and the community to reach consensus on how to bring more flexibility to the Program while ensuring that it is sustainable and more robust in the 21st Century.

My meetings with the Clerk of the House, the Secretary of the Senate, Members and staff of the Joint Committee on Printing, and other Members and staff have been to discuss how GPO can best assist them in supporting the needs of Congress. We are familiar with the proposals to reduce the printing of bills and the *Congressional Record*. While our analysis of these proposals has concluded that the savings will be more modest than projected, we understand completely the intention to ensure that the level of information products provided to Congress is what is required for the conduct of legislative and other congressional operations. Accordingly, we are currently administering an online survey of all congressional offices and committees to determine the volume of products they require today. This is the first survey of its kind and we appreciate the support of the House and the Senate in this process. We have created a customer service unit to assist with the completion of the survey and followup with offices on their need for GPO products and services. In addition, we have been meeting with both staff and Members of the appropriations committees and cooperating with them in the effort to achieve their funding objectives. We fully understand the intention of Congress to control its spending and we are cooperating in meeting this goal.

Mr. Chairman and Members of the Subcommittee, throughout its history GPO has been front and center in providing Congress with the information products it needs to conduct the legislative process, and in GPO today you have the Government's sole information platform for meeting your online and conventional requirements. GPO is singular in the changes it has undergone over the past generation — and indeed, throughout its history — to providing increasingly effective, economical information services to Congress and Federal agencies, for the past generation shrinking in staffing and growing in technology to meet the changing information needs of the Government. We have set a leadership record in the employment of technological solutions to Congress's information needs and we are continuing to do so, based on the efficiency, effectiveness, and dependability of the available technologies and the funds to acquire them. We look forward to working with you to ensure that we continue in this singular technology leadership role serving Congress, Federal agencies, and the public.





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William J. Boarman

Public Printer of the United States

**Prepared Statement before the
Subcommittee on Legislative
Branch Appropriations,
Committee on Appropriations,
U.S. Senate**

*On GPO's Appropriations Request
for FY 2012*

Thursday, March 17, 2011

**138 Dirksen Senate Office Building
Washington, DC 20510**

2:30 PM



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Mr. Chairman, Senator Hoeven, and Members of the Subcommittee on Legislative Branch Appropriations:

It is an honor to be here today to present the appropriations request of the U.S. Government Printing Office (GPO) for fiscal year (FY) 2012. Our request is for the Congressional Printing and Binding Appropriation and the Salaries and Expenses Appropriation of the Superintendent of Documents, both of which are included in the annual Legislative Branch Appropriations bill. These two accounts cover GPO's provision of congressional information products and services as authorized by law and our provision of public access to congressional and other Government information products through statutorily-established information dissemination programs under the Superintendent of Documents.

All other GPO functions and activities—including the production of U.S. passports for the State Department as well as secure credentials for congressional and agency use, the procurement of information products and services in partnership with the private sector, the sales of Government information products and services to the public, and related operations—are financed on a reimbursable basis through GPO's business-like Revolving Fund, which is authorized through the annual Legislative Branch Appropriations bill.

GPO



Background

With just 2,200 employees, GPO is the Federal Government's primary centralized resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the U.S. Government in digital and tangible forms. The agency is responsible for the production and distribution of information products for all three branches of the Federal Government, including U.S. passports for the Department of State as well as the official publications of Congress, the White House and other Federal agencies, and the courts.

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We first opened our doors for business 150 years ago this month, on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President. Our mission can be traced to the requirement in Article I of the Constitution that each House shall keep a journal of its proceedings and from time to time publish the same. Senator Schumer put as statement in the *Congressional Record* recognizing GPO's anniversary, which I'm pleased to attach to this statement.

In our history we have produced every great American state paper—and an uncounted number of other Government publications—since President Lincoln’s time, including the Emancipation Proclamation. Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Iraq and Afghanistan, emergency documents like the ration cards and the “Buy Bonds” posters used during World War II, the Warren Commission Report on President Kennedy’s assassination, the Watergate transcripts, the 9/11 Commission Report, Presidential inaugural addresses, Supreme Court opinions, and the great acts of Congress that have shaped our society—all these as well as millions of other documents from the historic to the humble have been produced by GPO on their way to use by Congress, Federal agencies, and the American public.

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Since taking office in early January, I’ve met with the Secretary of the Senate and the Clerk of the House and various Members and staff, and have heard repeatedly about the utility of the products we provide for Members and staff in performing the work of their offices and their committees. Ensuring that utility—supporting Congress in carrying out its constitutional legislative function—is our most important job. In addition, with the Library of Congress and the National Archives, the work we perform is a basic part of governmental openness and transparency, and an integral part of the creation and preservation of the record of our Government for the American people.

GPO and Digital Information Technologies

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In addition to using these databases to produce printed products as required by Congress, we upload them to the Internet via our online information systems, known previously as GPO Access and today as GPO's Federal Digital System (FDsys). Since we first went online with congressional information in 1994, these systems have provided Congress and the public with the definitive source not only of legislative but executive and judicial information online.

Our creation of digital databases of congressional information from which we can print and provide online public access has dramatically increasing productivity and dramatically reduced costs to the taxpayer. As our budget submission shows, our digital production systems have reduced the level of the Congressional Printing and Binding Appropriation by more than two-thirds in constant dollar terms since 1975 while expanding our information capabilities exponentially.

GPO's congressional database systems also form the basic building blocks of other information systems supporting Congress. Our congressional information databases are provided directly to the Library of Congress to support its THOMAS system as well as the legislative information systems the Library makes available to Senate and House offices. GPO and the Library are also collaborating today on the digitization of previously printed documents, such as the *Congressional Record* and the *Statutes at Large*, to make them more broadly available to Congress and the public, and we are jointly developing a new process for updating the digital edition of the *Constitution Annotated*.



GPO's digital systems also support other key Federal publications, including the *U.S. Budget* and, most importantly, the *Federal Register* and associated products, which we also produce. Through GPO's efforts, the online *Federal Register* is being made available in extensible markup language (XML) to support bulk data downloads via www.data.gov, and with the Office of the Federal Register we developed the online *Federal Register 2.0*, an innovative approach to making information on Federal regulations and related documents available to the public. Our advanced authentication systems, supported by public key infrastructure (PKI), are an essential component for assuring the digital security of congressional and agency documents.

The other major products that GPO produces are U.S. passports for the Department of State, the premier component of our secure and intelligent documents business unit. At one time no more than a conventionally printed document, passports today incorporate a chip and antenna array capable of carrying biometric identification data, which with other security features has transformed this document into the most secure identification credential obtainable. We have also developed a line of secure identification "smart cards" to support the credential requirements of the Department of Homeland Security for certain border crossing documents, and our secure credential unit has been certified as the only government-to-government provider of credentials meeting the requirements of Homeland Security Presidential Directive 12 (HSPD-12).

GPO in Partnership with Industry

Other than congressional and inherently governmental work such as the *Federal Register*, the *Budget*, and secure and intelligent documents, we produce virtually all other information product requirements via contract through a longstanding partnership with the private sector printing industry. In fact, our procurement operation handles approximately 75% of all work sent to GPO for production, amounting to \$450 million to \$500 million annually. This

system is one of the Government's longest running and most successful programs of utilizing the private sector, which is represented by more than 16,600 individual firms registered to do business with us, the vast majority of whom are small businesses averaging 20 employees per firm. Contracts are awarded on a purely competitive basis; there are no set-asides or preferences in contracting other than what is specified in law and regulation, including a requirement for Buy American. This partnership provides great economic opportunity for the private sector.

GPO and Open, Transparent Government

Producing and distributing the official publications of our Government fulfills an informing role originally envisioned by the Founders, when James Madison said:

A popular Government without popular information, or the means of acquiring it, is but a Prologue to a Farce or a Tragedy, or perhaps both. Knowledge will forever govern ignorance, and a people who mean to be their own Governors, must arm themselves with the power which knowledge gives.

A key mechanism for this purpose is the Federal Depository Library Program, which today serves millions of Americans through a network of some 1,220 public, academic, law, and other libraries located in virtually every congressional district across the Nation. These libraries are critical links between "We the People" and the information provided by the Federal Government. GPO provides the libraries with information products in online or tangible formats, and the libraries in turn make these available to the public at no charge and provide additional help and assistance to depository library users. One of the other programs we operate is in fulfillment of an international treaty. Under it, we distribute certain Federal publications to other governments abroad as designated by the Library of Congress. In return, they send the Library their official publications, which the Library then makes available for the use of Congress and the public. This helps maintain the universal nature of the Library's collections, as Librarian of Congress James Billington recently pointed out.

Along with these programs, we also provide public access to the wealth of official Federal information through public sales featuring secure ordering through an online bookstore for GPO sales publications and a partnership with the private sector to offer Federal publications as e-Books, and we operate effective and efficient information distribution programs for other Federal agencies on a reimbursable basis, including the General Services Administration's Consumer Information Center publications.

Recent Actions

Since taking office on January 3 this year, my management team and I have worked to reduce spending and ensure that GPO's finances remain sound in the face of ongoing constraints on the Federal budget. We have reduced our appropriations request for FY 2012 by more than \$5 million from what was originally submitted to OMB. We cut GPO's annual spending plan as previously submitted to the Joint Committee on Printing by \$15 million and implemented controls on hiring, travel, certain contractual services, and related discretionary accounts. We realigned GPO's organization so the Chief Financial Officer reports directly to me rather than through subordinate officers, and implemented a task force on recovery of outstanding payments from Federal agencies. Otherwise, there is continuity of ongoing initiatives such



as the development of FDsys, support for our Oracle suite of business enterprise services, and planning for continuity of operations (COOP). We are also pursuing additional revenue opportunities, particularly in the field of secure credentialing, as well as increased utilization of our printing procurement capability by Federal agencies.

My meetings with the Secretary of the Senate and the Clerk of the House were to discuss how GPO can best assist them in supporting the needs of Congress. We have been meeting with both staff and Members of the appropriations committees and cooperating with them in their effort to provide for appropriations beyond the current continuing resolution. We fully understand the intention of Congress to control its spending and you will have our cooperation in meeting this goal.

FY 2012 Appropriations Request

For FY 2012, we are requesting a total of \$148,474,000, a reduction of \$5.2 million, or 3.4%, from the amount submitted to the Office of Management and Budget late last year, and an increase of just \$1,013,000 over the continuing resolution (P.L. 111-242, as amended).

Our request includes two one-time components: \$1.4 million for work supporting the 2013 Presidential inauguration and \$1.4 to fund a shortfall in the Congressional Printing and Binding Appropriation carried forward from FY 2009. Excluding these one-time requests, our overall request would be \$145,674,000, a decrease of \$1,787,000 from the current continuing resolution.



There is an unexpended balance of \$2,500,000 in the Salaries and Expenses Appropriation from FY 2006 that could be transferred to the Revolving Fund under current law. If the transfer is approved by the Appropriations Committees, it would reduce our overall request for new funding to \$145,974,000.

Our funding request for FY 2012 is designed to:

- meet projected requirements for congressional information products and services as authorized by law, provide the necessary funds for materials required for the 2013 Presidential inauguration, and recover the shortfall in this account carried forward from FY 2009;
- fund the operation of GPO's statutory programs that provide public access to congressional and other Government information products nationwide; and
- continue the development of GPO's Federal Digital System (FDsys), which provides Congress, Federal agencies, and the public with no-fee digital access to a vast range of congressional and other Federal information products, and support our Oracle-based enterprise infrastructure.

Congressional Printing and Binding Appropriation

We are requesting \$100,001,000 for this account to cover the estimated cost of congressional information products and services as authorized by law. This represents an increase of \$6,233,000 over the level provided by the current continuing resolution.

Of the increase, \$1,400,000 is estimated to be required for work to support the 2013 Presidential inaugural and \$1,390,000 is required to fund the shortfall in this appropriation carried forward from FY 2009. The balance of the increase, or \$3,443,000, includes \$2,909,000 for estimated volume increases in certain work categories—principally the *Congressional Record*, business calendars, and hearings—offset by estimated volume decreases in other categories, primarily miscellaneous publications and bills. It also includes \$534,000 for price level changes averaging .6% that are attributable to existing wage contracts and projected cost increases for materials and supplies.

Salaries and Expenses Appropriation of the Superintendent of Documents

We are requesting \$42,173,000 for this account to support public access to congressional and other Government information products through GPO's statutory information dissemination programs, primarily the Federal Depository Library Program. Our request represents an increase of \$1,262,000 over the level approved in the current continuing resolution.

Included in the increase is \$196,000 for mandatory pay costs (pertaining only to within-grade increases) and price level changes, \$262,000 for the level of GPO overhead required to be distributed to Salaries and Expenses programs, and \$304,000 for FDsys annual operating costs attributable to Superintendent of Documents programs. In addition, we are requesting \$500,000 to continue legacy systems migration and modernization costs, as well as historical digitization projects approved by the Joint Committee on Printing and involving collaboration with the Library of Congress.

As noted above, there is an unexpended balance of \$2,500,000 in the Salaries and Expenses Appropriation from FY 2006 that could be transferred to the Revolving Fund under current law. If the transfer is approved by the Appropriations Committees, it would reduce our request for new funding to the Salaries and Expenses appropriation by that amount.

Revolving Fund

We are requesting \$6,300,000 for this account, to remain available until expended, to fund essential investments in information technology development. These include \$5,000,000 to continue developing FDsys and \$1,300,000 for support for our Oracle-based enterprise infrastructure. GPO has requested these funds as additions to the revolving fund's working capital to enable the fund to continue financing other investments in upgrades of technology, equipment, and plant modernization.

Mr. Chairman, Senator Hoeven, and Members of the Subcommittee, this concludes my prepared statement. We look forward to working with you and the Subcommittee in your consideration of our appropriations request for FY 2012.

